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ANCESTORS

CHAPTER 2.

People and Place:
The Bayview Hunters Point Community



LEFT Bayview Neighborhood Community Center in the late 1950s. Courtesy San Francisco Public Library. RIGHT Aerial photograph emphasizing Bayview's waterfront. Pacific Aerial Photography.

LOCATION & NATURAL HISTORY

Bayview Hunters Point is the name chosen by residents for their community. In the past, the area has also been known as “South Bayshore.” Many residents simply call their community “the Bayview,” one of the largest communities in the City and County of San Francisco, as seen in Map 1, *Bayview Hunters Point in San Francisco*.

When redevelopment planning for revitalization is begun in a community, the boundaries of a “survey area” are defined. A survey area is the term used to describe the extent of planning research and analysis for this work. Initiated in January 1995, the *Bayview Hunters Point Survey Area* is bounded by San Francisco Bay to the east, the City and County of San Francisco border to the south, US Highway 101 to the west, and Cesar Chavez Street to the north. This large survey area encompasses over 2,528 acres and approximately 9,000 parcels. Three existing redevelopment project areas are within or adjacent to the survey area: the Bayview Industrial Triangle (BIT), the India Basin Industrial Park (IBIP), and the Hunters Point Naval Shipyard Project (Map 2, *Bayview Hunters Point Survey Area*).

The landscape of this community is uniquely endowed with over 14 miles of bay coastline with beautiful open views and a milder climate than many parts of the Bay Area. The original lay of the land upon which the community resides has changed dramatically over the last 150 years as successions of people and their values became interwoven with the natural ecology. Prior to the arrival of European, Asian or African American peoples, the landscape was gently sloping coastal prairie grasslands and a rich grazing site for wildlife. A creek wound its way eastward through the rolling hills, collecting several smaller drainages, finally making its way to the bay where a large salt marshland with tidal flows formed. For thousands of years, the creek deposited rich silty clay soils from the surrounding hills each rainy season, also creating a haven for enormous flocks of migrating waterfowl. Fresh water springs abound in the area due to the local geology and shallow depths to groundwater.

Remnants of the historic marshland still exist, though much of the existing waterfront area is artificial fill dirt on top of this original silty clay bay mud. Because the deepest water of any coastline in the bay occurs just offshore here, there was a great deal of incentive to fill in the muddy delta caused by the creek and other shoreline areas to increase speculative and industrial development opportunities related to shipping. Maps 3 and 4, *Historic Bayview Coastline: 1859* and *Historic Bayview Mapping: 1873*, show the original coastline and early plans for filling in the bay.

The “sense of place” felt in Bayview Hunters Point has much to do with the combination of its rolling topography, watershed patterns, bayshore frontage and splendid views of the water. The three hills in the area, from north to south, include Silver Terrace (originally called St. Joseph’s Hill), Hunters Point Hill, and Bayview Hill. Map 5, *Land Characteristics of Bayview Hunters Point*, shows the hilly topography and major view planes. These characteristics of the landscape, its unique geography and natural history, have set the stage for the cultural experiences and evolution of the Bayview Hunters Point community.



Map 2 Bayview Hunters Point Survey Area



Map 3

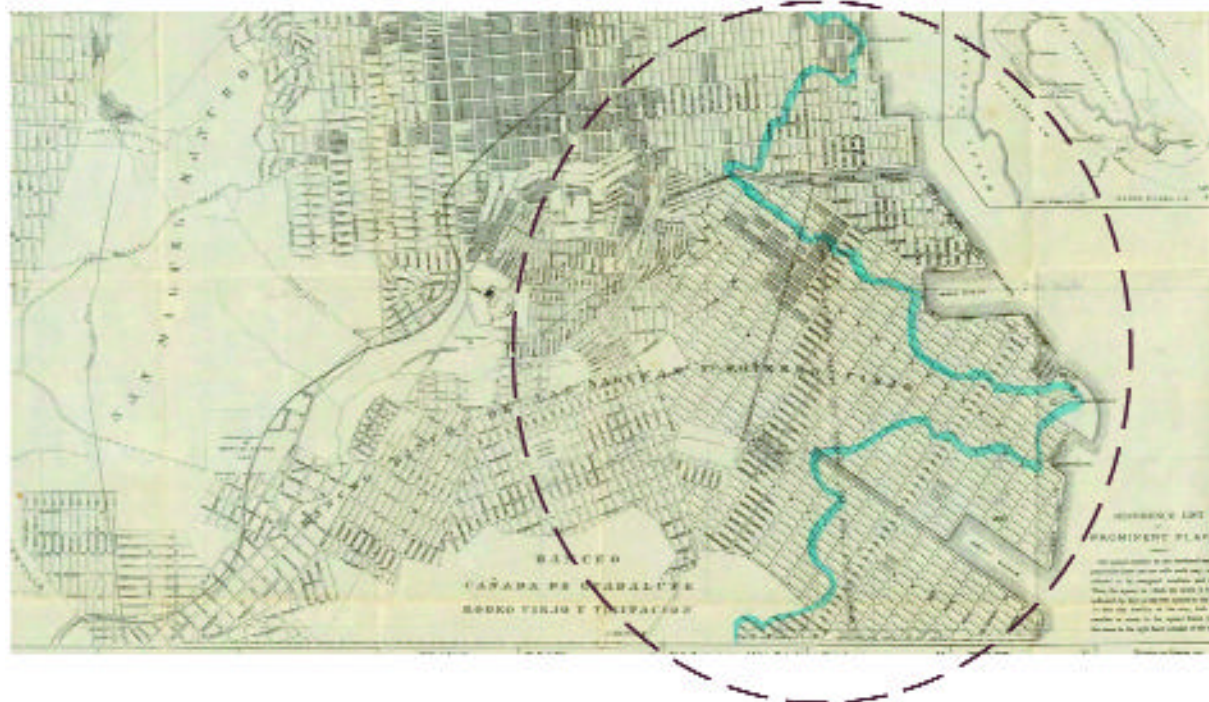
Historic Bayview Coastline: 1859



ABOVE This historic map shows the original shoreline and extensive marshlands surrounding Islais Creek. **BELOW** The original shoreline has changed dramatically from the original creeks and marshes. Imaginary roads were laid over the water itself and then filled to create a new landscape to serve shipping and industry.

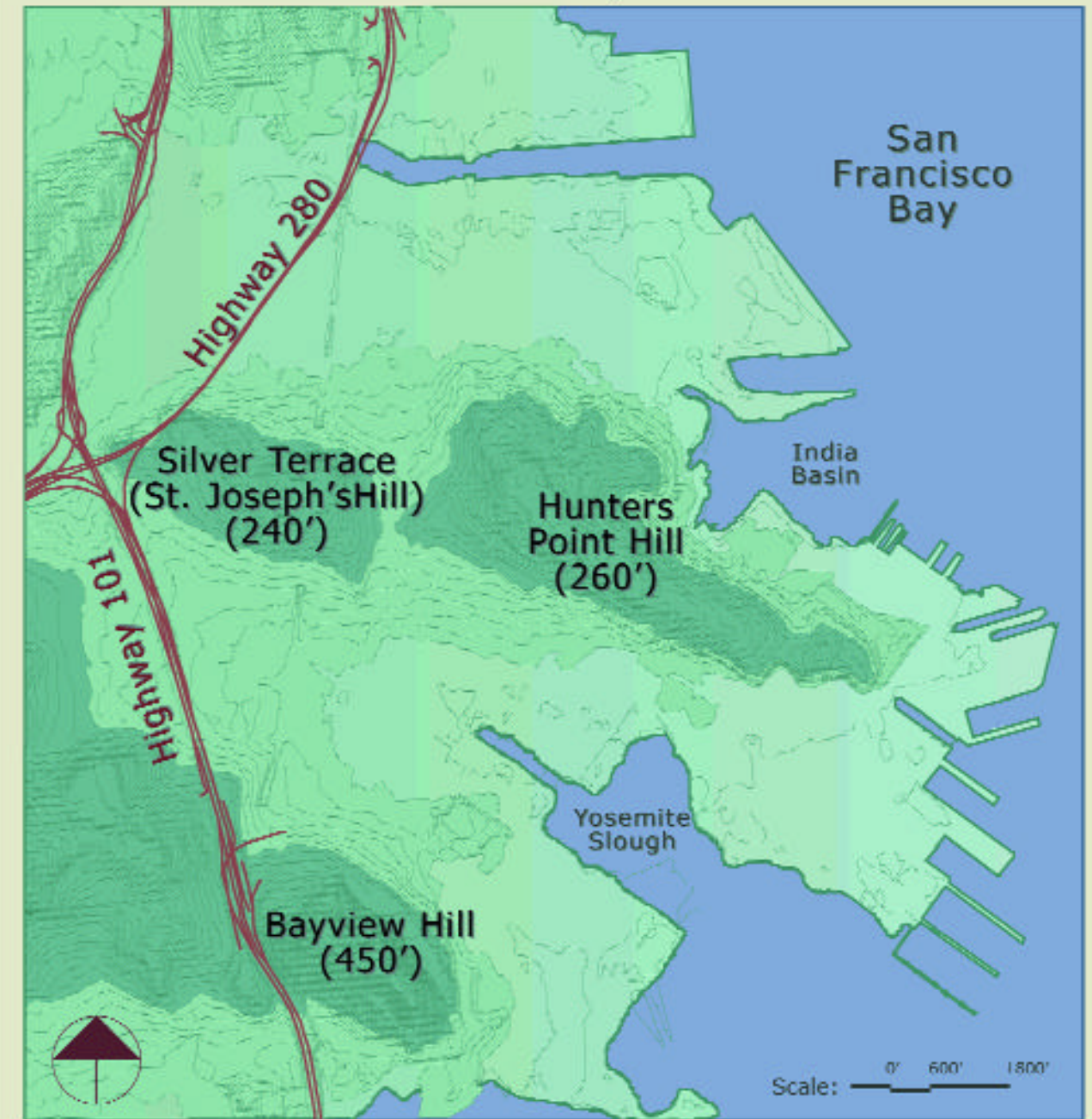
Map 4

Historic Bayview Mapping: 1873



Map 5

Land Characteristics of Bayview Hunters Point



Contour Lines Illustrate Bayview's Topography in 10' Intervals



Aerial photograph shows where curving roads wrap around Bayview's hilly topography. Bob Ecker photograph.

CULTURAL LAYERS ON THE LANDSCAPE: 1700–1906

Humans have moved through and dwelled here for many thousands of years. The Costanoan Ohlone people were Native Americans who lived here as early as 100 BC. Their presence was especially seen around “Islay Creek,” a Native American word meaning “wild cherry” which probably grew here in abundance. The Spanish who followed changed the name to “Islais Creek.” The fertile site, one of the best places to live on this side of the bay, was separated from the harsh sand dunes and rock of then-San Francisco by the expanse of Islais Creek’s lush salt marsh.

The Spanish arrived to investigate the marshland and promontory in 1775, led by Juan Bautista Aguirre, who named it “La Punta Concha”—Seashell Point. Eventually, it became known as “Punta Avisadera”—a beacon guiding sailors to the best natural deep-water port in the Bay Area. The Spanish claimed the land, sought to convert Native Americans to Catholicism while allotting them small family farms to induce a settled agricultural colony, and set cattle to grazing the rest. They were not gentle in their conversion efforts. After little more than fifty years, the Mission-controlled lands were removed from the Catholic

Church’s control through mandated Laws of Reform and by 1842, they were taken from Spain by the country of Mexico. At this time, San Franciscan-born Jose Cornello Bernal applied to the Mexican government for title of ownership to almost 4,000 acres of prime pasture land near Punta Avisadera, almost the entirety of the current Bayview Hunters Point area.

Six years later, the Gold Rush brought with it an American takeover in 1848, but Bernal hung on to ownership while the City of San Francisco exploded and new townships surrounding it popped up overnight with the arrival of thousands of gold seekers. San Francisco’s growth between 1848 and 1860 was staggering: from 1,000 people to over 30,000 in only twelve years. Bernal eventually entered into an agreement to develop the area as a real estate venture marketed by two well-educated brothers acting as agents – the Hunters, who oversaw the survey and mapping of what became known as “South San Francisco.” A pre-planned street grid was laid over the entire area, even extending over the bay mudflats; the remainders of this grid are visible today in the streets of Bayview. Oddly, the map surveyor or mistakenly named the new township after the real estate agents instead of its owners.

However sophisticated the Hunter Brothers may have been, quickly selling the new town proved impossible due to its physical separation from bustling San Francisco by the creek and salt marsh. The venture failed after less than one year, but the Hunter Brothers stayed on, building a wharf at the waterfront. In 1858, the name Hunters Point appeared in the San Francisco directory for the first time. In 1871, after gaining title to all the original Bernal Tract, the brothers sold it to a savings and loan group and temporarily left the area. However, the small rural settlement of what they called “South San Francisco” and the point named after them was left in their wake.

“And so the land of Bayview had passed from the hands of the Native Americans into the stewardship of the Spanish Padres and thence to Spain into the jurisdiction of the Mexican government into the grasp of a political favorite and finally into the control of entrepreneurs for transformation into a marketable commodity in a real estate scheme. The forces at work? Migration legislation and speculation.” RIFKIN 1983.

In the 1850s, the city of San Francisco zoning rules began to relegate slaughterhouses, meat-packing plants, tanneries, fertilizer companies, and soap and tallow works to the Islais Creek mudflats, where the India Basin Industrial Park exists today. Eventually, this zone became known as “Butchertown.” The noxious land uses considered a nuisance were placed on land away from the residential enclaves of downtown, close to shipping facilities, and near the grazing lands on the rest of the peninsula. During this period, many Italian, Maltese and Irish immigrants with old-world skills related to cattle and meat processing settled in the vicinity.

