



PART II: PHYSICAL PLANNING & ENVIRONMENTAL PROGRAMS FOR BAYVIEW HUNTERS POINT

In Part I of Chapter 4, important economic, social, educational, and public safety goals for the community were studied and recommendations formed for each. Part II addresses the physical revitalization of Bayview Hunters Point including transportation and infrastructure, environment and health, housing, and open space programs. Each of these four subsections reviews relevant information, explains existing programs that serve community goals, and provides community recommendations to guide revitalization efforts.

CHAPTER 4-II

F. TRANSPORTATION AND INFRASTRUCTURE IMPROVEMENTS

Transportation planning focuses upon the efficient movement of people and goods. It also refers to the human quality of experience while in the public space of the street. The Bayview Hunters Point community seeks a balance between pedestrians, bicyclists, automobiles, transit vehicles, and trucks through comprehensive planning efforts. Beyond traditional transportation planning, important issues identified by the community include improving the physical environment in the Town Center, increasing the livability of residential neighborhoods, and enhancing public safety through improvements made in public spaces. The physical quality of streets also provides an important opportunity to express local cultural identity through artful amenities, landscape, and design standards.

While improving the physical environment is a priority, a comprehensive effort must address social and cultural needs. Bayview Hunters Point has suffered from a lack of convenient connections to the rest of the City for much of its history, impacting the 95 percent of employed residents who currently work outside the community. Residents must also travel to other neighborhoods because of the lack of local services and commercial outlets. This need to travel particularly affects the most vulnerable members of society: the elderly and poor who do not have access to automobiles or who cannot drive.

Community recommendations in Part I address some transportation-related needs through new programs, especially in creating a vital and sustainable Town Center and in meeting the special mobility needs of seniors. This section continues the discussion through a review of current characteristics and challenges of the existing transportation system and an examination of planned or proposed projects. Infrastructure for revitalization includes more than streets and transit facilities: lighting, utility networks, sewers and storm drainage systems are also important. The recommendations formed by the community address the following:

- *The Muni Third Street Light Rail Project*
- *The Bayview Connections Plaza and Pedestrian Plan*
- *Regional Transit Service*
- *The Community Truck Route Plan*
- *Residential Streets and Traffic Calming*
- *The Community Bicycle Plan*
- *General Parking Issues*
- *Public Utility and Infrastructure Improvements*

The recommendations made in this section serve to guide these improvements, so critical to the revitalization of Bayview Hunters Point. The environmental impacts of large-scale infrastructure systems such as the PG&E Power Plant and the City's Southeast Water Pollution Control Plant will be discussed in Section G, *Environmental Remediation and Community Health*, while overall goals for infrastructure improvements are covered here.



Notice the old rail tracks in front of the Oakdale Bar (Now the Clam House) on the currently auto-dominated Bayshore Boulevard and Oakdale Avenue intersection. Courtesy Bayview Merchants Association.

AN OVERVIEW OF CURRENT TRANSPORTATION SYSTEMS IN BAYVIEW HUNTERS POINT

Bayview Hunters Point has regional freeway access at three interchanges along U.S. 101 and one interchange at I-280 in the northwest part of the community. Primary access to the freeway system is provided by Bayshore Boulevard on the west and Cesar Chavez Boulevard on the north. Localized traffic problems with access to these freeway on/off ramps and bumper-to-bumper traffic conditions on freeways during rush hour act as incentives for motorists to use streets through the community as alternate routes to downtown San Francisco or the Peninsula.

Truck traffic through the Town Center and residential neighborhoods is a critical problem affecting the quality of life in Bayview Hunters Point. Access to and from I-280 ramps is particularly difficult for trucks that service industrial businesses, generally due to narrow streets and constrained turning conditions. The lack of a Bay Bridge connection on I-280 acts as a further inducement for trucks to use Third Street and other local arterial streets as through-routes for connecting with freeway access to the East Bay.

When arriving in San Francisco from the south by car, Third Street and Bayshore Boulevard offer the first opportunities

to leave the freeway system and enter the City on surface streets. As the major north-south corridor through the community, Third Street carries the majority of local automobile and transit traffic. Bayshore Boulevard borders the community on the west running parallel to U.S. 101, providing easier access to the freeway system than Third Street. It is generally more congested during rush hour and is characterized by automobile-oriented development and site planning. Bayshore Boulevard terminates at the intersection of Cesar Chavez Boulevard and U.S. 101. In comparison, Third Street is a broad, unobstructed corridor with direct physical and visual access to the City's downtown neighborhoods.

Existing Muni bus service for the community consists of eight lines. Five of the eight offer cross-town service, among the most heavily used in San Francisco. The Third Street Light Rail Project, planned for completion by 2004, will greatly enhance transit service for Bayview Hunters Point and create amenities with public safety features at transit nodes along Third Street. Additional transit service is possible through CalTrain, connecting the Peninsula and Silicon Valley with San Francisco. However, the only station in the vicinity of Bayview Hunters Point is located at Paul Avenue, far from the community's center. The station is in extremely poor physical condition, suffers from a lack of lighting and other public safety features, and is located in

a depressed setting accessible only by a wooden walkway. As a result, there is a low level of ridership and because few people use the station, only one or two trains stop daily during peak commuter times and there is no midday service at all.

Lastly, non-motorized transportation issues require community input and thoughtful responses by City staff. Although there is an existing system of bicycle routes provided through the *San Francisco Bicycle Plan*, there is a high degree of conflict in their safe use due to the high volume of trucks, buses, and automobiles. This is also true for pedestrians who have little in the way of crosswalk improvements, specific lighting, and other amenities to make walking safe and enjoyable. Improvements to area-wide systems, links between modes of travel, pedestrian and bicycle-oriented amenities, and public safety on streets and at mass transit stops are all major concerns intimately tied to the sustainable and comprehensive planning called for by the community.

PROPOSED TRANSPORTATION PROGRAMS, NEEDED IMPROVEMENTS AND COMMUNITY RECOMMENDATIONS

Two new transportation-related projects, the Muni Third Street Light Rail Project and the Bayview Connections Transit Plaza and Pedestrian Plan, have undergone intense community involvement in their planning processes. Overviews of these projects illustrate the benefits that comprehensive community-based planning brings to Bayview Hunters Point, helping to build a solid foundation for revitalization efforts. Following these overviews are a series of examinations into regional transit expansion, designated truck routes, residential streets and traffic calming, bicycle planning, parking planning, and finally, public utility and infrastructure systems. Community recommendations accompany each of these topics.

Muni Third Street Light Rail Project

Muni has been advancing the planning and design of a new light rail line along Third Street since 1992. One of the main reasons for giving priority to rail on Third Street over other corridors in the City was to encourage economic development in Mission Bay and revitalization in Bayview Hunters Point. The light rail line will replace current bus service on Third Street by the year 2004, connecting the community to the Bayshore Caltrain station on the southern end of the line, and to the Market Street subway and downtown San Francisco on the northern end.



What's old is new again. Transit by rail coming down Third Street over the Islais Creek Bridge, c. 1940. Courtesy Bayview Merchants Association.

During the early 1900s, streetcars were the primary mode of transportation connecting downtown and the southeast part of the City. Muni and the San Francisco County Transportation Authority created the Third Street Light Rail Project to reestablish rail service along this important corridor. In partnership with the public, Muni has structured this project to improve service reliability and travel times, enhance transit connections, and help generate economic opportunities and jobs for local residents and business owners.

As shown in Map 13, *The Muni Third Street Light Rail Project*, construction of the new light rail line will occur in two phases. Phase 1, expected to open for service by late 2004, will extend Muni Metro light rail service south from its current terminal at Fourth and King Streets. The line will cross the Fourth Street Bridge and run along Third Street, ending at the Bayshore Caltrain Station in Visitacion Valley. Tracks will be constructed primarily in the center of the street with 19 stops provided. Phase 2 will extend light rail service north from King Street along Third Street, entering a new Central Subway near Bryant, crossing beneath Market Street and running under Geary and Stockton Street to Clay Street. Underground subway stations are planned for Moscone Center, Market Street, Union Square, and Chinatown.

Muni began detailed planning in 1996, including public workshops in the communities along the proposed light rail corridor. A Community Advisory Group (CAG) was formed, consisting of neighborhood representatives who gave input to the light rail planning team. Recommendations defining



the downtown alignment, station locations, and other project features were the result of discussion and compromise about key project issues. Most important were competing demands for limited street space, auto/truck traffic and vehicle parking, pedestrian needs and bicycle planning. Also at issue was station platform configuration and design. After a year of study and community outreach, the San Francisco Public Transportation Commission selected the two-phase "Build Alternative." Construction on Phase 1 will begin in early 2001.

Currently the transportation system favors automobiles, with wide fast-moving streets and unrestricted turning movements that create an unappealing and unsafe-feeling pedestrian environment. The proposed improvements will adjust the balance between modes of travel so that pedestrians, bicyclists and transit users receive a greater share of limited right-of-way and amenities while ensuring that motorists can still reach their destinations. The completion of the light rail line will prohibit many left turns from Third Street onto cross streets, but will not affect right turns. Signage directing motorists to use appropriate streets for left turns combined with left turn traffic signals will adjust current traffic patterns.

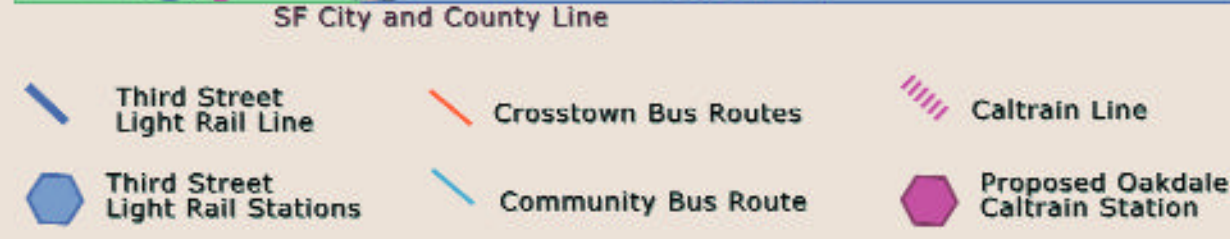
Construction of the light rail line includes a dramatic "facelift" for Third Street. The new look will include five stations along the length of Third Street in Bayview as seen in Map 14, *Bayview Transit Map*. Station platforms will have glass and steel canopies, distinctive streetlights, and colorful trackway paving. In addition, artist teams contributed to the designs, making them unique for the community. In the Town Center, between Kirkwood and Thomas Avenues, the project will provide additional streetscape enhancements including widened sidewalks with decorative paving elements, pedestrian lighting, street furniture and trees.

THE COMMUNITY RECOMMENDS:

- Muni must continue to involve the community in the physical planning and design process to ensure all needs are successfully met. A coordinated approach involving City departments (DPW and DPT) includes defining functional details at stations, signage and information availability in various languages, seating and other street furniture, and connectivity to other modes of travel.
- As discussed in the "Local Economic Development" section in Part I, Muni must coordinate construction schedules with local businesses to reduce and mitigate impacts during completion of the Light Rail line. This includes comprehensive measures to reduce negative impacts throughout the community.
- As discussed in the "Link Between Childcare, Education, Training and Employment" section in Part I, Muni must

Map 14

Bayview Transit Map



For Illustrative Purposes Only

work with local job training programs to bring Bayview Hunters Point residents into the job pool offered through the Light Rail Project. This includes working with trade unions and others to ensure maximum opportunities for on-site apprenticeship training programs during construction.

- Muni and the Public Arts Commission should continue to involve local artists and youth in the creation of public art projects associated with the Light Rail Project.

Bayview Connections Plaza and Pedestrian Plan

Initiated in March 1999, the Bayview Connections Project brought city staff and community members together to design pedestrian and streetscape improvements connecting Muni transit stops with retail, service, cultural and residential uses in the heart of Bayview Hunters Point. This comprehensive planning effort was funded with a grant obtained by the Metropolitan Transportation Commission (MTC). A capital funding application was submitted to MTC's *Livable Communities Capital Funding Program* in December 1999, co-sponsored by Muni and the Bayview Hunters Point PAC. The application competed successfully and was awarded capital funding in the amount of \$1,874,000 in April 2000. The City of San Francisco is prepared to provide local matching funds. A second application for capital funding was submitted to MTC in March 2001. This application also competed successfully and was recently awarded another \$1,620,000 in capital funds.

The Bayview Connections project will greatly improve pedestrian safety and public transit access in the Town Center with pedestrian-only spaces connecting a major transit hub to civic facilities and neighborhood retail uses. The project will enhance other revitalization efforts by providing local economic development opportunities through increased foot traffic and outdoor seating for businesses, a platform for small kiosks and other micro-entrepreneurial activities, and a merchant's directory with a multi-lingual community bulletin board.

Community involvement has been a central element in the Bayview Connections Project planning process, including a large amount of public outreach and involvement. In all, the project's community involvement program included contact with over 75 residents and representatives from local community groups.

Three guiding concepts have informed the public outreach program that must be employed in every Bayview Hunters Point revitalization effort in order to succeed:



Residents of the All Hallows senior housing facility along Oakdale Avenue not only helped to shape the Bayview Connections Project, but they also opened their home to neighbors for focus group meetings. Thank you! Courtesy All Hallows Senior Housing.

- 1 Development of the project from the "ground up," where community members identify problems and opportunities that define alternatives leading to the ultimate conceptual design.
- 2 Contact with community members in a small focus group format, allowing more free-flowing and unstructured discussion.
- 3 Frequent contact with key established community groups, maintaining open lines of communication and fostering public ownership.

Map 15, *Bayview Connections Plaza and Pedestrian Plan*, shows three distinct areas within the Town Center: Area 1 — Oakdale/Palou Transit Hub and Plaza; Area 2 — Bayview Opera House Plaza; and Area 3 — Oakdale and Palou Avenue Corridor. Each includes attractive paving, pedestrian lighting, trees and landscaping, and places to sit and linger.

Area 1 is located on Third Street at the Oakdale-Palou Triangle, where Mendell Street will be closed to traffic and a plaza created. Bus shelters will have informational signage for the thousands of daily transit users that will focus on tying major bus and light rail stops to the surrounding community.

Area 2 will consist of a redesigned plaza connected to the Bayview Opera House on Third Street to the north of Oakdale Avenue, outfitted with opportunities for an outdoor performance space for cultural events, community gardens, and public art projects.

Area 3 provides a multi-modal route along the two blocks of Oakdale Avenue between Third Street and the Southeast Community Facility/ City College Campus. A potential new CalTrain Station would be in this vicinity. Pedestrian lighting, major crosswalks, center median islands at intersections, and landscape plantings will

Map 15

Bayview Connections Plaza and Pedestrian Plan

Overall Site Plan



enhance the experience of walking between major community destinations. A striped bike lane will be added to connect the existing bicycle lane to Third Street. Improved lighting, sidewalk bulb-outs, infill trees and Muni bus shelters will be added along Palou Avenue.

Detailed design and environmental work for Areas 1 and 3 will begin in late 2001. Construction is scheduled to take place during 2002, with an estimated completion date of Summer 2002. A work program for Area 2 will be developed in late 2001, early 2002.

THE COMMUNITY RECOMMENDS:

- The City should collaborate with the community to obtain grants to complete the Bayview Connections Plan.
- The City should identify additional funding to complete the design, planning, and construction of improvements in Area 2 adjacent to and involving the Bayview Opera House.
- The City must coordinate construction schedules with local businesses to reduce and mitigate impacts during construction. The City must also work with local job training and youth internship programs to bring Bayview Hunters Point residents into the job pool offered through the Bayview Connections Project.
- Muni and the Public Arts Commission are encouraged to

involve local youth and artists in the creation of public art within the Bayview Connections Plan project.

- The community involvement process used to develop the Bayview Connection Plan should serve as a model for all revitalization development.

Regional Transit Service

The Caltrain Commuter Rail Line passes through Bayview Hunters Point parallel to and directly west of Third Street in a below-grade right-of-way. The only station serving the community is located at Paul Avenue, with little service and low use primarily due to inaccessibility and lack of connections to the heart of the Bayview. The City is interested in moving the station to a location in the vicinity of Oakdale and Palou Avenues, directly adjacent to the Southeast Community Facility where it will offer improved service for Bayview Hunters Point residents, employees, students, and visitors. This location is a less than 10-minute walk from Third Street, immediately adjacent to one bus line, and one block away from two other lines.

Caltrain service into downtown San Francisco currently terminates at 4th and King Streets, with access to the

existing Muni F light rail line, bus routes and pedestrian connections to the South of Market and Mission Bay North area. To the south, Caltrain offers commuter service to many Peninsula and Silicon Valley cities, including San Jose and as far south as Gilroy. This southern connection is particularly important in efforts to bring closure to the digital divide. The City of San Francisco has supported the extension of Caltrain to a new intermodal downtown terminal at First and Mission Streets. Caltrain is also currently studying major improvements to its service, including electrification, increased service frequency, and other capital improvements.

Other transit providers that influence the Bayview Hunters Point community include BART, with its soon-to-be-complete Airport Loop, and potential ferry service under a new comprehensive expansion plan for the Bay Area. Ferry connections are an integral part of an improved waterfront that will be further explored in Chapter 5. As the most important local transit provider, Muni will be called upon to accommodate major new development in Bayview Hunters Point, the Hunters Point Shipyard, and Candlestick Park areas.

THE COMMUNITY RECOMMENDS:

- As the primary transit provider, Muni must ensure reliable and regular service to major City destinations such as employment centers, college campuses, cultural sites, and recreation areas for residents of the south-east part of the City. Multi-modal transit connectivity must be built into all future planning efforts.
- A new Caltrain station should be built adjacent to the Southeast Community Center. Caltrain must ensure easy accessibility through well-designed, thoughtful site planning. Community involvement in the design process is crucial to ensure that all needs are successfully met.
- In the meantime, the existing Paul Avenue Station should be renovated with a contemporary station design, ADA-acceptable ease of access, and multi-modal connectivity.
- On football game days, the City must continue to provide special buses and coordinated transit connections to BART, Caltrain Stations, and remote parking lots wherever possible via Muni and shuttle services.
- The community supports the creation of a ferry service plan in conjunction with a revitalized waterfront, providing landings in desirable locations such as India Basin and Yosemite Slough.

Designated Truck Route Plan

Trucks are an unavoidable part of the industrial economy in Bayview Hunters Point. In the past, especially during the WW II and postwar era, truck traffic took precedence on the

community's streets. Today, as industrial areas revitalize and change simultaneously with residential neighborhoods and the Town Center, clearly designated truck routes have become a priority. In addition to designated routes, appropriate design and engineering standards are needed. This is especially the case as the Shipyard is being redeveloped.

As seen on Map 16, *1995 City of San Francisco Truck Route Plan*, the City delineated a preliminary system of truck routes and defined specific areas that need further study in Bayview Hunters Point. Since then, the community refined the plan to include additional route segments that alleviate conditions in highly impacted residential neighborhoods.

The result is Map 17, *Enhanced Truck Route Plan*. A potential system of routes has been identified that takes advantage of major arterial streets currently serving industrial areas while avoiding residential neighborhoods. Primary routes are conceived as parkways with trucking industry standards for signage and visibility overseen by engineers with the City's Department of Parking and Traffic. A minimum landscape buffer would also be required. A comprehensive signage system would direct truckers away from inappropriate locations and onto clear and efficient routes connecting to and from the interstate system. Landscape buffers protecting residential neighborhoods would serve to reduce noise, dust, pollution, and visual issues. Traffic diversion from residential areas is discussed in the next section on traffic calming.

THE COMMUNITY RECOMMENDS:

- The City and state should work together on improving truck access at the interstate system. Inadequate ramps must be upgraded, especially with new impacts resulting from redevelopment of the Bayview community and Hunters Point Shipyard.
- The City must research and provide street engineering specifications developed specifically for trucks to construct the parkways. Comprehensive signage programs are an integral part of this work.
- Specifications for the Truck Parkway system should include wide curb cuts and medians where feasible. Pedestrian crosswalks should be provided at major streets, incorporating rumble strips to slow traffic.
- Landscape buffers must be at least 15' wide in newly developed areas, built into projects in the first phases of development and maintained by the landowner. The buffer should be designed with berms where appropriate and include trees and shrubs with dense foliage. The City should work with property owners and businesses in older industrial areas with special physical situations, and to locate funds for existing businesses to comply with the landscape requirements.

Map 16 1995 City of SF Truck Route Plan

Adopted July 1995, South Bayshore Area plan



SF City and County Line

Truck Routes

Truck Restrictions
(11,000 lbs or more)

Needs Improved Route

Map 17 Enhanced Truck Route Plan



SF City and County Line

Enhanced Truck Routes



An example of a traffic calming technique currently used in Bayview's Portola place that helps to protect this residential street that intersects with a street heavily used by trucks.

Residential Streets and Traffic Calming

“Traffic calming” refers to a variety of physical measures intended to reduce the dominance of automobile and truck traffic in urban neighborhoods. Traffic calming measures act to reduce the speed of automobile traffic and the amount of non-local traffic on residential streets. These measures benefit communities by reducing the ill effects of automobile traffic, such as noise and pollution, while improving safety and ambiance. Physical improvements suggested by the community during public workshops generally employ the principles and techniques of traffic calming advocated by the American Planning Association.¹⁰ These guiding principles are excerpted for this *Revitalization Concept Plan*:

Principle 1. Streets are not just for cars.

The function of a street serves multiple societal needs, not solely as a corridor for traffic. These needs include social interaction, display and/or consumption of goods and services, walking, cycling, and playing. Different roadways serve different functions in a community — but on a street, no one function should dominate to the exclusion of all others.

Principle 2. Residents have rights.

Residents have a right to the best quality of life a city can provide. This includes the least noise possible, the least pollution possible, and an environment that fosters a rich community life. All residents, regardless of age, financial status, or social standing, have rights to an equal share of the mobility that a city can responsibly provide for residents. This means that an overemphasis on car transportation discriminates against a large section of society.

Principle 3. Maximize mobility while decreasing costs.

This principle involves efficient management of the already existing transportation resources of a city, including the upgrading of transportation facilities and infrastructure, before new infrastructure is built.

The guiding principles outlined above are part of a larger commitment to the revitalization of Bayview Hunters Point neighborhoods. Improving the quality of life in residential areas requires a clear plan for diverting non-local traffic and design guidelines that coordinate with the community's *Enhanced Truck Route Plan*. Mixed-use areas like South Basin or those close to major activity nodes like Candlestick Point are priorities for traffic calming. The need for clearly designed crosswalks throughout the community has been a subject brought up in most public workshops. At present, crossings are perilous or unmarked entirely. Persons with disabilities are especially impacted by not only the physical environment, but also the lack of auditory signals for the sight-impaired.

