



**SAN FRANCISCO  
PLANNING DEPARTMENT**

BDS-11, c pages  
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in the office of the Clerk)

**MEMO**

**Transmittal Memo to the Board of Supervisors**

***Balboa Park Station Area Plan  
Monitoring Report 2007-2011***

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**TRANSMITTAL**

Transmitting 2007-2011 Balboa Park Station Area Plan Monitoring Report. There will be no hearing for this report.

**PROJECT DESCRIPTION**

San Francisco Administrative Code Section 10E requires that a five year time series monitoring report on the Balboa Park Station Area Plan be done by July 1<sup>st</sup> two years following the plan's adoption and approval and on July 1<sup>st</sup> every five years hence. The area plan was adopted and approved in 2009 and the *Balboa Park Station Area Plan Monitoring Report, 2007-2011* is the first in the series. It details development activity, housing construction, and infrastructure improvements in the area as mandated and covers the two years before the plan's approval and three years hence. The Report also discusses implementation of proposed programming including fees collected, community improvements, and historic preservation.

Highlights of the *Balboa Park Station Area Plan Monitoring Report, 2007-2011* include:

**COMMERCIAL DEVELOPMENT**

- **New Construction:** Between 2007 and 2011, commercial development construction in Balboa Park totaled 8,185 square feet or less than 1% of net new commercial development citywide
- **Development Pipeline:** Balboa Park's contribution to new commercial development in San Francisco will be minor with 30,000 sq. ft. or less than 1% of proposed commercial development square footage Citywide.

## EMPLOYMENT

- **Commercial Employment:** Majority of the jobs in Balboa Park are in retail, making up 400 jobs. Still, less than 1% of jobs in retail Citywide. As of the end of December 2011 there were only 140 office jobs in the Balboa Park area, compared to the almost 700,000 citywide.

- **Commercial Employment Pipeline:**

Assuming an average employee density of 350 square feet, the new commercial spaces in the Balboa Park area can accommodate around 134 jobs when completed, or about 4 office jobs and 131 retail jobs. Balboa Park makes up a little over 1% of all retail jobs citywide.

## HOUSING

- **New Housing Construction:** Between 2007 and 2011, net addition to the City's housing stock (meaning, new units built minus units demolished, merged, removed or converted) totaled 3 units.
- **Housing Pipeline:** About 230 new units are expected to be built in the Balboa Park between 2012 and 2017. This represents about 90% of all pipeline units in projects that are currently under construction or have building permits to start construction Citywide.
- **Affordable Housing:** No new housing built in Balboa Park between the 2007 and 2011 reporting period was publicly subsidized or made affordable through the City's inclusionary affordable housing requirement. However, two projects with about 97 new affordable units are under construction or have recently been built after the 2007-2011 reporting period.
- **Changes to the Housing Stock:**
  - **Condo Conversion** – Condo conversion is often seen as loss of presumably affordable rental housing. A total of 184 units in the Balboa Park area were converted into condos; this made up 12% of the Citywide total.
  - **Evictions** – The City's rental housing stock is also diminished by owner move-in (OMI) evictions and Ellis Act withdrawals. Two units (or 1% of Citywide) OMI evictions were in Balboa Park. No rental units in Balboa Park were made subject to the Ellis Act; evictions in two units (1% of Citywide) were for "Other" purposes.

## PUBLIC BENEFITS

- **Transportation Improvements:**
  - The SFMTA completed two planning studies of the Balboa Park Station Area: the Balboa Park Pedestrian and Bicycle Connection Project (2009) and the Balboa Park Station Capacity Study (2011). These two planning studies identified recommendations for transportation improvements in and around the Station.
  - The Phelan Loop project was started during the reporting period to reconfigure the existing Muni bus loop, create a new public plaza, improve pedestrian connections, and construct a mixed-use affordable housing project. The bus loop was completed in 2013. The housing and plaza projects are expected to be built by 2014.

- **Open Space and Recreational Facilities**
  - The Office of Economic and Workforce Development, in coordination with Planning, DPW, the PUC and the Library completed the concept design of a new public open space adjacent to the new Library.
  - The Department of Recreation and Parks, partnered with the Trust of Public Land, renovated the Balboa Park and to build a skate park, a new playground, and new picnic areas, resurfaced the tennis courts, improved pathways and landscaping. This project was completed in 2012.
- **Historic Preservation:**
  - Historic surveys focusing on buildings located along the spine of the Ocean Avenue corridor have been initiated and cover the Ingleside, Westwood Park, Sunnyside, Excelsior and the Outer Mission neighborhoods.
- **Public Arts**
  - Lick-Wilmerding High School and Denman Middle School students created new mosaic art installed at Balboa Park.
- **Neighborhood Serving Establishments**
  - The Balboa Park area is home to over 190 neighborhood serving businesses and establishments employing almost 1,500. About 30% of these businesses have been in the area since 2007.
  - Neighborhood serving establishments in Balboa Park include professional, scientific, and technical services, beauty salons, and full service restaurants. The major presence of San Francisco City College meant that a third of jobs in the neighborhood are in public administrative establishments.

## IMPLEMENTATION OF PROPOSED PROGRAMMING

- **Fees Program and Collection:**
  - Approximately \$132,300 is expected to be collected in impact fee revenue in the Plan Area between 2009 and 2014.
- **Jobs Housing Linage Program:**
  - Since the program was established in 1985, a total of a little over \$5.8 million, plus about \$12.6 million accrued in interest, has been collected.
- **First Source Hiring:**
  - Between fiscal years 2006 and 2011, the Office of Economic Workforce and Development reported that 125 residents were placed into entry-level jobs including 96 in public projects, and 29 in private projects.

Limited copies of the *Balboa Park Station Area Plan Monitoring Report 2007-2011* are available to the public at cost at the San Francisco Planning Department, 1650 Mission Street, 4th Floor, San Francisco, CA 94103. It is also available for review at the San Francisco Main Public Library, Science and Government Documents Department. The report can also be downloaded from the Planning Department's website: <http://www.sf-planning.org>

**REQUIRED COMMISSION ACTION**

There is no hearing or action required.

**Attachment:**

*Balboa Park Station Area Plan Monitoring Report, 2007-2011*



# BALBOA PARK STATION

## *AREA PLAN MONITORING REPORT*

2007-2011



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# BALBOA PARK STATION

## *AREA PLAN MONITORING REPORT*

2007-2011



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# Balboa Park Station Area Plan Monitoring Report: 2007–2011 Summary

The Balboa Park Station Area Plan was adopted in 2009 to: 1) improve the area’s public realm, 2) make the transit experience safer and more enjoyable, and 3) improve the economic vitality of the Ocean Avenue Neighborhood Commercial District.

This mandated report covers a five year period immediately before and soon after the Plan’s adoption. The changes in the Balboa Park Station Area Plan land use are summarized below (the Plan Area’s share of citywide total is listed in parentheses when applicable).

The economy is recovering as evidenced by the additional commercial development, additional production of housing units, increase in employment, and growing projected tax revenue and use fees. Transit use is high and mode share is stable. However, this plan is fairly new and is still developing out.

## LAND USE CHARACTERISTICS (share of citywide total in parentheses)

### Existing Commercial Development

**Total:** 3.3 million square feet [msf] (2%)

**Cultural, Institutional, & Educational:** 2.9 msf (4%)

**Retail:** 260,701 square feet (sf) (2%)

**Office:** 13,155 sf (0.1%)

### New Commercial Development

**Cultural, Institutional, & Educational:** 8,185 sf (0.001%)

### Commercial Pipeline

**Total:** 46,967 sf (0.2%)

**Retail:** 45,828 sf (1.2%)

**Office:** 1,139 sf (0.0001%)

### Employment increased

**Total:** 1,010 jobs (0.3%)

**Retail:** 407 jobs (0.3%)

**Cultural, Institutional, & Educational:** 280 jobs (0.3%)

**Office:** 140 jobs (0.0002%)

### New Housing Development

**Balboa Park:** 3 net new units (1 unit lost)

**Citywide:** 10,783 net new units (636 units lost)

### Housing Pipeline

+ 251 units (1%)

### Affordable Housing Pipeline

+ 97 units (39% of 251 units)

### Condo Conversions increased

**Balboa Park:** 184 units

**Citywide:** 12,623 units

### Evictions increased

**Balboa Park:** 3

**Citywide:** 273

### Jobs-Housing Linkage Fee

\$5.8 million collected

### Mode Split

**Transit:** 35% (4%)

**Walk:** 2% (0.9%)

**Car:** 58% (5%)

**Bike:** 1% (0.7%)

**Work at Home:** 3% (1.6%)

**Other\*:** 2% (3.6%)

\* US Census, ACS 2007-2011, Employed Residents

### First Source Hiring Program

**Public Projects:** 96 job placements (10%)

**Private Projects:** 29 job placements (8%)

### Projected Impact Fee Revenue

**Streets:** \$1,777,000

**Transit:** \$608,000

**Parks, Plazas, & Open Space:** \$1,403,000

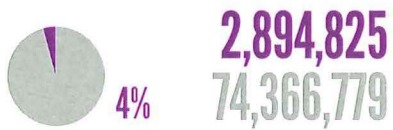
**Community Facilities & Services:** \$889,000



