

# EXCELSIOR OUTER MISSION

## NEIGHBORHOOD STRATEGY



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## TABLE OF CONTENTS

### PART I

<b>CHAPTER 1: PROJECT OVERVIEW</b>	<b>02</b>
<b>CHAPTER 2: BUSINESS &amp; SERVICE PROVIDER SUPPORT</b>	<b>22</b>
Existing Conditions	24
Goals, Strategies, and Action Items	30
<b>CHAPTER 3: PUBLIC REALM</b>	<b>44</b>
Existing Conditions	46
Goals, Strategies, and Action Items	58
<b>CHAPTER 4: LAND USE &amp; HOUSING</b>	<b>74</b>
Existing Conditions	76
Goals, Strategies, and Action Items	94
<b>CHAPTER 5: MOBILITY</b>	<b>114</b>
Existing Conditions	116
Goals, Strategies, and Action Items	130
<b>CHAPTER 6: IMPLEMENTATION</b>	<b>144</b>

### PART II

#### APPENDIX

- A: Outreach Activities and Summaries
- B: 2017 Survey Results
- C: Working Group and Development of Strategies
- D: Focused Conversations
- E: Student Project



Photo by SF Planning.

CHAPTER 1

# Project Overview

*Working Group Vision:*

***As our neighborhood changes, we support, sustain, and enhance what makes our neighborhood special: Our families and elders, economic and ethnic diversity, small businesses, and local gems.***



# Project Overview

Strategy is a result of the coordination between the Planning Department, Office of Economic and Workforce Development (OEWD), the Excelsior Action Group and Supervisor Safai's office to develop solutions to these concerns.