“Separate but Equal”: A New America Emerges in Gold Rush San Francisco

According to pre-1900 census information, Bayview Hunters Point was one of the more racially integrated areas of the City. San Francisco was the leading social, cultural, political, and economic center for African Americans throughout California during the 1800s, containing the largest black population in the state until 1900 when it was surpassed by Los Angeles.¹ Because the City controlled the coastal trade as a center of banking and financing for the entire West and its manufacturers produced most of the region’s goods, there was a wide range of economic opportunities for its ethnically and racially diverse labor force.

However liberal and progressive the City saw itself, African Americans were still limited in educational, housing, and

job opportunities. Despite a social and political system espousing a “separate but equal” premise in liberal San Francisco, there was certainly housing discrimination and the majority of black workers were not allowed into unions and were rarely exposed to learning trades outside of unskilled labor until World War II. However, African Americans tended to experience less discrimination here than in other parts of the country.

The majority of segregation laws in California were abolished by 1900 and throughout its brief history prior to 1940, San Francisco whites did not restrict blacks to limited communities as they did in many U.S. cities. Before much of the rest of the country, African Americans in San Francisco could vote, serve on juries, ride public transportation, and attend public schools on an integrated basis. One notable exception was during 1854 to 1875, when segregated schooling laws were enforced.

During the 1800s, African American and Asian migrants arrived in the Bay Area at much the same time. They lived with or nearby one another, shared the desire for a better life and access to economic and social improvement, occasionally even sharing recreational facilities. The Chinese community, almost ten times larger than blacks during this era, was a large part of the region’s work force and made more progress than blacks in employment opportunities. Yet, Chinese immigrants lagged behind African Americans in access to education, housing, and health care and were more impacted by physical violence—victimized because they were seen as a major threat to white workers’ wages and working conditions.²

In Bayview Hunters Point, a small population of Chinese settled close to the waterfront, drawn by the establishment of shrimping facilities built in the late 1800s. A small number of Chinese-owned restaurants and shops were built nearby, although most frequented Chinatown as the major cultural and retail goods center. The Shrimp Boat restaurant, owned by Chinese residents and located on the Hunters Point waterfront, was a favorite for many decades until 1938 when the entire Chinese village was demolished by the Navy for expansion purposes.

The Sporting Life: Horse Racing at Bayview Park leads to Major Transportation Improvements

While the Hunters still resided in the area, several wealthy San Franciscans built what was touted as the fastest horse racing track of its kind in the world at Candlestick Point. The actual construction around 1870 included the cutting and hauling of sand dunes by Chinese immigrant laborers using shovels and hand carts.



TOP Butchertown stockyard, in vicinity of Piers 86, 88 and 90. **BOTTOM LEFT** Former Chinese shrimp camp burning furiously in Hunters Point, April 20, 1939. **BOTTOM RIGHT** Hunters Point Drydock 1867. Photos courtesy San Francisco Public Library.



A horse-drawn streetcar line was established to connect the racetrack with downtown San Francisco while a railroad connection was made by bridging over then still-open Mission Bay, cutting through Potrero Hill and spanning the salt marshes at the mouth of Islais Creek on a mile-long trestle. Both the railroad and racetrack lasted until 1896, followed shortly by the horse-car line that left behind its name: the current Railroad Avenue.

The Waterfront and the Navy

The major selling point of the new town of “South San Francisco” and Hunters Point was the availability of deep water close to shore. Dry-docking ships for maintenance and repair became a major industry associated with this type of waterfront. The first facilities were built here in 1868 by the Bethlehem Shipbuilding Company Ltd., a subsidiary of Bethlehem Steel, creating a large industrial area complex along the waterfront.

The Navy became interested in the Hunters Point area as early as 1908 when Admiral Perry’s “Great White Fleet” circled the world and sailed into San Francisco Bay, only to find the waters of the U.S. Navy Ship Repair Yard at Mare Island too shallow. He finally proceeded to the privately held drydocks at Hunters Point, where the water was deep enough to dock the huge ships. Eventually the Navy would buy Bethlehem’s drydock facilities, taking possession on December 18, 1941, only eleven days after the bombing of Pearl Harbor.

The entire Chinese community and the shrimping facilities located on the waterfront were evicted by Navy facility expansion in 1938. The San Francisco Fire Department was called upon to burn down the buildings as their former owners and tenants looked on. With the advent of war in 1941, an adjacent residential area was also seized, requiring 20 families to relocate within 48 hours. By the end of World War II in 1947, the Navy controlled almost 1,000 acres of Bayview Hunters Point, with facilities so massive the largest warship in the world could be accommodated here.

The Town and Transformation: 1906–1940

By 1900, San Francisco was the eighth largest city in the nation. By 1906, “South San Francisco,” Hunters Point Dockyards, and the areas adjacent to Bayview Racetrack was characterized by small but enterprising settlements of mixed-nationality immigrants. Bayview Hunters Point has always had many cultures living side by side. The cattle-related businesses, shipping facilities, and fishing outfits were joined by other heavy industrial firms. These industries drew a larger mixed population of new working class

families, including high numbers of Italians, but also Irish, German, French and Maltese.

The essentially rural character of the township would not be disturbed by the 1906 Great Earthquake and Fire when thousands of San Francisco residents fled to Oakland or other neighboring locales perceived as safe ground. The growth of Bayview Hunters Point was incremental but steady. The “small town next to the big City” would define its identity for decades to come. Many older residents of Bayview still remember cattle roaming the area and the cowboys who rounded them up when they escaped from the holding pens in Butchertown.

San Francisco’s African American population remained relatively small between 1900 and 1940, prior to the cataclysmic changes of the World War II era. Most settled into the few truly integrated neighborhoods of the City and some enjoyed a fairly prosperous life, even during the Great Depression of the 1930s. However, racial discrimination persisted and a true center of African American commerce and culture did not emerge until the 1940s and 1950s, when the Fillmore and Bayview emerged as vital centers for African American culture in San Francisco.

A Second Gold Rush: the 1940s and 1950s

What had remained a rural small town transformed dramatically as a result of World War II. The installation of the Hunters Point Naval Shipyard, accompanying steel production, and warship construction with other port terminal activities turned Bayview into a regional industrial center. The shoreline changed almost overnight with new industrial infill projects, construction and shipbuilding crews ran 24-hour shifts, and large numbers of workers inundated the area.

World War II-related industry drew a huge workforce from around the country, shifting the major patterns of black and white migration from the North to the West. The war was an incredible boon for African Americans, women, and other traditionally disenfranchised groups because it provided a sizable number of jobs in skilled and white-collar occupations for the first time in American history. This was especially true on the West Coast, the San Francisco Bay Area in particular, due to the extensive defense industry located here.

San Francisco’s black population grew more than 600 percent between 1940 and 1945 alone. Many African American workers were recruited to leave the racist and oppressive South for the greener economic pastures of the West. Another draw was the increased ability to own property, experience open schooling, and live without Jim Crow laws or racially-based



TOP LEFT Opening day of Islais Creek Bridge, March 2, 1950. **TOP RIGHT** Lucky Lager Brewery, 1934. **BOTTOM** Third Street, looking north from Revere Street. Photos courtesy San Francisco Public Library.



ORIGINAL CAPTION (JUNE 17, 1944):

“HERE’S ONE OF THE real boom districts of the City—the Bayview. Photo taken looking along Third toward Quesada from Revere Street. Third Street was made nice and wide to handle some of the heavy traffic to and from the Bayshore highway. Then the war cut down on traffic. But it’s a nice street anyway and some day it’ll be handling a lot more cars than are visible now.”

violence characterizing much of minority life elsewhere.

Despite the premise of equality held by most white San Franciscans, housing discrimination was chronic in the Bay Area. Newly arriving African Americans were often unable to find accommodations in the hastily built wartime housing projects around the City and were forced to compete for shelter in the few neighborhoods where immigrants and minorities were traditionally welcome. Bayview Hunters Point, besides having public worker-housing projects built near the shipbuilding facilities, was one of these traditionally welcoming communities.³ Housing was desperately needed for the workers and the community responded with leased bedrooms, additions made to existing housing, and the construction of back cottages for rent.

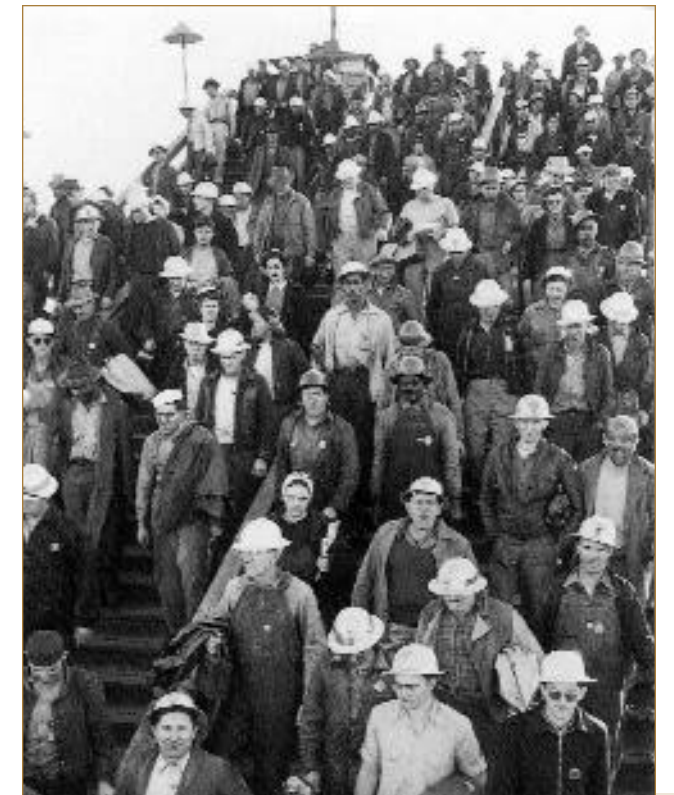
After the newcomers settled in, Bayview Hunters Point experienced a blossoming of civic traditions, as so many new workers who came from the South brought their close-knit culture, and often their families, with them. The Navy and other government agencies made investments in the area’s infrastructure and worker housing apartment complexes. In their wartime haste, some of these projects were built in areas where the groundwater depth was very close to the surface; consequently these dwellings were damp and experienced chronic flooding or mildew problems.

New transportation projects included wide streets for transporting goods and the beginnings of the freeway program on the West Coast, a war defense project that would eventually connect the U.S. in a way the wartime planners never envisioned. One local event in particular was heralded by the community as a measure to connect Bayview to the greater City and enhance its postwar prosperity: the opening of Islais Creek Bridge in 1950.

Perhaps one of the most transforming aspects of World War II was the mixing of people of every race and age, and both genders. The photographer Dorothea Lange, describing a shipbuilding shift change of workers in 1944, was amazed by the sight of “all ages, races, types, skills and backgrounds. A deluge of humanity.” Besides exposure to one another during work, shopping, and the everyday life of adults, this unprecedented mix of people also led to many children sharing classrooms for the first time. These children heralded the multicultural future of California.

At the Boiling Point: 1960–1980

After the war, economic opportunities for African Americans, women, and other minorities were severely curtailed as soldiers returned and demanded their jobs back.



Wartime shipbuilders. Courtesy Oakland Museum, Oakland, CA.

By the late 1960s and early 1970s, shipyard operations began to decline due to diminishing naval repair needs. Citywide, heavy and light industrial bases were shrinking as businesses relocated plants and blue-collar employment to suburban areas in surrounding counties. When Bayview Hunters Point jobs contracted, so did its population: from a post-war peak of 50,000 in 1950 to 20,000 in 1970.

Returning soldiers taking advantage of the new G.I. Bill to go to college and new mortgage lending programs created the phenomena of the suburbs and de facto racial segregation. Cities suffered as the new middle class, typically white, moved out in droves and once-thriving urban commercial centers declined. Jobs and industry followed the movement of these workers and many firms left the City altogether. Massive unemployment was the general result for many of the wartime newcomers to California. As these events took place, city funds began to grow scarce and services were reduced as a result. The most impacted citizens were minorities, crowded into increasingly substandard housing with impoverished commercial districts. Neighborhoods like Bayview Hunters Point suffered the worst effects of this urban disinvestment.



War time South San Francisco Opera House.
Courtesy San Francisco Public Library.

Social change and conflict defined the 1960s and 1970s. The Civil Rights Movement, feminism, hippies, and myriad other challenges to the status quo shook America. While President Johnson created a national program called “The War on Poverty” seeking to revitalize cities and assist poor citizens, another new program was taking hold of the nation: Urban Renewal. Though the original premise was to help urban residents and workers, the end result was the utter destruction of many urban neighborhoods, typically poor and of color, in order to build civic and business centers that benefited the elite in cities across the nation. Working class neighborhoods in San Francisco fared especially poorly. When the primarily African American community living in the Fillmore District was forcibly evicted through the City’s power of eminent domain, many resettled in Bayview Hunters Point when they could not afford the high rents of the new developments.

Bayview was fortunate to evade the destruction wrought by Urban Renewal in the Fillmore. However, the community suffered from increasing poverty and joblessness. Meanwhile, city government did little to repair the crumbling and inadequate infrastructure or invest resources into the area. Much like in the days of “Butchertown,” polluting industries and facilities unwanted in other, more powerful neighborhoods were built here. Over time, Bayview Hunters Point gained an unfairly negative image, further eroding the self-esteem of its residents.