# Commercial Space & Employment

## EXISTING COMMERCIAL SPACE

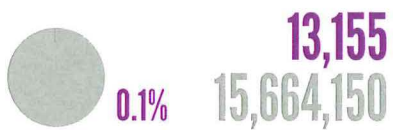
*Balboa Park share of Citywide*  
Cultural, Institutional,  
and Educational *Square feet*



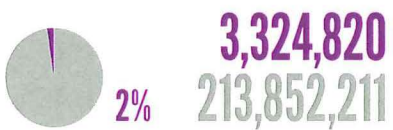
Retail *Square feet*



Office *Square feet*



TOTAL *Square feet*



SEE TABLE 4.5

## COMMERCIAL PROJECT PIPELINE

*Balboa Park share of Citywide*  
Cultural, Institutional,  
and Educational *Net Square feet*



Retail *Net Square feet*



Office *Net Square feet*



TOTAL *Net Square feet*



SEE TABLES 4.5



## EMPLOYMENT (JOBS)

*Balboa Park share of Citywide*

Cultural, Institutional,  
and Educational

2010-2011% Change



0.3%

**280**    ↑ 1%  
84,558    ↑ 6%

Retail Jobs



0.3%

**407**    ↑ 3%  
155,113    ↓ 45%

Office Jobs



0%

**140**    ↑ 24%  
695,585    ↓ 16%

TOTAL JOBS



0.1%

**1,010**    ↑ 6%  
1,060,348    ↓ 25%

## PROJECTED REVENUE

Program Administration

**\$5,300**    4%

Transportation

**\$64,800**    49%

Parks, Plazas,  
& Open Space

**\$38,100**    29%

Community Facilities  
& Services

**\$24,100**    18%

SEE TABLE 8

SEE TABLE 8



# Infrastructure

## RESIDENTIAL UNITS

Net units      2010-2011% Change

**3**      **↑ 100%**  
 10,783      **↓ 78%**

SEE TABLES 7 & 8

## JOB-HOUSING LINKAGE FEE COLLECTION FY 2007-11

Total

**\$5,834,570**

SEE TABLE 19

## RESIDENTIAL PIPELINE PROJECTS

Balboa Park % of Citywide      Units

**1%**      **251**  
 49,240

SEE TABLE 9

## COMMUTE MODE SPLIT

Balboa Park      Mode      Citywide

**35%**      TRANSIT      **33%**

**58%**      CAR      **45%**

**1%**      BIKE      **3%**

**2%**      WALK      **10%**

**3%**      WORK AT HOME      **7%**

**2%**      OTHER      **2%**



SEE TABLE 10

## FIRST SOURCE HIRING PROGRAM FY 2007-11

Balboa Park share of Citywide

Public Projects      Total

**10%**      **96**  
 926

Private Projects      Total

**8%**      **29**  
 384

SEE TABLE 20

Balboa Park      Citywide

## NEIGHBORHOOD SERVING ESTABLISHMENTS

SEE TABLE 7

<i>Establishment</i>	<i>Employment</i>	<i>Establishments</i>
Construction	2%	7%
Manufacturing	1%	3%
Wholesale Trade	3%	3%
Retail Trade	6%	8%
Transportation & Warehousing	1%	2%
Information	1%	4%
Finance & Insurance	1%	4%
Real Estate Rental & Leasing	0%	1%
Professional, Scientific, & Technical Services	4%	15%
Management of Companies & Enterprises	0%	1%
Administrative, etc. Services	2%	5%
Educational Services	13%	5%
Health Care and Social Assistance	9%	10%
Arts, Entertainment, & Recreation	2%	3%
Accommodation & Food Services	11%	10%
Other Services	6%	19%
Public Administration	37%	2%



# 1. Introduction

## The Balboa Park Station Area Plan

The Balboa Park Station Area Plan was adopted in 2009 with visions of enhancing and enlivening an area of San Francisco that is rich in transit and public realm opportunities. This Plan is the culmination of an extensive and comprehensive community planning process that took about ten years in the making.

The Plan is informed by three key principles: 1) improve the area's public realm, 2) make the transit experience safer and more enjoyable, and 3) improve the economic vitality of the Ocean Avenue Neighborhood Commercial District. The Plan also envisions

additional housing units, especially in the larger vacant tracts near transit. [Map 1](#) shows the Plan Area's boundaries and sub-areas.

## Report Structure

A five-year time series Balboa Park Station Area Plan monitoring program was mandated in 2009 to report on key indicators affecting the implementation of the Area Plan. This Balboa Park Station Area Plan Five-Year Monitoring Report, the first since the Plan's adoption, covers office and retail development and employment trends, housing production and conversion trends, affordable housing, and project entitlement require-

**Map 1: Balboa Park Station Area Plan Boundaries**



ments and fees. In addition, this report also describes existing and planned infrastructure and other public benefit improvements.

The complete text of monitoring requirements can be found in [Appendix A](#). The Planning Department is issuing this first Area Plan Five-Year Monitoring Report, covering the period from January 1, 2007 through December 31, 2011. In effect, this Monitoring Report includes development activities in the years immediately preceding and following the adoption of the Area Plan in 2009. Because of these relatively recent actions, this first five-year time series monitoring report can only present limited information and precludes evaluation of policy objectives and implementation programs. This first report will best serve as a benchmark for subsequent reports as it will provide information on existing conditions at the time the Area Plan was adopted. The second report will cover development activities from 2012 through 2016 and publish in 2017; subsequent time series monitoring reports for the Balboa Park Station Area Plan will be released in years ending in 2 and 7.

## **Data Sources**

The time series report relies primarily on the *Housing Inventory*, the *Commerce and Industry Inventory*, and the *Pipeline Quarterly Report*, all of which are published by the Planning Department. Additional data sources include: the State Employment Development Department (EDD), the San Francisco Municipal Transportation Agency (SFMTA), Co-Star Realty information, Dun and Bradstreet business data, CBRE and NAI-BT Commercial real estate reports, and information gathered from the Department of Building Inspection, the offices of the Treasurer and Tax Collector, the Controller, the Assessor-Recorder, and Economic and Workforce Development.

## 2. Commercial Space & Employment

The vitality and strength of the Balboa Park station area as a mixed use neighborhood anchored by the strong presence of the City College of San Francisco and Balboa Park, requires appropriate spaces for a range of land uses. The Balboa Park Station Area Plan intends to encourage and support growth, coordination, and accessibility of land uses along the Ocean Avenue Neighborhood Commercial District. The Plan also intends to keep the area a place of mixed uses, where open space and recreational facilities, educational institutions, housing, and retail uses, can be best supported and served by high level transportation services.

Cultural, educational and institution uses dominate, covering about 37% of the land area in Balboa Park; public and open spaces take up another 33%. Retail and entertainment comprise a marginal portion of the land use, as does mixed uses and production, distribution, and repair (PDR). (See Appendix B, Table BT-1 for land use distribution tables for Balboa Park and San Francisco).

### Commercial Space Inventory

The Plan area supports a mix of uses, as shown by the inventory of non-residential space in Balboa Park in Table 1. Majority of the existing commercial space, (87%) is used for cultural, educational and institution purposes. An additional 8% of existing commercial uses are for retail and entertainment, while the remaining existing uses are split between PDR, medical, office and a mixture of commercial uses.

Table 2 shows new commercial development in Balboa Park between 2007 and 2011; Table 3 shows corresponding figures for San Francisco. New commercial development in Balboa Park made up less than 1% of Citywide total projects completed during the reporting period. Map 2 shows the locations of these new commercial developments in Balboa Park. (See Appendix B, Table BL-1 for a list of the completed commercial development projects that make up the 8,185 square feet).

**Table 1:**  
**Commercial Building Space, Balboa Park and San Francisco, 2011**

Non-Residential Land Use	Balboa Park		Citywide		Balboa Park as % of San Francisco
	Area	% Distribution	Area	% Distribution	
Cultural, Institutional, Educational	2,894,825	87%	74,366,779	35%	4%
Medical	12,632	0.4%	3,545,484	2%	0.4%
Office	13,155	0.4%	15,664,150	7.3%	0.1%
PDR / Light Industrial	66,862	2%	56,940,482	27%	0.1%
Retail / Entertainment	260,701	8%	16,888,409	8%	2%
Visitor / Lodging	–	–	4,349,287	2.0%	0.0%
Mixed Uses	76,643	2%	42,097,620	20%	0.2%
<b>Total</b>	<b>3,324,820</b>	<b>100%</b>	<b>213,852,211</b>	<b>100%</b>	<b>2%</b>



**Table 2:**  
New Commercial  
Development, Balboa  
Park, 2007–2011

Year Completed	Cultural, Institutional, Educational	Medical	Office	PDR/Light Industrial	Retail	Visitor/Lodging	Total
2007	–	–	–	–	–	–	–
2008	–	–	–	–	–	–	–
2009	8,185	–	–	–	–	–	8,185
2010	–	–	–	–	–	–	–
2011	–	–	–	–	–	–	–
<b>Total</b>	<b>8,185</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>8,185</b>