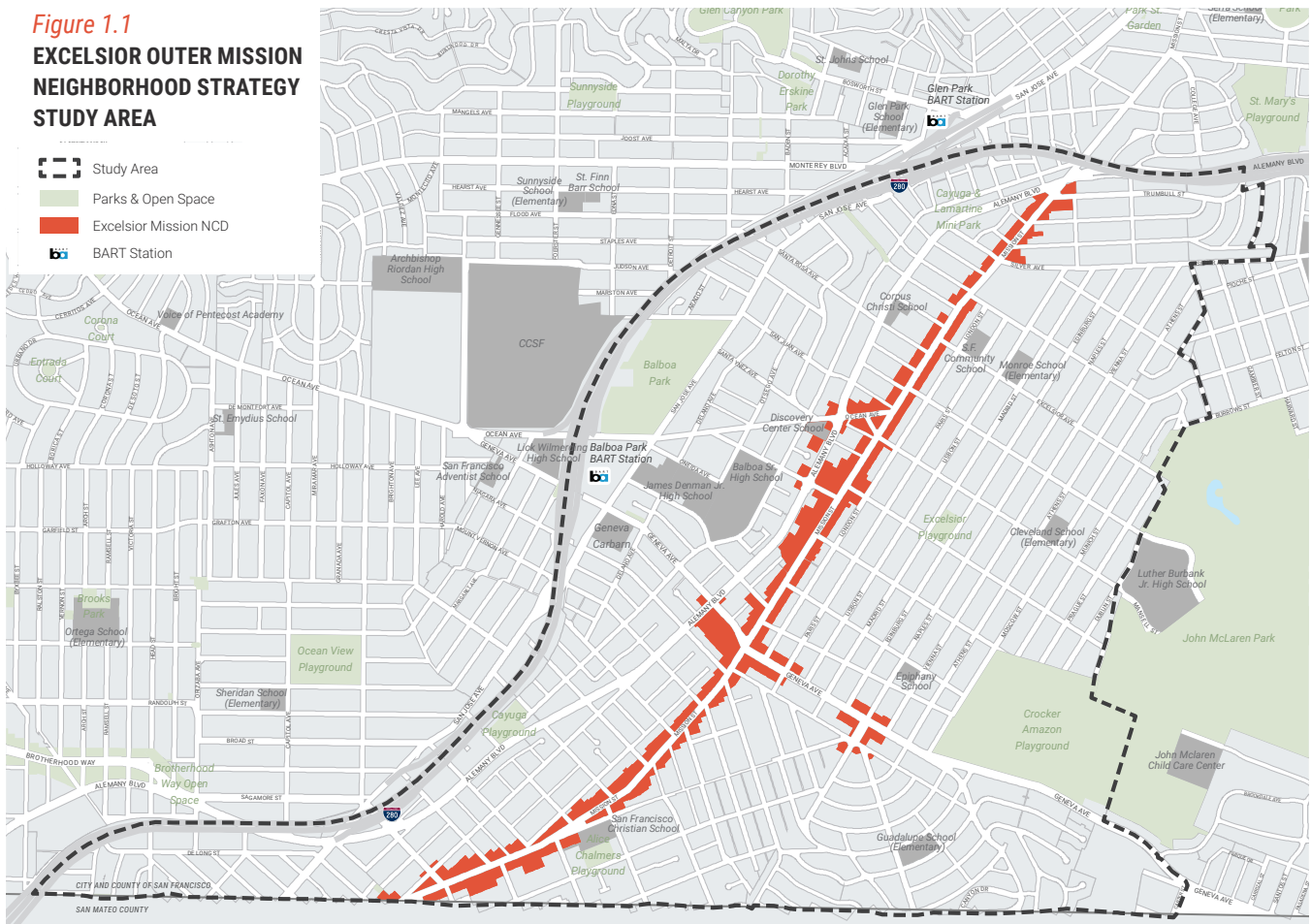
## INTRODUCTION

The Excelsior and Outer Mission is a thriving neighborhood with an active and engaged community. However, many residents feel the neighborhood, and especially the main commercial corridors of Mission Street and Geneva Avenue, need attention and investment from the City. The Excelsior and Outer Mission

## PROJECT SCOPE & PURPOSE

The Excelsior and Outer Mission Neighborhood Strategy aims to enhance the neighborhood's primary commercial corridor Mission Street and Geneva Avenue. Working together, the City and neighborhood stakeholders can leverage current and future investment to implement the neighborhood vision.

**Figure 1.1**  
**EXCELSIOR OUTER MISSION NEIGHBORHOOD STRATEGY STUDY AREA**



## THE EXCELSIOR AND OUTER MISSION NEIGHBORHOOD

This Strategy focuses on enhancing and improving Mission Street and Geneva Avenue, the main commercial corridors in the Excelsior and Outer Mission. However, the commercial corridor depends on the residential area and vice versa. Therefore, some goals and strategies touch on the surrounding neighborhoods, including the Excelsior, Mission Terrace, Cayuga Terrace, Outer Mission, and Crocker Amazon.

### NEIGHBORHOOD HISTORY

In the mid-nineteenth century, the commercial district and surrounding neighborhoods formed part of two Mexican land grants, called the Rancho Potrero Viejo and Rancho Rincon de las Salinas. These areas were used for farming and livestock grazing.

Following the Mexican-American War, the land was acquired by the United States in 1848, and it was converted into small tracts that were subsequently sold to homestead associations. Over the latter half of the nineteenth century, Irish, German, and Swedish farmers were drawn to this area because of its low-density, fertile land, and proximity to Islais Creek. During this period, economic activity centered on agricultural production. The area became a primary produce supplier for the rest of the city.

The development of transportation networks in the 1890s played a crucial role in connecting the city's downtown center to its rural outskirts. Streetcar tracks were built from Mission to Market Streets, and along Ocean Avenue. The expansion of transit lines helped to stimulate commercial activity on Mission Street, and small businesses, schools, and churches appeared in response to



**AMAZON THEATER, GENEVA AND MISSION STREET, 1944**

Photo from San Francisco Public Library

the growing demand for goods and services.

In the late nineteenth and early twentieth centuries, the Excelsior was populated largely by European immigrants, who were enticed by the availability of property. As the population grew, more houses were constructed, and streets were named after the countries from which the immigrants arrived.