Finally, a boiling point was reached in September 1966, when a young black man by the name of Matthew Johnson was shot and killed by police for suspected car theft. The years of suppressed rage exploded into a terrible riot rocking the City for five days. Immediately after the riot, many residents hoped that it would lead to greater solidarity among community groups. Actually, the opposite occurred: greater community disintegration resulted from the general belief that “nobody cares” and “it’s too late to do anything.” While very few community organizations continued functioning as they had before the riots, they began to re-emerge in the following years.

Not long after the riots, a contingent of community leaders and residents including Eloise Westbrook traveled to Washington, D.C. to present their case and demand federal assistance in revitalization efforts. The Department of Housing and Urban Development eventually responded to community demands with significant funding for new housing projects and other assistance. With this successful march on the nation’s capital and more political power, the positive activist spirit that defines Bayview Hunters Point was reborn.



Mrs. Eloise Westbrook, Chairman of the Bayview Hunters Point Joint Housing Committee, at a redevelopment meeting in Hunters Point, 1971-1973.

In San Francisco, then-Mayor Shelley, and later Mayor Alioto, sought to create more progressive and inclusive policies to assist in the revitalization of the community and address racism against African Americans, but the root causes of disinvestment have hardly been addressed or rectified. Large parts of the collective community memory have been lost as older residents pass on or move away. Yet despite negative forces and historical loss, the community has gathered strength over the years and learned to be powerful activists and progressive advocates on their own behalf.

Today, the people of Bayview Hunters Point are uniting in a powerful way to take the reins of their collective destiny into their own hands and create the framework for their future.

A Heritage of Diversity: Entering the New Millennium

Today, approximately 34,000 people call this neighborhood home.⁴ Some residents are second and third generation children of the original immigrant families. Many came to live here because of shipbuilding activities during World War II, primarily from the Southern United States. A significant number of more recent residents moved here when other neighborhoods of the City became too expensive to live in or were demolished during the days of Urban Renewal. Others are new immigrants seeking a new life in the United States, and several are artists who bring another dimension to the creative spirit of place emerging in Bayview Hunters Point.

The United States has long been defined as a nation of immigrants. Our national identity includes a conflicted heritage of importing one segment of society through slavery and the incorporation of indigenous inhabitants through forced colonization. Two issues make cultural diversity a main topic of contemporary social concern today: recent attempts to understand recurrent racial tensions within America and the burst of new immigrants arriving as a result of national immigration policy changes instituted over the last twenty years. This diversification of America has increased exponentially over the last decade. New immigrants accounted for nearly one-tenth of all Americans in 1997, while in California the proportion is over 25 percent (U.S. Census, 1998). The result is a truly multicultural society.

As mainstream as the topics of diversification and multiculturalism are today, the effects and concerns of societal change have hardly been resolved since the civil rights movements of the 1960s. While indigenous peoples around the globe began to shake off colonialism, here in the United States, vocal minorities called for a redistribution of power to recognize the traditionally disempowered members of societies.⁵ What is new since the 1960s is a cultural-political ideology that asserts that people ought to be able to retain their original culture and still be fully American in the sense of enjoying the nation’s wealth, its full range of educational opportunities and political privileges.

Diversification is wrought with conflicts: many new arrivals differ significantly from long-time residents of the same ethnic affiliation, not only by country of origin, but also in terms of economic status, civic traditions, and primary world views. For African American communities, the dilemma of cultural assimilation is rooted in assailing continued racism while seeking to move up the economic ladder of American life. Restoring or retaining one’s ethnic identity while assimilating into an increasingly vague national culture is a difficult topic of concern for many persons of color.

Bayview Hunters Point is a microcosm of the search for unity in diversity and the creation of a forum that addresses the complexities of equal opportunity while maintaining pride of heritage. This community has done more than many to find strength in a unified voice that creates a clear vision for the future. Retaining cultural identities, respecting multiple histories, and seeking out common concerns and values among residents is this community’s greatest strength.

A DEMOGRAPHIC STUDY OF THE BAYVIEW HUNTERS POINT COMMUNITY

Demography is the study of population characteristics, such as size, type, and other vital statistics that help us understand and plan for communities and regions. The U.S. Census, conducted once per decade, is the main source for this information. Based on many kinds of information about trends, projections about a population are made by professionals in order to plan for the future.

Demographic projections can be thought of as “best guesses”—there may be differing information from different sources and in any case, they may be incorrect despite in-depth research. The last census in 1990 is now known to have been less accurate in urban areas where often only half of the residents participated, especially in changing inner-city communities. Many immigrants avoided speaking to census workers because of deportation fears while other people may have felt threatened by government inquiries. A major problem with undercounting is that political representation and funding allotments for communities are based on the census. Another problem is that population and housing projections, like those described in this *Revitalization Concept Plan*, cannot be accurate because the base information is not. Finally, the most challenging time for demographers and researchers is at the end of a decade just before a new census is published, especially here in San Francisco where so much has changed regionally and locally.

Despite these challenges, we can look at this basic information as one way to characterize Bayview Hunters Point until the 2000 census is finalized. This demographic study of Bayview Hunters Point includes all the census tracts shown in Map 6, *Bayview Hunters Point Census Study Area*. Some projections include the small number of households in the

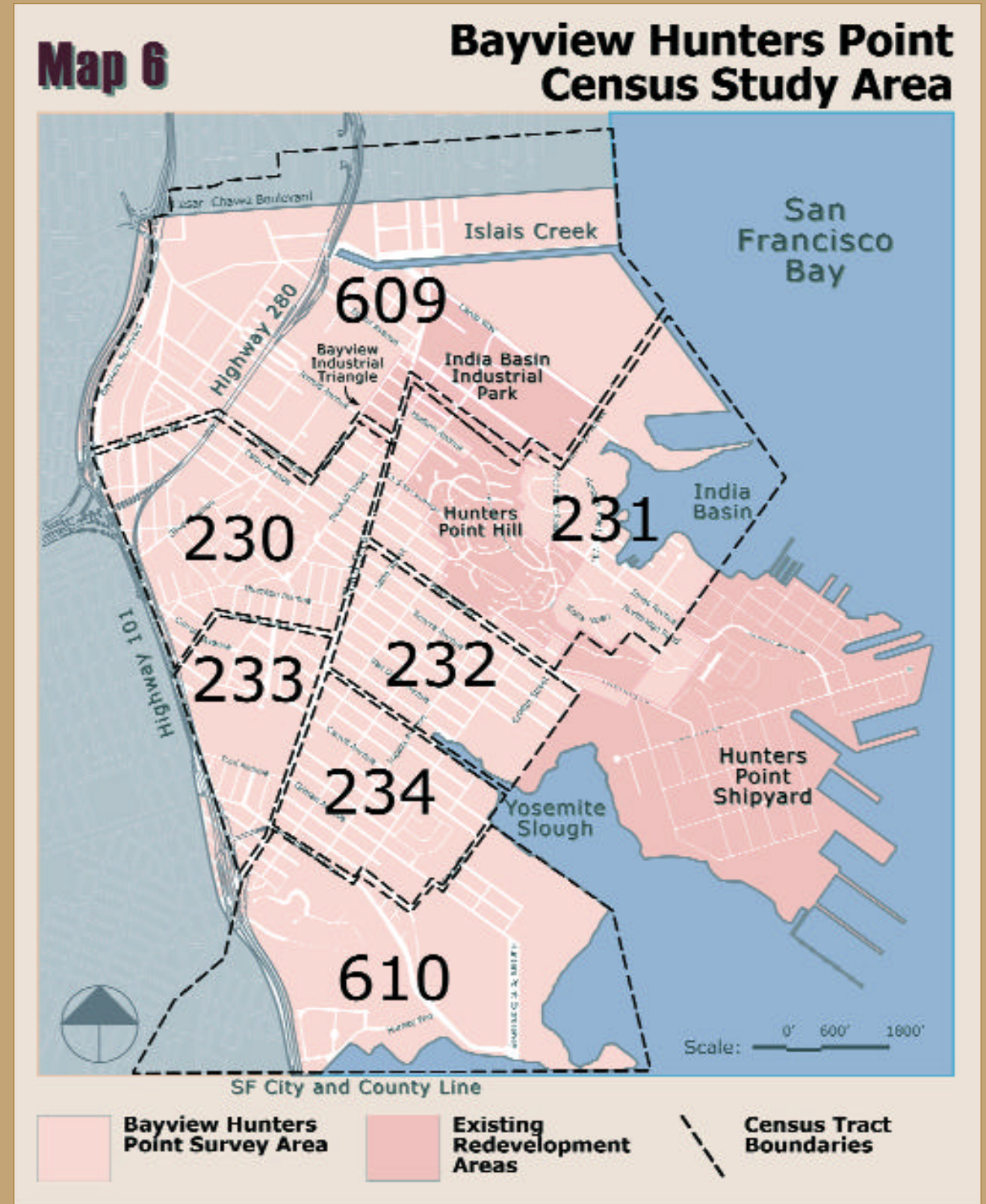
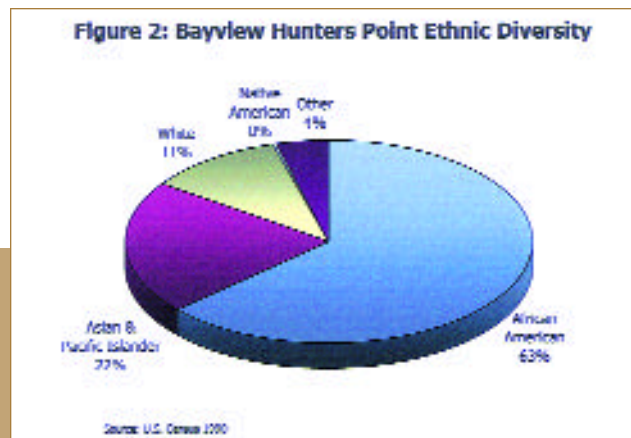
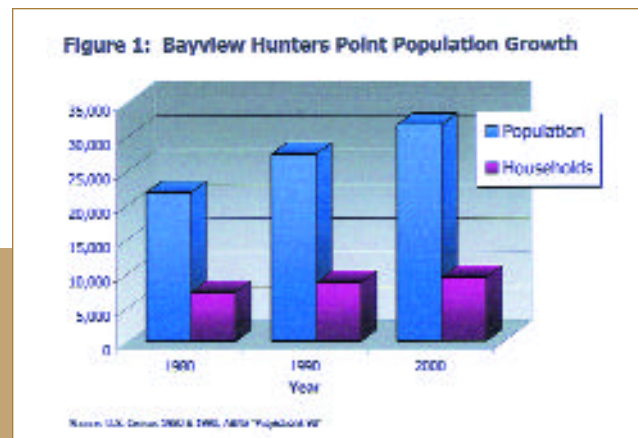
Hunters Point Shipyard. It is important to remember these are not concrete numbers at all, but serve as a starting place for understanding the complex identity of the community.

The People of Bayview

Bayview Hunters Point is one of the fastest growing, most ethnically and economically diverse areas in the City of San Francisco. Approximately 34,000 persons live in Bayview. This is a dynamic community, growing over 11 percent during the 1990s, and 29 percent during the 1980s. Figure 1, *Bayview Hunters Point Population Growth*, shows how both population and households have grown over the last twenty years. Of note is how households are getting larger, with population growth exceeding household growth proportionately. This growth is expected to continue over the next five years, with an anticipated growth rate of at least 6 percent from 1999 to 2004.⁶

Historically diverse, the population of Bayview Hunters Point became predominantly African American during World War II. African Americans remain the largest ethnic group, comprising approximately 63 percent of residents in 1990 and a projected 55 percent today. More than half of all residents at that time were native-born Californians, with a quarter born in the Southern U.S. and most of the other twenty percent born outside of the country. The comparative diversity of residents is illustrated in Figure 2: *Bayview Hunters Point Ethnic Diversity*.

While African Americans in San Francisco as a whole decreased by 9 percent from 1980 to 1990, the black community in Bayview Hunters Point grew by more than 8 percent during the same period of time. Over that decade, the percentage of Anglo Americans in Bayview decreased by 15 percent, attributable in part to older residents of Italian and European heritage either retiring, leaving the community, or passing away.



The greatest cultural change seen over the decade in Bayview was the proportional growth in Asian residents—an astounding 238 percent—representing an estimated 22 percent of the community in 1990. More than half of all Asian residents were Chinese, one-fifth Filipino, one-sixth Southeast Asian, and one-tenth Pacific Islander (typically from Samoa). According to interviews with Asian community members, many families who moved into Bayview from China are typically of Vietnamese descent. For additional information on the heritage of Asian residents, refer to Figure 3, *Asian Diversity in Bayview Hunters Point*.

One problem with the 1990 Census is how ethnicity in general was counted, especially the Latino community. “Hispanic Origin” was not considered a “race,” nor were categories for persons of mixed-race provided in past census surveys. The just released *Year 2000 Census* allowed people much more flexibility when claiming their ethnic heritage and will provide a better picture of cultural diversity overall. The category provided in the last census, “Persons of Hispanic Origin,” shows that Latinos made up at least 9 percent of Bayview’s residents—whether they considered themselves black, white or “other.” This is a 72 percent increase from 1980. Half of these residents were of Mexican origin, a quarter Central American, and a small but notable number of residents identified themselves as of Puerto Rican heritage.

Another way of looking at the inherent diversity of the community is through reported ancestry. Although not fully illustrating the intricate mix of cultures defining the area, the table in Figure 4, *Ancestry in Bayview Hunters Point in 1990*, provides another picture of the community’s rich identity.⁷ Note that the total does not equal 100 percent, showing the mixed heritage of many residents. Although some percentages may seem small compared to the largest one and several people went under-reported in 1990, one can see traces of the immigrants who have made homes in Bayview over the generations.