Source: San Francisco Planning Department, 2011 Q4 Pipeline

**Table 3:**  
New Commercial  
Development, San  
Francisco, 2007–2011

Year Completed	Cultural, Institutional, Educational	Medical	Office	PDR/Light Industrial	Retail	Visitor/Lodging	Total
2007	18,432	17,438	771,227	8,837	140,973	49,258	1,006,165
2008	160,549	–	1,646,556	1,350	210,930	433,000	2,452,385
2009	167,607	4,120	1,155,580	128,450	488,404	–	1,944,162
2010	60,752	16,196	83,957	70,000	209,989	–	440,894
2011	50,307	–	278,214	1,000	52,131	–	381,652
<b>Total</b>	<b>457,647</b>	<b>37,754</b>	<b>3,935,534</b>	<b>209,637</b>	<b>1,102,427</b>	<b>482,258</b>	<b>6,225,258</b>

Source: San Francisco Planning Department, 2011 Q4 Pipeline

**Map 2: Commercial Development, Balboa Park, 2007–2011**



## Commercial Development Pipeline

The Plan creates the potential for approximately 100,000 square feet of commercial development over its 20 year life span. As of the fourth quarter (Q4) of 2011, there were only three projects in the Balboa Park area, compared the 224 citywide development project pipeline. The commercial development pipeline in Balboa Park shows that, if completed as proposed, there would be an overall gain of about 47,000 net square feet of commercial space (see Table 4). This net gain went to retail and office spaces, as detailed in Appendix B, Table BL-2. There will be an additional 5,285 net square feet of retail space based on the building permits that were filed.

Table 5 shows the commercial development pipeline for San Francisco for comparison. The development pipeline in Balboa Park represents less than 1% of the citywide pipeline and the gain of retail space in Balboa Park represents 1.2% of the gain citywide. Map 3 shows the locations of the proposed commercial and other non-residential developments in the plan area.

**Table 4: Commercial and Other Non-Residential Development Pipeline, Balboa Park, Q4 2011**

Development Status	Cultural, Institutional, Educational	Medical	Office	Retail	Visitor/Lodging	PDR/Light Industrial	Total Commercial Sq Ft
Construction	–	–	–	30,000	–	–	30,000
<b>Planning Entitled</b>	–	–	<b>1,139</b>	<b>10,543</b>	–	–	<b>11,682</b>
Planning Approved	–	–	1,139	10,543	–	–	11,682
Building Permit Filed	–	–	–	–	–	–	–
Building Permit Approved/ Issued/ Reinstated	–	–	–	–	–	–	–
<b>Under Review</b>	–	–	–	<b>5,285</b>	–	–	<b>5,285</b>
Planning Filed	–	–	–	–	–	–	–
Building Permit Filed	–	–	–	5,285	–	–	5,285
<b>Total</b>	–	–	<b>1,139</b>	<b>45,828</b>	–	–	<b>46,967</b>

Source: San Francisco Planning Department, 2011 Q4 Pipeline

**Table 5: Commercial and Other Non-Residential Development Pipeline, San Francisco, Q4 2011**

Development Status	Cultural, Institutional, Educational	Medical	Office	Retail	Visitor/Lodging	PDR/Light Industrial	Total Commercial Sq Ft
Construction	628,642	–	814,847	167,875	–	35,045	1,646,409
<b>Planning Entitled</b>	<b>665,528</b>	<b>38,000</b>	<b>7,588,197</b>	<b>2,378,664</b>	<b>628,135</b>	<b>403,245</b>	<b>11,701,769</b>
Planning Approved	537,694	38,000	5,461,578	2,096,463	524,479	381,071	9,039,285
Building Permit Filed	10,943	–	1,247,621	120,308	–	1,853	1,380,725
Building Permit Approved/ Issued/ Reinstated	116,891	–	878,998	161,893	103,656	20,321	1,281,759
<b>Under Review</b>	<b>1,720,793</b>	–	<b>5,168,789</b>	<b>1,248,610</b>	<b>348,460</b>	<b>173,132</b>	<b>8,659,784</b>
Planning Filed	1,687,893	–	4,542,833	1,166,834	348,460	133,132	7,879,152
Building Permit Filed	32,900	–	625,956	81,776	–	40,000	780,632
<b>Total</b>	<b>3,014,963</b>	<b>38,000</b>	<b>13,571,833</b>	<b>3,795,149</b>	<b>976,595</b>	<b>611,422</b>	<b>22,007,962</b>

Source: San Francisco Planning Department, 2011 Q4 Pipeline



**Map 3: Commercial and Other Non-Residential Development Pipeline, Balboa Park, Q4 2011**



**Table 6: Employment, Balboa Park and San Francisco, Q4 2011**

Non-Residential Land Use	Balboa Park				San Francisco				Balboa Park as % of San Francisco	
	Establishments		Jobs		Establishments		Jobs		Est.	Jobs
	Number	%	Number	%	Number	%	Number	%		
Cultural, Educational, Institution	37	15%	280	28%	7,122	9%	84,558	8%	0.5%	0.3%
Medical	13	5%	46	5%	5,416	6%	31,881	3%	0.2%	0.1%
Office	55	22%	140	14%	42,158	51%	695,585	66%	0.1%	0.0%
PDR/Light Industrial	46	19%	137	14%	12,396	15%	74,262	7%	0.4%	0.2%
Retail/Entertainment	95	39%	407	40%	15,574	19%	155,113	15%	0.6%	0.3%
Visitor/Lodging	–	0%	–	0%	687	1%	18,949	2%	0.0%	0.0%
<b>Total</b>	<b>246</b>	<b>100%</b>	<b>1,010</b>	<b>100%</b>	<b>83,353</b>	<b>100%</b>	<b>1,060,348</b>	<b>100%</b>	<b>0.3%</b>	<b>0.1%</b>

Source: Dun & Bradstreet



## Employment

### **Office Jobs**

San Francisco is a regional employment hub, with the largest concentration of office jobs in the Bay Area including financial, legal, and other specialized business services. According to State Employment Development Department (EDD), there were about 700,000 office jobs in San Francisco at the end of December 2011 (Q4); of these jobs, 140 were in the Balboa Park area. There were 55 establishments with office employment in Balboa Park, compared to the almost 42,000 city-wide (see [Table 6](#)).

### **Retail Jobs**

San Francisco is also a regional shopping destination where 15% of all city jobs are in retail/entertainment (see [Table 6](#)). By the end of December 2011 (Q4), there were about 95 establishments with retail employment in Balboa Park. Within these establishments, there were about 400 retail jobs in Balboa Park, accounting for less than 1% of approximately 155,000 retail jobs citywide.

### **Estimated New Jobs in Retail and Office Pipeline**

As discussed in a previous section, approximately 47,000 net square feet of retail and office space are in the commercial development pipeline in Balboa Park. Assuming an average employee density of 350 square feet, the new office spaces can accommodate these new commercial spaces can accommodate around 134 jobs when completed, or about four office jobs and 131 retail jobs. Balboa Park makes up a little over 1% of all retail jobs citywide.

### **Job Loss**

Proposed projects in the development pipeline are documented as having no conversions or demolitions. There is no foreseen net job loss in Balboa Park.

### 3. Housing

Housing and the provision of adequate shelter, especially for those with low to moderate incomes, continues to be a chronic issue in San Francisco. One of the main goals of the Balboa Park Station Area Plan is to increase the production of a mix of housing that is affordable to a wide-range of incomes. The Area Plan also recognizes the value of the sound, existing housing stock and calls for its preservation. Dwelling unit mergers are strongly discouraged and housing demolitions are allowed only a case-by-case basis; and only on condition of adequate unit replacement.

#### Housing Inventory and New Housing Production

According to the 2011 Five Year American Community Survey, there were approximately 10,960 units in Balboa Park; this represents about 3% of the citywide total. Table 7 shows that between 2007 and 2011, four new units were built and one unit was lost due to alterations in the Balboa Park. Table 8 shows the city-wide figures for comparison. Map 4 shows the location of recent housing construction in Balboa Park.

**Table 7:**  
New Housing  
Production, Balboa  
Park, 2007–2011

Year	Units Completed from New Construction	Units Demolished	Net Units Gained or Lost from Alterations	Net Change in Number of Units
2007	1	–	–	1
2008	3	–	–	3
2009	–	–	–	–
2010	–	–	–	–
2011	–	–	(1)	(1)
<b>Total</b>	<b>4</b>	<b>–</b>	<b>–</b>	<b>3</b>

Source: San Francisco Planning Department, Housing Inventory (2007, 2008, 2009, 2010, 2011)

**Table 8:**  
New Housing  
Production,  
San Francisco,  
2007–2011

Year	Units Completed from New Construction	Units Demolished	Net Units Gained or Lost from Alterations	Net Change in Number of Units
2007	2,197	81	451	2,567
2008	3,019	29	273	3,263
2009	3,366	29	117	3,454
2010	1,082	170	318	1,230
2011	348	84	5	269
<b>Total</b>	<b>10,012</b>	<b>393</b>	<b>1,164</b>	<b>10,783</b>

Source: San Francisco Planning Department, Housing Inventory (2007, 2008, 2009, 2010, 2011)

**Map 4: New Housing Production, Balboa Park, 2007–2011**



## Housing Development Pipeline

The Plan creates the potential for approximately 1,780 new residential units over the 20 year life span of the Plan. The Plan directs new housing development along the Ocean Avenue Neighborhood Commercial District, the Phelan Loop area, the Upper Yard, the Northeast corner of Geneva and San Jose Avenues, the Muni Green Yard, the West Basin, and other public-owned sites such as the City College and Park.