By the 1920s, Mission Street was lined with delicatessens, bakeries, a macaroni factory, restaurants, pharmacies, and movie theaters.

Institutions such as the Italian-American Social Club, the Sons of Italy Social Hall and Cultural Center, and the Jewish Home for the Elderly (now the San Francisco Campus for Jewish Living) were popular spaces for community gatherings and offered many social amenities. Churches played an equally important role in the Excelsior community.

By the 1950s, Mission Street and Geneva Avenue offered a diverse array of retail outlets and home furnishing stores.



**GRANADA THEATER, 4631 MISSION STREET, 1964**  
 Photo from San Francisco Public Library

Over the latter half of the 20th century, the demographics of the neighborhood shifted with the influx of immigrants from Asia and Latin America. Businesses now reflect this change and restaurants offer more culinary options from Asian and Latin American nations. Mission Street and Geneva Avenue are still primary routes for public transportation and the main commercial corridors of the neighborhood. Each offers an array of restaurants, cafes, retail stores, beauty salons, and community and social services.

**DEMOGRAPHIC PROFILE**

In 2015, 63,250 people lived in the area. That includes a 4.9% growth in population since 2010. The median age was 41 years. 52.9 % of residents were born outside of the United States.

**MORE FAMILY AND LARGER HOUSEHOLDS**

The neighborhood has a much higher proportion of family households (76%) than San Francisco as a whole (65%) and those family households are larger in size (4.2 vs. 3.3). The average household in the Excelsior and Outer Mission is also larger (3.6 people) than San Francisco’s

**POPULATION**

**63,620**  
 vs 840,770 citywide

**MEDIAN AGE**

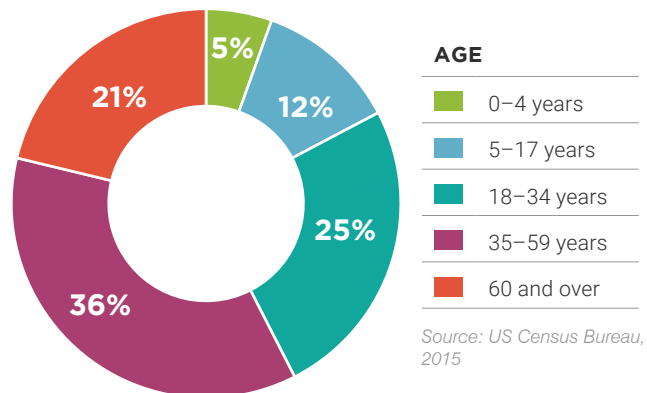
**41.4**  
 vs 39.9 citywide

**HOUSEHOLDS**

**17,610**  
 vs 353,290 citywide

**FAMILY HOUSEHOLDS**

**13,400**  
 76.1% of neighborhood households





average (2.3 people). This is likely due to the larger housing stock available in this neighborhood.

**DIVERSITY**

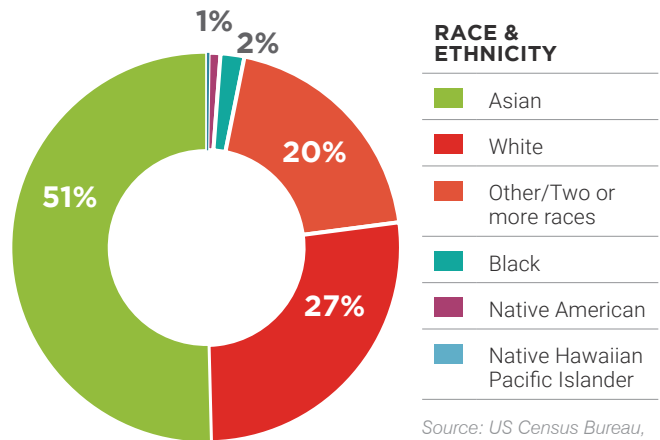
The neighborhood prides itself on its diversity. A majority (51%) are Asian, 31% identify as Latino, and 20% identify as two or more races. The neighborhood is home to recent immigrants: 52.9% of the population are foreign born.