Over the course of the 1980s, there was significant growth in certain age groups within the community. The number of children under 5 years old increased almost 60 percent and the proportion of adults aged 25 to 44 years of age grew over 75 percent. These figures illustrate how a large number of families with children moved into the area, a trend that has continued throughout the 1990s.

Figure 5, *1990 Age Groups in Bayview Hunters Point*, illustrates the age profile of Bayview when reported in 1990. The community continues to be characterized by a relatively large number of children, young adults, and elderly compared to many neighborhoods in San Francisco. Also of interest is how

Figure 4: Ancestry in Bayview Hunters Point in 1990

English	5%
French	2%
German	1.3%
Greek	4%
African American, Asian or Hispanic Origin	68.4%
Irish	1.3%
Italian	4.0%
Lithuanian	1%
Norwegian	1%
Polish	1%
Portuguese	1%
Russian	2%
Scottish	5%
Sub-Saharan African	2%
Swedish	2%
United States/American	9%
West Indian	5%
“Other”	23.2%

Source: U.S. Census 1990

there are proportionately more women than men living in Bayview Hunters Point: 54 percent compared to 46 percent. Some of this can be explained by the age profile, as women tend to live longer than men. Other reasons for this difference cannot be explained by available census figures alone. Estimated age characteristics of the community for the year 2000 have been provided, seen in Figure 6, *Year 2000 Age Groups*. These projections are a helpful guide to understanding the range of facility and program needs for different groups of residents, especially with continued increases of families, children and elderly.

Households and Families

Figure 7, *Household and Family Group Characteristics in 1990*, is a graph showing the types of families or single-person households in the community. Bayview Hunters Point has a comparatively large number of households defining themselves as families: a total of 89 percent of the community’s households. Whether married-couple or single head of household, most family households have children.

Another significant characteristic of the community is the large number of married-couple families (with or without children) in the general household population: 48 percent versus 38 percent of householders city-wide in 1990. The largest type of household was a married couple without children, approximately 41 percent of all family households. There is also a large component of families with children that have a single female as the head of household in Bayview Hunters Point: 22 percent versus 6 percent city-wide.

The greatest increase in “family households” was in the two-to-four person size range, while the number of one-

Figure 3: Asian Diversity in Bayview Hunters Point

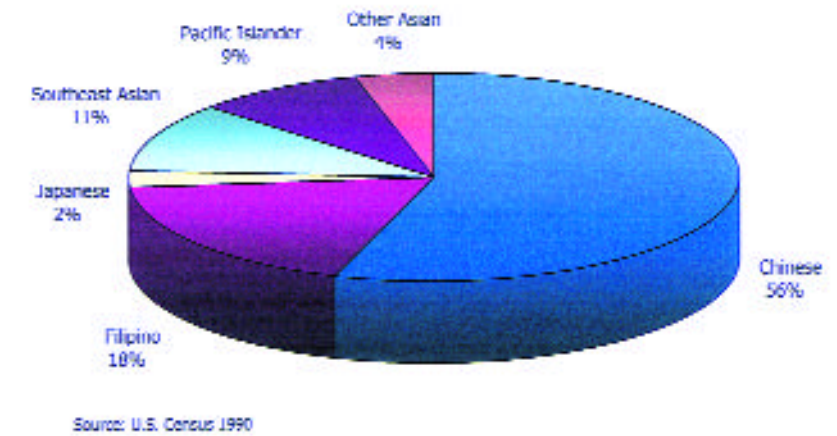


Figure 5: 1990 Age Groups in Bayview Hunters Point

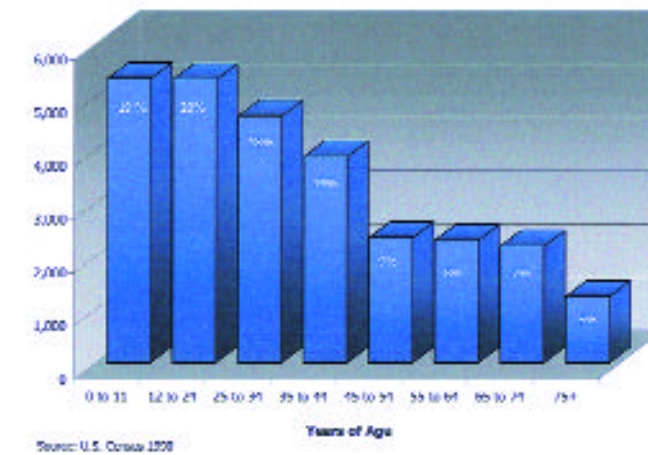
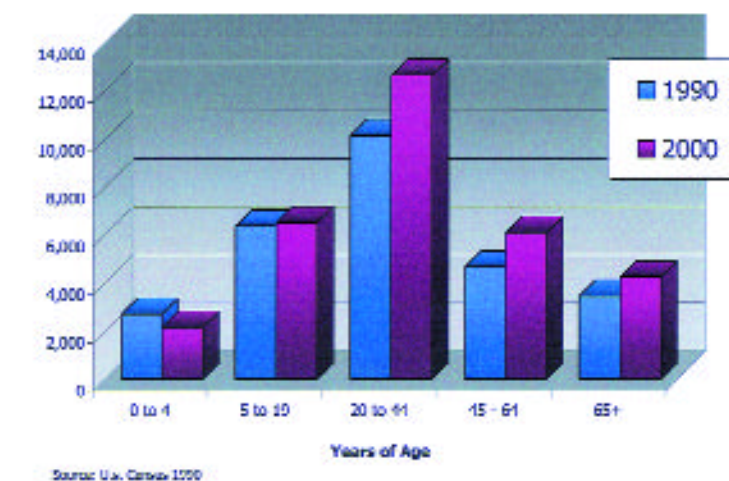
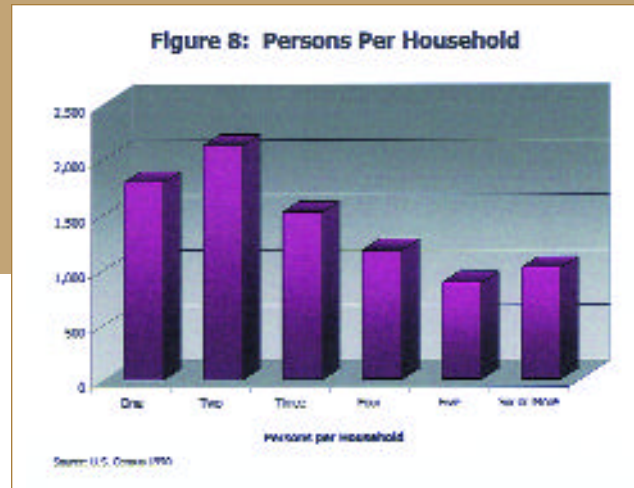
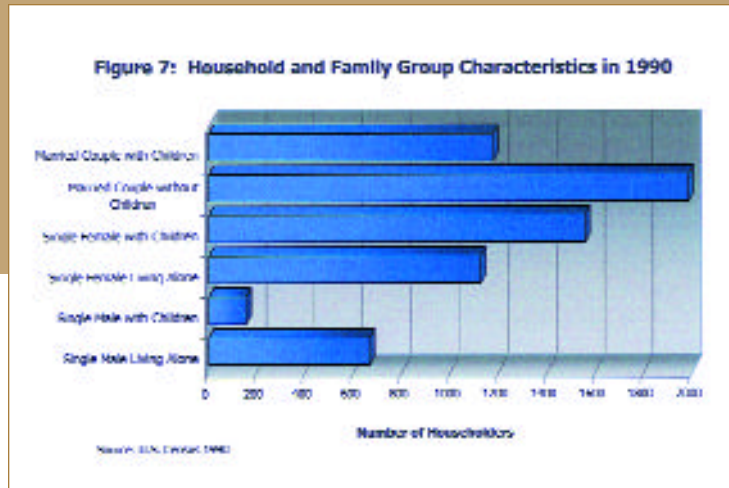


Figure 6: Year 2000 Age Groups





person “non-family” households also grew. There is an unfortunate lack of information illustrating the number and make-up of extended families, multiple related family members living together in the same home, or grandparents raising grandchildren that local interviewing has revealed in the past.⁸ Figure 8, *Persons per Household*, provides a relative scale of need for livable space related to household size, especially valuable when planning for housing needs. The average household in Bayview has grown from 3.2 persons in 1990 to an estimated 3.26 in 1999 compared to 2.3 persons per household in San Francisco as a whole in 1999. When Year 2000 Census tract level data is released, the results are expected to show continued growth in household sizes throughout Bayview Hunters Point.

Language and Linguistic Isolation

The most current information available for an analysis of language diversity and linguistic isolation in Bayview comes from the 1990 census. As is true throughout the Bay Area, the ethnic diversity of residents can be seen in the sizable number of residents who do not speak English at

home—at least 30 percent in 1990. Figure 9, *Language Diversity in Bayview Hunters Point*, shows how almost half of these residents are Chinese-speaking while one-third speak Tagalog. Of the remainder, most speak either Spanish or French Creole at home.

Linguistic isolation refers to those people who cannot speak English well enough to participate easily in society. Almost 20 percent of all Bayview Hunters Point residents surveyed in 1990 were totally or partially isolated by language. With the undercounting of immigrants typical of the 1990 Census and growth of the foreign-born population throughout the Bay Area, this percentage of isolated residents has most likely risen. When looking at the census category total for “those who do not speak English well,” most respondents spoke Asian and Spanish languages, with the elderly and young children most affected. This information helps determine where programs and translation services are needed, especially in education needs and when reaching out to residents during public planning and review processes.

Educational Attainment

Educational attainment is the key to fulfilling careers and rewarding employment. In the past, the adult population of Bayview Hunters Point was more likely to work in a blue collar or industrial job than today. These jobs were often secure, well-compensated union jobs that rarely required college degrees in order for workers to be successful, offering the means to raise a family and live in relative comfort. As the economy rapidly changes to rely more and more upon information and technology-based skills rather than industrial skill knowledge, the percentage of young adults who complete high school and obtain college degrees is of increasing importance to the community.

Learning is a lifetime process, one that is also rapidly changing in response to new opportunities, market and

life pressures. Many adults are returning to school to obtain degrees while young people are taking greater advantage of two-year and community colleges to gain skills for the new information-based economy. As the population ages, fewer people are expected to retire early and many will need to work later in life. At the same time, unemployment in the Bay Area is at an all-time low. Despite the increasing shortage of labor overall and the large number of job training programs for adults, many residents in Bayview Hunters Point have not found successful employment. In order to understand these problems, education and career success must be viewed along the full spectrum of a person’s life, from childhood through to mid-life and beyond.

As will be discussed in greater detail in Chapter 4, the greatest gap in child development and daycare needs in Bayview Hunters Point is for toddlers up to preschool age according to preliminary surveys conducted by the City’s Department of Human Services and Mayor’s Childcare Facilities Fund Program. Not only does this gap affect young children’s development and socialization, but it limits working parents as well—especially the estimated 34 percent of all local families that are single-parent households, the vast majority of which are headed by women.

A recent report shows that as much as half of a low-income single parent’s wages may go to licensed daycare. Many families in the community currently have their childcare needs met by family members or unlicensed local care providers. The City is working on identifying daycare gaps, working with existing centers to expand capacity, and helping to create new programs that give young children the strong start they need to flourish.

Based on initial research by the Mayor’s Childcare Facilities Fund Program, elementary school-age children in Bayview Hunters Point appear to be well-served by existing programs in the 11 local schools. However, San Francisco Educational Services (SFES), a local non-profit, has identified a large number of needs for Bayview Hunter Point’s middle- and high school-aged youth who face significant challenges in educational success. The following overview explains their research findings.

Chronic high unemployment, high rates of youth living in foster homes, and the large number of families receiving government aid mean youth in the community often lack mentors and role models to guide them in achieving scholastic success and career advancement. Listed as the foremost predictor of success is parent oversight and

involvement. This oversight is extremely limited given that over 65 percent of local students are bussed out of their neighborhood to schools in other parts of the City, and there is no local high school that serves as a community center. Many youth in Bayview Hunters Point experience poor school performance, have poor literacy skills, and are at a “very high” risk of dropping out of both middle school and high school. Recent school performance data from the San Francisco Unified School District show that local children constitute 26 percent of all middle school dropouts in the City’s school system and 21 percent of all high school dropouts. Most of these children are African American.