At year's end in 2011, there were 251 units in five projects in the housing development pipeline for Balboa Park (Table 9). Map 5 shows the location of these proposed housing projects by development status. List BL-3 in Appendix B provides a detailed list of these housing pipeline projects within Balboa Park.

As of the fourth quarter of 2011, 159 units (63% of all project units) were under construction and will likely

be completed within the next two years. Approximately 71 units (28% of all project units) have received entitlements from Planning Department and could see completion within the next two to seven years. About 8% of the units in the residential development pipeline are in the early stages of the process and are expected to be completed in the next five to ten years.

In comparison, 60% of proposed units citywide 8,193 units—are under review and have yet to receive entitlements. About 7% of the units in the housing pipeline citywide are under construction while the remainder have been entitled and have filed for or have received building permits. Successful accommodation of this growth would require infrastructure improvements that encourage more transit use and enhance urban amenities in the neighborhood.



**Table 9: Housing Development Pipeline, Balboa Park and San Francisco, Q4 2011**

Development Status	Balboa Park				San Francisco				Balboa Park as % of San Francisco	
	No. of Units	Unit %	No. of Projects	Project %	No. of Units	Unit %	No. of Projects	Project %	Units	Projects
Construction	159	63%	1	20%	3,482	7%	131	18%	5%	1%
<b>Planning Entitled</b>	<b>71</b>	<b>28%</b>	<b>1</b>	<b>20%</b>	<b>37,565</b>	<b>76%</b>	<b>338</b>	<b>47%</b>	<b>0.2%</b>	<b>0.3%</b>
Planning Approved	71	100%	1	100%	32,769	87%	108	32%	0.2%	0.9%
Building Permit Filed	–	0%	–	0%	1,840	5%	53	16%	0.0%	0.0%
Building Permit Approved/ Issued/ Reinstated	–	0%	–	0%	2,956	8%	177	52%	0.0%	0.0%
<b>Under Review</b>	<b>21</b>	<b>8%</b>	<b>3</b>	<b>60%</b>	<b>8,193</b>	<b>17%</b>	<b>247</b>	<b>34%</b>	<b>0.3%</b>	<b>1.2%</b>
Planning Filed	–	0%	–	0%	6,904	84%	73	30%	0.0%	0.0%
Building Permit Filed	21	100%	3	100%	1,289	16%	174	70%	2%	2%
<b>Total</b>	<b>251</b>	<b>100%</b>	<b>5</b>	<b>100%</b>	<b>49,240</b>	<b>100%</b>	<b>716</b>	<b>100%</b>	<b>1%</b>	<b>1%</b>

Source: San Francisco Planning Department, 2011 Q4 Pipeline

**Map 5: Housing Development Pipeline by Development Status, Balboa Park, Q4 2011**



## Affordable Housing in Balboa Park

The area plan aims to provide new housing opportunities to meet the needs of low, moderate and middle income households. As noted in an earlier section, new housing production in Balboa park was minimal. No new affordable housing units were built during the reporting period (See [Table 10](#)). Nevertheless, no projects in the development pipeline will add 97 affordable units.

The 1150 Ocean Avenue project will have 26 affordable units out of a total of 159 units (see [Figure 1](#)). The 1150 Ocean Avenue project has received planning approval and will have 71 units with 100% affordability (see [Figure 2](#)). Both of these projects are highlighted in [Map 5](#) (see Appendix B [List BL-4](#) for details). Affordable housing production citywide resulted in 3,000 units between 2007 and 2011 (see [Table 11](#)).

## Housing Stock Preservation

The Area Plan supports the preservation of the area's existing housing stock and encourages the rejection of any residential demolition. Dwelling unit mergers are also discouraged to ensure the preservation of affordable housing and historic resources. Very limited activity has taken place within Balboa Park. In the reporting period, one unit in the Plan Area was lost (see [Table 12](#)).

[Table 13](#) shows citywide figures for comparison. Citywide, the number of units lost through alterations totaled to 636 units. Illegal units removed also result in loss of housing; corrections to official records, on the other hand, are adjustments to the housing count.



**Figure 1.**  
1150 Ocean Avenue  
(Completed in 2012)



**Figure 2.**  
1100 Ocean Avenue



**Table 10: Affordable Housing Unit Production, Balboa Park, 2007–2011**

Year	Public Subsidy	Inclusionary	Total
2007	–	–	–
2008	–	–	–
2009	–	–	–
2010	–	–	–
2011	–	–	–
<b>Total</b>	<b>–</b>	<b>–</b>	<b>–</b>

Source: Mayor's Office of Housing

**Table 11: Affordable Housing Unit Production, San Francisco, 2007–2011**

Year	Public Subsidy	Inclusionary	Total
2007	517	167	684
2008	385	379	764
2009	832	44	876
2010	508	40	548
2011	161	11	172
<b>Total</b>	<b>2,403</b>	<b>641</b>	<b>3,044</b>

Source: San Francisco Planning Department, Mayor's Office of Housing

**Table 12. Units Lost, Balboa Park, 2007–2011**

Units Lost Through Alterations by Type of Loss							
Year	Illegal Units Removed	Units Merged into Larger Units	Correction to Official Records	Units Converted	Total Alterations	Units Demolished	Total Units Lost
2007	–	–	–	–	–	–	–
2008	–	–	–	–	–	–	–
2009	–	–	–	–	–	–	–
2010	–	–	–	–	–	–	–
2011	1	–	–	–	1	–	1
<b>Total</b>	<b>1</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>1</b>	<b>–</b>	<b>1</b>

Source: San Francisco Planning Department, Housing Inventory (2007, 2008, 2009, 2010, 2011)

**Table 13: Units Lost, San Francisco, 2007–2011**

Units Lost Through Alterations by Type of Loss							
Year	Illegal Units Removed	Units Merged into Larger Units	Correction to Official Records	Units Converted	Total Alterations	Units Demolished	Total Units Lost
2007	10	16	4	1	31	81	112
2008	19	28	–	1	48	29	77
2009	2	42	5	12	61	29	90
2010	5	22	1	10	38	170	208
2011	39	22	1	3	65	84	149
<b>Total</b>	<b>75</b>	<b>130</b>	<b>11</b>	<b>27</b>	<b>243</b>	<b>393</b>	<b>636</b>

Source: San Francisco Planning Department, Housing Inventory (2007, 2008, 2009, 2010, 2011)

## Other Changes in the Housing Stock

The type of housing opportunities determines the type of people who live in the neighborhood. For example, single-family homes tend to support families and/or larger households, which are typically homeowners, while flats or apartments tend to be occupied by a single-person or smaller households, which are largely renters; group housing and assisted living quarter are housing types available for the elderly and people who have disabilities.

### Condo Conversions – see p.6

Condo conversions increase San Francisco’s homeownership rate – estimated to be at about 35.8% in 2010, up from 35% in 2000. However, condo conversions also mean a reduction in the City’s rental stock – estimated to be at about 64.2% in 2010, down from 65% in 2000. In 2011, an estimated 63% of households in Balboa Park were renters. About 2% of San Francisco’s rental units are in Balboa Park.

Table 14 shows that in the last five years, 184 units in two buildings in Balboa Park were converted to condominiums. This represents 1% of all condo conversions citywide.

### Evictions

Another indicator of change in the existing housing stock are owner move-in and Ellis Act evictions. These evictions effectively remove units from the rental housing stock and are, in most cases, precursors to condo conversions.

Table 15 shows that in the last five years, there was an owner move-in eviction in one unit and two rental units were evicted for some other reason. Owner move-in and Ellis Act eviction totals in Balboa Park constituted about 2% of citywide totals. Other types of evictions, also included in Table 15, include evictions due to breach of rental contracts or non-payment of rent; this could also include evictions to perform capital improvements or substantial rehabilitation.

**Table 14: Condo Conversion, Balboa Park and San Francisco 2007–2011**

Year	Balboa Park		San Francisco		Balboa Park as % of Citywide	
	No. of Buildings	No. of Units	No. of Buildings	No. of Units	No. of Buildings	No. of Units
2007	–	–	443	4,762	0.0%	0.0%
2008	1	4	438	2,608	0.2%	0.2%
2009	–	–	395	1,971	0.0%	0.0%
2010	–	–	218	1,467	0.0%	0.0%
2011	1	18	209	1,815	0.5%	10%
<b>Total</b>	<b>2</b>	<b>184</b>	<b>1,703</b>	<b>12,623</b>	<b>0.1%</b>	<b>1%</b>

Source: San Francisco Planning Department, San Francisco Department of Public Works

**Table 15: Evictions, Balboa Park and San Francisco, 2007–2011**

Year	Balboa Park			San Francisco			Balboa Park as % of Citywide		
	Owner Move In	Ellis Act Withdrawal	Other	Owner Move In	Ellis Act Withdrawal	Other	Owner Move In	Ellis Act Withdrawal	Other
2007	–	–	–	1	1	3	0%	0%	0%
2008	–	–	–	1	1	3	0%	0%	0%
2009	–	–	–	15	9	50	0%	0%	0%
2010	–	–	2	16	10	53	0%	0%	4%
2011	1	–	–	19	8	47	5%	0%	0%
<b>Total</b>	<b>1</b>	<b>–</b>	<b>2</b>	<b>52</b>	<b>29</b>	<b>156</b>	<b>2%</b>	<b>0%</b>	<b>1%</b>

Source: San Francisco Rent Board

## 4. Community Improvements

The impact from future development in the Balboa Park Station plan area will result in a greater need for investments from both the public and private sectors. To support the growing need for community infrastructures, the Plan also calls for street improvement, transit improvements, parks, plazas, and open space, and community facilities.