THE COMMUNITY RECOMMENDS:

- Active traffic calming techniques, including corner chokers (or “traffic bulbs”), should be built into residential streets where they intersect with a truck route or major arterial street. Rumble strips may be appropriate on the truck parkway or major arterials, placed before pedestrian crosswalks to slow traffic.
- Street signage, stop signs, and intersection controls require comprehensive analysis and upgrading by the City's Department of Parking and Traffic in conjunction with Public Works. Lights with pedestrian crossings must be timed with priority given to the large senior population, the disabled, and family households, not to vehicles. All city streets in Bayview Hunters Point must have sidewalk ramps for disabled pedestrians or wheelchairs.¹¹
- The City should use passive traffic calming techniques on residential streets in Bayview, including signage, pavement markings, and interrupted sight lines using street tree plantings.
- The City or developers must provide improved sidewalks along all collector and arterial streets. Special pavement for pedestrian crosswalks should be incorporated at major intersections. On smaller neighborhood streets, brightly painted crosswalks are required.
- The City's Department of Public Works must create an understandable and regular schedule for street maintenance and repairs. Repairs must be performed in a timely and comprehensive manner. The schedule should be posted on the City's website and the community vigilant about performance.



Jose, pictured here at the Candlestick Point State Recreation Area, lives near 3Com Park and rides his bike everyday in the Bayview.

Community Bicycle Plan

Bicycling is pollution-free, economical and healthy. Community members identify bicycling as an important component of transportation planning in Bayview Hunters Point. The *San Francisco Bicycle Plan*, created by the City's Bicycle Advisory Committee and local Bicycle Coalition Advocacy Group, presents City guidelines for the safe and attractive environment needed to promote bicycling as a transportation mode. A basic bicycle plan for the community exists but needs enlargement and improvement. Recommendations for local bicycle needs made by the community will follow an overview of citywide bicycle plans and standards.

Third Street is listed in the City's *San Francisco Bicycle Plan* as a major route, but the street is not wide enough to accommodate a striped bike lane along with the light rail line and lanes for moving traffic and parking. While the street will remain designated as a bike route, bicyclists must share the traffic lanes with cars and trucks. Clearly, alternative north-south routes must be identified. The *San Francisco Bicycle Plan* also shows a signed bike route on Palou Avenue from the Hunters Point Shipyard west across Third Street to Phelps, jogging north to Oakdale and becoming a striped lane on Oakdale west to Selby. The City's Parking and Traffic Commission and Board of Supervisors have authorized implementation of the bike lane on Oakdale between Selby and Phelps Streets, although work has not yet begun.

The California Highway Design Manual (HDM) sets basic standards, but the City's plan expands them in order to

meet the needs of San Franciscans. With the overall goal of becoming a bicycle-friendly city, the plan provides a number of objectives that should guide local planning efforts:

■ Improve Facilities for Bicyclists

Provide a comprehensive network of signed and mapped routes for bicyclists with improvements that expedite travel and improve safety. Improve maintenance of streets and integrate consideration of bicycle travel in all roadway planning and design. Increase the number of secure parking areas for bicycles and improve access to transit.

■ Improve Bicycle Safety

Provide safer facilities and increase enforcement of bicycle-related violations on the part of both motorists and bicyclists. Educate bicyclists and motorists on regulations, rules of the road and safe sharing of the roads.

■ Promote Bicycling in the City and Increase Bicycle Funding

Increase bicycle use as an alternative to the auto by establishing priorities for project funding.

Bicycle access to transit is a logical combination of travel modes. Caltrain has bicycle cars, AC Transit allows bicycles inside buses on certain lines, and BART has created the “Bikes on BART” programs, permitting bicycles on non-peak period trains. Muni will need to provide bike racks on buses and make provisions on light rail vehicles. The San Francisco Planning Code requires one bicycle parking space for every 20 off-street automobile parking spaces. However, since off-street auto parking is not required for most types of development in neighborhood commercial areas, bicycle parking is not often provided within new developments.

There is an urgent need to improve bicycle safety conditions in the City. The at-fault party in 49 percent of reported accidents involving bicycles was listed as the bicyclist. The driver or a parked vehicle was listed as the party at fault in 37 percent of the cases. These statistics indicate that both bicyclists and motorists need to improve their driving behavior in order to improve safety. Education programs should be accompanied by stringent police enforcement of all traffic laws for both vehicle drivers and bicyclists.

The five most common vehicle code violations resulting in a bicycle accident caused by an automobile driver are:

- Opening car door when unsafe
- Unsafe speed
- Failure to yield when turning left
- Failure to stop at red light
- Unsafe turn and/or turn without signaling

The five most common vehicle code violations resulting in a bicycle accident caused by a bicyclist are:

- Unsafe Speed
- Failure to stop at a red light
- Failure to yield to approaching traffic
- Wrong-way riding
- Passing on right when unsafe

For safety reasons, the minimum bicycle lane width should be six feet in width. A route signage program is critical to the successful implementation of the City's bicycle route network. Route signs, like highway signs, must be consistent throughout the system and easily recognizable to bicyclists and motorists alike.

COMMUNITY CONCERNS

During workshops and study sessions, the community has expressed concern about potential conflicts between bicyclists and motor vehicles, especially along the Third Street Corridor when the Muni Light Rail Project is built. In general, the greatest need identified was for increased safety and connectivity between transit modes within Bayview Hunters Point. There is general agreement with the objectives of the San Francisco Bicycle Plan, but community leaders and residents request that the plan be tailored to local situations. The following are recommendations for developing specific solutions in bicycle planning.

THE COMMUNITY RECOMMENDS:

- The City should create a comprehensive bicycle route system for Bayview Hunters Point, connecting major facilities and forming a loop around the Town Center.
- The Bicycle Plan should avoid street routes that have steep grades.
- The City should require the installation of well-designed bicycle route signage.



Most parking in the Third Street neighborhood commercial core will be preserved when light rail comes down Third Street.

- The Planning Department and SFRA should require the installation of bicycle parking facilities in all new developments and request funding to equip the Town City area.

General Parking Issues

There are two major areas of concern with regard to parking in Bayview Hunters Point: parking in the Town Center or other commercial areas, and parking within residential neighborhoods. In this section, general conditions and community recommendations are examined. In Chapter 5, we will look at more specific conditions and solutions at the neighborhood scale.

PARKING IN THE TOWN CENTER AND ALONG THE THIRD STREET CORRIDOR

Planning for parking in the Town Center and along Third Street was a part of Muni's Third Street Light Rail Project community process. In 1997, an inventory of public parking spaces in the Town Center area was conducted.¹² This inventory helped to determine what impacts light rail development would have upon the number and type of spaces along the Third Street Corridor and what recommendations Muni had to offer. Currently, there are approximately 160 on-street spaces in the commercial area along Third Street between Jerrold and Van Dyke Streets, and another 116 on-street spaces in the nine-block length between Thomas and Kirkwood.

The inventory also showed that over half of these spaces have short-term meters allowing 30 minute or one-hour parking. An additional midday parking survey conducted by the Department of Parking and Traffic (DPT) shows that on-street, short-term parking spaces along the nine-block length of Third Street are 60 percent occupied on average. The block between Palou and Quesada Streets tends to be 100 percent occupied. General two-hour unmetered street parking spaces on side streets in this area also tend to be 100 percent occupied.

Once Light Rail serves the commercial core, some parking demand will be relieved as people use the transit system. However, short-term parking and delivery space will remain in need for the many retail businesses along the corridor. In response, Muni drafted a number of options for community debate:

- Create highly visible perpendicular parking areas on side streets that extend no more than the length of one block from Third Street. In this manner, many of the parking spaces removed due to Light Rail can be replaced.
- Maximize on-street parking use by installing programmable meters in currently unmetered spaces.
- Implement shared parking arrangements with institutions

and businesses with off-street lots along or adjacent to Third Street. Providence Baptist Church has expressed a willingness to discuss this type of arrangement, for example.

- Initiate a parking signage program to direct patrons of Third Street businesses to public parking areas.

During public workshops and study sessions, the community discussed these ideas, but continued to express concern about the loss of on-street parking spaces for merchants along the Third Street Corridor. The discussion grew to take site planning for new developments into account, as seen in the following recommendations.

THE COMMUNITY RECOMMENDS:

- Muni should create an advertising campaign to publicize the transit system in Bayview Hunters Point and illustrate its convenience, promoting alternative modes of transportation to reduce parking demand on Third Street in the future.
- The City must preserve on-street parking for Third Street merchants wherever possible, but require new development to provide rear or side parking lots to absorb employees' and reduce patrons' parking needs.
- Muni should replace parking spaces lost on Third Street through the Light Rail Project with perpendicular parking areas on side streets wherever possible, but must not extend them more than one-half to one block from the corridor and never in front of residential properties.
- The Department of Parking and Traffic should create clearly marked on-street spaces for delivery vehicles servicing retail commercial or other businesses who do not have service parking lots. Metered parking spaces should provide two-hour use.
- The Department of Public Works should coordinate street cleaning schedules to minimize disruption to merchants in commercial areas.
- The City must require commercial area parking and street design standards so that comfortable walking is the preferred mode for getting around the Town Center area.
- Where office and business service businesses are located within 1/4 mile of a Muni transit station, parking requirements should be reduced. All parties should support shared parking arrangements with churches and other willing institutions.
- If a parking structure is considered for the commercial district, the City should allow only one such structure. In general, any parking structure should provide retail commercial or other uses on the ground floor street frontage of Third Street or any other major street.

PARKING IN RESIDENTIAL NEIGHBORHOODS

At present, most residential areas have adequate parking, either through private garages, driveways, or on-street park-

ing areas. New residential development has generally provided similar parking arrangements in an efficient manner. Increased development projected for the Town Center and adjacent to the Third Street Corridor, in the vicinity around Muni Light Rail stations, and along other major streets in Bayview Hunters Point requires community parking guidelines to preserve and enhance residential neighborhoods.

THE COMMUNITY RECOMMENDS:

- The Department of Parking and Traffic must not place metered public parking in residential areas.
- The Planning Department should require new residential development without alley access to incorporate parking into underground or ground levels of buildings. Parking incorporated into buildings should be designed with side yard driveway access and if on the ground floor, not be visible from the street. The City should encourage alley arrangements in large residential projects where incorporated parking can be accessed and small rear lots established.
- The Planning Department should provide more flexible zoning requirements for residential parking. Thoughtful analysis should allow parking requirement reductions in appropriate developments near transit.

Public Utility and Infrastructure Improvements

In order to provide the foundation required for new development and revitalization, the community's public utility and infrastructure systems must be updated and improved in a comprehensive manner. Ecological sustainability goals must be assessed simultaneously with engineering studies. A coordinated effort tied to the Third Street Light Rail Project is one means for achieving this goal.

With the exception of a central length of Third Street and some newly developed areas within the community, electric utilities are all above ground. Meanwhile, patchwork improvements to the stormwater and sewage pipes serving the community have been done along Third Street. Another critical need is that for improved gas main lines. Finally, installing the fiber optic cables for computer-based needs is required for community revitalization.

After several years of litigation between the City and PG&E, a 1997 settlement led to the creation of a combined gas main improvement and electric utility undergrounding program for San Francisco. Undergrounding removes unsightly wires and poles, places wires under the street and/or sidewalk to enhance views, and can add value to the community. By coordinating undergrounding work with PG&E's natural gas pipeline replacement program, the need to dig



Above is an example of the need for improved street infrastructure in Bayview's Northern Industrial Area.

up the same street twice will be limited, reducing costs and disruption to residents during construction.

The criteria used for selection of the first projects was to focus on major city thoroughfares and civic spaces, including proximity to major community facilities and parks. The concept included coordination with other capital improvement projects planned by the City. The Third Street corridor in Bayview Hunters Point is one of the areas chosen by the City and Public Utilities Commission for immediate improvement.

The intent is to coordinate gas main replacement and undergrounding of electric utilities with the construction of the light rail infrastructure. Despite this planning, there is no coordinated street lighting system planned for the community when the wood poles carrying electric lines come down. Currently, the wood poles have automobile-oriented lighting attached.

Meanwhile, a plan for upgrading the stormwater drainage system and sewage pipes servicing the community has yet to be created. Once recommended by Muni as a study option, but not fully pursued, was the inclusion of fiber optics cables into the new infrastructure system down Third Street. The community has discussed these issues and called for a comprehensive approach to combined transportation planning and infrastructure improvements, leading to the recommendations below.

Finally, there are a number of unimproved streets within Bayview that are not publicly owned or maintained, yet are used on a daily basis or are critical to providing access in cer-

tain locations such as the waterfront. These streets, owned by private property owners who are responsible for their maintenance, are termed "unimproved" and/or "unaccepted" by the City yet appear on official City street maps. Some street improvement projects include access to an improved waterfront, activated land uses, a clearly articulated truck parkway, and the San Francisco Bay Trail. As these streets are more heavily used or needed for revitalization purposes, they require official adoption by the City in order to become public rights-of-way that will serve Bayview's growth.

THE COMMUNITY RECOMMENDS:

- Require a comprehensive utilities and infrastructure upgrading plan, with all City departments and utility companies working with the community through workshops and other means of soliciting community comments.
- Other City agencies must coordinate with the Department of Public Works to create a funded comprehensive lighting plan that serves both pedestrians and vehicles on streets throughout Bayview Hunters Point.
- The City must act to bridge the digital divide by coordinating the provision of fiber optic cables along the length of Third Street when building Muni's Light Rail Project.
- "Unimproved" and "unaccepted" streets should be catalogued, mapped and reviewed by City staff in order to determine their improvement needs and/or acquisition for public necessity.

Transportation and infrastructure improvements are critical components of an improved environment in Bayview Hunters Point. All of the projects discussed in this section will have major impacts upon future public safety, health, and welfare. The next section, Environmental Health and Remediation, will consider the community's needs in detail.



Bayview's long industrial history has taken its toll on the environment. Increased environmental awareness, research and technology is a must in order to ensure a healthy future for the next generation. Photo courtesy Heidi Hardin of the children's Mural program.

G. ENVIRONMENTAL REMEDIATION AND COMMUNITY HEALTH

The health and public welfare of Bayview Hunters Point residents is a top concern for community leaders and local activists. Bayview has long been impacted by industrial pollutants in soil and water, poor air quality, and illegal dumping of toxins in many locations. Meanwhile, the community has never had a full-service health facility, despite the higher level of residents' healthcare needs that in the City in general. In addition to a large elderly population, studies have shown that African American residents in Bayview in particular suffer from an unacceptably high degree of health impacts.

Bayview Hunters Point residents have joined with local environmental and social justice advocacy groups to tackle issues related to industrial pollution and environmental health. These organizations include the Southeast Alliance for Environmental Justice (SAEJ), the Health and Environment Assessment Project (HEAP), San Francisco League of Urban Gardeners (SLUG), and Urban Habitat. Also involved with environmental clean up efforts are the U.S. Environmental Protection Agency (EPA), the San Francisco Redevelopment Agency (SFRA), Department of Public Health (DPH) and other city departments.

The PAC's Health and Environment Committee has worked to define the agenda for revitalization defined in this Concept Plan, working with the Bayview Hunters Point Health and Environmental Assessment Task Force, a grassroots group acting as an umbrella organization in the community since 1994. The Task Force consists of residents, researchers, health department officials and representatives of governmental, academic, non-profit, social, religious, civic and charitable organizations. The Task Force's goals and objectives outline the community discussion leading up to this section of the *Revitalization Concept Plan*. They are to:

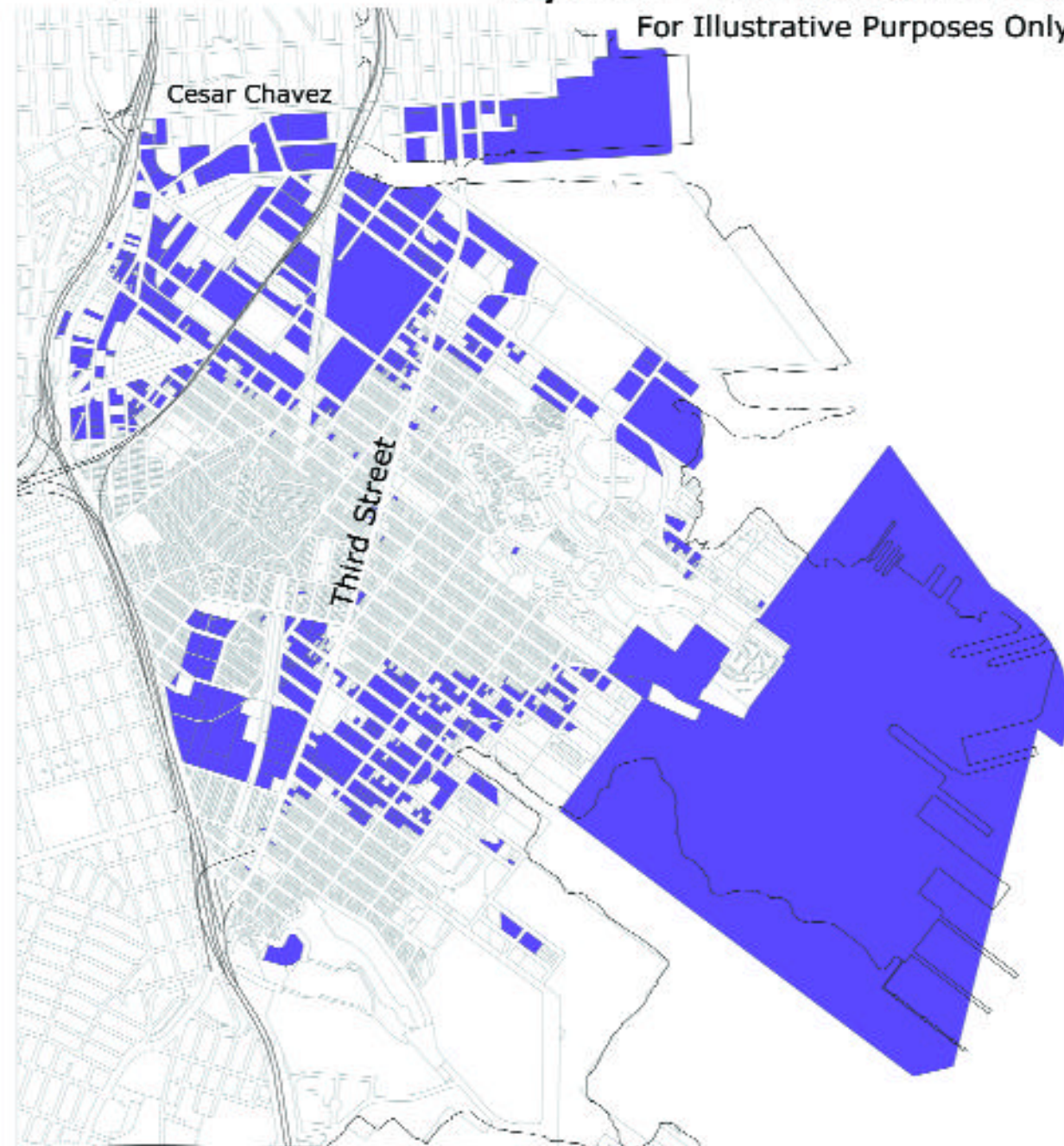
- Identify and implement programs for on-going community health assessment and program prioritization;
- Develop and conduct intensive community outreach and public health education;
- Advocate to define environmental health needs and direct public policy, legislation and regulation to create a healthier community;
- Require environmental risk and exposure assessments;
- Promote expeditious environmental clean-up, including appropriate planning and zoning; and,
- Promote environmentally sound economic development.

This section will discuss environmental remediation and community health in Bayview Hunters Point in three parts: 1) Brownfield Remediation, Revitalization and Eco-Industrial Opportunities, 2) Health Services, Education, and Community Awareness, and 3) Clean and Healthy Public Places. Community recommendations address problems and needs to guide the creation of comprehensive programs designed to heal both the people and land of Bayview Hunters Point.

Map 18

Industrial Land Uses in Bayview Hunters Point

For Illustrative Purposes Only



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



The California Legislature has recognized that the residents of Hunters Point and Potrero have disproportionately suffered from the presence of power plants in their neighborhoods. In order to support these communities, the Legislature appropriated \$13 million to the City to mitigate the impacts of the sale and possible expansion of the Potrero plant and the ultimate shutdown of the Hunters Point plant.

BROWNFIELD REMEDIATION AND REVITALIZATION EFFORTS

Brownfields, as defined by the EPA, are “abandoned, idled, or under-used industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination.”¹³ Once the source of jobs and economic benefits, these properties are now abandoned and difficult to redevelop for fear of contamination and associated legal liabilities taken on by those who seek to redevelop them.

The professional redevelopment of brownfields is fairly recent. New technologies are being invented to clean up, or “remediate,” — from the word “remedy” — these polluted industrial sites. As methods improve, experienced developers are emerging to take on the risk associated with complicated redevelopment strategies. Recent reports indicate that private sector firms are often the most capable in achieving results, while governmental agencies can best serve them by providing the information necessary for their success.¹⁴

In 1995, the Southeast Alliance for Environmental Justice (SAEJ) developed the first toxins database of the Bayview Hunters Point community and published its

findings in the *Sustainability Plan of San Francisco*. In 1996, SFRA was awarded a Brownfields Pilot Project Grant from the EPA to initiate brownfield remediation in Bayview Hunters Point. The major goals and objectives of the Brownfields Program were designed to accomplish the following:

- Identify and prioritize potentially contaminated properties for redevelopment;
- Compile a database of information on environmental conditions of industrial or formerly industrial properties, focusing on soil and groundwater quality; and,
- Assess, clean up, and redevelop selected properties.

The program grant included the establishment of a citizen’s Brownfields Advisory Board to educate and inform fellow community members about contamination and redevelopment issues. The Board generally meets on a monthly basis to discuss and evaluate research needs and findings. Members include community members, local business owners, representatives from various government agencies, and local bankers.

Grant funding provided by the *Brownfield Pilot Project*, the City’s Childhood Lead Prevention Program, and SFRA led to

the creation of a preliminary assessment of environmental conditions in Bayview Hunters Point. The outcome was a set of mapped databases (called "GIS," Geographic Information System, maps) and a public report titled "Summary Report of Environmental Conditions," published in 1998. The report is summarized in this Revitalization Concept Plan and is available for further review in the Bayview Hunters Point PAC office.