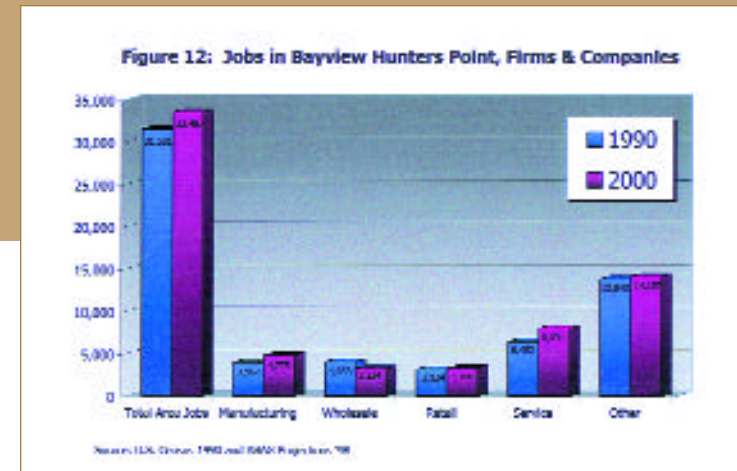
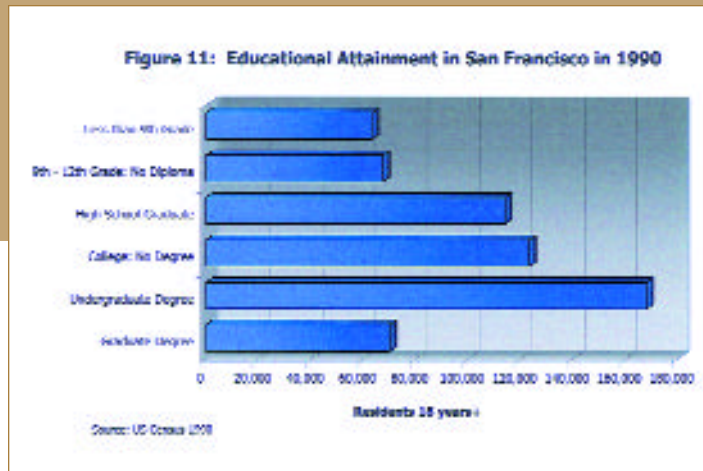
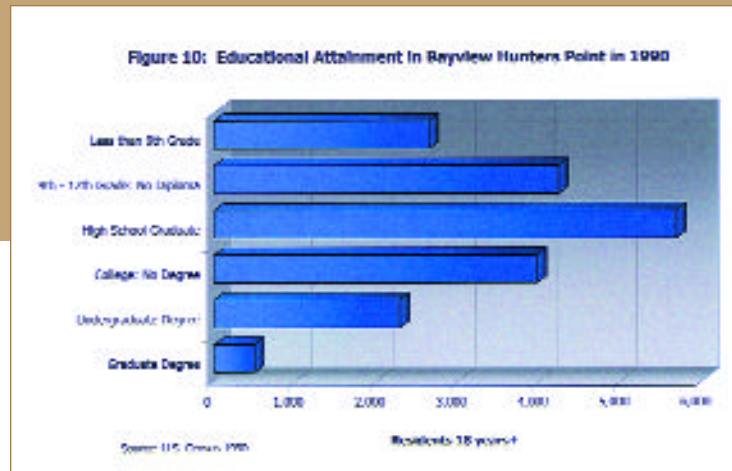
According to local surveys recently conducted by SFES, young people in the community tend to “maintain unrealistic expectations of stardom in sports or entertainment as the only alternative to low-end jobs.”⁹ The most substantial threat to their perceptions of a happy, successful life are the six major gangs that exist in the area and high amounts of associated drug activity and juvenile crime. In the past two years alone, there have been 33 murders in the community linked to gangs and drugs.

Despite these chilling facts, there are many positive supports for education and mentoring in the community. Local churches have been holding community meetings to address solutions. Non-profit groups are conducting outreach among youth and gang members. Community police officers have sought to act as “peace brokers” when gang violence spirals out of control. The most important force in helping children achieve educational skills are the parents and other community members who involve themselves as mentors and advocates.

Literacy skills and a high school diploma are the most important elements connecting Bayview Hunters Point residents with the prosperity offered by the new economy. Ten years ago, almost 36 percent of adults (age 18 or older) in the community had not obtained a high school diploma, compared with 21 percent of all San Franciscans of this age. Thirty percent completed high school and went no further, while 12 percent earned a college degree of some kind and only 2.6 percent completed advanced degrees. The comparative level of education achieved by adult residents of Bayview Hunters Point is explored in Figures 10 and 11, *Educational Attainment in 1990*. This information provides a baseline to assess how efforts must be targeted to increase educational success for the Bayview Hunters Point community until the new census figures are fully released.

Language Spoken at Home and Linguistic Isolation		
English	17,289	62%
Spanish	1,621	6%
Linguistically Isolated Spanish Language Speakers	269	(1%)
Asian/Pacific Islander	4,522	16%
Linguistically Isolated Asian Language Speakers	2,336	(8%)
Other language	1,870	7%
Linguistically Isolated Other Language Speakers	59	(2%)
Persons Who Do Not Speak English Well: 5+ yrs.		
Spanish speaker	371	(1.5%)
Asian speaker	1,668	(7%)
Other language speaker	7	(.2%)

Source: U.S. Census 1990. Percentages shown in italics refer to percentage of all reporting residents who are linguistically isolated.



State education data shows how a greater percentage of African American youth drop out of both high school and college, primarily due to economic circumstances. The comprehensive local assessment shows major reasons for the high drop-out rates of Bayview Hunters Point youth are separation from community through bussing and the lack of guidance or mentorship available to them.¹⁰

Although local problems exist, larger trends in educational attainment for African American students and scholars throughout the nation are important to the Bayview Hunters Point community. Insight is provided by the Frederick D. Patterson Research Institute of the United Negro College Fund. According to their 1998 study on 20-year trends, there has been a great deal of progress for African Americans in higher education, both in the West and throughout the nation.

The following summarizes the institute’s findings:

- African Americans have made steady gains over the past two decades in gaining access to and achieving success in higher education at the undergraduate, graduate and first-professional levels throughout all regions, exceeding the gains of white Americans (37 percent gain versus 4 percent).
- The 11.3 percent representation of African American first-time freshmen attending four-year colleges and universities in 1996 was the largest ever observed in the nation and each of the four national regions, increasing 15 percent nationally and over 25 percent in the West.
- African American freshman enrollment almost exactly matched population representation in the West: 4 percent of all enrollments compared to 4.1 percent population representation. Total enrollment for all African American undergraduates in the West equaled 4.2 percent.

- One-third of all African American first-time, full-time freshmen in the nation were enrolled in public two-year institutions, representing 11.9 percent of community college freshmen in the nation and 7.5 percent in the West. Increases of over 12 percent suggest that community colleges offer an important potential supply of African Americans who can transfer to four-year colleges and universities to pursue a bachelor’s degree. Only 15 percent of African American students in public two-year colleges transferred to four-year colleges within five years.
- Despite gains, African American high school students taking the SAT test score an average of 100 points lower in the verbal and math sections than do their white counterparts. Academic performance for African American first-year students is impacted by a general unpreparedness for college: the median grade point average in 1996 was 2.47 for African Americans compared to 2.61 for white students.
- The five-year bachelor’s degree attainment rate is lower for African Americans than whites: 45 percent versus 57 percent. Despite this, there was a 50 percent increase in bachelor’s degrees awarded in the West (52 percent nationally).
- Graduate and professional school enrollments are increasing nationally and in all regions: an 87 percent increase in master’s degrees awarded from 1987 nationally and a 57 percent increase in the West. The total number of doctoral degrees increased by 54 percent nationally and 46 percent in the West over the same decade.

Employment of Residents and the Local Job Market

The *Year 2000 Census* will provide a wealth of information about trends in employment for the residents of Bayview Hunters Point when tract level data is released. The most recent local data available for review is from a 1996-1997 analysis for the Muni Third Street Light Rail

Project.¹¹ In this study, an employment profile made the following points:

- The overall employment patterns for Bayview Hunters Point residents mirrors employment in the rest of San Francisco, working in similar locations and similar jobs as the City’s general population.
- Women constitute an increasing percentage of the work force, for all age groups and ethnicities; this requires special attention to accessible childcare services.
- The proportion of residents aged 20 to 34 years is expanding; this age group is the foundation of the employment base.
- Black females and Asians appear to comprise the highest percentage of this expanding group.

As of 1990, the local labor force in Bayview Hunters Point included approximately 9,500 employed residents, with roughly 1,500 persons registered as unemployed—a fairly high unemployment rate of just over 15 percent compared to the approximately 8 percent in the City of San Francisco. Recent state data shows that with the economic boom over the last five years, the Bay Area’s overall unemployment rate is at a thirty-year low of 4.2 percent. However, the unemployment rate in Bayview Hunters Point may be as high as 10 percent, according to the Department of Labor. In general, unemployed Bayview residents lack successful linkages from existing job training and welfare-to-work programs to productive jobs.

The community’s labor force “participation rate” (all adults available for employment) at 61 percent was lower than the city-wide rate of 69 percent. This difference was partially attributable to the large number of unemployed single-female head of households, many of whom receive public assistance. Community-wide, 25 percent of all households were receiving some form of economic assistance and the 1990 Census indicated that approximately half of all

females over age 16 were not in the work force. Another reason for a lower labor force participation rate is the proportionately higher number of families with one parent care-taking young children.

The largest percentage of employed Bayview residents—20 percent—worked in the health, education, and professional services industries. Retail sector jobs accounted for another 17 percent. The next important sectors were transportation-related industries (9 percent) and manufacturing (9 percent). Downtown San Francisco employment opportunities provided nearly 40% of the jobs for households with the highest annual incomes with the Financial District and Union Square providing at least 20 percent of the total jobs for Bayview Hunters Point residents. The other important employment location is to the south in San Mateo County, again offering jobs with typically higher incomes.

The Bayview Hunters Point job base of today (those jobs available within the community) provides an estimated 33,500 positions. As is the national norm, the majority of these jobs are offered by small businesses: nearly 65 percent of area firms have fewer than 10 employees. The community has a number of larger businesses as well, with roughly 25 firms employing more than 100 workers each. Figure 12, *Jobs in Bayview Hunters Point, Firms and Companies*, illustrates the change in sector percentages and job growth from 1990 to estimates in 2000. These projections, provided by the Association of Bay Area Governments (ABAG), show service sector businesses located in the community experiencing the most significant growth. In general, all sectors grew with the exception of wholesale. This is partially attributable to wholesale businesses relocating outside of the City where land and rent prices are lower.

Nearly 60 percent of the people employed in these Bayview Hunters Point businesses live outside of San Francisco altogether. Some of this is explained by the community's location at the City's southern boundary. Proportionately, few local residents hold jobs in the area's businesses and industries: only 5 percent according to 1995 estimates. This is directly opposite past trends when the majority of residents held jobs in local industries or the former Hunters Point Naval Shipyard. Compared to locally available positions, employment outside the community is more diverse and often higher-paying, with more opportunity for advancement.

Income and Poverty

The community of Bayview Hunters Point is much like a small town; many residents are doing reasonably well, some are affluent, and others live close to or below the poverty level. Compared to the City of San Francisco, there are proportionately more persons living below the poverty level due to the significant number of households receiving economic assistance and living in affordable housing developments. However, the community is generally integrated economically, an increasingly rare characteristic of San Francisco neighborhoods.

Figure 13, *Estimated 1999 Household Income Statistics for the City and Special Neighborhoods*, shows income ranges that help us understand the community better. "Special" neighborhoods are those with 35 percent or more households earning less than \$25,350 per year. This table illustrates how

Bayview Hunters Point and several other neighborhoods have concentrations of "very low income" residents.

Income diversity characterizes the community. In addition to the concentration of very low income households, over 35 percent of Bayview households earn more than \$50,000 per year. There appear to be better jobs available to Bayview Hunters Point residents and more income for families in recent years. Average household income grew approximately 23 percent over the last decade. However, inflation grew faster: approximately 32 percent over the same period.¹²

These income estimates show that many families fit the economic range deemed "middle-income," starting at \$44,000 per year.¹³ According to recent studies, a Bay Area married-couple family needs approximately \$53,000 a year if both parents work, \$44,200 for a single parent family, or \$36,500 a year for a family with one working parent just to cover the basics: housing, child care, transportation, food, health care, taxes, and modest miscellaneous expenses.¹⁴ These findings suggest it takes much more than a middle income to have a middle-class lifestyle in the Bay Area due to the high cost of living.

Despite better economic times and increases experienced at the household and family level, an analysis of the types of household income in the community indicates the significant number of households with social security, retirement and/or public assistance income (34 percent of all households in 1990) has remained relatively constant. In 1997, the City's Department of Health Services (DHS)

Figure 13: Estimated 1999 Household Income Statistics for the City and Special Neighborhoods

Income Ranges	Citywide	Bayview Hunters Point	South of Market	Visitacion Valley	Tenderloin	Western Addition
Less than \$15,000	14.5%	21.0%	28.0%	19.0%	50.2%	28.1%
\$15,000 to \$19,999	5.7%	7.3%	7.8%	8.0%	13.3%	9.2%
\$20,000 to \$24,999	5.0%	6.2%	6.9%	7.2%	9.5%	6.0%
\$25,000 to \$29,999	4.7%	5.3%	5.9%	4.8%	6.6%	4.4%
\$30,000 to \$34,000	5.2%	5.9%	4.3%	4.1%	6.1%	5.9%
\$35,000 to \$39,000	4.8%	3.2%	4.3%	3.1%	3.5%	4.7%
\$40,000 to \$44,999	5.3%	4.2%	4.5%	4.8%	7.5%	3.9%
\$45,000 to \$49,999	4.1%	4.5%	3.6%	4.2%	1.5%	3.4%
\$50,000 to \$59,999	8.4%	7.4%	6.3%	7.2%	2.6%	7.3%
\$60,000 to \$74,999	10.5%	7.7%	7.4%	8.4%	2.2%	8.6%
\$75,000 to \$99,999	11.9%	12.3%	8.0%	11.1%	1.1%	9.2%
\$100,000 and over	19.9%	14.9%	13.0%	18.0%	0.6%	9.0%
Estimated Median Household Income	\$50,753	\$41,143	\$31,338	\$43,727	\$14,910	\$31,504

Income statistics for the Bayview Hunters Point Community includes the Hunters Point Shipyard in this table. Sources: State of California Department of Finance, Claritas, 1990 US Census STF1; Bay Area Economics, 1999

Figure 14: Estimated Minimum Decade Growth in Average Household Income

1990	1996	2000	Percentage Growth
\$33,457.00	\$33,187.00	\$41,143.00	23%

Income statistics for the Bayview Hunters Point Community includes the Hunters Point Shipyard in this table. 1990 and 1996 figures adjusted using CPI Index. Sources: (1990) 1990 US Census STF1; (1996) ABAG; (2000) State of California Department of Finance, Claritas, 1990 US Census STF1; Bay Area Economics, 1999.

reported that approximately 17 percent of its welfare recipients live in Bayview Hunters Point while only 5 percent of the City's population resides there. DHS data also indicates there is a disproportionate number of African Americans needing welfare assistance: approximately 85 percent of residents aged 18 to 24 who received AFDC in 1997 were African American.