A Community Improvement Program was developed from the Plan and two methodologies were used to identify the need for community improvements. The first, a Standards Based Projection, is a quantitative analysis that provides an account of facilities and services needed to serve both existing and future residents. The second, a Plan Based Needs Determination, is a qualitative analysis done over the eight year span of community planning that incorporated community and various other stakeholder comments.

### **Balboa Park Citizens Advisory Committee**

The Balboa Park Citizens Advisory Committee (BPS CAC) was formed in 2009 to follow through with infrastructure improvements to the community. The BPS CAC is the community advisory body to the San Francisco Metropolitan Transportation Authority (SFMTA) and is charged with providing input to City agencies and decision makers with regard to all activities related to implementation of the Balboa Park Station Area Plan. The Committee meets periodically to provide feedback and to make sure that City agencies are delivering improvements that benefit the community.

### **Streets**

The Plan called for a redesign of the Plan area's main streets to create a safe pedestrian environment and to improve the public realm. It also called for the creation of balanced parking policies. The following goals were proposed in the Program:

- Perform a parking supply survey and program recommendation
- Provide neighborhood streetscape improvements

- Provide bike improvements along Holloway Avenue
- Study the re- design of Ocean Avenue, Phelan Avenue, San Jose Avenue, and Geneva Avenue

In April 2011, BART's Westside Walkway and midblock station entrance (also known as the Ocean Avenue and Station Entrance Project) was completed, significantly improving the connection to Ocean Avenue for BART passengers (see Figure 3). Construction of the Lee Avenue extension, located on the northern side of Ocean Avenue to the City College property, and the dedication of the Brighton Avenue extension for public access, located on the northern side of Brighton Avenue to City College property, are part of the in-kind agreement for the project located at 1150 Ocean Avenue. Construction commenced in June 2011 at the cost of \$1,380,911. It was completed in the Summer of 2012.

Short-term pedestrian improvements from in the SFMTA Balboa Park Pedestrian and Bicycle Connection Project that would be funded by regional, federal or state sources, such as Transportation for Livable Communities (TLC) or Safe Routes to Transit grants, with 20% matching funds from projected impact fees would support include improvements to the J/K walkway, and sidewalks improvements on both sides of Geneva Avenue. There is funding through the Streets Bond Streets Bond (Prop B) and Prop K funds will go towards to pay for Geneva Avenue sidewalk extensions, and there is additional funding through Prop K secured.





**Figure 3.**  
BART's Westside Walkway  
and midblock station entrance





**Figure 4. Phelan Bus Loop**

## Transit

The Plan called for transportation improvements that support the surrounding neighborhood, reconstruction and reconfiguration of major streets in the Plan Area to encourage travel by non-auto modes, reconnect the neighborhoods bisected by the Interstate 280, and to encourage walking, biking, and public transit as the primary means of transportation. The following projects were expected to be implemented under the Program:

- Reconfigure the Phelan Bus Loop to encourage public transit use and strengthen the connection between transit and land use
- Institute a program of upgrades to transit stops that include providing trees, shelter, seating, lighting, and vehicle arrival announcements, with a particular focus on streetcar platforms
- Consider introducing signal preemption or prioritization for transit vehicles and removing stop signs on major transit streets

Since the Plan's adoption and approval, the San Francisco Metropolitan Transportation Authority completed two planning studies of the Balboa Park Station Area: the Balboa Park Pedestrian and Bicycle Connection Project (2009) and the Balboa Park Station Capacity Study (2011). These two planning studies identified recommendations for transportation improvements in and around the Station. Furthermore,

the San Francisco County Transportation Authority (SFCTA) has received a grant from the California Department of Transportation to further refine and make new transportation recommendations.

The Phelan Loop project is also underway and will reconfigure the current Muni bus loop to improve the existing transit facility, while also creating a new public plaza, improving pedestrian connections, and developing a mixed-use affordable housing building. The plaza will be a central open space designed to link Ocean Avenue, the transit facility, and City College community events, such as farmers' markets, will also be hosted. The bus loop was completed in Spring 2013 (see Figure 4). Ground-breaking ceremonies for the housing and plaza projects were conducted in September 2013.

Despite recent investments in transit infrastructure, car use remains the predominant mode of travel to work for employed resident of Balboa Park (see Table 16). The 2010 Five Year American Community Survey estimated that 58% of Balboa Park residents commuted by car, while 35% used transit. About 2% walked to work and 1% were reported to be biking. The number of people working from home was estimated at 3%. Compared to the City as a whole, Balboa Park commuters travelled by car more and less by other modes. Citywide, 45% of commuters travel by car and 33% by transit; 10% walked to work, 3% biked to work, and 2% commuted by other means; only 7%, however, worked from home.



**Table 16: Commute Mode Split, Balboa Park and San Francisco, 2007–2011**

Transport Mode	Balboa Park		San Francisco		Balboa park as % of San Francisco
	No of Commuters	%	No of Commuters	%	
Car	9,898	58%	198,418	45%	5.0%
<i>Drove Alone</i>	8,212	48%	164,367	38%	5.0%
<i>Carpooled</i>	1,686	10%	34,051	8%	5.0%
Transit	6,001	35%	142,614	33%	4.2%
Bike	100	1%	13,500	3%	0.7%
Walk	378	2%	42,882	10%	0.9%
Other	324	2%	9,025	2%	3.6%
Worked at Home	478	3%	29,797	7%	1.6%
<b>Total</b>	<b>17,179</b>	<b>100%</b>	<b>436,236</b>	<b>100%</b>	<b>3.9%</b>

Source: 2007–2011 American Community Survey (Census Tracts 255, 261, 310, 311, 312.01, and 312.02)

## Parks, Plazas, and Open Space

The Plan Area is rich in open space and recreational facilities that serve both the immediate neighborhoods and visitors from throughout the City. Balboa Park is the largest public open space in the area. It houses four baseball fields, two large multi-use fields, tennis courts, a swimming pool, amongst other amenities (see [Figure 5](#)).

Despite the wealth of park space that is available to the public, there is a need for the park to be renovated. Moreover, the physical and visual linkages to Balboa Park from the surrounding neighborhoods needed to be improved.

The Department of Recreation and Parks partnered with the Trust of Public Land to renovate the park with plans to build a skate park, new playground, and new picnic areas, resurface the tennis courts, and improve pathways and landscaping. In August 2012, the playground opened and the skate park one month later (see [Figures 6 & 7](#)).

These additional improvements were made with support from the Trust for Public Land:

- Pedestrian crossing ramps have been installed along the North side of Sergeant Young Drive
- The KaBOOM playground was completed



**Figure 5.**  
Baseball game at one of the multi-use fields





**Figure 6.** New playground

- Retaining walls along the tennis court were erected
- The tennis court was resurfaced
- An art installation of a mosaic done by students from Lick-Wilmerding and Denman Middle School was completed
- Fences were installed around the ball fields
- A basketball court was installed
- Trees were planted

The Office of Economic and Workforce Development, in coordination with Planning, DPW, the PUC and the Library completed the concept design of a new public open space adjacent to the new Library. Additional funding is necessary to create a detailed design for the space and for capital expenses, which is estimated to cost \$1.2 million.

### **Community Facilities and Services**

The Plan Area has a good coverage of community facilities and services. However, the 4,100 new residents projected under the Plan will require additional as well as expansion of existing community facilities and series.

Community facilities can include any type of service needed to meet the day-to-day needs of residents, including libraries, parks and open space, schools



**Figure 7.** New skate park





**Figure 8. Ingleside Library**

and child care. Community based organizations also provide many services to residents including health, human services, and cultural centers.

As called out in the Plan, there is a need for more library materials and services, child care services, and art and cultural centers. Altogether, the projected amount of funds needed to invest in community facilities to meet new residential needs is \$889,000 (see Table 18). The projected residential growth will mean a need for 220 child care spaces. As of 2011, there were five child day care service establishments in Balboa Park Station plan area.

The completion of the new Ingleside Library in September 2009, under the Branch Library Improvement Program (BLIP), provided additional library materials and services (see Figure 8). The land acquisition and construction of the branch was funded by a \$105.9 million bond measure passed by voters in November 2000 and \$500,000 in private funds raised by the Friends of the San Francisco Public Library for furniture, fixtures and equipment. In addition, the Ingleside project was awarded \$3.7 million from the highly competitive California Reading & Literacy Improvement & Public Library Construction & Renovation Bond Act of 2000 (Proposition 14).