Environmental Conditions and Polluting Industries

The Bayview Hunters Point community contains two-thirds of all industrially zoned land in San Francisco and is home to more than 500 heavy and light industrial businesses. These industrial facilities and businesses occupy more than half of the land in the area, over 1,200 acres. As seen in Map 18, *Industrial Land Uses in Bayview Hunters Point*, most of this land is concentrated in the Northern Industrial District, the Hunters Point Shoreline area, and the South Basin District. Each of these areas borders on residential neighborhoods and many are adjacent to the bay, affecting the environmental health of both the community and region.

Historic industrial land uses have left a legacy of pollution on several properties, some tested with pollutants measured and others with the extent of measurable pollution unknown

at this time. It is important to understand that there are two types of sources for pollution: "point" and "non-point." Point sources are associated with a single identifiable location that can be measured, such as a smokestack, while non-point sources are mobile or dispersed, as with polluted soil or car exhaust. Map 19, *Documented Environmental Cases in Bayview Hunters Point*, illustrates locations found to either generate (as point sources) or be polluted by environmental toxins of varying degrees.

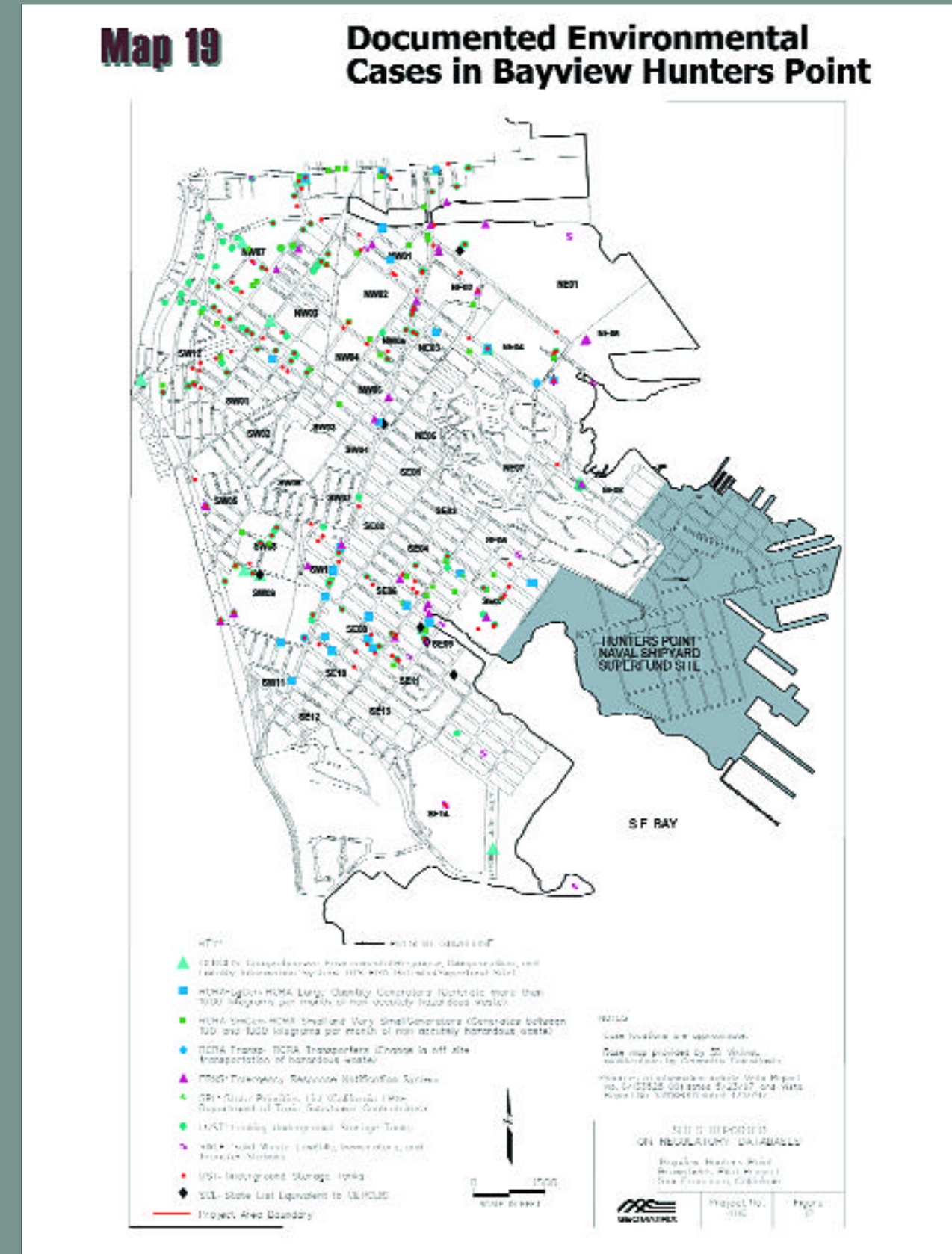
The sites shown on Map 19 correspond to several governmental databases and are detailed in Figure 20, *Documented Environmental Cases in Bayview Hunters Point*.

Major issues related to the findings of the documented case research shown on the chart and map are the number of unregulated sites and the unknown nature of some industrial activities in the recent past. Because of the activism in the community, strength of the non-profit environmental organizations working to remedy the lack of oversight, and availability of new technologies for cleaning up polluted sites, a healthier future for Bayview Hunters Point is possible. What is necessary to accomplish the remediation and redevelopment of these sites are continued activism on the part of the community, political will, professional scientific assessment, and experienced developers.

Figure 20: Documented Environmental Cases in Bayview Hunters Point

Name of Database	Definition	# of Cases
CERCLIS	Comprehensive Environmental Response, Compensation, and Liability Information System (U.S. EPA Potential Superfund Sites) Generally are sites with documented releases of hazardous materials. Of total 91 sites, 45 closed, 21 are currently active, and 25 are currently active, and 20 are currently active, and 20 are currently active, and 20 are currently active.	13
RCRA - LqGen	Resource Conservation and Recovery Act - Large Quantity Generators Sites with activities that generate more than 1,000 kilograms per month of non acutely hazardous waste.	24
RCRA - SmGen	Resource Conservation and Recovery Act - Small Quantity Generators Sites with activities that generate more than 100 kilograms but less than 1,000 per month of non acutely hazardous waste.	52
RCRA - Transp	Resource Conservation and Recovery Act - Transporters Sites with activities that engage in off site transportation of hazardous waste.	3
ERNS	Emergency Response Notification Systems Sites where chemical spills and releases have been reported to federal authorities including the EPA, U.S. Coast Guard, National Response Center, or Dept. of Transportation. Are generally cleaned up quickly when reported, often not specific to a property and may be a roadway spill.	28
SPL	State Priorities List - California EPA Dept. of Toxic Substances Control Sites with activities that are documented or suspected to release hazardous waste regulated by the State.	1
LUST	Leaking Underground Storage Tanks Of total 91 sites, 45 closed, 21 are currently active, and status of remaining 17 sites is unknown with no recent regulatory review.	91
SWLF	Solid Waste Landfills, Incinerators, and Transfer Stations Sites with activities that generate more than 100 kilograms but less than 1,000 per month of non acutely hazardous waste.	11
USTs	Underground Storage Tanks Sites with facilities permitted to maintain safe underground storage tanks.	137
SCL	State Superfund List State Superfund sites with activities that are suspected of, or documented to be, releasing hazardous materials. One site is currently active and status of remaining six unknown.	7

Source: Summary Report of Environmental Conditions - Bayview Hunters Point Study Area, SFRA 1998.





Environmental activism has become a way of life in Bayview Hunters Point.

While the site-based research focuses on soil and groundwater quality, air pollution must also be addressed with scientific remediation and governmental oversight. Just as with soil and water pollution, there are “point” and “non-point” sources to consider. The heavily used north-south interstate route into San Francisco (non-point sources of pollution) and the PG&E Plant (a point source) degrade air quality with toxic emissions. In his 1997 research paper “*Distribution of Toxic Air Contaminant Emissions in San Francisco*,” Dr. David Farley reports:

Bayview Hunters Point has the highest concentration of air polluting industries compared to other San Francisco zip codes.¹⁵ In fact, the only zip code second to Bayview Hunters Point is the San Francisco International Airport.

Three of the largest polluting sites within the 94124 zip code area are public facilities: the 35-acre Southeast Water Pollution Control Plant, the 35-acre PG&E Power Plant, and the 290 acres of heavy industrial uses belonging to the Port of San Francisco.

The water pollution control plant treats 80 percent of San Francisco’s dry weather sewage generated by the bayside portion of the City, from the Presidio to the county line, with additional sewage generated in San Mateo County from Brisbane and Guadalupe Valley. Sewage produced by new development in Mission Bay to the north is to be routed to the Southeast Facility, despite the system working to over-capacity during major storms in the past. The community has long advocated for its relocation away from the Town Center and out of Bayview Hunters Point. The odors emanating from the plant created by the treatment of

sewage is a major nuisance cited by the community as affecting the quality of life and an obstacle to revitalization in a significant part of Bayview Hunters Point.

The San Francisco Public Utilities Commission (PUC) has recognized these problems with the Southeast Plant and is working in a variety of ways to bring about solutions. The City hired a consultant in 1998 to characterize the odor problem and make recommendations. This has resulted in a comprehensive program that includes improvements made to the digester gas handling system and pump stations to eliminate odors. A new sludge treatment system is being designed to eliminate open-air processes. Several recently undertaken capital improvement projects enhance the sewer system in Bayview and prevent flooding. These include sewer improvements on Third Street, Rankin and Davidson Streets, and around Yosemite and Egbert Streets. Meanwhile, the PUC has dedicated considerable staff resources to maintain the landscaping surrounding the plant and keep sidewalks clean. Finally, two major capital improvements being investigated by the PUC include demolishing the existing digesters and moving the “solids handling” facilities to a location north of Jerrold Street away from residential properties while adding odor control facilities that would cover, vent, and treat “liquid handling” processes on the current site. These improvements will help create a more livable Bayview Hunters Point in the immediate future.

The PG&E Hunters Point Power Plant has a long and complicated history in the community. The plant is currently one of two producing electricity for the City of San Francisco. The plant was constructed during the 1930s with four operating units – one diesel engine and three natural gas turbines. During the 1940s, an explosion took out some housing next to the site. In the 1950s, the City took control of the land and expanded former military housing to become general public housing. During the 1990s, public efforts began introduce competition into the energy marketplace by restructuring the electrical industry. Along with competitive pricing were goals of increased efficiency and reduced environmental impacts.

Today, the power plant is reported to be the City’s number one stationary point source of air pollution.¹⁶ An innovative proposal made by the City proposed shutting down the Bayview facility and remodeling the Potrero Hill Power Plant to increase its capabilities with new efficient technologies. This single Potrero Hill Plant would create less pollution and generate the same level of power as the two combined.

In July 1998, Mayor Willie Brown announced that:

The City and PG&E have reached an unprecedented agreement whereby the 67-year old Hunters Point Power Plant will be permanently closed once reliable alternative electricity sources are operational. ...PG&E has already begun lowering production levels at the Hunters Point Plant and has agreed to limit use of the plant in future, operating it only when required and until the City and PG&E can depend on an alternative energy source.¹⁷

One year later, on July 12, 1999, a leak at the plant led to a boiler rupture with unmeasured release of toxins that greatly upset the community. PG&E reports the plant currently operates at a reduced capacity to reduce emissions, but this is a temporary measure and there are doubts by the community that this is the case. The Public Utilities Commission’s Bureau of Energy Conservation and the City’s Department of the Environment are seeking finally to decommission the plant, but economic and political complications exist that may slow the effort to shut down the plant, clean the site, and follow through with redevelopment.

Other industrial pollution sources ironically include the large number of recycling facilities located in and around the community. The noxious odors, noise, and unsightly conditions of most facilities have caused the PAC and many members of the community to call for a moratorium on new facilities and an evaluation of existing recycling firms’ practices.

The illegal dumping of hazardous waste material in the community is another great cause for concern. In response, the Bayview Hunters Point Police Station has created a special two-person investigations unit to work on these cases. The Department of Public Works (DPW) also maintains an anonymous hotline for citizens to report illegal dumping.¹⁸ To their credit, DPW has worked hard over the last year in a unified public/private effort with landowners to clean up Yosemite Slough, a section of the community long targeted by illegal dumpers of toxic waste and garbage.

Brownfield Redevelopment and Eco-Industrial Opportunities

As community awareness of environmental conditions is raised, new options for clean industry are being explored. “Eco-friendly” industrial facilities are those that reduce and recycle waste during production without contaminating the environment. When several of these facilities are combined with one another on one site, the result is an “eco-indus-

trial park development” with waste recycled into the creation of other products on-site.

The eco-industrial concept differs from traditional recycling facilities by establishing this relationship between waste generation and re-production, rather than merely repackaging waste into materials that are shipped off-site. Eco-industrial parks are in existence in Berkeley and San Jose, creating innovative non-profit alliances with municipal assistance. For instance, the Berkeley eco-industrial park will house a municipal waste separation facility that distributes materials to co-located industries for re-creation into marketable products and organic materials sent to mulching or composting firms.

A large area is required for this type of redevelopment; 25 acres and more is preferable. However, there are a number of smaller brownfield sites that must also be addressed. Properties that qualify for remediation efforts include the five-acre Coca-Cola plant in the South Basin Industrial District and the 14-acre Ferrari site within the Hunters Point Shoreline area. Smaller contaminated sites include the Innes Avenue Boatyard and the Providence Church parking lot.

On the whole, the individual properties and facilities that release toxins into the environment combine to lay an unfair burden upon the community of Bayview Hunters Point. The *cumulative impacts of pollution* — in the soil, water, and air— must be comprehensively addressed in a concerted and sustained series of efforts by all players: government agencies, scientists, activist groups, lenders, developers, and most importantly, the community itself. The following recommendations should be considered during these efforts.

THE COMMUNITY RECOMMENDS:

- City, state, and federal agencies must work together to remedy existing problem sites immediately, especially municipal facilities. Specifically, they must work to:
 - Remediate obsolete industrial sites using the best available technologies and ensure their redevelopment as environmentally sustainable land uses. Best available technologies should include improved mechanical and biological options for soil cleansing and groundwater filtration.
 - Develop alternatives to the City’s existing centralized water pollution control plant, including the option of its removal from the community. The City should research innovative new technologies and model facilities for this effort.
 - Rehabilitate the existing City sewage plant to reduce odors in the short-term prior to redevelopment and ensure that there are no increases in wastewater

delivered to the site. Simply adding more chemicals, as currently proposed by City engineers, is not enough.

- Decommission, remediate, and redevelop the PG&E Power Plant site to allow new residential, mixed-use and open space development.
- Consolidate existing recycling facilities in areas zoned 'Heavy Industrial' (M-2) to limit pollution in the community.
- Use police action to halt illegal dumping of hazardous waste materials through increased surveillance and make stiff penalties for offenders mandatory.

- The EPA and City must develop stringent "thresholds of significance" and new criteria for industrial performance to reduce pollution emitted into the air, soil, and water in Bayview Hunters Point:
 - The federal Environmental Protection Agency must act to measure cumulative impacts currently affecting the community and define strict thresholds that all Environmental Impact Review (EIR) studies must utilize and measure impacts against.
 - Require coordinated planning processes within the City's Planning Department, SFRA, and the Port. All agencies must use and define clear thresholds for a healthy environment to assess the cumulative impacts of current and future industrial uses and municipal facilities in Bayview Hunters Point.
 - Require strict government agency monitoring and regulatory oversight of industry and municipal facilities; require swift compliance actions by offenders and levy stiff penalties. Make this information readily available to the public in understandable terms.
 - Government agencies must close loopholes in the EIR process: do not allow projects to be permitted without CEQA review; require extensive field data; and, require the public circulation of addenda to existing EIR studies. While the law requires these processes be open and understandable to the public, additional efforts to engage and educate the community must be undertaken.
 - All agencies should work closely with environmental advocates to obtain funding for research, push for regulatory oversight, and bring new understanding of environmental matters to the community's attention through education programs.

ADDITIONAL RECOMMENDATIONS INCLUDE:

- The community must work with the City to research the creation of a model eco-industrial business park in Bayview Hunters Point.
- The community and City agencies should support an Environmental Business Incubator Program to be located in the community, using the model provided by the San Jose-based "Environmental Business Center" – a non-profit alliance assisting start-up businesses with

inexpensive space, furnishings, and management services in a collaborative setting.

- Government agencies should create a database available to private development firms experienced in Brownfields remediation, using economic incentives available through federal, state, and city programs.
- The Mayor's Office of Economic Development should create and market a "clean business" attraction program for remediated sites, using economic incentives available through federal, state, and city programs. Local business associations should join in this effort.

HEALTH SERVICES, ENVIRONMENTAL EDUCATION, AND COMMUNITY AWARENESS

Many residents of Bayview Hunters Point are concerned about the health effects of polluted environments. Unknown risks associated with living so near to industrial facilities have caused many to be fearful for their safety and welfare. In response to these fears and concerns, the Bayview Hunters Point Health and Environmental Assessment Task Force was created to conduct community health research.

The Task Force is composed of residents, university program coordinators, city and state agency representatives, and a number of advocacy organizations including:

- Golden Gate University Environmental Law & Justice Clinic
- University of California - San Francisco
- Southeast Alliance for Environmental Justice
- Southeast Health Center
- San Francisco Department of Public Health
- California State Department of Health Services
- Northern California Cancer Center
- The Lead Poison Prevention Project

The Task Force's research was published as *The Community Health Profile* in 1997. The Profile sought to develop a comprehensive health needs assessment of the community for use by residents, community-based organizations, community activists, and city planners. The Task Force collected primary health data through a professionally administered public survey, performed analysis and offered interpretations to assist in the task of developing programs.

This is extremely challenging and difficult work, requiring detailed research. The challenges faced by the Task Force included "... recognizing the limitations of epidemiology (the study of disease causes) to establish causal links between complex environmental exposures and adverse



The Southeast Health Center is one of 18 primary health care facilities located throughout the City as part of the Department of Public Health's Community Health Network. Community members would like to see the facility expanded.

health outcomes, and acknowledging that a 'negative' study (finding no connection) does not rule out the occurrence of environmentally related illnesses." The main issue for researchers is to determine what illnesses are due to lifestyle or genetic predisposition and what are linked to environmental exposure.

In communities similar to Bayview Hunters Point throughout the United States, researchers are finding the two are almost inextricably intertwined and difficult to separate into discrete causes. However inconclusive some studies may have been in identifying primary causal relationships between disease and environmental pollutants, the report highlights the poor health status of residents in Bayview Hunters Point. The study found that residents of Bayview Hunters Point have:

- Some of the highest hospitalization rates for asthma, hypertension, congestive heart failure, and diabetes in all age groups compared to general population characteristics for both the City of San Francisco and the state of California.
- Among the highest rates of lung and prostate cancer in men compared to other San Francisco neighborhoods.

- Among the highest rates of age-adjusted breast and cervical cancer in women compared to other San Francisco neighborhoods.

Based on these facts, further community health studies are warranted and new education outreach programs should be initiated. Since 1994, the Department of Public Health's Community Health Network, located at the Southeast Health Center in the heart of Bayview Hunters Point, has participated in a joint venture with residents and community-based groups to address health and environmental issues. In the last year, the Task Force submitted a proposal to develop a new health education resource center to the Mayor, who responded with partial funding for this worthy project.

The Task Force is actively seeking additional resources and a facility to house the program. Ideally, a health care annex to the Southeast Health Center would become home to this program, a goal supported by the Center's Community Advisory Board. Additionally, the Center's Advisory Board would like to see the existing health center on Keith Street expanded to house a childcare center and multi-purpose community space for educational presentations and meetings.

Strengthening Community Health

The Southeast Health Center is located on the corner of Keith and Armstrong Streets directly adjacent to Bayview Park. The Center seeks to expand its building as well as its services because of the great need for more health-related services in Bayview Hunters Point. Included in the proposed expanded services offered at the Center is a Health and Environmental Resources Center. This would be a community-based center which would provide:

- 1 Information, education, training and referral for illnesses such as asthma, diabetes, heart conditions, and cancers of the breast, cervix, and prostate.
- 2 Research, education, and training on air quality, soil contamination, environmental conditions and health effects related to the environment.
- 3 A community library with information about illnesses, reports on relevant studies, and Internet access to databases and other health/environment-related websites.
- 4 Capacity-building through advocacy to ensure the community receives support necessary to improve the environment and community health.

Based upon available health data and the lack of services in the immediate area, community members have identified a variety of services needed at the expanded Southeast Health Center, including but not limited to:

- An emergency service center, including weekend and evening urgent care services
- Specialized medical services related to prevalent illnesses in the community
- Diagnostic services such as radiology, clinical and dental labs
- A satellite pharmacy with additional capacity for filling optical needs
- Chiropractic and podiatry services
- Adult day health care and other services for seniors
- Alternative medicine services
- Increased access to nutrition, mental health, substance abuse and other social services

Some services can potentially be provided by private-sector groups under lease agreements with the site. Meanwhile, community members have also identified the need for a minimum 100-bed acute care hospital and 100-bed long-term care facility located in Bayview Hunters Point. Dependent upon how much space is made available through the expansion of the Center, additional service such as childcare, student training and internship programs, volunteer organizations, a Social Security office, legal aid services, and other community services could be co-located at the facility site.

FOSTERING CLEAN AND HEALTHY PUBLIC PLACES

Residents of Bayview Hunters Point desire a clean environment in which to conduct their lives. The negative impacts of trash, dirt, and industrial grime not only create environments producing disease, but also harm the psychological health of the community. The lack of trees is not only an aesthetic consideration, but trees and vegetation help clean the air. Finally, graffiti is a major blight upon the public environment, whether on public or private buildings.

Clean Streets and Public Places

Clean streets and streetscape environments are a basic requirement for a healthy community. Trash and garbage are often found in public places or on publicly owned land. Trash and garbage often escape recycling and industrial businesses into the community, impacting the public environment. Some garbage is caused by citizens littering, especially where there are inadequate public trash cans available. There is certainly a need to convince people not to litter through promotional campaigns.

The Department of Public Works (DPW) is responsible for street cleaning on a regular schedule. Landowners are responsible for keeping their properties clean — whether they are privately or publicly owned. By law, the property owner or the ground floor tenant of a building immediately adjacent to the sidewalk is responsible for keeping those sidewalks clean and free of litter. Because there are so many different groups or persons responsible, a coordinated set of efforts must be made to clean up the public spaces within the community.