The most economically impacted residents will continue to be women, children and the elderly. Single female households with children who have been receiving public assistance are most at-risk. Changes in the welfare programs in San Francisco, under the *Personal Responsibility and Work Opportunity Reconciliation Act of 1996* enacted in 1998, are providing more financial, training and education assistance options. Despite innovations and a more comprehensive approach to aiding needy families, the educational and job skill levels required to compete in a new economic marketplace requires more than cursory training for minimum wage jobs.

Residential and Housing Characteristics

Bayview Hunters Point has the City's highest rate of homeownership, with approximately 55 percent of the housing stock owner-occupied compared to a City-wide average rate of 35 percent. African Americans represent an estimated 61 percent of these homeowners, remaining relatively stable at about 2,700 units between 1980 and 1990. White residents comprise 18 percent and Asian residents another 17 percent of homeowners. Renters in the community are also largely African American, at 81 percent of all renters.

The 1990 Census showed that 56 percent of all Bayview residents lived in the same house in 1985. Another 32 percent lived in a different house either within the community or in San Francisco. Very few persons moved into the community from other states during this period while only 4 percent came from outside the United States. This older 1990 information paints a picture of a stable community; however, the prosperous economy and high value of housing has initiated a series of demographic changes bringing many new families into Bayview. There have been few vacant residences for

sale or for rent, whatever their physical condition.

Of note is the predominance of elderly homeowners, comprising more than half (60 percent) of all homeowners in the community. Although not studied in full, community members have reported that elders or their inheritors are selling their homes to take advantage of the high real estate values present in the San Francisco area. Younger members of the community cannot obtain loans in quantities high enough to compete or come up with down payment amounts. A significant issue for older homeowners who stay is that of deferred maintenance, especially with low-income elders needing assistance in the upkeep of their homes.

Figure 15: Bayview Hunters Point Housing Stock

	1990	1998	1999
Single Family Units	6,264	6,482	6,482
Multifamily Units	2,987	3,155	3,325
District Total:	9,251	9,637	9,807

Sources: 1990 Census, S11-1; San Francisco Housing Inventory, 1998; Bay Area Economics, 2000

Figure 15: *Bayview Hunters Point Housing Stock*, provides an overview of building activity over the years. Over one-fifth of all housing units were built prior to 1940. Many homes are of historic quality and provide a distinct character to the community. The building boom during World War II and the following decade produced over 28 percent of existing housing stock. The next period of growth was between 1980 and 1990, with a 22 percent increase in housing units, from 7,468 units to 9,125 units. In contrast, the City's total housing stock grew only 4 percent during the same period. A 1997 survey indicated that since 1989, approximately 460 units were constructed and another 870 units were under construction or planned in the area. These new units are concentrated primarily in three locations: Hunters Point Hill, the Third Street Corridor, and the south side of Bayview Hill.

The housing stock in Bayview Hunters Point has been historically dominated by single-family homes, approximately 69 percent of the total. These single-family units tend to be older detached two-story units, otherwise they are town-house style attached units in small clusters. Many larger Victorian-era houses interspersed throughout central Bayview have been subdivided into flats or apartments. Between 1980 and 1990, there was a 7 percent growth in multiple-family units, a trend continuing through the 1990s. With the growth in the size of families and family members of multiple generations living together has come the need for flexible housing. Meanwhile, elders and single adults need smaller, more managed housing. The balance of housing types to be built in the future is directly related to residents' lifecycle needs, goals of providing for families and children, and importantly, to housing affordability.

Housing Affordability

In Chapter 4, housing economics and affordability gaps in Bayview Hunters Point will be examined in fine detail. The following will provide an overview of more basic information. Housing in Bayview Hunters Point is more affordable than in other parts of the City. The current median price of a single-family unit here is \$240,000 compared to \$360,000 for the City at large. Rents are also significantly lower compared to the City at-large.¹⁵ Average home prices rose almost twice as fast as average rents during the 1980s and nearly three times as fast as the overall cost of living in San Francisco. While the average rent of a two-bedroom unit increased 110 percent, the average price of a single-family home rose 186 percent.¹⁶

As the City becomes increasingly unaffordable due to the large influx of highly paid new residents and a concurrent lack of both market-rate and affordable housing develop-

ment, local values are rising fast. Many existing renters in the community who would like to become homeowners are often unable to afford any of the new units being developed in Bayview because of this red-hot real estate market and lack of rental housing options.

The U.S. Department of Housing and Urban Development (HUD) publishes current median income guidelines for a household of four persons in the Bay Area.¹⁷ Households qualifying as "very low income" earn 50 percent or less of this median figure. "Low income" households are defined as earning approximately 80 percent of the median. In areas like San Francisco, where rents are unusually high in relation to median income level, HUD decreases low income limits below the 80 percent mark.

Figure 16, 1999 *Affordable Monthly Rent by Household Size in San Francisco*, illustrates the current guide provided by HUD to help define citywide affordability standards. The median income for San Francisco is currently estimated to be \$50,753 (compared with \$41,143 in Bayview). The chart shows the maximum a household should be paying for rent as a percentage of income. There are few units that exist in the market that serve any size household making less than 80 percent of median.

There is currently a deficit of at least 15,000 affordable housing units in San Francisco and most existing developments have multi-year waiting lists.¹⁸ For the most needy, HUD-provided Section 8 vouchers provide the only option. These vouchers can only be used for a certain number of units in the City. Over time, there are fewer units every year that accept these vouchers for payment and as many as half go unused for this reason.

Rents are generally lower in Bayview compared to the City as a whole: a three-bedroom flat currently rents for an

average \$1,495 compared to the same amount for a one-bedroom apartment without the same amenities in most San Francisco neighborhoods.¹⁹ Even so, most monthly rent amounts that are currently available are not affordable to persons earning between 25 and 60 percent of the adjusted median income (AMI) in Bayview Hunters Point. To some degree, the comparatively lower median rent prices seen in Bayview Hunters Point reflect the number of publicly assisted and subsidized homeownership units in the area. Residents are extremely concerned about maintaining existing levels of affordability for these units. There are now seven rental and cooperative developments providing 3,000 total units on Hunters Point Hill that are now on annual extensions of their federal Section 8 contracts.

New housing in the community – for the community—will likely involve both economic gaps (the subsidy amount needed by developers to make up the difference when building costs exceed values supportable by market-rate rents and/or sale prices), and affordability gaps (the amount required to help a resident when market-rate housing costs exceed incomes). Most of the new additions to the housing stock during the 1980s and early 1990s were "affordable" or subsidized units. Since then, new housing built in or near the Bayview Hunters Point community has been market-rate units that few residents can afford to rent.

As we shall explore in more detail in Chapter 4, the community wants to retain residents while providing for a range of household incomes in new housing developments in order to maintain economic diversity. There are numerous parcels offering opportunities to build both affordable and market-rate housing of various types. As seen in Map 7: *Vacant Parcels in Bayview Hunters Point*, of the approximately 9,000 parcels of land within Bayview Hunters Point (excluding the Shipyard), nearly 10 percent are vacant. Several parcels provide excellent opportunities for new development without requiring the removal or displacement of existing buildings, businesses, or housing.

With the extreme shortage of affordable housing in San Francisco and surrounding areas, there will be an additional focus placed on the Bayview Hunters Point community and the adjacent Shipyard. Ongoing Housing Committee meetings of the PAC will help further define what type and where new housing should be built. In addition, the *Year 2000 Census* will provide more detailed studies of residents' needs. This will better determine targeted levels of costs, subsidies, and financing options for new ownership and rental housing.

THE INDUSTRIAL MARKET

Traditionally, Bayview Hunters Point has been a place for industry, including a large portion of the City's stock of heavy industrial buildings. Today, while the economic base of the area is more diversified, most of the jobs in Bayview Hunters Point are in business sectors that are typically located in industrial buildings. Industrial land uses include warehouse and distribution, light and heavy industrial, office, and research and development. These areas are concentrated in the northwestern portion of the community, along the water's edge, near Yosemite Slough, and along the 101 corridor in a larger market area defined as the Northern Peninsula Market Area which includes industrial space located between the South of Market area and the South San Francisco/SFO Airport area.

Between 1970 and 1990, San Francisco steadily lost industry that migrated to outlying communities, particularly to the East Bay and the North Bay, and often to other countries as labor costs were much cheaper outside of the United States. The closure of the Hunters Point Naval Shipyard in 1974 was a visible symbol of this declining industrial base and subsequent loss of blue-collar jobs for San Francisco and Bayview Hunters Point.

Current market conditions are in total contrast to past trends. With the end of the recession and the resurgence of the Bay Area economy in recent years, there are indicators that show that the number of jobs in Bayview Hunters Point is increasing. In 1995, there were an estimated 31,400 jobs in Bayview Hunters Point, almost half (45 percent) in the wholesale trade, manufacturing, and services sectors. Of that total, approximately 66 percent were in businesses located in the northwestern industrial area or near the India Basin Industrial Park. Assuming build-out of vacant industrial land and strong regional growth into the next century, the Association of Bay Area Governments (ABAG) projects that by the year 2015, there will be approximately 41,000 jobs in the community, an increase of almost 30 percent.

Regionally, the demand for industrial space far exceeds the available supply. Strong demand generated by the nation-wide economic recovery and expansion, coupled with years of virtually no new construction, has led to extremely tight market conditions for industrial uses. In stark contrast to the early 1990s, there is little vacant space available in the market area today. In response to the need to retain industrial areas crucial to the local needs of San Francisco, a protective zoning ordinance for industrial land was created in 1997. Within Bayview

Figure 16: 1999 Affordable Monthly Rent by Household Size in San Francisco

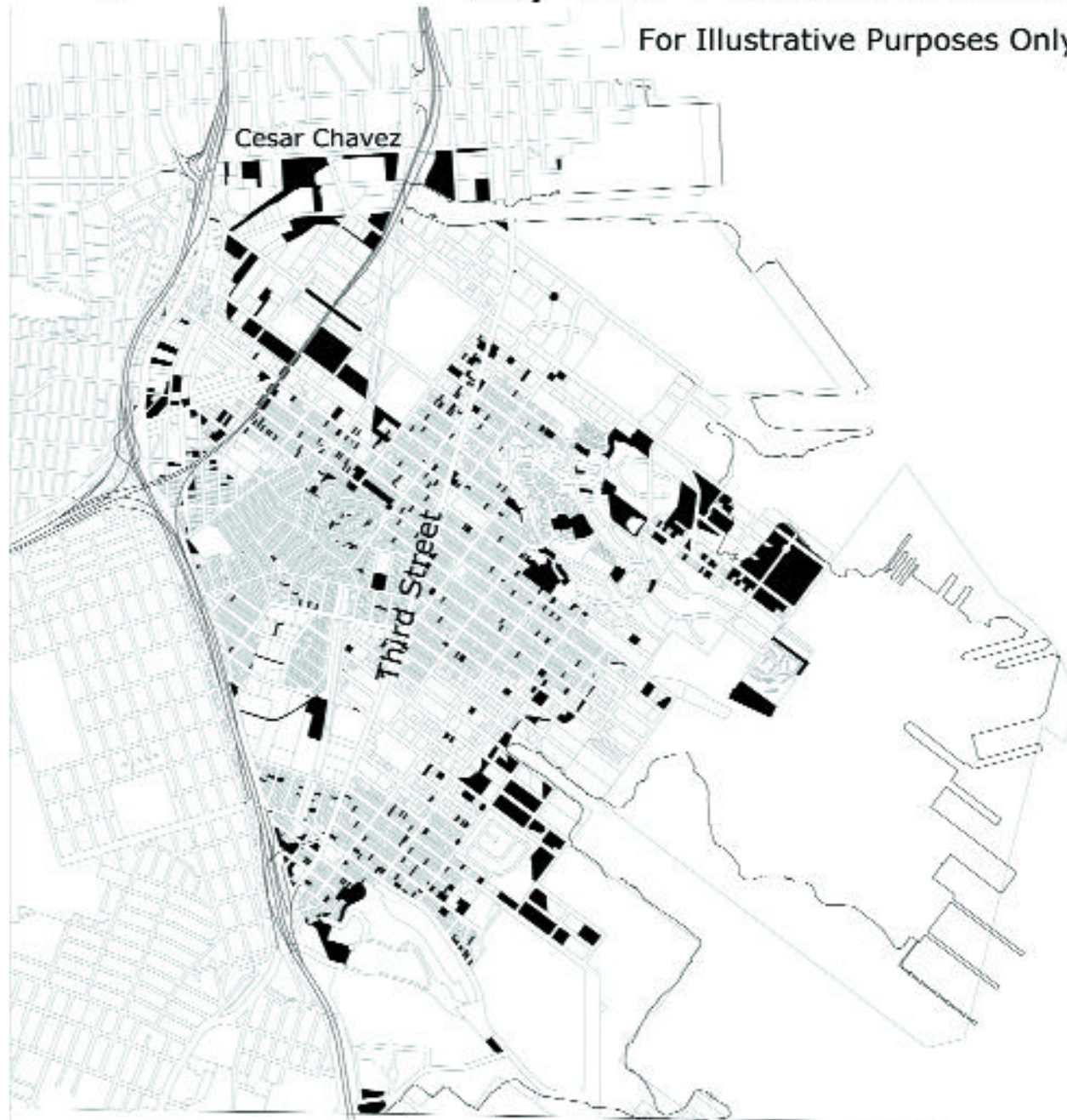
Persons in Household	25% of Median	30% of Median	50% of Median	60% of Median	80% of Median	100% of Median
1	\$316	\$380	\$634	\$760	\$1,014	\$1,268
2	\$363	\$435	\$724	\$869	\$1,159	\$1,448
3	\$408	\$489	\$815	\$978	\$1,304	\$1,629
4	\$452	\$543	\$905	\$1,086	\$1,448	\$1,810
5	\$489	\$586	\$978	\$1,173	\$1,564	\$1,955
6	\$525	\$630	\$1,050	\$1,260	\$1,680	\$2,100
7	\$561	\$674	\$1,123	\$1,346	\$1,795	\$2,245
8	\$598	\$716	\$1,195	\$1,434	\$1,911	\$2,389

Source: U.S. Department of Housing and Urban Development, 1999.