## Historic Preservation

The Balboa Park Station Area Plan area contains a variety of historic buildings, ranging from the Geneva Car Barn and Power House (see Figure 9) to the Ingleside Presbyterian Church (see Figure 10). The Ocean Avenue Neighborhood Commercial District has many buildings dating roughly back to the 1920s and 1940s.

In 2009, the Geneva Car Barn and Power House was nominated for the National Register of Historic Places. A Draft Conceptual Plan for its restoration, funded by the Geneva Office Building & Powerhouse and the Recreation and Park Department, has been prepared.

In an effort to better understand the historic and cultural resources of Balboa Park, a Historic Resource Survey was initiated in 2008. The survey area is



**Figure 9. Geneva Car Bar and Power House**



**Figure 10. Ingleside Presbyterian Church**





**Figure 11.**  
Mosaic Art created by students from Lick-Wilmerding High School & Denman Middle School

located at the convergence of several neighborhoods: Ingleside, Westwood Park, Sunnyside, Excelsior and the Outer Mission. The survey focused on buildings located along the spine of the Ocean Avenue corridor.

Results from the survey are expected to go before a public hearing at the Historic Preservation Commission and in conjunction with the survey, draft design guidelines are to be developed for new construction and adaptive re-use of commercial and mixed-use properties along Ocean Avenue.

**Public Arts**

The Ocean Avenue/Balboa Park Area Arts Master Plan, commissioned by the San Francisco Arts Commission’s Public Art Program, has been integrated into the Plan area. Goals of the Arts Master Plan included:

- To identify the appropriate and predominant themes, shared histories and experiences within the community,
- To provide a blueprint of potential art project opportunities to enhance the Ocean Avenue corridor and surrounding neighborhoods,
- To recommend and rank prospective sites and types of projects relative to their value to the community, and
- To identify additional funding opportunities and strategies for implementation of these projects.

Students from Lick-Wilmerding High School and Denman Middle School created mosaic art that was installed in the park in August 2012 (see Figure 11).

**Neighborhood Serving Establishments**

Neighborhood serving businesses represent a diversity of activities ranging from grocery stores, auto shops and gas stations, to banks and schools (see Figure 12). These activities are an everyday nature associated with a high purchase frequency and cater to residents in the neighborhood. (See Appendix D for a list of business categories used.)

The Balboa Park area is home to over 190 neighborhood serving businesses and establishments employing almost 1,500. About 30% of these businesses have been in the area since 2007. Although these tend to be smaller businesses frequented by local residents and workers, some also serve a larger market. As shown in Table 17, the top neighborhood serving establishments in Balboa Park include professional, scientific, and technical services, beauty salons, and full service restaurants. These businesses are located throughout the Balboa Park plan area (Map 6).

**Table 17: Neighborhood Serving Establishments, Balboa Park, 2007–2011**

Type	# of Employees	# of Establishments
Public Administration	550	3
Educational Services	195	9
Accommodation and Food Services	162	20
Healthcare and Social Assistance	137	19
Other Services (except Public Administration)	96	36
Retail Trade	84	16
Professional, Scientific, and Technical Services	64	28
Wholesale Trade	50	6
Construction	35	13
Arts, Entertainment, and Recreation	27	6
Administrative and Support and Waste Management and Remediation Services	23	10
Information	19	7
Manufacturing	15	6
Finance and Insurance	15	7
Transportation and Warehousing	9	4
Other	6	3
<b>Total of</b>	<b>1,487</b>	<b>193</b>

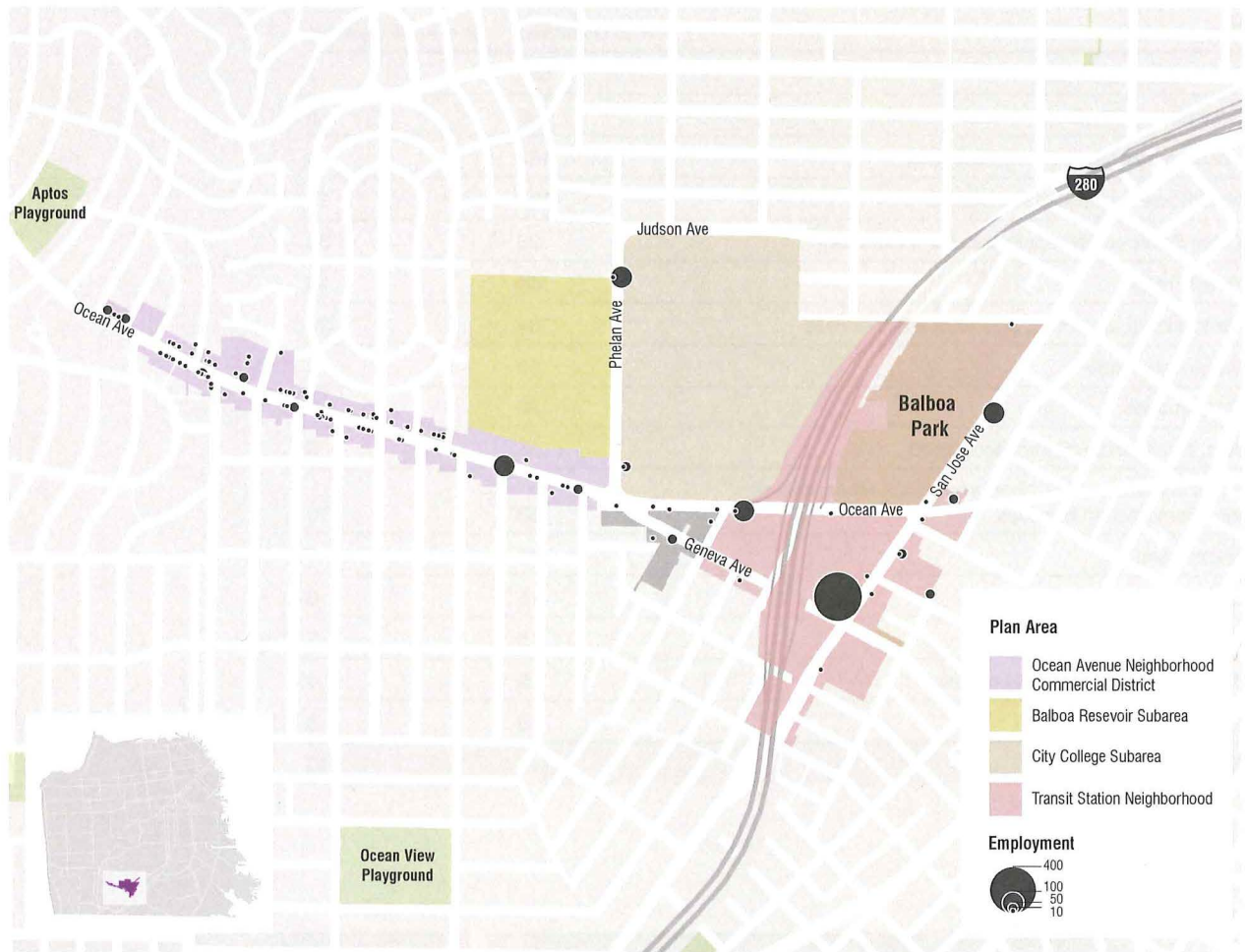
Source: Dun and Bradstreet



**Figure 12. Commercial business activity along Ocean Avenue**



**Map 6: Neighborhood Serving Businesses in Balboa Park**





# 5. Implementation of Proposed Programming



**Figure 13. Sidewalk easement at Brighton Avenue**

## Fee Programs and Collection

The Balboa Park Community Infrastructure Impact Fee was established in April 2009 to enable the City to provide necessary public infrastructure to new residents while increasing neighborhood livability and investment in the Balboa Park Community Improvement Program’s area. Fees collected are to be used to design, engineer, acquire, and develop and improve streets, transit, parks, plazas and opens space, and community facilities and services defined in the Program.

No fees have been collected since the establishment of the fee program. There has only been one in-kind agreement (in lieu of paying the impact fee) and no funds expended. The 1150 Ocean Avenue project, financed the public sidewalk easement at Brighton

Avenue (see Figure 13) and the Lee Avenue Extension, as mentioned in an earlier section.

Reflecting on the goals and needs of the Community Improvement Program, the Planning Department projects approximately \$132,000 in impact fee revenue in the Plan Area over the next five years. Table 18 breaks down the approximate revenue from impact fees.

**Table 18: Projected Impact Fee Revenue, Balboa Park**

Improvement Type	Revenue	% Revenue
Program Administration	\$ 5,300	4%
Transportation	\$ 64,800	49%
Parks, Plazas, and Open Space	\$ 38,100	29%
Community Facilities and Services	\$ 24,100	18%
<b>Total</b>	<b>\$132,300</b>	<b>100%</b>

*Source: San Francisco Planning Department, 2014 IPIC Annual Report*

## Jobs Housing Linkage Program (JHLP)

Prompted by the Downtown Plan, the City determined that large office development, by increasing employment, attracts new residents and therefore increases demand for housing. In response, the Office Affordable Housing Production Program (OAHPP) was established in 1985 to require large office developments to contribute to a fund to increase the amount of affordable housing. In 2001, the OAHPP was re-named the Jobs-Housing Linkage Program (JHLP) and was revised to require all commercial projects with a net addition of 25,000 gross square feet or more to contribute to the fund. Fees collected are deposited into the Citywide Affordable Housing Fund, which also includes Inclusionary Housing Fees, to solely increase the supply of housing affordable to qualifying households.