One of these efforts is DPW's "Adopt-A-Street Program," administered by the Bureau of Street and Environmental Services. The Program is a partnership between the City, merchants and residents to create a cleaner environment for everyone who lives, works and shops in adopted areas. It also strengthens community ties as neighbors and merchants work together to keep their community clean. The program has dozens of merchant and neighborhood associations cleaning their sidewalks. DPW has also contracted with the non-profit San Francisco League of Urban Gardeners (SLUG) to employ former General Assistance recipients and homeless individuals to sweep sidewalks. For many of these local people, the program provides a transitional work experience that supports their move to unsubsidized employment.

The program is simple: groups or individuals agree to adopt a street or an area and take responsibility for keeping it clean. There are two ways to get involved:

- As an individual, enter into a one-year agreement with the City to keep your sidewalk or street clean. DPW will provide supplies, such as a broom, trash bags, graffiti removal supplies, and gloves and will also collect the bagged litter.
- As a corporation or merchant association, enter into an agreement similar to the above, and the City may provide a trained Adopt-A-Street sweeper to clean the area around your business. Initially, this individual will be paid by the City as part of the Adopt-A-Street Program. After approximately one year, the corporation or merchant association may opt to hire the trained sweeper to continue the cleaning service. In busy commercial corridors, merchants who have adopted their street can request an "Ecoblitz," which is a specialized clean-up performed by DPW.

The Healthy Effects of Street Trees

Many of the streets in Bayview Hunters Point are bare of trees or vegetation. Trees produce much-needed oxygen while creating a positive visual environment. Benefits of a healthy urban forest include the following:

- Increased real estate values
- Improved air quality
- Reduced noise impacts through buffering
- Improved wildlife habitat
- Improved psychological well-being
- Improved aesthetic environment

There are very different types of planting appropriate to the place they are designed for: major parkways and community streets, residential streets, a railroad right-of way, or landscaped areas adjacent to industrial areas and interstate highways. The choice of tree is extremely important. There is also community character to take into account. For example, many residents came to California from the southern United States and this is reflected in the magnolia trees seen throughout Bayview; Italian residents have favored pines and cypress; and Asian residents hold the Ginkgo tree in high regard for its beauty and medicinal properties. Meanwhile, public agencies such as Caltrans have plant lists they use when planning for an area, often favoring eucalyptus. And there are few, but valued, locations where native species of trees can be found.

Both public agencies and non-profit organizations are involved with street tree planting and the other most important issue: tree care and maintenance. The San



Street trees are a way to help both the physical environment as well as air quality. Clearly, an artistic statement can also be made!

Francisco *Friends of the Urban Forest* is a non-profit neighborhood tree planting organization well-known for making the City a greener place. They directly assist residents with tree planting and maintenance programs, including the entire permit process required by the City for street trees. DPW also works to maintain and expand a diverse population of street trees as an essential component of the urban forest in San Francisco. The City currently maintains approximately one-third of San Francisco's urban forest, with the balance maintained by property owners. Many people are not even aware which trees in their neighborhood are supposed to be watered and cared for by residents. Consequently, the individual property owner plays a vital role in the maintenance and development of San Francisco's street trees.

Graffiti

Graffiti is more than an eyesore, it is a physical manifestation of disrespect to the community. Outside of gang tagging (marking a gang's "turf" with spray-painted "signs"), sometimes those creating graffiti do not realize the impact of their actions, seeing it instead as artwork. The commu-

nity understands that graffiti caused by gangs has much deeper issues attached and the “*Strengthening Our Youth*” section in Part I of this chapter seeks to address them in a comprehensive manner. One important recommendation is to institute community-based public service for minor crimes such as tagging.

Despite the community’s understanding and tolerance, much of the graffiti in Bayview Hunters Point is solely vandalism. Some property owners have given up in disgust as their properties are vandalized over and over again. The City offers assistance through DPW’s Bureau of Street Environmental Services Graffiti Abatement Program. The program is designed to rid the community of graffiti vandalism by responding to complaints made by residents in two ways: 1) by issuing necessary cleaning supplies and/or paint to an affected public or private residence, or 2) utilizing trucks and graffiti removal crews that use the latest in computer aided color matching systems to help restore some of the more heavily affected areas of the City.

THE COMMUNITY RECOMMENDS:

- All businesses and community institutions should become involved with and support DPW’s “Adopt-a-Street” program – not only helping to clean the community, but providing assistance to the most needy members of our community through a transitional work experience.
- The City should help keep the community clean by providing more trash cans, but as important is developing creative programs to maintain a clean environment. More youth-oriented and transitional work programs are part of the solution.
- The community seeks to have green tree-lined streets and urban forests as a way to mitigate air pollution. Part of this effort will include public education efforts by DPW and Friends of the Urban Forest, and another will include better funding for tree maintenance.
- New, aggressive campaigns to clean up graffiti are needed. The most obvious is connecting the police department and justice system with the graffiti abatement program run by DPW. Community leaders, city officials, and all civic groups must work with youth to help them develop closer ties to the community; graffiti and trash are both signs of disconnection.

The remediation of polluted sites, upgrading of polluting facilities, and attraction of new eco-industrial development must be considered comprehensively as critical steps to uplift the public safety, health, and welfare of the Bayview Hunters Point community.

Public health needs include the expansion of existing health facilities and increased education. It is critical that the community voice be heard by public entities and there be a large consortium of non-profits and community-based organizations helping to advocate for new public policies, legislation, and regulation activities.



Two-story single family homes hug the hillside in the Silver Terrace area.

H. HOUSING AND RESIDENTIAL MIXED-USE DISTRICTS

Among the foremost goals of the Bayview Hunters Point community is the retention of current residents and ultimate enhancement of existing neighborhoods as new growth occurs. A sense of continuity and connectedness should be built into every new endeavor, creating a context that allows newcomers to become neighbors in an established community.

Above all is the ideal of social justice, requiring thoughtful consideration of how the benefits of revitalization and a strong economy are overwhelmed by the costs of gentrification. These costs include the unintended erasure of what makes a livable city: cultural histories, traditions, and neighborhood identity — along with the people to whom these are meaningful. An integrated, collaborative approach to community-based planning provides residents with the tools to act decisively and without fear of displacement. In this way, Bayview Hunters Point residents can plan for their future while welcoming newcomers into their community.

Revitalization efforts and new development projects must reinforce the physical character of Bayview by responding to the community’s form and its rich architectural history, providing an array of valuable prototypes. By building upon the community’s character and assets, new residential development will respect the community’s values and accommodate its diversity.

In order to provide a basis for understanding how to fulfill the vision and expressed goals of the community, this section identifies community housing needs and challenges, examines assistance programs available to qualifying residents, analyzes prevailing residential patterns and character, reviews relevant development case studies, and provides community directives for enhancement and growth.

Affordable housing measures, revitalization efforts, and new development initiatives are defined through recommendations made by the community during intensive analysis and public participation. These recommendations for housing and residential development throughout Bayview Hunters Point are:

- *Maintain housing affordability throughout Bayview Hunters Point for both renters and owners;*
- *Assist existing residents who currently live in rental housing to become homeowners in the community;*
- *Strengthen housing assistance programs and preserve housing units that serve the neediest residents, including seniors, single-parent families, and Section 8 renters;*
- *Enhance and improve neighborhoods through the rehabilitation of existing housing and enforcement of blight ordinances;*
- *Promote sensitive and complementary infill development in established neighborhoods;*
- *Promote residential mixed-use development in appropriate locations;*
- *Require new residential and residential mixed-use developments “fit” into Bayview Hunters Point through well-planned urban design and contextual architecture.*

EXISTING RESIDENTIAL ISSUES AND COMMUNITY NEEDS

In Chapter 2, we examined several aspects of the community's social, cultural, and economic character that are important to housing concerns. There is a wide diversity of incomes, ethnicities, household and family types. As seen in Figure 21: *Population and Household Comparison*, the average size of families in Bayview is larger than that city-wide: 3.3 persons per household versus 2.3 estimated in 1999. The community also has a much larger proportion of children under age 18 than San Francisco overall: 28.5 percent versus only 16.6 citywide.

Historically diverse, the population of Bayview Hunters Point became predominantly African American during World War II. As of 1990 and still true today, African Americans remain the largest ethnic group. The greatest change of the decade was the proportional growth in Asian residents, representing an estimated 22 percent of the community in 1990.

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. A large component of families with children have a single female as the head of household in Bayview Hunters Point: 22 percent versus 6 percent citywide.

While some residents are doing fairly well given the strong economy, many households — at least 45 percent — struggle to acquire and maintain affordable housing. The most vulnerable members of the community are single female householders with young children, the elderly, and youth — most, if not all, are persons of color. The highest level of homeownership in the City is found here, but a majority of these homeowners are elderly African Americans living on limited incomes — at risk of losing their homes, experienc-

ing difficulty in maintaining them, or unable to pass them on to relatives who cannot afford them.

There is a strong sense of crisis for existing residents who feel they are losing the heart and soul of their community because of this rising impossibility of maintaining homeownership. With an estimated 186 percent increase in the average price of a single-family home in San Francisco during the 1980s and similar trends during the late 1990s, owning a home is an impossible dream for even moderate-income householders. As a result of the booming Bay Area economy and the severe shortage of housing throughout the City, there is no lack of buyers who often pay more than the asking price once a house goes on the market.

Rental units are also increasingly unaffordable or unavailable for many people. Rent costs skyrocketed over the last decade as housing construction slowed even while thousands flocked to the City. Few can afford to rent appropriately sized units for their family's size, despite an estimated 52 percent growth in San Francisco's median income since 1990.¹⁹ In Bayview, the estimated rate of growth in average median income has grown between 23 and 47 percent, depending on which sources are consulted.²⁰ Of particular concern to the community are renters using HUD Section 8 housing assistance vouchers that are threatened by the dearth of available units or complete loss of this assistance, with the gap between the "haves" and "have-nots" growing ever wider.

While there is a great desire to see the community grow and become prosperous, revitalization in Bayview Hunters Point must not happen at the expense of existing residents, especially those most in need. As we will examine in detail, there is a tremendous difference between what is available in the marketplace and what everyday people — working and middle class — can afford for all types of housing, whether for rent or ownership.

	San Francisco Annual Growth			Bayview Hunters Point Annual Growth		
	1990	1999	'90-'99	1990	1999	'90-'99
Population	723,959	790,498	0.88%	27,899	31,436	1.20%
Households	305,584	322,590	0.54%	8,646	9,548	1.00%
Avg. HH Size	2.29	2.31	NA	3.2	3.26	NA

Note: 1999 figures are estimates. Sources: State of California Dept. of Finance; Claritas, Inc.; U.S. Census 1990 STF1; Bay Area Economics, 1999.

Household Income Distribution	San Francisco 1999	Bayview Hunters Point 1999
Less than \$15,000	14.5%	21.0%
\$15,000 to \$19,999	5.7%	7.3%
\$20,000 to \$24,999	5.0%	6.2%
\$25,000 to \$29,999	4.7%	5.3%
\$30,000 to \$34,999	5.2%	5.9%
\$35,000 to \$39,999	4.8%	3.2%
\$40,000 to \$44,999	5.3%	4.2%
\$45,000 to \$49,999	4.1%	4.5%
\$50,000 to \$59,999	8.4%	7.4%
\$60,000 to \$74,999	10.5%	7.7%
\$75,000 to \$99,999	11.9%	12.3%
\$100,000 & Over	19.9%	14.9%
Med. HH Income	\$50,753	\$41,143

Notes: 1999 figures are estimates; 1989 Income of 1990 households Bayview/Hunters Point is defined by the following census tracts: 230, 231, 232, 233, 234, 606, 609, 610
Sources: State of California Department of Finance; Claritas, Inc.; U.S. Census 1990 STF1; Bay Area Economics, 1999

Beyond affordability issues is a range of concerns about abandoned and blighted residential buildings. Where an owner is present, a need for rehabilitation assistance is indicated. When the property is a privately owned rental building or development where renters are present, health

and safety ordinances must force landlords to bring them up to code. Finally, there are a number of boarded-up and abandoned houses, typically the result of a fire, that negatively affect the entire neighborhood.

These buildings often sit empty for years while residents want to see them rehabilitated or new housing built in their place. The City's Department of Building Inspection can only require that uninhabitable properties be properly fenced and boarded. The Department of Public Health is limited to health-related concerns while the San Francisco Redevelopment Agency has an agreement with the community not to use eminent domain (condemnation) powers in any residential areas of Bayview Hunters Point. The unresolved issue of how to force owners to remove, clean up, or rehabilitate blighting housing needs better solutions from the City and its departments.

Income and Affordability: The Growing Gap

Once the complete results of Census 2000 are published, we will have a more precise view of the affordability needs of all residents. Until then, estimates below provide a foundation of understanding. Figure 22: *Household Income Distribution* illustrates estimated Bayview income ranges comparative to San Francisco. While the proportion of "middle income" residents is roughly similar, the proportion of low-income

Household Income	Spent Less Than 30 % of Income For Housing Costs		Spent More Than 30 % of Income For Housing Costs	
	# of Households	% of Households	# of Households	% of Households
Owner Households				
Less than \$10,000	151	3.8%	355	8.9%
\$10,000 to \$19,999	344	8.6%	259	6.5%
\$20,000 to \$34,999	515	12.9%	285	7.1%
\$35,000 to \$49,999	501	12.5%	224	5.6%
\$50,000 or more	1,157	28.9%	211	5.3%
Totals	2,668	66.7%	1,334	33.3%
Total Owner Households: 4,002				
Renter Households				
Less than \$10,000	157	5.3%	1,115	79.8%
\$10,000 to \$19,999	400	10.7%	480	12.8%
\$20,000 to \$34,999	461	12.3%	392	10.5%
\$35,000 to \$49,999	299	8.0%	49	1.3%
\$50,000 or more	343	9.2%	0	0.0%
Totals	1,700	45.5%	2,035	54.5%
Total Renter Households: 3,736				

Note: 1990 is most recent information available. Projections indicate that with rising rents, sale prices, and maintenance costs, the housing cost burden will have increased dramatically. Source: Bay Area Economics 2000

households is much larger (34.5 percent versus 25.2 percent citywide) and that of higher-income earning households is smaller (15 percent compared to 20 percent citywide). In 1999, the community had a minimum estimated median household income of \$41,143 compared to San Francisco's estimated median of \$50,753.21 With households tending to be significantly larger in Bayview Hunters Point than those in the City, these figures reveal that Bayview residents are less affluent on a per capita basis.

Lower incomes translate into excessive housing "cost burdens" for residents. An excessive housing cost burden refers to a household paying more than 30 percent of its income towards housing. Figure 23: *Bayview Hunters Point 1989 Housing Cost Burden*, shows how at least 55 percent of renter households and 33 percent of owner households in Bayview suffered from an excessive cost burden in 1990. This percentage has only grown as the cost of housing spirals upward daily. Once the new census information becomes available, a new housing cost burden analysis must be created for review.

Bayview Hunters Point residents, living in one of the nation's most expensive and demand-driven housing markets, face the daunting challenge of securing available, affordable rental housing should they need or desire to move. For example, during a rental housing search conducted during April 2000, only 11 available units were identified, shown in Figure 24: *Bayview Hunters Point Available Market Rate Rental Housing*. This limited number translates into an extremely low vacancy rate of less than 0.2 percent, where rates of four to five percent are considered healthy.

Any household earning 80 percent or less of area median income (AMI) is experiencing an excessive cost burden in rental housing. The majority of households earning 50 to 60 percent AMI are paying more than half of their income for rental costs. Approximately 10 percent of the community's residents currently live in publicly assisted rental housing developments administered by the San Francisco Housing Authority. For lower income households earning 50 percent or less AMI desiring to remain in the community and seeking

affordable rental housing in today's market, the only options available are to live in SFHA units or obtain Section 8 assistance vouchers. There are multi-year waiting lists for both, and several affordable rental units in the community currently accepting Section 8 vouchers face immediate conversion to market-rate rents despite public intervention efforts.

Owning a home is even less possible for many residents who wish to remain in the community or who currently rent and

want to buy a house in the future. The average-priced available home in Bayview Hunters Point is rarely affordable for purchase by any household earning less than approximately 120 percent AMI, as seen in Figure 25: *Bayview Hunters Point Housing Affordability by Income Range, Rent and Sale Price*. For comparative purposes, Figure 26: *Home Sales in Bayview Hunters Point* illustrates recent sale prices in both the community and the City overall, with median sale prices shown.

Figure 24: Bayview Hunters Point Available Market Rate Rental Housing

Address	Floor Plans	Rental Rates	Open Date	Amenities/Comments
2929 Jennings St.	1BR/1BA	\$875	3/15/2000	Laundry facilities in the building, yard, hardwood and carpet floors, garage included, open view, no pets allowed, Mediterranean building design, faces street, window coverings, gas stove, no dishwasher, garbage disposal cost and utilities not included.
1487 Shafter	1BR/1BA	\$1,000	3/25/2000	Washer/Dryer, 2 blocks off of 3rd St.
Average rental rate for 1 bedroom/1 bath apartment excluding utilities: \$938.00/month				
1442 Hudson Ave.	2BR/1BA	\$1,600	3/15/2000	Laundry facilities in unit, yard, hardwood and carpet floors, garage included, view of downtown, negotiable pet policy, 1940s building, decorative fireplace, window coverings, gas stove, 2 blocks off 3rd St.
1485 Shafter	2BR/1BA	\$1,695	3/25/2000	Washer/Dryer, fireplace, deck. Bonus room can be converted to bedroom, 2 blocks off of 3rd St.
316 Bridgeview Dr.	2BR/1BA	\$1,500	5/1/2000	Washer/Dryer hookups, yard, hardwood floors, garage included, view of the city lights, recently remodeled kitchen and bathroom, no stove or refrigerator in unit.
6510 3rd St.	2BR/1BA	\$1,800	4/17/2000	Carpeted floors, garage space available for \$100 extra, view of city lights, blinds, gas stove, dishwasher, garbage disposal.
Average rental rate for 2 bedroom/1 bath apartment excluding utilities: \$1,649.00/month				
1019 Hollister Ave.	2.5BR/2BA	\$1,950	3/15/2000	Washer/Dryer hookup, yard, hardwood and carpet, garage included, 1930s building design, fireplace, faces street, gas stove, window coverings, dishwasher, garbage disposal cost and utilities not included
352 Bridgeview Dr.	3BR/2BA	\$1,650	3/26/2000	Carpeted floors, street parking only, view of the city lights, gas stove.
3315 Jennings	3BR/1.5BA	\$2,400	4/5/2000	Washer/Dryer hookups, yard, carpeted floors, garage included, negotiable pet policy, Edwardian building design, blinds, gas stove.
986 Key Ave.	3BR/1.5BA	\$2,100	4/5/2000	Washer/Dryer hookups, yard, carpeted floors, street parking, 2 stories, blinds, gas stove, partial view, in quiet cul-de-sac
Average rental rate for 3 bedroom/1.5+bath apartment excluding utilities: \$2,025.00/month				
1779 Oakdale	4BR/2BA	\$2,450	4/1/2000	Well to well carpeting, storage, spacious yard with deck, laundry.

Source: Bay Area Economics, 2000.

Figure 25: BVHP Housing Affordability by Income Range, Rent & Sale Price

	Estimated No. of Households	Maximum Household Income	Maximum Monthly Rent	Minimum Home Sale Price	Down Payment
30% AMI Households					
1 Person HH	660	\$15,750	\$399	\$46,412	\$2,321
2 Person HH	760	\$18,000	\$450	\$53,042	\$2,652
3 Person HH	550	\$20,250	\$505	\$59,525	\$2,976
4 Person HH	430	\$22,450	\$561	\$66,155	\$3,308
5 Person HH	270	\$24,250	\$606	\$71,459	\$3,573
6+ Person HH	110	\$26,050	\$651	\$76,764	\$3,838
Subtotal	3,080				
Percent of Total HHS	32%				
50% AMI Households					
1 Person HH	220	\$26,700	\$665	\$77,206	\$3,860
2 Person HH	250	\$29,950	\$749	\$88,256	\$4,413
3 Person HH	180	\$33,400	\$843	\$99,306	\$4,965
4 Person HH	140	\$37,450	\$936	\$110,357	\$5,518
5 Person HH	90	\$40,450	\$1,011	\$119,197	\$5,960
6+ Person HH	140	\$43,450	\$1,086	\$128,037	\$6,402
Subtotal	1,020				
Percent of Total HHS	11%				
60% AMI Households					
1 Person HH	80	\$31,440	\$786	\$92,617	\$4,632
2 Person HH	100	\$35,940	\$899	\$105,907	\$5,295
3 Person HH	70	\$40,440	\$1,011	\$119,168	\$5,958
4 Person HH	60	\$44,940	\$1,124	\$132,428	\$6,621
5 Person HH	30	\$48,440	\$1,214	\$143,037	\$7,152
6+ Person HH	50	\$52,140	\$1,304	\$153,645	\$7,682
Subtotal	390				
Percent of Total HHS	4%				
80% AMI Households					
<i>Between 75 - 80% AMI, begins to afford rents</i>					
1 Person HH	170	\$40,800	\$1,020	\$120,229	\$6,011
2 Person HH	200	\$46,600	\$1,166	\$137,467	\$6,873
3 Person HH	140	\$52,500	\$1,313	\$154,706	\$7,735
4 Person HH	110	\$58,300	\$1,458	\$171,797	\$8,590
5 Person HH	70	\$63,000	\$1,575	\$185,647	\$9,282
6+ Person HH	110	\$67,650	\$1,691	\$199,349	\$9,967
Subtotal	800				
Percent of Total HHS	8%				
120% AMI Households					
<i>Between 115 - 120% AMI, begins to afford ownership</i>					
1 Person HH	270	\$62,950	\$1,574	\$185,500	\$9,275
2 Person HH	320	\$71,900	\$1,798	\$211,873	\$10,594
3 Person HH	230	\$80,900	\$2,023	\$238,394	\$11,920
4 Person HH	180	\$89,900	\$2,248	\$264,915	\$13,246
5 Person HH	110	\$97,100	\$2,428	\$286,132	\$14,307
6+ Person HH	170	\$104,300	\$2,608	\$307,349	\$15,367
Subtotal	1,280				
Percent of Total HHS	13%				
121 + % AMI HHS	2,973				
Percent of Total HHS	31%				

(a) Estimate based on 1990 income distribution and household size distribution projected to 2000.
 (b) From California Dept. of Housing and Community Development, HUD, and California Tax Credit Allocation Committee.
 (c) Affordability defined as 30 % of HH income available for rent + utilities.
 (d) Based on: Annual Interest Rate (Fixed): 8.5%; Term of mortgage (Years): 30; Percent of sale price as down payment: 5.0%; Initial property tax rate (Annual): 1.165%; Annual insurance rate as percent of sale price: 0.25%; Percent of household income available for PIT: 30.0%
 Source: San Francisco Redevelopment Agency; Bay Area Economics, 2000.