**LINGUISTIC ISOLATION**

The neighborhood has a large population (21%) living in linguistic isolation, which means that all members in the household 14 years and older have at least some difficulty with English. This is significantly higher than the citywide average of 12.4%.

**INCOME, EDUCATION AND EMPLOYMENT**

In addition to being a place for new immigrants and families, the neighborhood is home to many people of low and moderate incomes. The median household income is \$70,610, which is less than the citywide median household income of \$81,950. The population with college degrees (20%) is lower in this neighborhood than in the city overall (32%) and 30% of the residents work in the services sector (compared to 17% citywide).



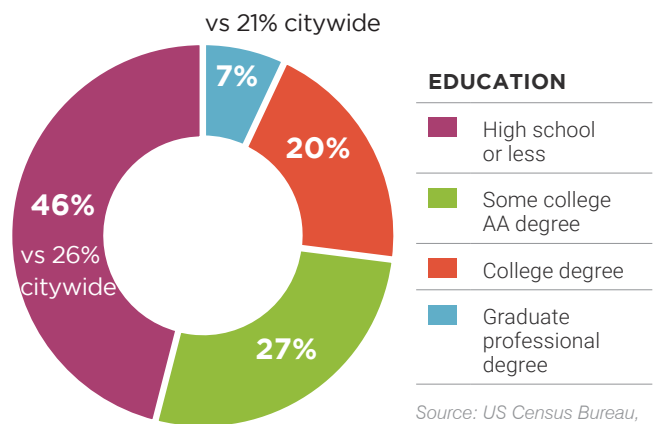
Source: US Census Bureau, 2015

**FOREIGN BORN**

**52.9%**  
vs 35% citywide

**LINGUISTIC ISOLATION**

**20.9%**  
vs 12.4% citywide



Source: US Census Bureau, 2015

## COMMUNITY ENGAGEMENT

The Planning Department, OEWD, and the Excelsior Action Group worked in coordination with Supervisor Safai to design a multi-pronged community outreach and engagement process to develop the goals, strategies, and action items in this document. The approach included various methods and opportunities for residents and businesses to participate.

The highly participatory process began with an open house on May 5, 2017. More than ten City agencies shared information about current and planned programs and projects for the area; received feedback from residents; and answered questions. Attendees shared their opinions on neighborhood assets, challenges, and visions for the future.

Following the open house, the City hosted a series of smaller workshops from May through July 2017 with high school students, neighborhood residents, seniors, merchants, and other stakeholders (Appendix A). These workshops helped identify aspirations and ideas for improvements in the neighborhood.

### WORKING GROUP

In order to conduct a more in-depth process to develop the goals, strategies, and action items in this document, the City assembled a Working Group of diverse neighborhood stakeholders to work alongside City staff and their neighbors.

Recruiting and selecting a diverse group of stakeholders willing to volunteer their time, consistently show up, take a deep dive into complex subject matters, and build relationships with each other allowed for consistency in meeting participation and for the Strategy to build over time.

The public and community members beyond the Working Group often attended and participated in these meetings.