Between fiscal year 2007 and 2011, about \$82 million was collected, all from completed projects citywide. There was no revenue collected from JHLP fees for Balboa Park between 2007 and 2011 (Table 19). Since

the program was established in 1985, a total of a little over \$5.8 million, plus about \$12.6 million accrued in interest, has been collected. At the end of fiscal year 2010 to 2011, about \$4 million has been expended on the creation of affordable housing (See [Appendix BL-6](#) on Citywide JHLP Revenue and Expenses).

**Table 19: Jobs Housing Linkage Fees Collected, 2007–2011**

Fiscal Year	JHL Fees Collected	
	Balboa Park	San Francisco
2007–08	\$ –	\$ 5,818,692
2008–09	\$ –	\$ –
2009–10	\$ –	\$ –
2010–11	\$ –	\$ 15,878
<b>Total</b>	<b>\$ –</b>	<b>\$ 5,834,570</b>

Source: Office of the Controller

## First Source Hiring

The First Source Hiring Program was first adopted in 1998 and modified in 2006. It was created to connect low-income and unemployed San Francisco residents with entry level jobs generated by the City’s investments in contracts or public works or by business activities that require approval by the City’s Planning Department or permits by the Department of Building Inspection.

Projects that qualify under First Source Hiring include:

- Any activity that requires discretionary action by the City’s Planning Commission related to a commercial activity over 25,000 square feet including, but not limited to conditional use, project authorization under San Francisco Planning Code Section 309 and office development under Planning Code Section 320, etc.;
- Any building permit applications for a residential project over 10 units;
- City issued public construction contracts in excess of \$350,000;
- City contracts for goods and services in excess of \$50,000;
- Leases of City property; or
- Grants and loans issued by City departments in excess of \$50,000.

The First Source Hiring program is managed by the Office of Economic and Workforce Development (OEWD).

Between the 2006 and 2011 fiscal years, the OEWD reported that over 2,490 San Franciscans were placed into entry-level jobs. Majority (70%) were in public projects (see [Table 20](#)).

**Table 20: First Source Hiring Program, Balboa Park, 2007–2011**

Fiscal Year	Entry-Level Job Placements					
	Total Resident Placements		Total Placements Citywide			
	Public Projects	Private Projects	Public Projects	% Public Projects	Private Projects	% Private Projects
2006-07	12	4	137	9%	100	4%
2007-08	18	11	121	15%	103	11%
2008-09	19	4	156	12%	60	7%
2009-10	20	1	281	7%	62	2%
2010-11	27	9	231	12%	59	15%
<b>Total</b>	<b>96</b>	<b>29</b>	<b>926</b>	<b>10%</b>	<b>384</b>	<b>8%</b>

Source: Office of Economic and Workforce Development; Business Services; First Source Hiring Program



# Appendices

## Appendix A: Balboa Park Monitoring Requirements

### SECTION 10E.3. BALBOA PARK STATION AREA PLAN MONITORING

#### (a) FINDINGS

(1) The Planning Commission has adopted the Balboa Park Station Area Plan as part of the General Plan of the City and County of San Francisco. The Area Plan outlines specific goals that cumulatively frame the community's vision for the management of growth and development in the Plan Area. The Balboa Park Station Area Plan introduces innovative policies and land use controls to achieve the Plan goals. Successful realization of the Plan's goals requires a coordinated implementation of land use controls, community and public service delivery, key policies, and community infrastructure improvements. The Balboa Park Station Area Plan also establishes general public improvements and amenities needed to meet the needs of both existing residents, as well as those needs generated by new development.

(2) In order to ensure a balanced implementation of the Balboa Park Station Area Plan, the Planning Department shall institute a formal monitoring program for the Plan's implementation measures and policies. This monitoring program shall provide basic statistics on development activity, housing construction, and infrastructure improvements in the Balboa Park Plan Area, and shall evaluate the effectiveness of the Plan's implementation according to growth in the Plan Area.

(3) The purpose of this Monitoring Program shall be to provide monitoring and review of the effectiveness of the Balboa Park Area Plan, to ensure implementation of improvements to accompany growth. The program shall monitor progress towards the Plan's objectives and policies, by evaluating advancement according to the Plan's matrix of implementation actions and measure the balance of growth against needed improvements.

#### (b) REPORTING REQUIREMENTS

(1) By July 1st two years after Plan adoption, and on July 1st every five years thereafter, the Planning Department shall prepare a report detailing development activity, housing construction, and infrastructure improvements in the area. The information shall be presented to the Board of Supervisors, Planning Commission and shall include recommendations for measures deemed appropriate to deal with the impacts of neighborhood growth.

(2) Time Period and Due Date. Reporting shall be presented by July 1st two years after Plan adoption to address the time period since adoption; and by July 1st during each required year thereafter to address the five calendar years immediately preceding.

(3) Data Source. The Planning Department shall assemble data for the purposes of providing the reports. City records shall be used wherever possible. Outside sources shall be used when data from such sources are reliable, readily available, and necessary in order to supplement City records. When data is not available for the exact boundaries of the Plan Area, a similar geography will be used and noted.

(4) Balboa Park Implementation Matrix. The report shall review progress towards each implementation measure specified in the Plan's Implementation Matrix, adopted by reference with the Area Plan. It shall evaluate the actions of each responsible agency/ies according to the timeline specified in the Implementation Matrix, and recommended amendments to implementation measures where relevant. All departments responsible for implementation measures shall cooperate and furnish information relating to their responsibilities as stated in the matrices.

(5) Development Activity. The report shall detail all development activity in the Plan Area over the Monitoring Period, including additions and deletions of residential and non-residential space, and shall include unit size and bedroom count of units constructed, retail space and employment generated, conversions and other development statistics. The monitoring

program shall include the following categories of information:

(A) Retail Space. Amount of retail space constructed in preceding years and related employment.

(B) Business Formation and Relocation. An estimate of the rate of the establishment of new businesses and business and employment relocation trends and patterns within the City and the Bay Area. An assessment of neighborhood serving businesses in the Plan Area, including their establishment, displacement, and economic health.

(C) Housing. An estimate of the number of housing units newly constructed, demolished, or converted to other uses.

(6) Public Benefit. The report shall detail the construction of any improvements or infrastructure as described in the Balboa Park Community Improvements Program, including the following categories of information:

(A) Streetscape, Transportation, and Public Realm. A detailed description of any transportation serving infrastructure completed in the preceding five years, including transit, pedestrian, bike, traffic and other modes of transportation.

(B) Open Space and Recreational Facilities. A summary of new parks, trails, public rights-of-way, recreational facilities or activity space completed to serve the purposes of recreation in the preceding five years, as well as any improvements to parks or recreational facilities.

(C) Community facilities. An assessment of the existing service capacity of community services and facilities, and of any new services or facilities joining the neighborhood in the past five years. This shall include a review of child care, library services and any other categories deemed relevant, such as health care centers, human services, and cultural centers.

(D) Neighborhood Serving Businesses. An assessment of neighborhood serving businesses in the area, including their establishment, displacement, and economic health.

(7) Fees and Revenues. The report shall monitor expenditure of all implemented fees, including the

Balboa Park Impact Fee and all Citywide fees, and tax revenue, as listed below. It shall report on studies and implementation strategies for additional fees and programming.

(A) Impact Fee. A summary of the collected funds from the Balboa Park Impact Fee collected from development, and a detailed accounting of its expenditure over that same period.

(B) Fiscal Revenues. An estimate of the net increment of revenues by type property tax, business taxes, hotel and sales taxes from all uses.

C) Fee Adjustments.

(i) The Planning Department shall review the amount of the Balboa Park fee against any increases in construction costs, according to changes published in the Construction Cost Index published by Engineering News Record, or according to another similar cost index should there be improvements to be funded through the Eastern Neighborhoods Impact Fee as listed in the Balboa Park Community Improvements Program.

(ii) The Planning Department shall review the level of the Balboa Park Impact Fee to ensure that it is not so high as to prevent needed housing or commercial development.

(8) Agency Responsibilities. All implementing agencies identified in the Balboa Park Implementation Matrix shall be responsible for:

(A) Reporting to the Planning Department, for incorporation into the Monitoring report, on action undertaken in the previous reporting period to complete the implementation actions under their jurisdiction, as referenced in the Balboa Park Implementation Matrix.

(B) Providing an analysis of the actions to be completed in the next reporting period, for incorporation into the Monitoring report, including a description of the integrated approach that will be used to complete those tasks.

(i) To the extent the Agencies identified in the Implementation Matrix are outside the jurisdiction of this Board, this Board hereby urges such Agencies to participate in this process.



(9) Budget Implications. In cooperation with the Annual Progress reports required by Administrative Code Chapter 36.4, and prior to the annual budget process, the Board shall receive a presentation by the Interagency Planning and Implementation Committee and its member agencies to describe how each agency's proposed annual budget advances the Plans' objectives, including specific projects called for by this section. The Board of Supervisors shall give particular consideration to proposed agency budgets that meet the implementation responsibilities as assigned by the City's General Plan, including the Balboa Park Implementation Matrix. Budget proposals that do not include items to meet these implementation responsibilities shall respond to Board inquiries as to why inclusion was not possible.