Figure 26: Home Sales in Bayview Hunters Point

Sale Price	Bayview Hunters Point 1/00 - 4/00		Bayview Hunters Point 7/99 - 10/99		San Francisco 7/99 - 10/99	
	# of Units	% of Total	# of Units	% of Total	# of Units	% of Total
Less Than \$100,000	1	1.7%	0	0.0%	0	0.0%
\$100,000 to \$109,999	2	3.4%	0	0.0%	0	0.0%
\$110,000 to \$119,999	0	0.0%	0	0.0%	1	0.2%
\$120,000 to \$129,999	0	0.0%	2	2.2%	2	0.3%
\$130,000 to \$139,999	1	1.7%	5	5.5%	6	0.9%
\$140,000 to \$149,999	3	5.2%	2	2.2%	3	0.5%
\$150,000 to \$159,999	0	0.0%	2	2.2%	6	0.9%
\$160,000 to \$169,999	7	3.4%	5	5.5%	9	1.4%
\$170,000 to \$179,999	2	3.4%	2	2.2%	5	0.8%
\$180,000 to \$189,999	3	5.2%	4	4.4%	7	1.1%
\$190,000 to \$199,999	1	1.7%	3	3.3%	10	1.6%
\$200,000 to \$209,999	2	3.4%	6	6.6%	12	1.9%
\$210,000 to \$219,999	1	1.7%	4	4.4%	10	1.6%
\$220,000 to \$229,999	5	8.6%	3	3.3%	17	2.7%
\$230,000 to \$239,999	4	6.9%	6	6.6%	15	2.4%
\$240,000 to \$249,999	4	6.9%	4	4.4%	24	3.8%
\$250,000 to \$259,999	3	5.2%	9	9.9%	17	2.7%
\$260,000 to \$269,999	1	1.7%	3	3.3%	23	3.6%
\$270,000 to \$279,999	3	5.2%	2	2.2%	18	2.8%
\$280,000 to \$289,999	1	1.7%	2	2.2%	23	3.6%
\$290,000 to \$299,999	2	3.4%	2	2.2%	23	3.6%
\$300,000 to \$399,999	16	27.6%	14	15.4%	213	33.5%
\$400,000 to \$499,999	1	1.7%	11	12.1%	114	18.0%
\$500,000 and Above	0	0.0%	0	0.0%	77	12.1%
Total	58	100.0%	91	100.0%	635	100.0%
Median Sale Price	\$240,000		\$244,500		\$360,000+	

Notes: Represents all full, verified, and confirmed sales; Neighborhoods are defined by the following census tracts: Bayview Hunters Point - 230, 231, 232, 233, 234, 606, 609, 610
Sources: First American Real Estate Solutions; Bay Area Economics, 2000.

Policy Implications for Addressing the Affordability Gap

The housing affordability analysis illustrates how for renters:

- There is an extreme shortage of rental units for all income groups
- The units being built or available for rent are rarely large enough for household sizes
- As many as two-thirds of all existing renters in the community face excessive housing cost burdens
- Market-rate rents are not affordable for at least half of existing residents, while a household must earn at least 75 percent of area median income to secure an available housing unit without experiencing an excessive cost burden.

For those households earning 30 percent or less of the area median income (AMI) of \$41,143, the major housing

resource is the preservation of public housing. The San Francisco Housing Authority is currently at work obtaining grants and other funds to rehabilitate, improve, and expand public housing developments in Bayview Hunters Point. However, the need is greater than what public housing can provide. As well, SFRA is currently working with residents in efforts to preserve Section 8 affordable rental units at risk of conversion. Other possibilities include supporting non-profit owned, City-funded developments and inclusionary provisions that set-aside a percentage of units in new developments for households in lower income-ranges. Households earning less than 75 percent of AMI, but more than 30 percent, are also helped by these inclusionary provisions.

In order to build affordable rental units, developers will require that the affordability gap be filled through public subsidization. The development of rental housing for

households with up to 60 percent AMI, using Low Income Housing Tax Credits and modest land acquisition subsidies, can provide many more housing opportunities for the same subsidy amount. If \$1 M of subsidy were available, 25 units or more of rental housing could be developed for this income level.

The analysis also illustrates that for homeowners:

- The majority of households are homeowners and the majority of homeowners are seniors on limited incomes
- At least one-third of existing homeowners face excessive housing cost burdens
- Approximately 70 percent of existing Bayview residents cannot afford to buy market rate homes for sale in the community.

For limited-income homeowner households, the major issue is maintenance assistance and access to counseling should the need for financial help arise. The majority of housing units in Bayview Hunters Point — 66 percent — are single-family houses. Many of these have lots that allow the addition of rental housing units in backyards whose income can offset a portion of the homeowner's cost burden. In order for this to be allowed, zoning rules would need to be changed. Meanwhile, existing neighborhoods have several limited infill opportunities for new single-family, duplex, or tri-plex housing on currently empty lots. In order to build affordable infill housing for homeownership, non-profit developers will likely need to be involved and require the affordability gap be made up through subsidies from public agencies.

As larger parcels become available for redevelopment, more opportunities for homeownership will become possible through inclusionary requirements (where the developer is required to set-aside a certain percentage of units as affordable units). In other cases, public subsidies for affordable units incorporated into a new development or lowered land costs through purchase by public agencies such as the San Francisco Redevelopment Agency can be part of the solution.

With the larger family sizes seen in Bayview, the minimum number of bedrooms desirable in a housing unit is three to four. A typical three bedroom/two bath housing unit serving a family of four costs at least \$250,000 to develop. The estimates of subsidy amounts required for a four-person family at the various income levels shown in Figure 24 are based on the use of a theoretical amount of one million dollars of public funds to use for subsidies.

- A typical ownership unit for a four-person household earning 30 percent of the area median income (meaning the household earns \$22,450 annually) would require a

subsidy of \$183,345 or more to make this type of unit affordable. The \$1 million subsidy would help create 5.5 of these housing units.

- A four-person household earning 50 percent of the area median income (meaning the household earns \$37,450 annually) would require a subsidy of \$139,643 or more to make this type of unit affordable. The \$1 million subsidy would help create seven of these housing units.
- A four-person household earning 60 percent of the area median income (meaning the household earns \$44,940 annually) would require a subsidy of \$117,572 or more to make this type of unit affordable. The \$1 million subsidy would help create seven of these housing units.
- A four-person household earning 80 percent of the area median income (meaning the household earns \$58,300 annually) would require a subsidy of \$78,203 or more to make this type of unit affordable. The \$1 million subsidy would help create seven of these housing units.

In addition to new, affordable ownership housing units, several other opportunities should be further explored. These include senior housing options with or without services to provide assistance with daily living and reverse annuity mortgage programs that allow aging current homeowners to remain in place and capture the value of equity in an ownership unit. Other options include lease-to-own programs or lease-hold arrangements where a land trust owns the land parcel and the purchaser buys the house for construction costs, with a non-revocable long-term lease for the land (e.g., 99-year leases). Conventional lenders are also beginning to offer zero down payment programs and no-credit history mortgages that may assist some potential neighborhood buyers. Another ownership strategy that has experienced success in other cities is the combination of an ownership unit with a rental unit (back house), providing an income stream to help the buyer qualify for his/her mortgage.

EXISTING CITY PROGRAMS FOR HOMEOWNER AND RENTER ASSISTANCE

There are a number of existing programs that respond to the housing needs and growing affordability gap experienced by residents of Bayview Hunters Point and communities throughout the City of San Francisco. The community's main concern is that residents know what types of assistance are available. The following provides readers with a brief description of each program and the agency or agencies administering them. Note that many agencies maintain websites with detailed information and most can be reached via the City's central website at www.ci.sf.ca.us; for

readers without access to computers, contact the listed agency or City Hall by telephone for assistance.

Single-Family Housing Assistance Programs

- 1 **COMMUNITY HOUSING REHABILITATION PROGRAM (CHRP)**
The Mayor's Office of Housing uses federal grant money from HUD's Community Development Block Grant program to assist qualifying low-income seniors and low income single-family homeowners to rehabilitate their homes.
- 2 **CODE ENFORCEMENT REPAIR FUND (CERF)**
The Mayor's Office of Housing uses state grant funds to assist low-income seniors and low-income single-family homeowners with emergency repair needs of up to \$15,000.
- 3 **MORTGAGE CREDIT CERTIFICATE PROGRAM**
The Mayor's Office of Housing administers an individualized federal tax credit program that increases the buying power of qualifying first-time homeowners to aid them in purchasing their first home, duplex, townhouse, or condominium city-wide. The program also targets specific census tracts within the City of San Francisco, including a portion of Bayview Hunters Point.
- 4 **DOWN PAYMENT ASSISTANCE LOAN PROGRAM (DALP)**
The Mayor's Office of Housing, in conjunction with participating lenders, provides deferred payment loans to qualifying low- and moderate-income first-time homeowners for down payment assistance of up to \$50,000 when purchasing their first home, townhouse, or condominium. An accompanying homebuyer education and counseling program is required, sponsored by either the mortgage lender or a nonprofit organization.
- 5 **SINGLE-FAMILY RESALE PROGRAM**
The Mayor's Office of Housing and the San Francisco Redevelopment Agency work together to assist qualifying first-time homeowners in purchasing a home in certain designated developments within the City.
- 6 **LEAD ABATEMENT PROGRAM**
The Mayor's Office of Housing administers grants to qualifying family daycare and foster care providers needing lead abatement assistance to clean up their homes if lead paint problems exist.
- 7 **UNREINFORCED MASONRY BUILDING REPAIR PROGRAM**
The City's Department of Building Inspections Department administers a low-interest and/or deferred payment loan program to qualifying homeowners needing assistance to upgrade residences built without the benefit of reinforcement necessary to prevent hazards

to occupants or in repairing damage caused by earthquakes.

8 PROPOSED "MODEL BLOCKS" SINGLE-FAMILY REHABILITATION PROGRAM

This program does not currently exist, but has been proposed by the San Francisco Redevelopment Agency. The Agency would sponsor and fund a program offering a variety of grants to qualifying low-income homeowners needing assistance in rehabilitating and maintaining their homes.

Multiple-Family Residential Assistance Programs

- 1 **NON-PROFIT OWNED RENTAL LOAN PROGRAM**
The Mayor's Office of Housing and the San Francisco Redevelopment Agency work together to provide rehabilitation grants and low-interest loans to non-profit owned multiple-family complexes and buildings.
- 2 **AFFORDABLE HOUSING PRESERVATION PROGRAM (HUD-ASSISTED/SECTION 8 HOUSING)**
The San Francisco Redevelopment Agency, in consultation with the Mayor's Office, administers a program designed to preserve the affordability of nearly 9,000 units in 88 HUD-assisted (project-based Section 8) housing developments citywide. The program performs tenant outreach and education, including a resident empowering grant program, legislative initiatives designed to better protect residents, and owner outreach and development purchasing. Under the last category, the Agency provides technical and funding assistance to nonprofit organizations that commit to preserving the long-term affordability (a minimum of 50 years) of any development they may purchase from a profit-motivated owner.
- 3 **SENIOR RENTAL HOUSING**
The Mayor's Office of Housing (MOH) makes funds available to non-profit organizations for the development of affordable, supportive housing for seniors, targeting very low income persons in need, especially frail elderly persons. These activities include the acquisition and rehabilitation of apartment buildings to expand the supply of permanent service-enriched housing and the construction of new, permanently affordable rental housing with supportive services. The Council on Aging and MOH work together to help connect elders to affordable housing through advocacy and information services. The Mayor's Office of Housing maintains a website with lists of specific housing developments and contact informa-

tion. The *Senior Central* offices, sponsored by the Council on Aging and located in specific neighborhoods, provide one-on-one counseling and assistance.

4 FAMILY AND SUPPORTIVE RENTAL HOUSING

In order to encourage the development of 100 percent affordable, mixed-income supportive housing consistent with goals and needs identified in the City's *Consolidated Action Plan for 1999*, the Mayor's Office of Housing and the San Francisco Redevelopment Agency are providing funds for the development of family and supportive housing serving low and extremely low-income families. A minimum of 20 percent of the units must be set aside for project or tenant-based Section 8-supported households. The funds are linked to other federal sources including those provided through the Department of Public Health and Health Services for supportive services, the Housing Authority for rent subsidies, and the Mayor's Office of Economic Development for the creation of public facilities such as childcare centers.

5 HOUSING OPPORTUNITIES FOR PERSONS WITH AIDS (HOPWA)

The San Francisco Redevelopment Agency administers the Housing Opportunities for Persons with Aids (HOPWA) program in the San Francisco area. SFRA has used HOPWA allocations to fund supportive services and rental assistance contracts for 633 units in 14 different housing programs, also providing capital funds for the development and construction of over 300 units of affordable housing for people living with HIV/AIDS who have a very low income. These projects include facilities that serve a mixed population to ensure a variety of housing options for HOPWA clients.

SFRA administers two HOPWA-funded rental subsidy programs for people with HIV/AIDS, serving 475 households, and uses a portion of the allocated funds to support residential facilities, including five state-licensed Residential Care Facilities for the Chronically Ill. The San Francisco Housing Development Corporation is developing a mixed use, mixed income family development at 4445 Third Street in Bayview Hunters Point, at the corner of Third and LaSalle Streets. It will consist of 30 rental apartments affordable to households earning between 20 percent and 50 percent of area median income, with ground floor and commercial space. Eight of these units are financed through the HOPWA program. These units, along with seven others, will also receive project based Section 8 subsidies.

San Francisco Housing Authority (SFHA)

SFHA owns and manages five low-income public housing developments within Bayview Hunters Point: Hunters View, Westbrook, Alice Griffith (otherwise known as Double Rock), and Hunters Point "A East," "A Upper West," and "A Lower West." The developments house more than 950 families, each with an average household income under \$10,000 a year, paying approximately \$220 per month in rent. All of the sites have Tenant Associations and Management Corporations comprised of residents. These community-based organizations are professionally supported by the Housing Authority's Social Services Department, with further assistance given through the CalWorks program.

With the resident association's and Bayview Hunters Point PAC's blessings, SFHA has submitted a grant application for renovation funding to be applied to the Hunters View development, funded by the U.S. Department of Housing and Urban Development (HUD) under the HOPE VI program. There has been substantial interaction with current Hunters View residents, the community at large, and City staff – including working closely with SFRA staff in concert with the creation of this *Revitalization Concept Plan*. The larger community goals, strategies, and issues identified in the *Concept Plan* helped inform the site planning, urban design, and social spaces of the HOPE VI proposal.

The physical revitalization plan for the Hunters View development would include the demolition of all 267 public housing units, 91 percent of which are substandard, and replace them on a one-to-one basis with additional new construction for a total of 413 new mixed-income units. The new urban design plan reflects the community's goals for connectivity, design character, and defensible spaces. The new Hunters View would provide two, three, four and five-bedroom units in townhomes with private entrances from the street and private, fenced yards or decks at the rear of each unit. This variety in unit sizes, along with different bedroom configurations, promotes economic and demographic diversity within the development. Intergenerational goals will be met through senior housing options and units accessible to persons with disabilities.

Figure 27 identifies the number and type of units proposed in the 2000 HOPE VI grant application.

A new street plan will connect the development with the rest of the community. In place of large indefensible open spaces, the enclosure of blocks by residences with fencing will create private yards, creating individual residential

BAYVIEW'S EXISTING RESIDENTIAL PROTOTYPES

Figure 27: Summary of San Francisco Housing Authority HOPE VI Housing Proposal

Household Income Range	% of Total Units	Number of Rental Units	Number of Ownership Units	Total
0 – 30% AMI	40%	164	0	164
31 – 60% AMI	36%	118	30	148
61 – 80% AMI	11%	15	30	45
Market Rate	13%	56	0	56
Total	100%	353	60	413

Notes: The total units for 0 – 30% AMI is based on SFHA experience with the percentage of residents at HOPE VI sites who wish to remain or return. Additional units in this income range will be provided as necessary to ensure that all existing Hunters View residents who wish to return to a new unit at Hunters View are able to do so. The 30 ownership units for the 31 – 60% AMI range will be built by Habitat for Humanity. A total of 30 units for 61 – 80% AMI will be set aside for affordable first-time ownership targeting police officers, firefighters, and public school teachers.

control. Common fenced play areas for children will be located throughout. A new, 8,200 square foot community building will be centrally located facing a public plaza. As the focus for civic and educational programs for residents, spaces include management and resident offices, a computer learning center, community meeting rooms, classrooms, offices for “Resident Achievement Coaches” who will provide a “One-Stop Shop” supportive services center, and community event space for the neighborhood at large. A new child development center will be located near a new senior center to foster intergenerational activities.

Habitat for Humanity San Francisco

Habitat for Humanity San Francisco, an affiliate of Habitat for Humanity International, is a renowned non-profit organization dedicated to providing affordable homeownership opportunities to low-income first time buyers. They are collaborating with the City on several small-scale affordable infill housing projects, including the completion of three homes on Innes Avenue with land provided by the Redevelopment Agency next to Hunters View. As part of SFHA’s recent HOPE VI application, Habitat would develop 30 ownership units for qualifying Hunters View and Bayview Hunters Point households earning 40 to 50 percent AMI. Habitat also works in partnership with the City to renovate homes and rehabilitate community centers and service provider offices.

RESIDENTIAL CHARACTER, DENSITY ANALYSES, AND ARCHITECTURAL PROTOTYPES

In this section, we have looked at the characteristics, needs, and programs serving the people of Bayview. Now we turn our attention to place. Residents, business owners, and leaders have expressed great interest and concern about

how new development will serve to enhance their community. In order for new development or redevelopment to respond appropriately to established form and serve the goals of the community, an understanding of Bayview Hunters Point’s physical character is provided through the following photographs and descriptive analysis.

Bayview Hunters Point is characterized by a small town form. The Town Center serves as a cultural and commercial heart and is surrounded by residential neighborhoods and industrial or mixed-use districts. There are a number of large residential areas identified within the community, shown in Map 10, *Neighborhoods and Districts*. Each has a character to which new development should respond through sensitive site planning and architecture in order to “fit” into the community gracefully.

Much of the existing built environment predates 1970, with several new residential enclaves built on or proposed for recycled land. Hilly topography defines the boundaries of many neighborhoods and the character of how homes relate to one another. A number of historically valuable structures, ranging from late 1800s Victorians to late 1930s Art Moderne townhouses and Period Revival cottages, characterize the architecture of both the Town Center and majority of surrounding residential neighborhoods. Architects and urban designers describe a community like Bayview Hunters Point as having “fine-textured” neighborhoods, varied in bulk (size) and height, and “compact” form (buildings in relationship to one another).

While the mixing of institutional and some commercial uses does not harm residential areas, there are few buffers between residential and industrial land uses in Bayview Hunters Point. As a result, many residences are negatively impacted by traffic or industrial operations surrounding them, including trucks on residential streets and noise or



TOP LEFT Central Bayview has a high concentration of Victorian homes. **TOP RIGHT** The San Francisco Redevelopment Agency helped to sponsor the All Hallows Garden Apartments. This development provides 157 affordable rental units for the community. **BOTTOM LEFT** Portola Place is a new residential development in a changing industrial area within the South Basin District. **BOTTOM RIGHT** Homes in the Bret Harte neighborhood.

pollution caused by adjacent facilities. Obsolete industrial facilities outside of protected industrial land use zones are becoming available for redevelopment, creating the need for more specific plans that detail how and where new residential development should occur.

The following sections examine several residential areas, provide residential density figures based on field surveys, and detail valued architectural qualities. These analyses provide a foundation of understanding to which new residential development should respond.

Bayview Town Center and Central Bayview

The center of the community is characterized by a commercial corridor with civic/institutional, retail, and residential mixed-use buildings surrounded by residential neighborhoods or industrial districts. The topography is gently sloping, with a few high points located on the western side of Third Street. The area has a regular grid of streets that changes once it meets the Hunters Point Hill by either becoming dead-ends or curving collectors serving the Hill residential neighborhoods. In general, neighborhoods have a mixture of two-story single-family houses, duplexes, and larger individual residential complexes, generally without side or front yard setbacks. Many homes have front porches and/or stairways to the street. There are several small-scale empty lots within many residential blocks.

Churches and businesses are found near arterial streets closer to Third Street and in small commercial nodes (for example, where Innes Avenue crosses into the Hunters Point Shipyard). Churches and businesses, some in converted residential buildings, are also interspersed along the regular grid of streets. There are several instances where churches are located mid-block, reflecting the intertwined nature of church and community. A comparatively higher degree of variation in the bulk and heights of buildings is present and coupled with varied architectural styles and color treatments. Built at various times over the last century, the central area of the community has the largest number of older Victorian structures intermixed with Art Moderne, Period Revival and San Francisco Townhouse architectural styles. Some houses have separate garages located in the rear or side of the lot while others have front yards with driveways or small garages tucked into the first floor.

There is a mixed degree of remodeling and restoration seen throughout the area and many of the houses have additions or rear-yard back houses with separate addresses. Field surveys indicate an estimated net density range – counting all

the land area within the blocks but not the streets – of 24–36 dwelling units to the acre (du/a). The actual counts may be higher due to under-counted back houses or potential unofficial rental units. It is important to note that these counts need to be adjusted for other land uses within the block – businesses, churches, and other institutions. This “effective net density” increases the range to 45 – 65 du/a.

Silver Terrace and Portola Place

Silver Terrace is a large residential area characterized by steep hills and curving streets with a mixture of two-story single-family houses, duplexes, and larger individual residential complexes, generally without side or front yard setbacks. The topography is dominated by the large hill in its center, with steep slopes on its northern flank affecting the layout of streets, lots, and buildings. Housing styles are generally in homogeneous groupings, quite apparently built within a relatively short period of time. Many were built with garages tucked into the first level, with short or non-existent driveways. Variation in the heights of buildings of similar style is due to the changing topography.