Map 7

Vacant Parcels in Bayview Hunters Point

For Illustrative Purposes Only

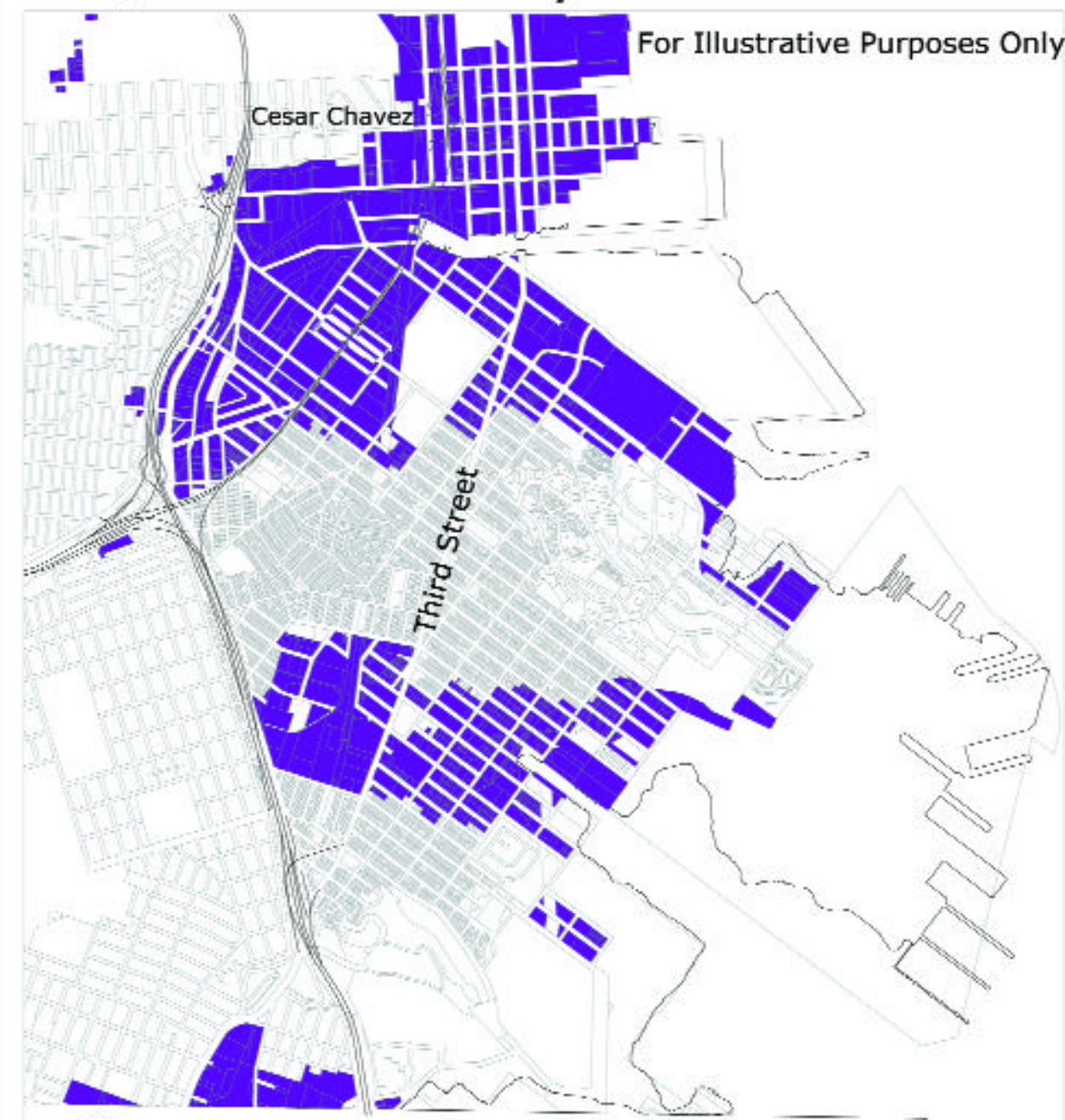


Source: San Francisco Planning Department, 2000
Map not to scale

Map 8

Industrial Protection Zones in Bayview Hunters Point

For Illustrative Purposes Only



Source: San Francisco Planning Department, 2000
Map not to scale

Hunters Point, several districts are now covered by the ordinance, seen in Map 8, *Industrial Protection Zones in Bayview Hunters Point*.

Within San Francisco, pressure for conversion of traditional industrial space in the South of Market area to other types of land uses has led to increased demand for industrial property in Bayview Hunters Point. In response to market pressures, industrial rents are rising and most vacant space in suitable condition for near term use is being absorbed at a rapid pace. Vacancy rates for industrial products declined by half to a low of 6.9 percent between 1995 and 1996 alone and demand has remained strong. Based on anecdotal information provided by real estate industry analysts, South of Market vacancy rates were less than 0.5 percent in 1999 and approximately 1.75 percent in the southeastern portion of the City.²⁰ Absorption times are averaging only one to two months for the limited amount of high quality industrial space that becomes available for lease.

Modern standards for larger ceiling heights, greater truck access and turn-around capacity, and additional and larger loading docks are some of issues relative to the existing older industrial buildings in Bayview Hunters Point. Most industrial buildings in the area are older and not fully compatible with current industrial market needs while conditions in the wider market area are characterized by little available land for new development. Most recent industrial development consists of infill metal buildings in the 5,000 square foot range and there has been no major industrial development since the Redevelopment Agency sponsored the creation of India Basin Industrial Park 20 years ago.

The most crucial discussion for the community surrounding industrially zoned land is the new emergence of high tech firms and the pressure to convert traditional industrial buildings. The existing redevelopment areas currently exclude office uses; many high tech firms are basically office land uses and cannot locate in these industrial parks. However, amendments may be made to open specific buildings to high tech offices. Careful deliberation about the conversion of existing buildings and new development throughout Bayview Hunters Point to include high tech businesses will dominate future planning efforts. Within this *Revitalization Concept Plan*, basic principles guiding local employment development and job training are discussed, while specific areas defined as major opportunity sites are explored.

THE RETAIL AND COMMERCIAL MARKET

For the last six years, the country and especially the San Francisco Bay Area has been on an economic upswing of historic proportions. At present, there are signs that the pace of economic growth will continue to increase steadily, but at a significantly slower rate than during the last few years. Much of this slow-down is locally attributable to the housing shortage.²¹ Meanwhile at the national level, inflation has been kept at a thirty-year low and there is no reason to believe this will change dramatically in the near future.

While the residents of Bayview Hunters Point have done better individually, the retail and commercial health of the community has not prospered. Today, while many retail districts in other San Francisco neighborhoods are thriving, retail and commercial service businesses on the Third Street Corridor continue to experience difficulty despite the growth in population and income over the last two decades.

There are three areas of existing conditions for study relative to planning for the economic revitalization of Bayview Hunters Point: 1) the spending power, patterns and needs of the community, 2) an understanding of the current local physical marketplace setting, and 3) the identification of potential for new types of retail and commercial development in order to revitalize Bayview Hunters Point.

Spending Power, Patterns and Needs of the Community

In 1996, research showed that at least 50 percent of the total retail dollars spent by residents and employees in the community went to commercial retail businesses outside of Bayview Hunters Point. This is detrimental to the community in many ways: loss of taxable revenue that benefits the area directly, loss of jobs for local residents, and a lack of business investment to entrepreneurs who wish to establish local businesses but cannot attract capital.

Based on typical retail spending patterns and the estimated per capita income of the community, spending power in the range of over \$195 million dollars was identified for selected categories of commercial retail goods in 1996. These conservative estimates, based upon calculations made when the Bay Area was just coming out of the economic recession, equate to at least \$89 to \$110 million dollars being spent by residents and workers in other neighborhoods and communities at a variety of stores we will examine in some detail.²² This money is being spent

outside the community because the needed stores and businesses have not been built in Bayview Hunters Point, and those that exist do not adequately serve the needs and preferences of the community.

Projections for the year 2005 are shown in Figure 17: *Estimated Future Community Buying Power/Retail Sales Leakage*. The term "retail leakage" is generally defined as the amount of potential retail sales in a trade area that is not captured by stores within it and lost to stores outside the area. Each retail category is broken down to types of stores with the amount of potential expenditure by the community paired with estimated sales for existing local businesses, with the difference shown as leakage. The total leakage for all categories has been estimated to be \$112.9 million, with the greatest amount of lost sales in general merchandise, food stores, and eating and drinking places.

There has been no research done to date that identifies specifically *where* residents are spending money that would otherwise be spent at local businesses. During community workshops, participating residents indicated they bought many goods either in downtown San Francisco or in shopping centers located to the south. Other workshops have revealed that Latino residents patron-

ize businesses in the Mission District while Asian residents go to Chinatown or as far as the Richmond District for the goods and services they need.

In all community workshops and other public comment gathering, the community has strongly expressed their desire and need for more full-service grocery stores, farmer's markets offering fresh produce and ethnic foods, specialty eating establishments, entertainment venues (movies and sports-related facilities), and general merchandise outlet stores. Also discussed by the community in some detail is the desire for a pedestrian-friendly shopping district serviced by mass transit yet with sufficient parking, offering a full range of goods and services in a central location.

Most residents expressed a concern about chain stores, especially fast food venues. There is a fear that these franchises and chains will push out the few existing resident-owned small businesses, have a negative effect on larger local retail commercial businesses, and prevent the growth of new local "mom and pop" stores or restaurants. Another major issue about chain stores and franchises is their lack of ethnic or local character, and lack of connection to the community in which they do business. However, the community would like to see some of the better large-scale "value" outlets located here, as

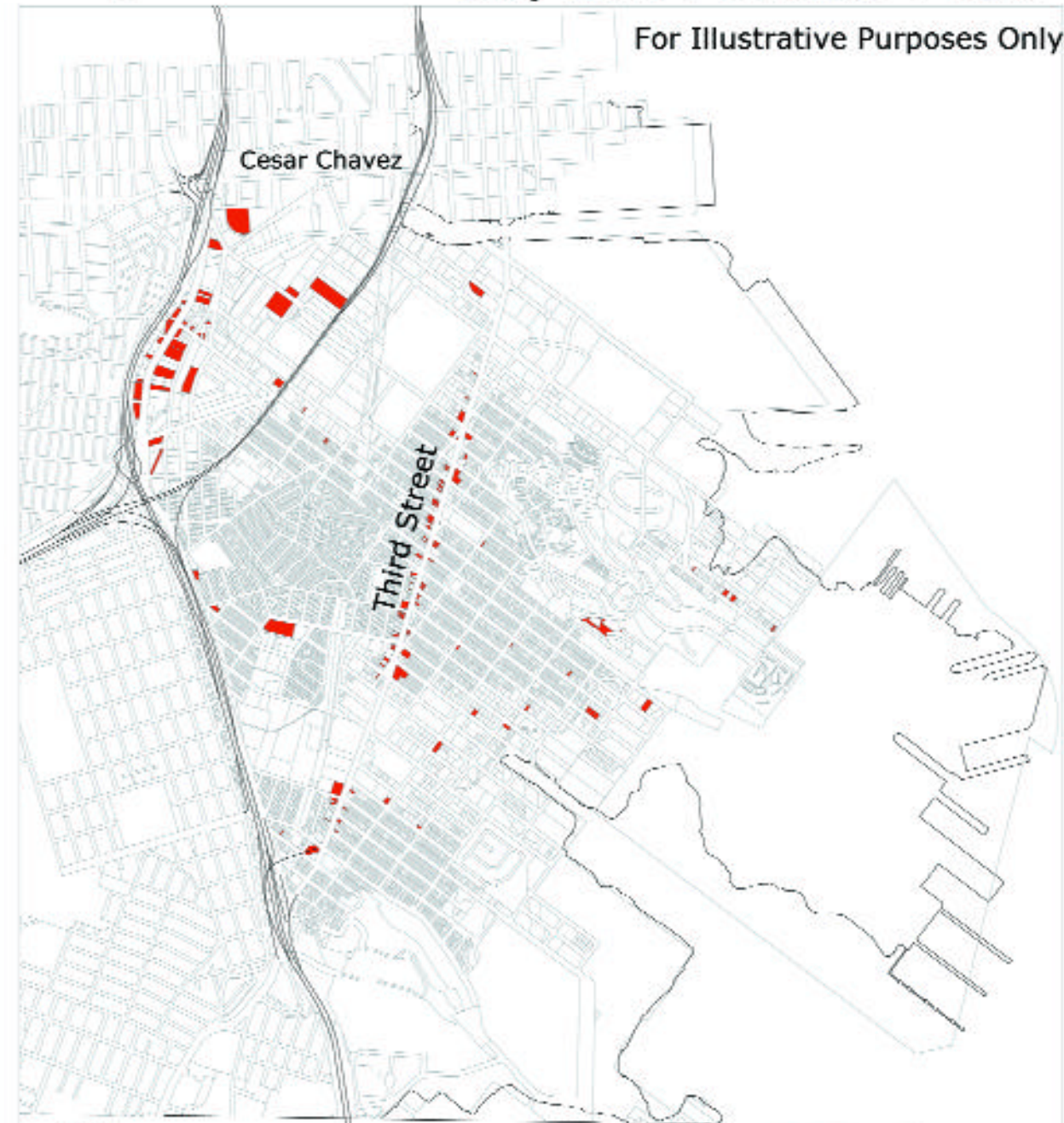
Figure 17: Estimated Future Community Buying Power/Retail Sales Leakage