*(Added by Ordinance 58-09, File No. 090179, App. 4/17/2009)*

## Appendix B: Tables & Lists

**Table BT-1: Land Use Distribution, Balboa Park and San Francisco, 2011**

Land Use	Balboa Park		San Francisco		Balboa Park as % of San Francisco
	Area	% Distribution	Area	% Distribution	
Residential	318,083	4%	423,794,983	43%	0%
Mixed Residential	192,152	2%	27,050,288	3%	1%
Office	13,155	0.2%	15,664,150	2%	0.1%
Retail/Entertainment	260,701	3%	16,888,409	2%	2%
PDR/Light Industrial	66,862	1%	56,940,482	6%	0%
Cultural, Educational, Institution	2,894,825	37%	74,366,779	8%	4%
Visitor/Lodging	–	0.0%	4,349,287	0.4%	0.0%
Mixed Uses	76,643	1%	25,412,971	3%	0.3%
Public/Open Spaces	2,532,222	33%	285,046,367	29%	1%
Vacant Lot	1,385,474	18%	51,838,626	5%	3%
<b>Total</b>	<b>7,740,117</b>	<b>100%</b>	<b>981,352,342</b>	<b>100%</b>	<b>1%</b>

Source: San Francisco Planning Department, 2011 Land Use

**List BL-1: Commercial Development Projects Completed, Balboa Park, 2007–2011**

Address	Mixed Use No of Units	Total Commercial Sq Ft	Cultural, Institutional, Educational	Medical	Office	Retail	PDR/Light Industrial	Visitor/Lodging
100 Phelan Avenue	–	10,000	10,000	–	–	–	–	–
1298 Ocean Avenue	–	8,185	8,185	–	–	–	–	–
109 Louisburg St	1	–	–	–	–	–	–	–
1525 Ocean Ave	3	–	–	–	–	–	–	–
<b>Total</b>	<b>3 (net)</b>	<b>18,185</b>	<b>18,185</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>

Source: San Francisco Planning Department, 2011 Q4 Pipeline



**List BL-2: Commercial Development Pipeline, Balboa Park, Q4 2011**

Development Status	Address	Mixed Use No of Units	Total Commercial Sq Ft	Cultural, Institutional, Educational	Medical	Office	Retail	Visitor/ Lodging	PDR/Light Industrial
Construction	1150 Ocean Ave	159	30,000	-	-	-	30,000	-	-
<b>Planning Entitled</b>		<b>71</b>	<b>11,682</b>	-	-	<b>1,139</b>	<b>10,543</b>	-	-
Planning Approved	50 Phelan Ave	71	11,682	-	-	1,139	10,543	-	-
Building Permit Filed	-	-	-	-	-	-	-	-	-
Building Permit Approved/Issued/Reinstated	-	-	-	-	-	-	-	-	-
<b>Under Review</b>		<b>6</b>	<b>5,285</b>	-	-	-	<b>5,285</b>	-	-
Planning Filed	-	-	-	-	-	-	-	-	-
Building Permit Filed	1415 Ocean Ave	6	5,285	-	-	-	5,285	-	-
<b>Total</b>		<b>236</b>	<b>46,967</b>	-	-	<b>1,139</b>	<b>45,828</b>	-	-

Source: San Francisco Planning Department, 2011 Q4 Pipeline

**List BL-3: Residential Development Pipeline, Balboa Park, Q4 2011**

Development Status	Address	Units	Mixed Use Projects
Construction	1150 Ocean Ave	159	1
<b>Planning Entitled</b>			
Planning Approved	50 Phelan Ave	71	1
Building Permit Filed	-	-	-
Building Permit Approved/Issued/Reinstated	-	-	-
<b>Under Review</b>			
Planning Filed	-	-	-
	1490 Ocean Ave	13	-
	283 Granada Avenue	2	-
Building Permit Filed	1415 Ocean Ave	6	-
<b>Total</b>		<b>251</b>	<b>2</b>

Source: San Francisco Planning Department, 2011 Q4 Pipeline

**List BL-4: JHLP Revenue and Expenses, San Francisco, 2007–2011**

Fiscal year	Revenue	Expenses
2007–08	\$ 5,818,692	\$ (3,998,808)
2008–09	\$ -	\$ -
2009–10	\$ -	\$ (8,775)
2010–11	\$ 15,878	\$ -
<b>Total</b>	<b>\$ 5,834,570</b>	<b>\$ (4,007,583)</b>

Source: San Francisco Planning Department, Office of the Controller

## Appendix C: List of Neighborhood Serving Business Codes

### List BL-1: Neighborhood Serving Businesses

NAICS	Label
236115	New Single-Family Housing Construction
236118	Residential Remodelers
238210	Electrical Contractors
238220	Plumbing, Heating, and AC Contractors
238320	Painting and Wall Covering Contractors
238330	Flooring Contractors
311811	Retail Bakeries
311920	Coffee and Tea Manufacture
323114	Quick Printing
339911	Jewelry
339950	Sign Manufacturing
423440	Commercial Equipment
423940	Jewelry, Watch Repair, Precious Metal Merchant
424210	Drugs and Sundries Merchant Wholesalers
424490	Other Grocery and Related Products
441310	Automotive
442210	Floor Covering Stores
444190	Building Material Dealers
448120	Women's Clothing Store
448140	Family Clothing Store
451110	Sporting Goods Stores
451120	Hobby, Toy and games Stores
451211	Book Stores
453110	Florists
453310	Used Merchandise Sores
453998	All Other Miscellaneous Store Retail
485111	Mixed Mode Transit
485310	Taxi Service
488999	Support Activity For Transportation
511130	Book Publisher
511210	Software Publisher
512110	Motion Picture and Video Production
512290	Other Sound Industries
515210	Wired Telecommunications Carriers
517310	Telecommunications Resellers

NAICS	Label
522130	Credit Unions
522290	Real Estate Credit
522390	Activities Related to Credit Information
523910	Misc. Intermediation
523911	Trust, Fiduciary, and Custody Activities
524210	Insurance Agencies and Brokerages
531210	Offices of Real Estate Agents
541213	Tax Prep Services
541219	Other Accounting
541330	Engineering Services
541611	Admin Management and General Management Consulting
541613	Marketing Consulting Services
541618	Other Management Consulting Services
541621	Photography Studios, Portrait
541820	Public Relations Agencies
541930	Translation and Interpretation Services
541940	Veterinary Services
541990	All Other Professional Scientific
551112	Offices of Other Holding Companies
561310	Employment Placement Agencies
561439	Business Service Centers
561499	Business Support Services
561510	Travel Agencies
561621	Security Systems Services
611110	Elementary and Secondary Schools
611210	Junior Colleges
611511	Cosmetology and Barber Schools
611620	Sports and Recreation Instruction
611699	All Other Miscellaneous School and instruction
621111	Office of Physicians (except mental health)
621210	Dentist
621310	Chiropractors
621320	Optometrists
621340	Physical, Occupational and Speech therapist



NAICS	Label
621399	Health Practitioners
621420	Substance Abuse Center
621999	Ambulatory Health Care Services
623312	Homes for the Elderly
624190	Individual and family Services
624410	Child Day Care Services
711510	Independent Artist, Writers and Performers
712130	Botanical Garden
712110	Museums
713940	Fitness and Rec Sports Center
722110	Full-Service Restaurant
722211	Limited-Service Restaurants
722330	Mobile Food Services
722410	Drinking Places (Alcohol Beverages)
811111	General Automotive Repair
811118	Other Automotive Mechanical and Electrical Repair and Maintenance
811211	Customer Electronics Repair
811212	Computer and Office Machine repair and Maintenances
811219	Other Electronic Precision equipment Repair and Maintenance
811412	Appliance Repair and Maintenance
811420	Reupholster and Furniture Repair
812112	Beauty Salons
812199	Personal Care Services
812310	Coin-Operated Laundry and Dry cleaners
812320	Dry-cleaning and Laundry Services
812990	Personal Services
813110	Religious Organizations
813410	Civic and Social Org
813920	Professional Org
813930	Labor Unions and Similar Labor Orgs
922120	Police Protection
922160	Fire Protection
926120	Regulation and Administration of Transportation Programs

# Acknowledgments

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Edwin M. Lee

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Association of Bay Area Governments (ABAG)  
California Department of Finance  
California Employment Development Department  
Cassidy Turly  
Costar Group  
Cushman & Wakefield  
Dun & Bradstreet  
San Francisco Controller's Office  
San Francisco Department of Building Inspection  
San Francisco Planning Department  
San Francisco Metropolitan Transportation Agency  
San Francisco Office of Economic and Workforce Development  
Terranomics  
U.S. Bureau of Labor Statistics  
U.S. Census Bureau







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NOTE: For additional information that is available on the Planning Department web site under the heading "Data and Analysis Reports," please see previous reports (annual, five-year, and 25-year) at: <http://www.sf-planning.org/index.aspx?page=1663>