Single-family and townhouse styles predominate, many with interesting stairways to the street. Non-residential land uses are limited to major streets closer to the Town Center; the mid-block churches seen in the central Bayview district are not present here. Housing is in generally good condition and there are several new infill residential areas on cleared land in the flatter area south of Silver Terrace Hill, most notably Portola Place. Although technically included in the “South Basin Industrial District,” Portola Place is included with Silver Terrace because it is adjacent and represents a growing residential area where obsolete industrial land will increasingly be redeveloped as new residential neighborhoods.

The Portola Place development provides an excellent example of “good fit” in urban design and architecture. The architectural forms reflect influences by local example: there is a mix of complementary colors, the bulk of the buildings is broken up to appear more slender and breaking up any monolithic facades, the intricate ironwork on porches and entryways matches that seen throughout the community, and each unit has a porch/stairway leading to the sidewalk with small individualized areas for gardening.

Field surveys indicate estimated net density ranges (counting the land area within the blocks but not the streets) of approximately 32 dwelling units to the acre (du/a) in the Silver Terrace neighborhood to 70 du/a in Portola Place.

Hunters Point Hill

Hunters Point Hill actually consists of several smaller neighborhoods, each often defined as a single street or housing development. There are two large public housing developments dominating the area, with adjacent SFRA-sponsored residential developments. The hilly topography and open landscape combine to afford dramatic views of downtown and the bay. Unlike anywhere else in Bayview Hunters Point and attributable to redevelopment and Housing Authority activities in the 1960s and 1970s, the area is characterized by suburban street layouts, including cul-de-sac arrangements.

There is a mixture of large three-story multi-family complexes and two- or three-story single-family houses. In general, single-family or duplex units have rear yards and multi-family housing is set into an open landscape with smaller parks and playgrounds interspersed. The existing architecture of the public housing complexes is spare and with little ornamentation, while single-family and duplex housing tends to reflect suburban styles. Parking is either concentrated in surface lots or incorporated into individual private garages.

There is a mixed degree of remodeling and restoration seen throughout the area, with the San Francisco Housing Authority charged with rehabilitating public housing and upgrading facilities. Though there is much lacking in the style of the built architecture, the open views should be preserved. Field surveys indicate an estimated net density range (counting the land area within the blocks but not the streets) of as much as 100 dwelling units to the acre for large blocks with three-story multi-family structures to approximately 30 du/a in the more suburban style developments.

Bret Harte

The Bret Harte neighborhood area is also fairly large, with smaller neighborhoods contained within it. The topography is more varied than the central part of the community, with a regular grid of streets overlaid on small hills, often affording expansive views. In general, the area is much like central Bayview; characterized by a mixture of two-story single-family houses, duplexes, and larger apartment buildings. Older houses tend to have side or front yards, often with mature trees. Many homes have front porches and/or stairways to the street.

Churches and businesses, some in converted residential buildings, are interspersed along the regular grid of wide

streets, typically at street corners or on arterial streets closer to Third Street. At the edges of the neighborhood, streets have residences on one side and industrial businesses on the other, with little in the way of buffers. There is a fair amount of variation in the bulk and heights of buildings, coupled with a wealth of architectural styles and color treatments. Many Period and Mission Revival styles are present, interspersed with Art Moderne townhouses. Some houses have separate garages located in the rear or side of the lot while others have front yards with driveways or small garages tucked into the first floor.

There is a mixed degree of remodeling and restoration seen throughout the area. There is also comparatively greater need for housing restoration and maintenance. More opportunities for infill can be found in this part of the community. Field surveys indicate an estimated net density range -- counting the land area within the blocks but not the streets -- of approximately 32–36 dwelling units to the acre (du/a). The actual counts may be higher due to undercounted back houses or other rental units. As in the Town Center, it is important to note that these counts need to be adjusted for other land uses within the block – businesses, churches, and other institutions. This “effective net density” increases the range to 45–65 du/a.

DEVELOPMENT CASE STUDIES

The following development case studies illustrate an array of residential options that serve the larger goals of the Bayview Hunters Point community. Two general categories of neighborhood type include residential and residential mixed-use. The case studies range in their provision of affordable ownership and rental opportunities. Architecture and site planning details including parking are explored with attention to neighborhood “fit” and provision of community space.

A. Residential Neighborhoods

PARKVIEW COMMONS, SAN FRANCISCO – AFFORDABLE OWNERSHIP DEVELOPMENT

This case study is valuable for Bayview Hunters Point as an example of condominiums built for low to moderate-income first-time homeowners. The development also illustrates how neighborhood concerns, when addressed in an open community forum, enhance the design program for any site in an established residential area. The project consists of 114 affordable housing units with a range of sizes for all household sizes: 16 one-bedroom, 26 two-bedroom, 38 three-bedroom, and 34 four-bedroom units. They are divid-



Pedestrian pathways at Parkview Commons are well lit and bordered by flower gardens and major tree plantings. Photograph by John Sutton.

ed into three-story flats facing the streets and two-story mid-block cottages.

The fifty-foot grade change is traversed by well-lit pedestrian walks bordered with flower gardens, also built into the site plan to feel like an Italian hill town. The architecture reflects a Mediterranean influence developed to reflect existing neighborhood characteristics including compatible street edge setbacks, heights, and bay modulations. Two Art Deco style gymnasiums belonging to the former school on the site were saved and converted into a community center and classrooms.

Auto access is restricted to small interior drives leading to either individual garages or small garages off parking courtyards. Parking garage access is connected to stairways with direct internal access to the townhouse units, providing security for homeowners.

Because the land is leased to the City by the San Francisco School District on a long-term basis, residents purchase their dwellings but lease the land under them for a small amount of money. To offset the subsidy, the City holds a sec-

ond mortgage with a lien making up the affordability gap; to ensure long-term affordability, the City also obtained the right to purchase the property from the school district and a right of refusal for as long as the owners have the home.

CHURCH STREET APARTMENTS, SAN FRANCISCO — NON-PROFIT AFFORDABLE RENTAL DEVELOPMENT

This case study shows how relatively high density apartments with a range of bedroom sizes can be sensitively designed to fit existing neighborhood scale and character. Built by Bridge Housing, with affordable housing financial assistance from SFRA, the Church Street Apartments occupy the block adjacent to the San Francisco Mint at Church and Duboce Streets. The design process incorporated community input about architecture and neighborhood needs.

The development includes a total of 93 units on a 1.02 acre site, along with a community room with a computer lab, day care facilities, under-structure parking, and a central open space with both lawn and tot lot areas. There are 31 one-bedroom apartments, 34 two-bedroom flats and apartments, and 28 three-bedroom units. The City approved a 25 percent reduction of parking with a one space per unit formula because of direct access to an adjacent Muni station. The reduction in parking space requirements led to more money available for amenities.

Overall residential density is 90 dwelling units to the acre, but appears much lower because of breaks in the facades, bay windows, and landscape. The architectural styling and dimensions take cues from neighborhood Victorian and Edwardian townhouses, with a combination of three and four stories in concert with the downward slope of the street.

SOJOURNER TRUTH TOWNHOMES, BROOKLYN, NY — AFFORDABLE OWNERSHIP INFILL DEVELOPMENT

This case study provides an example of self-sustaining affordable ownership for the Bayview Hunters Point community. The development consists of 68 attached, two-family townhouses in which low-income, first-time homeowners occupy the first level and the finished basement while either renting the second floor unit or sharing housing costs with extended family members.

68 one- to two-bedroom flats and 68 two- to four-bedroom townhouses have transformed what were once debris-filled vacant lots into a vibrant neighborhood addition. Each set of buildings has front and back yards for community use and children's play. Each townhouse or flat has self-con-

tained laundry facilities. A total of 68 off-street surface parking spaces were placed in the rear of the housing units to fit the surrounding neighborhood context.

HAYES VALLEY, SAN FRANCISCO — AFFORDABLE RENTAL REHABILITATION: HOPE VI PUBLIC HOUSING

This case study is important because social good was achieved through the renovation of public housing serving many deserving people who struggle financially. At the same time, it offers a platform for future discussions about how to reconnect residents after reconstruction is complete.

Hayes Valley Apartments, located at Fell and Webster Streets, is the result of a reconstruction effort with the assistance of \$22.5 million in federal Hope VI grants and \$18.6 million in private funds. A total of 449 bedrooms for families were constructed to replace the original 463 units, predominantly studios and 1-bedroom units.

An additional \$1.6 million in Hope VI funds have been used to create a Community and Supportive Services Plan, which emphasizes the connection of residents to economic opportunities and fosters family self-sufficiency.

Residents who were temporarily relocated were given the first right to return to the new housing. The 264 families who were relocated from Hayes Valley North and South received regular newsletters, notices and other information about the progress of the project during the construction period. Those who returned received pre-screening counseling about money man-



Entry facade of typical infill unit of the West Town II affordable housing development in Chicago, Illinois. Photograph by Wayne Cable.

agement skills, community involvement opportunities, and compliance with lease requirements. On the basis of the experience with Hayes Valley, the Housing Authority has made even more intensive provisions for the HOPE VI grant to rehabilitate Hunters View.

WEST TOWN II, CHICAGO, ILLINOIS — PUBLIC/NON-PROFIT INFILL DEVELOPMENT

This case study is valuable for Bayview Hunters Point because it shows how localized job-training can be incorporated into building affordable housing. A local community organization joined with private developers to build this development in Chicago's "West Town" neighborhood, three miles northwest of the Downtown Loop. A Section 8 grant from the US Dept. of Housing and Urban Development was crucial to the construction of housing affordable to low and very low-income families and individuals. Unlike most city construction projects, West Town II employed a large number of neighborhood residents through a jobs-for-residents program.

The design process, from planning through finishing details, incorporated community input. Low, ornamental fencing was used on small private front yards, with higher fencing on rear and side yards. Parking is off side streets or back alleys.

B. Residential Mixed-Use Neighborhoods

LORIN STATION, BERKELEY — AFFORDABLE RENTAL AND MIXED-USE DEVELOPMENT

This case study is an example of a successful mixed-use and affordable housing development as part of a larger strategy to revitalize a struggling commercial corridor. For years, this Berkeley neighborhood has experienced high crime and disinvestment. The South Berkeley Community Development Corporation focused on economic development aspects, while the neighborhood organization pursued discussions with the city of Berkeley and development team about parking concerns, open space needs, compatible building heights, and the character of future residents.

The result is small-site affordable rental housing development for low-income families and individuals, with ground floor mixed-use storefronts designed to fit into the scale and character of the neighborhood. The 14 units include four one-bedroom, eight two-bedroom, and two three-bedroom apartments, combined with community/laundry facilities, a small courtyard open space with a playground, 4,500 square feet of retail/commercial space, and 16 under-building parking spaces set on one-third acre. Apartments are entered from a residential side street through a secured communal gateway.



The Lorin Station in Berkeley, California is a good example of mixed use and affordable housing as part of a commercial revitalization strategy.

HISMEN HIN NU TERRACE, OAKLAND — PUBLIC/NON-PROFIT MIXED-USE DEVELOPMENT

This case study is extremely valuable for Bayview Hunters Point because it illustrates how a large, low-income housing mixed-use development, sited along a major commercial corridor and within a BART transit node, serves as both a social and economic catalyst for neighborhood revitalization.

The development was supported by a grant from the City of Oakland, with considerable input from the local San Antonio Community Development Council and non-profit East Bay Asian Local Development Corporation. Community



Hismen Hin Nu Terrace includes flats and townhouses for low and very low income families as well as a community center, daycare facility and neighborhood commercial facing the main boulevard. Photograph by Janet Delaney.

workshops were held to design the site plan and help local residents understand the implications of housing density for affordability. A vote was held, with people choosing mixed-use four-story buildings along the boulevard and three stories on residential side streets. Neighborhood business owners provided input about first-floor commercial uses, leading to the inclusion of a childcare center, a two-story market hall with space for 19 vendors, and small-scale storefront retail. Separate retail parking is tucked into its own internal garage.

The program includes gracefully designed and warmly colored flats and townhouses for low and very low-income families and seniors, typically 50-60 percent AMI, over ground floor retail/commercial establishments and parking. Family dwellings include 30 three-bedroom and 10 four-bedroom units in townhouses. Seniors, couples and singles occupy 17 one-bedroom and 35 two-bedroom apartment units. A community center is integrated into the development, with landscaped interior courtyards located on both the street and upper levels above parking. The architecture reflects the Mission Revival style seen throughout the neighborhood, with the red tile roofs, trellised porches, and warm-colored stucco complementing the neighborhood's character.

Public art and cultural education displays were funded by a National Endowment for the Arts grant. The artworks were designed to reflect the ethnically diverse community with murals, sculptured panels, decorative tiles, and metal art such as the entry gate and fencing. Security was a major concern in the design process, including the gate, intercom system, and location of porches and windows providing views throughout.

COMMUNITY RECOMMENDATIONS

Maintain Housing Affordability in Bayview Hunters Point

THE COMMUNITY RECOMMENDS:

- Provide a balance between ownership and rental opportunities, with affordable housing incorporated into each neighborhood within the community.
- Assist existing residents earning 30 to 100 percent AMI who currently live in rental housing to become homeowners in the community through all available public subsidy programs, inclusionary affordable housing requirements, and creative measures bringing homeownership opportunities.
- Development teams should help educate and provide

citizens with creative measures for new affordable development, including second-unit rental programming, sweat equity and jobs-for-residents participation, and other measures that let people participate in making affordable housing a long-term reality.

- The community strongly supports affordable housing incentives for teachers and police to live and work within Bayview Hunters Point.
- Universities and colleges should partner with non-profit housing developers, private sector rental agencies, and public sector agencies to create new student housing opportunities, including new development and rental allowances for use in private residences.
- Strengthen preservation and assistance programs that serve the neediest residents who earn less than 50 percent AMI and who rent their homes, including seniors, single-parent families, and Section 8 renters. This includes public purchase of threatened affordable rental housing developments.

Enhance Neighborhoods through the Rehabilitation of Existing Housing

THE COMMUNITY RECOMMENDS:

- Strengthen public programs that offer financial assistance to current homeowners and vigorously conduct outreach and coordination of financial resources to those in need.
- Preserve existing residential neighborhoods through public grant programs specifically targeting seniors and single-parent householders experiencing oppressive housing cost burdens.
- Create partnerships with organizations and service groups that can donate labor, tools and materials to homeowners needing help with maintenance needs.
- Require landlords bring their rental properties into compliance with health and safety building codes. The Department of Building Inspection must be proactive, providing information about alternatives and assistance instead of condemnation whenever possible. When condemnation is necessary, the department should strenuously push for immediate demolition and rebuilding.
- Enforce the requirement that any rental development with more than 16 units have on-site management personnel with clearly defined rules and regulations. The owners and/or managers of existing large multi-family developments or buildings with crime problems must be held responsible for defining and enforcing solutions.

Promote Sensitive New Infill Development in Established Neighborhoods

THE COMMUNITY RECOMMENDS:

- Public funds should be used to help non-profit developers acquire empty lots or abandoned housing units to create new affordable housing.

- Enforce the health and safety laws requiring the proper maintenance of vacant properties and provide the opportunity for homeowner association and other community-based recommendations guiding future disposition.
- Developers and others must provide early opportunities for adjacent neighbors to inform site planning for infill projects.
- The community strongly supports a stricter and more powerful blight elimination ordinance, specifically dealing with properties that are identified as crime sites, are burned and boarded, or are otherwise causing long-term negative effects on neighborhoods.

Promote Residential Mixed-Use Development in Appropriate Locations

THE COMMUNITY RECOMMENDS:

- Focus residential mixed-use districts in appropriate locations along the Third Street Corridor and other identified areas, especially related to transit centers.
- Developers and city agencies must work together to pre-lease retail/commercial space so ground-floor space is not vacant before the residential component is occupied. This includes working with local business associations and others to inform what kinds of businesses are needed and desirable.
- The community recommends the incorporation of unique sculptural architectural forms and treatments at gateways and prominent intersections.

Require New Residential and Residential Mixed-Use Developments "Fit" into Bayview Hunters Point

THE COMMUNITY RECOMMENDS:

- Protect the quality of existing residential neighborhoods through land use controls, such as the City's zoning code and "Residential Design Guidelines," and the provision of both land use or landscape buffers. For example, an area allowing office uses and/or mixed-use can protect residences from industrial areas.
- Require variation in the bulk and height of development, with sensitivity to the context of existing building heights. Large-scale buildings must have sufficient articulation of façade and massing (bulk and height) in order to complement existing building patterns and rhythms.
- Require developers to reflect local character through prototype analysis and community design review. Large development projects will require an extensive input process, including design charrettes conducted at the beginning of the design process.



The Friends of Islais Creek have initiated the creation of some of Bayview's newest open spaces and waterfront access around Islais creek. Pictured here is the Islais landing mini-park and boat launch.

COMMUNITY GOALS AND THE CITY'S SUSTAINABILITY PLAN

The Bayview Hunters Point community shares the goals, objectives and actions stated in the Sustainability Plan for San Francisco, adopted by the Board of Supervisors in 1996. Several community members participated in the creation of this plan and work towards its implementation today. Four major goals for City action are at the heart of creating a sustainable civic and natural landscape in Bayview Hunters Point:

- Provide numerous attractive and vegetated urban oases, parks, squares, recreation facilities, and tree-lined streets
- Ensure the adequate maintenance of these vital resources
- Provide additional public funding and training for maintenance
- Expand public participation.

The City of San Francisco has committed itself to expanding the civic commitment to, and opportunities for, public participation in “green” resources and recreational facilities. The public has responded by approving recent bond measures that help fund these efforts. National studies show that resident commitment to parks and open spaces, recreation and street-tree programs becomes even stronger with increased involvement in hands-on activities to design, create, and maintain them. Volunteer programs are not, however, visualized as a substitute for strong governmental leadership and commitments to fund the construction, restoration and maintenance of urban forests, natural areas, community parks, and recreation programs.

Public open spaces and waterfront access are vital assets of a healthy and livable San Francisco. The ecological benefits of natural areas, community parks, plazas, and other open spaces are substantial: improved air quality, reduced water run-off and erosion, provision of vital wildlife habitat, and zones for groundwater recharge. Trees and other plants absorbing carbon dioxide improve the immediate human environment while lowering the city's contribution to global warming. This is particularly important in Bayview Hunters Point in terms of the air pollution reduction goals examined in the “Environmental Remediation and Community Health” section of this plan.

The civic landscape is not just an ecological asset, but an investment in the social fabric of the community and a critical component of economic development. Urban public open spaces serve a profound social and economic function by enabling people to connect with each other and the nat-



SLUG's urban gardening projects are helping to reclaim Bayview's historic natural resources. Courtesy SLUG.

I. OPEN SPACE AND THE WATERFRONT

The Bayview Hunters Point community seeks the creation of a network of public open spaces and recreational areas, restoration of ecological health to the environment, and reclamation of the heritage of its waterfront as a significant part of larger community revitalization efforts. The ultimate goal is an open space and waterfront system that sets the stage for a full-scale cultural and economic renaissance in Bayview Hunters Point. Ecologically healthy, safe, and beautiful open spaces and facilities will enhance the area's attractiveness as a place to live, work and play. Focused investment by the private, non-profit, and public sectors to develop new open space and facilities must be coordinated with efforts to renovate and maintain existing resources in order to create positive effects in and for the community.

There is a critical need for parks, playgrounds and recreation facilities to serve this community, characterized as one of the fastest growing in the City over the last two decades. As one of the most diverse, ethnically and economically, households in 1990 were typically families (89%) with children (59%). There is also a large component of single-female householders with children (22% versus 6% citywide). Average household size is much larger than that of the city (3.26 versus 2.3 citywide) with comparatively larger numbers of children, young adults and elderly.

While existing park and recreation facilities in Bayview tend to be small and disconnected from both the transportation system and each other, this area was once one of the most ecologically diverse and beautiful in San Francisco. It was a natural location for human settlement with gently rolling grassy hillsides, abundant fresh water springs, a perennial creek and tidal wetlands dense with wildlife, all interacting with 14 miles of bay coastline. The unique “sense of place” felt in Bayview Hunters Point has much to do with its original ecological framework: a combination of rolling topography and splendid views, remnants of the original landscape, and bay shore frontage.

Only remnants of the historic landscape still exist, ironically due to the very uniqueness of the natural habitat, namely the natural deep-water harbor. The original Bayview Hunters Point waterfront and flatlands underwent massive reconstruction to support commercial shipping needs and industrial development in San Francisco. Ultimately, the area's development as a major industrial area culminated in a disjointed system of land uses and a largely inaccessible waterfront. What is being called for today is a new reconstruction effort, one that serves the future well-being of both the community and the City.

Recommendations formed by the community to restore, enhance and develop its open space and waterfront system are to:

- *Create a park and recreation system equal to that in other City communities;*
- *Establish a “green infrastructure” of streets, walkways, stairways and bridges to interconnect open spaces, bay waterfront and inlet areas, and public transit;*
- *Restore waterfront and other natural areas while providing enhanced public access by completing and expanding the Bay Trail;*
- *Create a new large recreational park with a full spectrum of league sports and other facilities; and,*
- *Improve existing parks, community gardens, neighborhood recreation facilities and playgrounds with sustainable maintenance and programming.*

ural world, bringing residents and visitors together for enjoyment, recreation, spiritual renewal, and education. They provide gathering places to celebrate the arts and cultural diversity, and to engage in political discourse and athletic competition. They enhance the experience of walking, shopping, working, traveling and living in the City.

Parks, squares, and street trees are capital improvements, just like investments in roads and civic infrastructure. Adequate maintenance is a critical part of this capital investment. Numerous studies have shown that parks and street trees increase property values, generating more tax dollars for city coffers. In order to capture both the economic and ecological benefits of the civic landscape and spark truly sustainable civic involvement, we must provide all residents of the City access to the bay, natural open spaces, parks, playgrounds and recreation facilities.



Photo courtesy San Francisco Public Library

THE STORY OF BAYVIEW HUNTERS POINT is that of an area rich in natural resources. Below is an excerpt from the *Alta California* newspaper in 1849 about a potential new city at Hunters Point:

“THE SITE IS LOCATED ON THE BAY OF SAN FRANCISCO, two miles southerly of the city of San Francisco, and in plain sight of the shipping in the harbor. The same depth of water found in the harbor of the city of San Francisco is to be found in the harbor of the city of South San Francisco and along the bay between the two harbors. This harbor is more surely protected from the wind than the harbor of the City of San Francisco, and ships of the heaviest burden may lay within a boat’s length of the land at many points, and quite close, generally along the whole front of the city, affording the best facilities for discharging cargo. The land rises in a gentle slope from the water, and is composed of a rich clay soil. There are extensive stone quarries, and springs of fine running water are found on the face of the hill in many places. The character of the soil always keeps the air free from dust or sand. The surrounding scenery is highly picturesque, and a more pleasant place for residence, or a more convenient place for business is not to be found on the bay. A stream of the finest water in California and sufficient in quantity to water both cities, and all the shipping that may ever lay in their harbors forms the northern boundary of the city.”