<i>Selected Retail Categories</i>	<i>Estimated Total Expenditure Potential by Community</i>	<i>Estimated Sales within Community</i>	<i>Estimated Sales Leakage</i>
Convenience Goods			
Drug Stores & Liquor Sales	\$14,600,000	\$18,692,000	(\$ 4,092,000)*
Food Stores	\$66,790,000	\$35,820,000	\$30,970,000
<i>Subtotal</i>	\$81.4 million dollars	\$54.5 million dollars	\$28.9 million dollars
Comparison Goods			
Apparel Stores	\$ 9,340,000	\$ 3,626,000	\$ 5,714,000
General Merchandise	\$35,030,000	\$ 5,986,000	\$29,044,000
Home Furnishings & Appliances	\$ 8,170,000	\$18,239,000	(\$10,069,000)*
Building Materials	\$11,090,000	\$ 9,276,000	\$ 1,814,000
Specialty Stores	\$26,860,000	\$11,664,000	\$15,196,000
Additional Sales to Area Workers	\$17,090,000		\$17,090,000
<i>Subtotal</i>	\$107.6 million dollars	\$48.8 million dollars	\$58.8 million dollars
Other Retail Goods			
Drug Stores & Liquor Sales	\$56,550,000	\$17,132,000	\$39,418,000
Food Stores	\$ 9,250,000	\$ 4,531,000	\$ 4,719,000
Apparel Stores	\$37,772,000	\$37,722,000	(\$16,962,000)*
<i>Subtotal</i>	\$86.6 million dollars	\$59.4 million dollars	\$27.2 million dollars
Totals	\$277.6 million dollars	\$162.7 million dollars	\$114.9 million dollars

Source: Association of Bay Area Governments & Keyser Marston Associates, Inc. 1996 Bayview Hunters Point Leakage Analysis (amounts expressed in 1999 dollar values). *Figures with star indicate these amounts are sales to non-residents from outside the community.

Map 9

Retail Land Uses in Bayview Hunters Point



Source: San Francisco Planning Department, 2000
Map not to scale

long as they act as anchors for the small businesses they want established in Bayview Hunters Point.

The key to the community's preferences is having a variety of goods and services to choose from, the support of locally-owned businesses, and a balanced approach to development; all tailored to serve local, ethnically diverse retail commercial needs and desires.

The Current Local Physical Marketplace Setting

There are two major existing retail corridors with marketplace centers in the community and a number of smaller commercial areas (Map 9: *Retail Land Uses in Bayview Hunters Point*). The first and most important is along the Third Street Corridor, running the length of Bayview Hunters Point and through its center. The second is the Bayshore Boulevard Corridor on the far western periphery of the community. Each of them has very different "personalities" and types of business located along them.

The shopping environment along Bayshore Boulevard is characterized by an automobile orientation, with large-scale stores separated by large surface parking lots. Of the total taxable sales in the entire community during 1997, nearly 60 percent was in two categories: major retail outlets and building materials. A high percentage of these sales are associated with retail establishments located along Bayshore Boulevard including Goodman's Lumber, Smart and Final, and Office Max—all drawing heavily from beyond the Bayview Hunters Point community.

The most important local shopping area is located along the Third Street corridor, interspersed along a 30-block stretch running north to south through the center of the community. The most concentrated retail area is within the Town Center: a nine-block shopping district characterized by smaller neighborhood retail uses including restaurants, package liquor stores, beauty salons and barber shops, dry cleaners and fast food outlets. Many small businesses are locally owned, "mom and pop" operations. Interwoven throughout are social service offices, churches and civic facilities. On the north end of this core area is Bayview Plaza, a fairly new shopping center anchored by Walgreen's with upper-story office space.

Third Street was the center of commerce during World War II, but afterwards declined precipitously through population loss once the Shipyard was closed, coupled with poor maintenance of infrastructure and commercial disinvestment. The corridor currently experiences a self-defeating

circle of "retail leakage," with large amounts of potential business support lost due to a combined lack of retail services and outlets for area residents or workers combined with a lack of financial support for local ownership. This points to the need for breaking the cycle by linking potential business to necessary loans and the support of lenders in the banking and finance industry.

The poor performance of retail commercial businesses is primarily due to a lack of what is called "synergy" in economics. Synergy is where complementary businesses cluster in an identifiable district and support one another through proximity and the range of business types available to the shopper. The most successful retail districts have this clustering of businesses, a well-appointed public environment of streets and sidewalks, and a marketable identity created by pedestrian-oriented and shopper-friendly amenities. Retail uses in the heart of Bayview are scattered and vacant storefronts are common. Historically, the east side of Third Street has always been weak because of this physical scattering of businesses. Overall the corridor experiences poor business retention due to uncoordinated marketing efforts and a poor image, the dearth of larger anchor stores, and general lack of physical synergy in the retail district.

Many of the buildings along the Third Street Corridor are two or three-stories with varying heights and façade treatments, typically of Victorian or early 20th century vintage. Though they lend a distinct urban design identity to the corridor, they have been ill maintained and some remodeled inappropriately. Pedestrian amenities are lacking and there is little to draw patrons from their cars. However, opportunities abound for creative infill development, storefront and façade improvements, and the creation of a vital and beautifully conceived public street environment.

The lack of a distinct and positive marketable identity for the retail commercial district along the Third Street Corridor can be realized by drawing upon the rich history, ethnic diversity and civic traditions of the community surrounding it. There is an existing framework of public institutions and local businesses to build upon with programmatic planning, physical rehabilitation and commercial investment to create new neighborhood-serving retail and restaurants. The corridor is currently well-served by bus transit and light rail is planned for the length of Third Street, offering a significant opportunity to revitalize the Town Center and provide a cultural heart for community residents and visitors.

Despite the needs identified in this review, existing retail

Figure 18: Potential Recapture of Sales Leakage on Third Street in 2005

Selected Retail Categories	Estimated 2005 Sales Leakage (millions)	Estimated Potential Recaptured Sales (millions)	% Leakage Recapture	# of Stores	Type & Typical Square Footage of Stores	Estimated Total Sq. Ft. of New Retail
Food Stores	\$31.0	\$18.4	59%	4+ (or) 1 - 3	Minimarts, Small Markets: 1,000 - 5,000 sq ft. Mid- to Large Grocery Store: 20,000+ sq ft.	15,000 40,000
General Merchandise	\$29.0	\$5.2	18%	5+ (or) 1 - 2	Small Stores: 1,500 - 3,000 sq ft. (or) Mid- to Large Stores: 10,000 - 20,000+	21,000
Eating & Drinking	\$39.4	\$11.8	30%	8+ (or) 3 - 8	Small Restaurants: 2,000 - 4,000 sq ft. Mid- to Large Restaurants: 5,000 - 10,000 sq ft.	20,000 20,000
Specialty Retail	\$15.2	\$4.6	30%	4 - 12 (or) 2 - 6	Small Stores: 1,500 - 3,000 sq ft. (or) Mid-Size Stores: 3,000 - 6,000+ sq ft.	18,000
Totals	\$114.6	\$40.0	35%		Estimated Total Sq. Ft. of New Retail	134,000

Source: Association of Bay Area Governments & Keyser Marston Associates, Inc. 1996, Bayview Hunters Point Leakage Analysis

commercial businesses that survived the economic recession or were recently built in the community have prospered with the resurgence and growth of the local economy. According to 1996 data from the State Board of Equalization, taxable sales for selected store categories for businesses within Bayview Hunters Point increased approximately 16 percent in only two years, from 1994 to 1996. This growth trend has continued to the present day. Most of these increases were in the categories of drug and food stores, eating and drinking establishments, and auto-related service station business.

Potential for New Types of Retail and Commercial Development

Bayview Hunter Point's leakage equaled over \$100 million dollars based upon estimates conducted four years ago. Of this total estimated leakage in sales, approximately \$21.2 million was in potential food sales, \$13.7 million in potential general merchandise sales, \$33.8 million in potential eating and drinking sales, and \$10.6 million was in specialty retail goods sales—a total of at least \$79.3 million in these categories alone.²³ These amounts increase dramatically when looking 2005 projections.

The potential to create new businesses that serve the needs of the community and recapture lost sales are shown for the year 2005 in Figure 18: *Potential Recapture of Sales Leakage on Third Street in 2005*. The four major categories of businesses most lacking in the community are shown with 2005 estimated retail leakage, potential recapture amounts, number of new stores that could be supported by

these sales amounts, and accompanying information about typical store sizes. The recapture percentage goal of 35 percent is very reasonable and conservative.

This information is extremely useful in understanding what new development can be planned for immediately and can act as an inducement to lenders who have been less than supportive of new retail commercial investment in Bayview Hunters Point. Based upon industry standards and research done to date, recaptured leakage would support at least 85,000 square feet of new retail space today and 135,000 square feet in five years. This translates into filling both sides of five to six blocks with commercial activity by 2005, focusing upon the Third Street Corridor. New businesses would include department stores and general merchandise outlets of varying size and type, drug-stores, home furnishing stores, full-service grocery stores, eating and drinking establishments, and specialty retail stores and businesses.

It is clear that despite its many challenges, the people of Bayview Hunters Point are very optimistic about the future of their community and are excited about fostering the changes that will improve the quality of life here. The next steps for directing community-based revitalization requires an understanding of how the new must be built upon what is currently valued, supporting and respecting the existing strengths of Bayview. The next chapter of the *Revitalization Concept Plan* explores unifying characteristics and traditions defining the unique sense of place experienced in Bayview Hunters Point. ■ ■ ■

CHAPTER NOTES

- ¹ Albert S. Broussard. *Black San Francisco: The Struggle for Racial Equality in the West, 1900 - 1954*, University of Kansas Press, 1993. This insightful and deeply researched book provides many insights in African American history and experience; it is highly recommended to the reader.
- ² Gunter Barth, *Bitter Strength: A History of the Chinese in the United States*, Harvard University Press, 1964.
- ³ "Photographing the Second Gold Rush," *Dorothea Lange and the Bay Area at War, 1941 - 1945*, Charles Wollenberg editor, 1995.
- ⁴ Projections provided by the *Association of Bay Area Governments (ABAG) 1999*, show approximately 31,600 residents, though estimates run as high as 37,000.
- ⁵ Stanton I. Jones. "Decolonizing Landscape Architecture: Multiculturalism and the Landscape of Future Possibilities," from *Design for Change: Vision, Value, Community*. (Cheryl Wagner, ed.) Washington, D.C.: American Society of Landscape Architects, 1996.
- ⁶ All projections are based upon the *Association of Bay Area Government's (ABAG) "Projections 2000"* publication.
- ⁷ Note that only three-quarters of people filling out Census information noted their ancestry.
- ⁸ Refer to Pittman & Hames Report, *Working Paper #6*, produced for SF Muni Third Street Light Rail Project 1998.
- ⁹ "Proposal for Enhanced Teen Services at the SFES Educational Youth Development Center," *San Francisco Educational Services Report*, 1999.
- ¹⁰ Ibid.
- ¹¹ Economic Revitalization Strategies Report Working Paper #6, *ICF Kaiser, et al*, January 1998.
- ¹² *Projections 2000*, Association of Bay Area Governments, 1999.
- ¹³ *Bay Area Cost of Living Report*, Budget Project Research Group, November 1999.
- ¹⁴ Ibid.
- ¹⁵ Bay Area Economics, 2000.
- ¹⁶ Bay Area Council and Census, 1990.
- ¹⁷ The area defined by HUD to calculate median household income in San Francisco includes Marin and San Mateo counties, resulting in higher median income standards than San Francisco's median income alone.
- ¹⁸ Mayor's Office of Housing, 2000. Note that many lists are closed and no longer accepting new names. This fact downplays the immense number of persons who excluded from affordable housing estimates.
- ¹⁹ *Metrorents* rental listings, March 2000.
- ²⁰ Reference is made to several leading real estate websites providing information for the last quarter of 1999.
- ²¹ Numerous organizations and groups have come to this same conclusion during the course of planning studies conducted 1998-2000, including the *Association of Bay Area Governments, SPUR, and Silicon Valley Manufacturing Group*, among others.
- ²² Calculations based on 1996 data provided by the Association of Bay Area Governments and Keyser Marston Associates, Inc. have been expressed in estimated 1999 dollar amounts for this report.
- ²³ Ibid.