OPEN SPACE ISSUES AND COMMUNITY NEEDS

Despite the existence of Golden Gate Park and other large parks within city limits, San Francisco’s provision of urban open space is actually far below the national standard of 10 acres of open space per 1,000 residents (there are 5.5 acres per 1,000 residents in San Francisco overall) and 200 street trees per street mile (80 to 100 in San Francisco). The southeastern part of the City provides even less open space per person or street trees per mile, especially in Bayview Hunters Point (3.5 acres per 1,000 residents and approximately 40 street trees per street mile on average).

Creating an effective open space and waterfront system that truly serves the needs of the community and that is fully integrated into the lives of Bayview residents will require a deep understanding of unmet needs coupled with opportunities for building upon existing strengths. Several open space needs assessments have been conducted over the last three years that will be reviewed in this section. General findings related to Bayview Hunters Point include:

- Along the waterfront, the history of industrial use and war-era constructions has made the shoreline inaccessible to the public.
- A ratio of 3.5 acres of public open space per 1,000 residents is woefully inadequate. Note that some of this open space is not technically accessible, such as the slopes adjacent to Silver Terrace or Bayview Hill.
- There is a lack of large-scale parks with facilities for organized league sports activities comparable to other neighborhoods of the City.
- There has been a long-term lack of adequate capital funding to maintain existing facilities or provide programs for residents, especially youth and seniors.
- There is no unified open space network linking open space elements and many citizens suffer from serious physical obstacles to accessing facilities.
- The activities of agencies and grassroots organizations are largely uncoordinated. The San Francisco Recreation and Park Department, Port of San Francisco, San Francisco Redevelopment Agency, California State Park Department, and various private owners of waterfront properties all share jurisdiction over individual portions of the open space network. In addition, various grassroots organizations promote stewardship of open space and improvements ranging from community gardens to creek restoration.

AN OVERVIEW OF OPEN SPACE STUDIES AND REPORTS

Action Plan Open Space Working Group, 1998–1999

The Action Plan Open Space Working Group, which includes the City’s Recreation and Park Department and the San Francisco League of Urban Gardeners, identified the following open space needs for Bayview Hunters Point:

Existing Facilities Need Help

Nearly half of all facilities in the community are underutilized due to poor conditions. However, maintenance has recently improved under new leadership at the City’s Recreation and Park Department. Three sites, India Basin Shoreline Park, Adam Rogers Park and Hunters Point Youth Community Center, recently completed new construction. While four parks are undergoing renovation construction, ten additional sites require capital improvements. Finally, there is a lack of adequate programming at recreation centers and nature areas.

Need for Indoor Recreation

There are no modern gymnasiums, fitness centers, roller skating rinks or bowling alleys in Bayview Hunters Point. Potential sites should be clearly linked to the Town Center.

Need for a Major Urban Park

There is a distinct lack of large-scale parks in the community with facilities for organized league sports activities comparable to other neighborhoods in the city. The working group advocated for the creation of a 70 to 100-acre park designed for active and passive use. The park should accommodate league games for football, soccer, baseball, and basketball with tennis courts, spectator seating, a gymnasium, playgrounds, walking and bike trails, lighting and seating throughout. Two urban parks in Hayward, California were identified as possible models: Kennedy Park and San Lorenzo Park. Potential sites include the “development opportunity site” on Cargo Way identified in the SF Port Waterfront Land Use Plan, the Pacific Gas & Electric plant site on Evans Avenue slated for decommission, or the undeveloped portion of the Candlestick Point Recreation Area site.

A Need for Coordinated Stewardship of Public Open Spaces

The Recreation and Park Department is unfairly criticized for the condition of spaces that are not under its jurisdiction, especially in Bayview Hunters Point where many “open spaces” are in private ownership or under the jurisdiction of other public agencies. A coordinated effort of public agencies, non-profit organizations and private owners of waterfront properties should be mounted to encourage the maintenance, use, and preservation of parks, open space and the waterfront.

District 10 Needs Assessment 1998-1999: San Francisco Recreation and Park Department

District 10, which includes Bayview Hunters Point, is a geographically large district with approximately 151 acres of existing or planned recreation and park facilities. New parks are needed throughout existing residential and emerging growth areas. As of 1999, the district required at least \$68,000,000 in repair and renovation for 32 existing park facilities. Buildings requiring substantial renovation include Joseph Lee Recreation Center, Milton Meyer Recreation Center and Hunters Point Gym. Parks requiring substantial renovation include Adam Rogers Park, Gilman Playground, Hilltop Park, Selby-Palou Mini-Park, Silver Terrace Playground, and Youngblood Coleman Playground.

The Department currently offers a number of after-school programs (eight latchkey sites, two of which have waiting lists, and one schoolyard site). Community Workshop results show a great deal of community interest in supporting and expanding youth programs and resources, including employment programs and job skills development. The Recreation and Park Department's community survey ranked after-school programs as the most important for youth (the highest of all districts in this category) and strongly emphasized that ethnic and cultural activities should be developed for integration with all programs and design strategies.

Coleman Advocates/Parent Advocates for Youth 1997 Park Report: "How Well Are Recreation & Park Programs Serving Our Kids?"

More than 50,000 children depend upon the City's existing Recreation & Park programs. To evaluate the quality of youth programs at public facilities throughout San Francisco, Parent Advocates for Youth (PAY) surveyed 21 recreation centers by visiting each site several times, reviewing activity schedules, observing program operations, and interviewing facility staff. Their report, *Report Card on Recreation and Parks*, summarizes these observations, conclusions, and recommendations in the form of a report card with a grade given to each facility. PAY gave an overall grade of C+ in their survey of facilities in Bayview Hunters Point. In the course of reviewing facilities, programs, staff and community needs, PAY members determined the following:

- Many recreation staff are experienced, motivated, and relate well to kids.
- Many quality programs are hindered by dangerously dilapidated facilities.

- A significant number of community residents are unaware of neighborhood recreation programs.
- Lack of administrative support for recreation staff often means fewer resources for kids.

Coleman Advocates for Youth and PAY members also conducted a city-wide survey of 500 park users that was included in the Report Card on Recreation and Parks. The number one request from park users was to "Renovate Play Structures." Next to proximity, parents said the playground was their #1 reason for picking a park. Residents clearly stated what they expect as the basics of a good facility: clean bathrooms, safety, and good playgrounds. The most common responses to the survey question "What is the biggest problem in (your) Park?" reflect the need to address these basics:

- 1 Poor conditions of bathrooms (29%);
- 2 Lack of maintenance of gardens, facilities and playgrounds (26%);
- 3 Safety concerns, including health hazards, dogs and criminal activity (24%); and,
- 4 Lack of programming: training of staff, materials and activities (18%).

Finally, parents evaluated 20 recreation centers, rating Joseph Lee Recreation Center and Silver Terrace with a rating of C+ and B- respectively. Both facilities received generally poor ratings for the conditions of their playgrounds and bathrooms. They found that the City's Recreation and Park Department's "Latch-Key Program" (after-school programs for youth six-12 years of age) in low-income areas are under-utilized. The Youngblood Coleman Park Latch-Key program was the only fully utilized Latch-Key Program out of four available in the Bayview Hunters Point community.

KDG Architects Youth Report, 1997

The KDG Architects Report²² reflects the responses of 70 Bayview Hunters Point youth who participated in four community workshops focusing on future improvement plans for Bayview Hunters Point. Youth participants identified poor maintenance conditions as the most negative factor affecting their use of parks and facilities, further emphasizing a need for expanded facilities and programs.

The most basic findings of this study are that local youth want physical improvements to existing parks, including improved maintenance of playgrounds, new play structures and new sports equipment. Furthermore, youth participants identified needs for the creation or expansion of the following activities or services: Teen Club, roller skating rink, recreational programs, tutoring programs for after



Bayview's Candlestick Point State Recreation Area is a natural resource visited by schoolchildren citywide.

school, football field, bowling alley, basketball courts, music/art/cultural center and health club/ gym.

THE GATEWAY PROJECT AND "OASIS PLAN FOR BAYVIEW HUNTERS POINT"

The Bayview Hunters Point Project Area Committee (PAC) received a grant in 1999 to create an exploratory document called the "Bayview Hunters Point Open Space and Gateway Proposal." Oasis Architecture and Planning and OGUN Design-Build were selected by the PAC to facilitate a community-based process, with the primary goals of defining five "community gateway" locations with design concepts and formulating options for a new large-scale park. They also studied issues related to the creation of a comprehensive open space network. A copy of this document is available for review from the Bayview Hunters Point PAC.

The process included pulling together findings from previously conducted needs assessments, reviewing relevant community input, conducting a series of new public workshops focusing on gateways and a new major park, and pro-

ducing an interactive display at the community's annual *Third Street Faire* to discuss open space issues and gain public input on the gateways.

Community Gateway Project

Map 20 shows the locations of the gateways chosen by the community. Five major areas were chosen to mark significant transition areas leading to the Town Center. Each gateway was given a theme to reflect the importance of the location:

- The northern gateway, referred to as the "Art Center Gateway," is located on Third Street adjacent to Islais Creek and the India Basin Industrial Park. The design concept is nature-focused, reflective, and emphasizes connections to the ecological habitat of the waterfront.
- The western gateway, referred to as the "Marketplace Gateway," is located where Oakdale Avenue intersects with Bayshore Boulevard. The design concept is meant to reflect the industrial and marketplace power of the community.
- The central gateway, referred to as the "Town Center Gateway," is located in the Bayview Opera House Plaza on Third Street. The design concept reflects the Opera House as an important historic landmark in the heart of the community.
- The southern gateway, referred to as the "Gilman Threshold,"

Map 20

Oasis Plan Community Gateway Locations

For Illustrative Purposes Only



- Existing Public Open Space
- Planned or Designated Public Open Space
- Proposed Gateway Locations
- Proposed Public Open Space
- Study Areas for Open Space and/or Waterfront Access
- Recreation Facilities
- Third Street Light Rail Stations
- Bike Route

is located where Third Street intersects with Gilman Street. The design concept is that of a community crossroads.

- The eastern gateway, referred to as the “Innes Avenue Children’s Bridge,” is located adjacent to the entry to the Shipyard. The design concept is that of access and connection.

The design typologies for the gateways evolved from studies of Egyptian, African, Hispanic, Samoan, Asian, European, and American traditions and art forms in order to seek expressions of multiple cultural histories that make up Bayview Hunters Point. Symbolic forms selected by community members included Asian granaries and silos, Ethiopian obelisks, Native American totems, Samoan textiles, and Central American monuments. An underlying goal was established that each gateway should be built from local materials (including bronze, concrete and glass mosaics), respond to opportunities of specific site conditions, use resources associated with the old ship-building and industrial facilities in the community, and incorporate a guild-type community design-build process, especially targeting involvement with local youth.

Community Planning for a Major Public Park

After reviewing stated community needs and developing a program profile for a new major park, land opportunities were analyzed. The program profile called for playing fields for league sports and open lawn areas, tennis and basketball courts, a running track with bleacher seating, an amphitheatre with pavilion house and gardens for weddings and receptions, children’s playgrounds, museums and gallery spaces, and a botanical garden/plant nursery area providing environmental education and plants for restoration projects throughout the community. The size range for this profile was determined to be approximately 70 to 100 acres. In comparison, Golden Gate Park is 1,017 acres in size.

Potential locations included open land within and surrounding Candlestick Point State Park. This site was considered unlikely due to potential development conflicts. The second potential site on Bayview Hill was rejected due to steep slopes and a lack of accessibility. Finally, surplus property located behind Pier 90-96 in the Port of San Francisco was evaluated and development conflicts assessed.

The community embraced the Port surplus land as a location for the following reasons:

- The park would enhance the waterfront and make it more accessible;
- The park would be adjacent to the recently restored Heron’s Head wetland project;
- The Bay Trail would provide connectivity; and,



Integrated youth programs are an essential component of maintaining active, healthy open spaces. Courtesy SLUG.

- The park would have an important relationship with the San Francisco Housing Authority’s HOPE VI housing modernization grant proposal.

The approach taken by the Oasis Plan calls for building the park in conjunction with revenue-generating improvements and activities to pay for on-going maintenance. The park was further conceived as a catalyst to revitalization throughout the community by improving the waterfront.

Future of the Oasis Plan

The Oasis Plan is a conceptual document only. Its primary importance lies in exploring meaningful community needs, issues, and cultural information for design development. Some of the recommendations have been wholly embraced through community debate via the PAC: the desire for gateways and their primary locations; improved accessibility to the waterfront; and the need for a large community park, preferably related to the waterfront. Other concepts require further discussion and resolution, both within the community and by organizations, departments and agencies that are part of a larger team working to improve the open space system in Bayview Hunters Point.

The PAC seeks to continue the location explorations for the large recreational park through on-going discussions with the City’s Recreation and Park Department and the Port of San Francisco to determine where such a park could be developed. As for the gateway concepts, the San Francisco Redevelopment Agency will continue the process as part of redevelopment planning where possible and otherwise help the community move forward with deliberations.

Map 21

Existing, Planned and Proposed Public Open Space (Numbers Correspond to Figure 28)

For Illustrative Purposes Only



Heron's Head Park: "During the last year, more than 400 school kids from surrounding neighborhoods have already visited this wetland site," said Mayor Willie L. Brown, Jr. at the 1999 dedication ceremony. "Heron's Head Park will be a training ground to inspire and educate San Francisco's next generation of botanists, biologists and environmental advocates. Now school children from Bayview Hunters Point, Potrero Hill and the Outer Mission can study wetlands in their own backyard." Courtesy Port of San Francisco.

EXISTING PUBLIC OPEN SPACE IN BAYVIEW HUNTERS POINT

Map 21, *Existing, Planned and Proposed Public Open Space in Bayview Hunters Point*, shows where approximately 151 acres of existing public parks and other open space is located. The map also illustrates proposed additions to the system that work to create a more comprehensive and accessible system. Today, the Recreation and Park Department and the Port of San Francisco steward 112 acres of natural areas and wetlands within the community including Bayview Hill, India Basin Shoreline Park, Heron's Head Park, and the Palou-Phelps Natural Area. The Recreation and Park Department also oversees the maintenance of 3Com Stadium and grounds adjacent to Candlestick State Recreation Area. Eleven city-owned parks and playgrounds in the community occupy approximately 34 acres. Another approximately five acres of small facilities are found within Housing Authority areas. These

smaller parks and playgrounds tend to have limited program activities within facilities that are in need of repair or modernization.

1. Natural and Restored Areas

BAYVIEW HILL PARK AND NATURAL AREA

Bayview Hill is a 40-acre park and natural area located on Key Avenue and Bayview Park Road, offering an unexpected refuge of wilderness for native California plants and animals rarely seen in other parts of the City, including the red-shouldered hawk. Recently, the San Francisco League of Urban Gardeners (SLUG) received grant funding from the Recreation and Park Department to build trails, restore natural habitat and develop an outdoor amphitheater. Community barbecues and workdays are important components of collaboratively finishing the project with the community and are most successful in facilitating increased neighborhood involvement.

HERON'S HEAD PARK AND WETLANDS RESTORATION PROJECT

Over a 20 year period, the 25 acres of shoreline also known as Pier 98 took on a shape that looks from the air like a heron's head. In 1998, the Port of San Francisco began converting a former toxic landfill into a five acre tidal salt marsh located at the foot of Cargo Way off Third Street. The enhancement of existing wetlands and creation of five acres of new tidal salt marsh was funded with \$2 million in grants from several agencies, including the Port, the Association of Bay Area Governments Bay Trail Program, the California State Coastal Conservancy, the City of San Francisco Public Utilities Commission, and the EPA's Urban Resources Partnership. The wetlands restoration project also included several local environmental groups, schools, and community volunteers who have contributed regularly to the enhancement of wetlands and public access trails on San Francisco's southeastern waterfront. These include the San Francisco League of Urban Gardeners, the Southeast Alliance for Environmental Justice, the City College of San Francisco Center for Habitat Restoration, the Golden Gate Audubon Society, and the Bayview Hunters Point Project Area Committee.

The Heron's Head Park Wetland Restoration Project removed asphalt and other potentially harmful materials from the marsh and re-vegetating the zone between the wetlands and upland areas while preserving different habitat types to serve a diverse wildlife population. The new mudflats, intertidal ponds, tidal channels and salt marsh now offer a haven for birds and other wildlife species such as Snowy Egrets, Cormorants, Brown Pelicans, Mud Crabs and of course Herons. Nearly one-third of a mile of the San Francisco Bay Trail offers great views of the bay and City. Other project improvements include pathways, benches, a fishing pier and interpretive signs that help educate visitors about salt marshes and sensitive nature of the wetlands habitat.

CANDLESTICK POINT STATE RECREATION AREA

The Candlestick Point State Recreation Area is a state park featuring an open natural landscape with walking/biking trails and picnic areas providing scenic vistas of the bay. The park follows the waterfront around Yosemite Slough and wraps around 3Com Park (Candlestick Park), home of the San Francisco 49ers. In 1977, the California Legislature voted to develop approximately 115 acres of state-owned land as the first urban recreation area in the state. The California State Department of Parks and Recreation held more than 60 public meetings to help decide how to develop the land, then drew up a general plan. The main interpretive themes of the original general plan included San Francisco Bay ecology and

the area's unique physical environment. Since 1977, 37 acres of the state park winding along the southern waterfront have been planted and improved. More than 50 acres north of the stadium are semi-developed into use as overflow parking during football games. Another 28 acres wrapping around Yosemite Slough to the north are undeveloped. The community has advocated the development of remaining land into additional parkland.

The current park includes running and walking trails, bird watching activities, fishing from two different piers with fish-cleaning facilities, and windsurfing. There are several wind-sheltered tables and barbecue areas, most offering spectacular views of the bay. In addition to the two piers, there are also a number of sites along the shore for fishing. Depending on the season, catches include halibut, shark, striped bass, sturgeon, perch, and flounder. Special cultural and educational programs are scheduled throughout the year, including guided nature walks, fishing instructions, bird walks, tide pool and mudflat walks, and bay ecology talks. Bird watching is best in winter, but visitors may see owls, crows, hawks, pelicans, egrets, and other species throughout the year. Rabbits and squirrels also make the park their home. "Windharp Hill" is a unique section of Candlestick, featuring wind chimes and harps that fill the air with music as visitors walk by on breezy days. Candlestick also features an area for community gardens where community members can plant vegetables and flowers in their own individual garden plots.

PALOU-PHELPS NATURAL AREA

The Palou-Phelps Natural Area includes two to three acres of steep hillside land that was originally slated for housing development. At present, a number of dirt pathways exist leading up to and through the open area. The Recreation and Park Department is working to purchase the property and oversee its conversion to a well-designed naturalized open space with viewing areas, natural landscape planting and stabilized pathways.

2. Connections and Pathways

THE SAN FRANCISCO BAY TRAIL PROJECT

The Bay Trail is a large-scale, 550-mile regional project designed to make the bay more accessible to the public. The City's General Plan endorses the project and calls for the Bay Trail to follow the water's edge whenever possible. The Bay Trail is currently planned as a loop through Bayview Hunters Point. The trail enters the community on Third Street, heading south over Islais Creek Bridge. From Islais Creek, the Bay Trail will turn east on Cargo Way and connect

with the Pier 98 Wetlands Restoration Project and Heron's Head Park. From the pier, the trail follows the water's edge through the India Basin Shoreline Park to the former Hunters Point Naval Shipyard. The Shipyard trail follows Innes Avenue around Hunters Point Hill and reconnects with the southern end of India Basin. After exiting the Shipyard, the trail continues south and connects to the future Yosemite Slough Park and Candlestick Point Recreation Area.

3. Existing Public Open Space in Bayview Hunters Point

The following chart on pp. 158-59 lists existing parks, playgrounds and other open spaces in areas of Bayview Hunters Point along with a description of facilities and important notes. Please note that the numbering on this chart corresponds with Map 21 and that the acres shown are approximate.

ORGANIZATIONS WORKING TO ENHANCE BAYVIEW'S OPEN SPACE AND WATERFRONT SYSTEM

State Organizations

CALIFORNIA DEPARTMENT OF PARKS AND RECREATION

The California Department of Parks and Recreation manages more than 260 park units, including the Candlestick Point State Recreation Area. The mission of the California Department of Parks and Recreation is to provide for the health, inspiration and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation.

Bay Area District Headquarters can be contacted at (415) 330-6300. 250 Executive Park Blvd., Suite 4900 San Francisco, CA 94134. Ronald P. Schafer - District Superintendent. E-mail: badhq@parks.ca.gov

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION (BCDC)

The 27-member San Francisco Bay Conservation and Development Commission (BCDC) was created by the California Legislature in 1965 in response to broad public concern over the future of San Francisco Bay. The Commission is made up of appointees from local governments and state/federal agencies, including appointments by the Governor, the Speaker of the State Assembly, the

State Senate Rules Committee, the Director of Finance, each of the nine Bay Area County Boards of Supervisors, the Association of Bay Area Governments (ABAG), the California Business and Transportation Agency, the California Resources Agency, the California State Lands Commission, the California Regional Water Quality Control Board, the U.S Army Corps of Engineers, and the U.S Environmental Protection Agency.

Among other duties, the Commission is charged with:

- Regulating all filling and dredging in San Francisco Bay (which includes San Pablo and Suisun Bays, sloughs and certain creeks and tributaries that are part of the bay system, salt ponds and certain other areas that have been diked-off from the bay).
- Regulating new development within the first 100 feet inland from the bay to ensure that maximum feasible public access to the bay is provided.
- Minimizing pressures to fill the bay by ensuring that the limited amount of shoreline area suitable for high priority water-oriented uses is reserved for ports, water-related industries, water-oriented recreation, airports and wildlife areas.
- Pursuing an active planning program to study bay issues so that Commission plans and policies are based upon the best available current information.
- Administering the federal Coastal Zone Management Act within the San Francisco Bay segment of the California coastal zone to ensure that federal activities reflect Commission policies.

San Francisco Bay Conservation and Development Commission, 50 California Street, Suite 2600 San Francisco, California 94111. Phone: (415) 352-3600. E-mail: info@bcdc.ca.gov

City and Regional Organizations

SAN FRANCISCO RECREATION AND PARK DEPARTMENT

The Recreation and Park Department's mission is to rejuvenate the human spirit by providing safe and pristine parks, quality programs, and employees who demonstrate a commitment to customer satisfaction. The Department has more than 220 recreation and park facilities, ranging from traditional parks such as Golden Gate and Union Square to neighborhood parks, natural areas, marinas, museums, golf courses, playgrounds, pools, ball fields and recreation centers. However, the city has not made a major capital investment in its neighborhood parks in over 30 years and a recent assessment estimated it would cost approximately \$400 million to meet the capital needs of the park system.

In April 1999, Mayor Brown initiated the Parks Renaissance,

EXISTING PUBLIC OPEN SPACE IN BAYVIEW HUNTERS POINT

The following chart lists existing parks, playgrounds and other open spaces in areas of Bayview Hunters Point along with a description of facilities and other important information. Please note that the numbering on this chart corresponds with Map 21 and that the acres shown are approximate.

Figure 28: Existing Public Open Space in Bayview Hunters Point		
Town Center		
Name/Location	Acres	Program/Facility Notes
1. Bayview Opera House Plaza Spaces <i>Third and Oakdale</i>	0.5	An Arts Commission community resource associated with Bayview Opera House, the plaza spaces are currently the focus of a redesign effort that includes artistic paving, pedestrian lighting, benches, a newly designed perimeter fence, marquis elements, landscaping and the renovation/upgrade of its outdoor theatre.
2. Joseph Lee Playground & Recreation Center <i>1395 Mendell Street</i>	1.8	The recreation center features a tennis court, play equipment and multi-level recreation center located on a hillside. The main floor of the building has a gymnasium, auditorium with stage, public restrooms and showers, and large activity room. The top floor is used for after-school programs, with an activity room and kitchen.
3. Palou-Phelps Mini-Park and Natural Area <i>Palou Avenue at Phelps</i>	0.7	A small park with steep walks, a basketball court and sand play areas. Stairs lead to a dirt path on the hillside above the park. Adjacent is the Palou-Phelps natural area.
4. Southeast Community Facility Children's Playground <i>1800 Oakdale Avenue</i>	0.1	A small playground associated with the Southeast Community Facility and City College that provides an artful play space for small children involved in facility run programs and events.
Total Acres	3.1	
Northern Industrial District and Silver Terrace		
Name/Location	Acres	Program/Facility Notes
5. Copra Crane & Old Pier 86 <i>Southern dead end of Indiana Street at Islais Creek</i>	0.1	Future San Francisco labor landmark, the Copra Crane is an iron tower approximately five stories tall and is the last piece of pre-container machinery remaining on the Port. To be maintained, along with small history museum, as part of the adjacent MUNI Diesel Bus facility, honoring the men and women whose labor built the Port of San Francisco.
6. Islais Creek Promenade <i>North shore of Islais Creek, west of Third Street</i>	0.8	This hard surfaced promenade is constructed on top of a large drainage structure that holds storm water run-off gathered from a large area of the City. The promenade provides public access at the creek shore and includes seat walls, railings and benches of custom design, and some trees. Currently, a skateboard mecca.
7. Islais Creek Landing <i>South shore of Islais Creek, west of Third Street</i>	0.4	A small public boat dock and sand ramp is for outrigger canoes. The area has picnic tables, native plantings, history signage, industrial sculpture and walkways.
8. MUNI Shoreline (work to begin 2001) <i>North shore of Islais Creek, between Indiana Street and I-280</i>	0.7	Future promenade connection to Islais Creek Channel's southern shore via a pontoon bridge. Project will include a large landscaped art installation based on the history of the Copra Crane. Also around the Bay Trail Spur.
9. Selby-Palou Mini-Park <i>Palou Avenue and Selby Street</i>	0.2	Restored by Caltrans, this small park consists of a grassy area with a paved walkway and benches.
10. Silver Terrace Playground & Clubhouse <i>Silver Avenue and Ledyard St</i>	5.6	The park has three game courts, two baseball fields, bleachers, a play equipment area and a small recreation center. Restrooms, showers and other rooms under the bleachers are locked and not in use.
Total Acres	7.8	
Hunters Point Hill and Hunters Point Shoreline		
Name/Location	Acres	Program/Facility Notes
11. Adam Rogers Park <i>Trigalls Street and Oakdale Avenue; south facing side of Hunters Point Hill</i>	3.9	Renovation project completed in 1999 improved the badly degraded playground and the addition of new play structures, a basketball court, bar-b-que grill, drinking fountain, lighting, a bathroom building, stone walls, stairs, railings, and pathways and new plantings.
12. Heron's Head Park <i>Cargo Way and Jennings Street</i>	25	The Heron's Head Park Restoration Project includes inter-tidal ponds, re-vegetating the zone between the wetlands and upland areas, preserving different habitat types to serve a diverse wildlife population, and removing asphalt and other potentially harmful materials from the marsh.
13. Hilltop Park & Playground <i>Whitney Young Circle at La Salle & Newcomb Avenues</i>	3.8	Recently renovated, this multi-level park consists of a restroom structure, a skateboard area, two play areas and many picnic tables.

14. Housing Authority Parks & Playgrounds on Hunters Point Hill <i>Westbrook, Hunters View, Hunters Point (East and West)</i>	2.75	- Boys & Girls club, community room, small basketball court and 3 ADA-accessible playgrounds. - 2 full-size basketball courts, 2 ADA-accessible playgrounds and 1 tot-lot. - Community Center and 1 playground. - 2 playgrounds.
15. Hunters Point Park & Recreation Center <i>200 Middle Point Road</i>	5.1	Park and recreation center.
16. India Basin Shoreline Open Space <i>South of India Basin Shoreline Park, north of Innes Avenue</i>	4.5	This project is happening currently. It involves wetlands creation and enhancements as a part of the SF Airport's environmental mitigation requirements. A simple asphalt path as part of the Bay Trail will be constructed along the top of a berm upland from the wetland area. Once the project is completed, funds from the Coastal Conservancy will be used to provide planting in the upland areas.
17. India Basin Shoreline Park <i>Located off of Hunters Point Road</i>	11	This park has been constructed in phases with the first having been completed in 1996. The second phase is currently under construction. The first two phases contain relatively passive design elements such as paths, tables, and bar-b-que grills. The master plan for the entire park contains enough work for potentially two more phases.
18. Milton Meyer Recreation Center <i>195 Kiska Road</i>	2.8	This center contains a recreation building, a gymnasium building (Hunters Point Gym), a sand play equipment area, and a grass ball field.
19. Ridgetop Plaza Park	0.8	Located on top of Hunters Point Hill, this plaza is under the jurisdiction of the San Francisco Water Department.
20. Shoreview Park <i>Lillian Street between Rosie Lee and Beatrice Lanes</i>	0.2	This hillside park consists of a sand play area and two picnic tables. Owned by the San Francisco Port Authority.
21. Youngblood Coleman Playground & Clubhouse <i>Hudson at Mendell and Galvez</i>	6.2	This multi-level hillside park consists of a small recreation center, tennis court, basketball court, soccer and baseball fields, a picnic area and two sand play areas. A paved area behind the building is divided into three tiers with a long switchback ramp linking the front and rear of the recreation center. The recreation center's activity room becomes an outdoor stage area when sliding doors are open. Public restrooms have interior and exterior access.
Total Acres	66.05	
South Basin Industrial District, Bret Harte and Bayview Hill		
Name/Location	Acres	Program/Facility Notes
22. Bayview Hill Park <i>Key Avenue and Bayview Park Road at Jennings</i>	26.1	This open space is designated primarily as a natural area and is undeveloped, with remnants of original California landscape. An existing service road is not accessible to pedestrians. As part of the Executive Park development, project sponsors have agreed to provide some funds to preserve some of their property as open space adjacent to Bayview Hill Park.
23. Bayview Park, Playground and Martin Luther King Jr. Pool <i>Third Street, bounded by Carroll, Keith, and Armstrong</i>	3.4	This park occupies a full city block and includes the new King Pool, a sand play equipment area, and grass baseball diamond with bleachers. Renovations to the playground area were made in 1992-1993. Work is currently underway on a total renovation of the pool and pool house facility; estimated date of completion: Summer 2001.
24. Bret Harte Gym <i>1035 Gilman Ave</i>	N/A	Schoolyard Recreation Site
25. Candlestick Point State Recreation Area	37	(See previous description of Candlestick Point State Recreation Area) Original plan called for an urban park totaling approximately 150 acres. 37 acres have been developed, while the rest of the property remains undeveloped and in need of environmental remediation.
26. Gilman Playground and Clubhouse <i>Between Gilman Street and Ingerson/Griffith</i>	7.0	This park has a small recreation center, a basketball court, picnic areas, a sand play area and a grass playing field. The City plans to add an ADA path, bicycle parking racks, and drinking fountain. The restrooms were recently renovated and are accessible thru the clubhouse.
27. Housing Authority public open spaces at Alice Griffith	0.2	Amenities include a "tot lot" and basketball courts.
28. LeConte Avenue Mini-Park <i>LeConte and Jennings</i>	0.1	The LeConte Avenue Mini Park was created as mitigation to residential development adjacent to Bayview Hill Park and Natural Area. The land is currently being transferred to the City's Recreation and Park Department.
Total Acres	73.8	

a citywide effort to restore and revitalize San Francisco's recreation and park system. The Parks Renaissance is a major civic undertaking that will insure that San Francisco captures this once-in-a-lifetime opportunity to return our park system to its historic place as one of the finest in the nation. The San Francisco Foundation and the San Francisco Chamber of Commerce also support the Parks Renaissance. The mission of this public-private partnership is to:

- Increase public and private investment in the recreation and park system;
- Enhance planning and operations in the Recreation and Park Department;
- Facilitate better cooperation between the agencies responsible for the planning, management and operation of parks and open spaces in San Francisco;
- Expand public awareness of the recreation and park system's importance; and,
- Encourage greater community participation in its planning and management.

Accomplishments to date include establishing offices at the Recreation and Park Department's headquarters and recruiting a talented professional staff. The Department has forged strategic alliances between city, state and federal agencies, civic, environmental and park advocacy organizations. One of the greatest successes was facilitating interagency cooperation with the environmental community and neighborhood organizations to build a 6.5-mile waterfront trail and wetlands restoration project at India Basin in Bayview Hunters Point.

FRIENDS OF RECREATION & PARKS

Friends of Recreation and Parks was created in 1971 to support the City's Recreation and Park Department programs. The organization raises money from memberships and donations to work on nearly 4,000 acres of park properties throughout the City. Friends of Recreation and Parks has also made possible the renovation of parks by neighborhood associations, seeding new ideas, rewarding initiative and enabling others to help promote access and interest in the parks and playgrounds of San Francisco. Over the years the organization has contributed several million dollars toward achieving these goals. Friends of Recreation and Parks is sponsoring the "Neighborhood Park Grants Program" for San Francisco community groups interested in improving their parks. Awards are between \$1,000 and \$10,000, made to groups or neighborhood organizations. While the grants fund modest improvements, the real goal of a proposal is to involve more neighbors in a local park to increase use and stewardship, and to generally strengthen the constituency for the park. www.sfparks.org.

NEIGHBORHOOD PARKS COUNCIL

The Neighborhood Parks Council is a coalition of community-based park groups actively involved in improving and restoring neighborhood parks in San Francisco. The Council provides a forum for sharing information and experience, arranging educational presentations and workshops for building group effectiveness, and increasing public and private support and commitment to the restoration and improved maintenance of our neighborhood parks, playgrounds and recreation facilities. The mission of the Neighborhood Parks Council is to help launch a renaissance in the parks and recreation system that will be sustainable for future generations. The expressed goals of the organization are to increase city government's commitment to urban parks and recreation programs, generate public awareness of the possibilities for improvements to city parks, recreation centers, and programs, provide ideas and solutions to improve the management of the park and recreation system and help create a true partnership between members and the Recreation and Park Department.

TRUST FOR PUBLIC LAND

Founded in 1972, the Trust for Public Land (TPL) is a national nonprofit organization working to protect land for human enjoyment and well-being, protecting more than a million acres in 45 states — from expansive recreation areas to historic homesteads to vest-pocket city parks. TPL pioneers new ways to finance parks and open space, promotes the importance of public land, and helps communities establish land-protection goals. TPL has been involved with completing the Bay Trail in Bayview Hunters Point and working with the Parks Renaissance team. TPL's legal and real estate specialists work with landowners, government agencies, and community groups to create urban parks, gardens, greenways, and riverways; build livable communities by setting aside open space in the path of growth; conserve land for watershed protection, scenic beauty, and close-to-home recreation; and, safeguard the character of communities by preserving historic landmarks and landscapes.

FRIENDS OF THE URBAN FOREST

Friends of the Urban Forest (FUF) is a community-based organization working in partnership with neighbors, community groups, businesses and city agencies to expand and maintain San Francisco's urban forest. It was founded in 1981 by a group of dedicated arborists who sought to alleviate the severe impact of deep municipal budget cuts that had forced the Department of Public Works to drastically reduce its street tree-planting program. Since then, FUF has planted over 33,000 street trees throughout San Francisco. This



Riding along the Bay Trail at Candlestick Point State Recreation area.

represents a third of all the City's existing street trees. FUF organizes Tree Care Days and Workshops, volunteer training, Tree Tours of the City's neighborhoods, and a school program. Get involved by calling (415) 561-6890.

Local Community-Based Organizations

FRIENDS OF INDIA BASIN PARK

Friends of India Basin Park is a group of residents, businesses and property owners concerned with improvement of the India Basin Shoreline Park and revitalization of the surrounding community while maintaining its maritime flair. The all-volunteer organization has been advocating for improvements to the India Basin shoreline and its surrounding area since 1995. Advocacy activities include providing a community voice at public hearings and meetings related to the shoreline, continued involvement in planning activities related to the expansion of India Basin Shoreline Park, organizing volunteer clean up and planting days, and hosting a yearly Easter egg hunt. Future projects include the installation of an art walk featuring local artists, which will be visible from park and water. For more information call Jill Fox at 415-285-9211 or e-mail jillo@sirius.com.

FRIENDS OF ISLAIS CREEK

Friends of Islais Creek has been dedicated to improving access to Islais Creek, Bayview Hunter Point's historic natural northern boundary, since 1986. Composed of a board of directors, dedicated staff, and volunteers, the group has been instrumental in rallying together City departments, advocates, residents, and nearby property owners to the common cause of improving Islais Creek and the surrounding environment. Major improvements the group has played

a major role in implementing include the creation of "Islais Landing," a small park giving access to the creek along its southern shore from Third Street, and the "Northern Promenade," a terraced walkway along the northern shore that provides full public access with vistas of the creek. For more information call Julia Viera at 415-826-5669.

FRIENDS OF HILLTOP PLAYGROUND

For more information call Barbara Ockel at 415-285-0334.

FRIENDS OF YOUNGBLOOD COLEMAN RECREATION CENTER

For more information call Sophia Bounds-Turnipseed at 415-695-5005.

SAN FRANCISCO LEAGUE OF URBAN GARDENERS

Please see description in The Link Between Childcare, Education, Training and Employment section.

COMMUNITY RECOMMENDATIONS

Create New Recreation Parks and Sports Facilities

THE COMMUNITY RECOMMENDS:

- Create a major urban park in the southeastern part of the City, approximately 70 acres or more. The park should include facilities for league-standard playing fields and courts for football, soccer, baseball, tennis, and basketball.
- Create new playgrounds wherever possible, especially related to schools and transit facilities.
- Build a large gymnasium and major youth center, combining sports with learning facilities within the Town Center. This could include a skating rink, bowling alley, and game arcade with multi-media computer labs, classrooms, and other community facilities.

Restore the Waterfront and Provide Enhanced Public Access

THE COMMUNITY RECOMMENDS:

- Restore access to a renovated waterfront through public purchase of properties where feasible and appropriate extensions of the Bay Trail, with widening of waterfront open space parks wherever possible.
- Increase public access to and provide amenities at waterfront inlets including Islais Creek, India Basin, and Yosemite Slough.
- Environmental clean-up must be mandated on all affected waterfront sites, using every legal and regulatory tool to bring about a clean and safe bay shore.

- Increase public participation in restoration and access improvement projects through all means possible.

Require a Sustainable Approach to Open Space Planning, Design and Maintenance

THE COMMUNITY RECOMMENDS:

- Require sustainable landscape design standards in all site planning, including natural drainage and storm water management techniques, erosion control, native and compatible plant palettes, wildlife considerations, etc.
- Use urban forestry techniques to mitigate air pollution and improve air quality.
- Link open space planning to water run-off patterns, increasing ground water recharge and reducing flooding hazards.
- Require plant and tree choices that are appropriate to the climate and that minimize use of irrigation.
- Require natural forms of weed and pest control and minimize use of poisons for these purposes to avoid pollution to the bay and ground water.

Create a Green Infrastructure System That Respects Community Form

THE COMMUNITY RECOMMENDS:

- Establish a framework of open spaces with a coordinated system of landscaped “Green Streets” that connect open space resources to each other, to transit links, and to the waterfront. A partial list of initial Green Streets should include Palou Avenue, Evans Avenue, Donahue Street, Hudson Avenue, and Carroll Avenue.
- A street signage system for open space and recreation facilities should identify “Green Street” routes through the community and linking to the Bay Trail or waterfront.
- Tree choices for planting on “Green Streets” should be limited to a few species, suited for the environment, with one species planted along a single street for easy “readability” by users.

Improve and Maintain Existing Parks and Recreation Facilities:

THE COMMUNITY RECOMMENDS:

- Redesign and construct the 30,000 square foot of public plaza space at the Bayview Opera House as a site for public and community events.
- Prioritize the restoration and rehabilitation of the Joseph Lee Recreation Center and Silver Terrace Playground. The City can work to help the community understand how to participate in this type of hands-on work at all our facilities.
- Enhance India Basin Shoreline Park with additions of land, facilities, and programming.
- Expand Islais Creek Landing with the goal of continuous pedes-



Bayview Park is located along Third Street and Carroll Avenue. The Department of Recreation and Park is working to finalize the new King Pool and Recreation Facility adjacent to the baseball diamond.

- trian access from the Bay and from surrounding neighborhoods.
- Develop the Yosemite Slough portion of State Parkland, expanding where possible.
- Create better signage at park entrances and within parks, with special emphasis on educational content.

Enhance and Expand Recreation Programs

THE COMMUNITY RECOMMENDS:

- Require initiative and cooperation within agencies and departments and form strong public/non-profit partnerships to strengthen existing programs resources. Suggested programs for prioritization include:
 - Expand Latch-key Programs at existing Recreation Centers, including advertising of services to parents, counselors and teachers.
 - Create new after-hour recreation programs for youth of all ages and expand hours of operation at Centers, with special emphasis on the arts and ethnic/cultural programs.
 - Create opportunities for more community gardening activities, especially those related to youth development and senior health.
 - Expand the San Francisco Police Department’s Operation Parks Safety Program.

The following chapter will apply the community’s area-wide program goals and recommendations of Chapter 4 at the neighborhood scale in focus areas. Community revitalization actions will be explored in specific plans provided for guidance in future decision-making. Based on the concepts developed for these focus areas, city agencies can respond with redevelopment plans and other implementation actions. ■ ■ ■

CHAPTER NOTES

PART I: ECONOMIC SOCIAL AND EDUCATIONAL PROGRAMS

- ¹ Refer to Chapter 2 for a larger discussion about co-location and synergy retail commercial strategies.
- ² Quoted from “The Main Street Approach: Making Downtowns Come Alive,” *National Trust for Historic Preservation*.
- ³ *The Health and Well-Being of Children and Youth in San Francisco*, San Francisco Department of Public Health Coordinating Council for Children, Youth and Families, November 1998.
- ⁴ “WHY USDA Presentation on Community Needs,” San Francisco League of Urban Gardeners, March 1999.
- ⁵ The Affordable Child Care Fund is composed of contributions from developers of large office and hotel projects required by San Francisco’s planning code to provide a child care facility or to pay an in-lieu fee to the City administered by DCYF.
- ⁶ “Third Street Corridor Study on Economic Development and Business Analysis,” Sedway and Associates, February 1993.
- ⁷ *Major Offenses Report*, City of San Francisco Police Department, 1997.
- ⁸ *Results of the 1997 Citizen Survey*, Anne M. Jenkins of the Controller’s Office, City and County of San Francisco, April 1997.
- ⁹ *Third Street Light Rail Economic Revitalization Strategies Report*, Pittman & Hames Associates for MUNI, City and County of San Francisco, 1998.

PART II: PHYSICAL PLANNING AND ENVIRONMENTAL PROGRAMS

- ¹⁰ Please see *Traffic Calming*, Planning Advisory Service Report Number 456, by Cynthia Howe for the American Planning Association, July 1995, p.9.
- ¹¹ All design of street crossings must be in adherence with *1991 American with Disabilities Act* standards.
- ¹² *Town Center Parking Survey*, conducted by the Duffey Company for Muni and the City of San Francisco, 1997.
- ¹³ S. Kaiser, “Commentary: Brownfields National Partnership” *Public Works Management and Policy*, 2(3), 196–201.
- ¹⁴ P. Meyer and T. Lyons, “Lessons from Private Sector Brownfield Redevelopers: Planning Public Support for Urban Regeneration,” *Journal of the American Planning Association*, Vol. 66, No. 1., Winter 2000.
- ¹⁵ Cited from *Draft Community Health Profile*, Bayview Hunters Point Health Assessment Report; Summary of Preliminary Reports, 1997.
- ¹⁶ *The Landscape of Our Dreams*, Bayview Hunters Point Community Advocates, Bayview Hunters Point Health and Environmental Task Force, and Southeast Alliance for Environmental Justice, 1999.
- ¹⁷ Letter to the San Francisco Bay View Newspaper, July 15, 1998.
- ¹⁸ The Department of Public Works Hotline Number is 415-641-2300.
- ¹⁹ U.S. Department of Housing and Urban Development; Bay Area Economics, 1999.
- ²⁰ Two different sources provide this range: ABAG’s *Projections 2000* indicate a 47 percent growth while projections prepared by Bay Area Economics using *Claritas* database modeling indicates a 23 percent growth.
- ²¹ Bay Area Economics, May 2000. Note that ABAG’s projections for 2000 indicate a median income figure of \$47,724 for the Bayview community.
- ²² This report is also discussed in Section C of this chapter, *Programs for Strengthening Our Youth*.