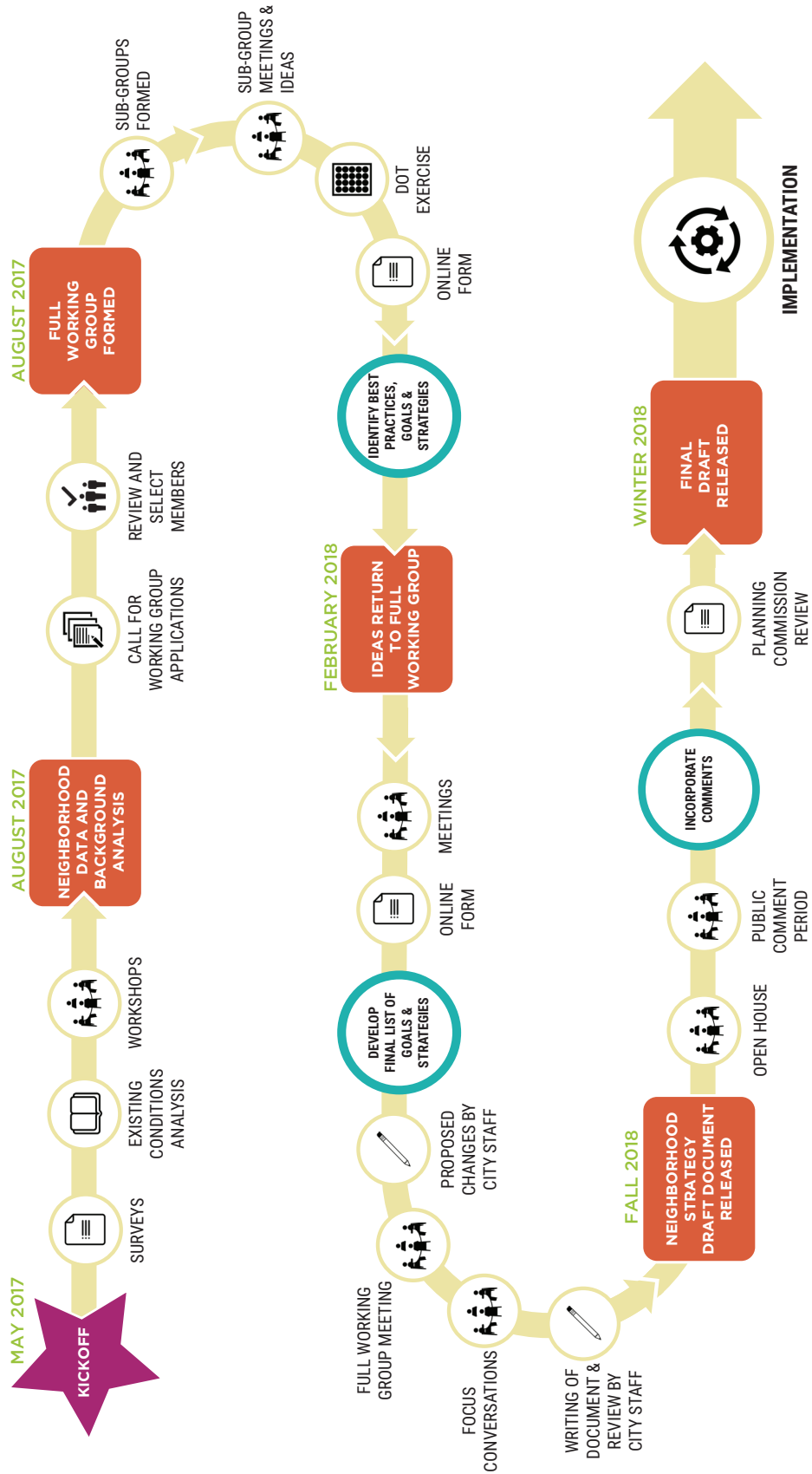
Working Group members were charged with reaching consensus on (1) a vision statement, (2) goals, and (3) strategies.

**WORKING GROUP VISION: “AS OUR NEIGHBORHOOD CHANGES, WE SUPPORT, SUSTAIN, AND ENHANCE WHAT MAKES OUR NEIGHBORHOOD SPECIAL: OUR FAMILIES AND ELDERS, ECONOMIC AND ETHNIC DIVERSITY, SMALL BUSINESSES, AND LOCAL GEMS.”**

The Working Group wanted to recognize that changes are occurring and that both preserving what is special and pursuing improvements that enhance the neighborhood are critical.

Working Group members divided into thematic groups: Land Use & Housing, Mobility, Public Realm, and Business and Service Providers. Each thematic group developed a draft list of goals, strategies, and in some cases, action items for their specific topic, and each chapter in this strategy is a result of this work. Members went through multiple rounds of discussions and presentations to the entire Working Group to agree on which goals, strategies, and action items the Working Group would like to pursue. Working Group members voted on all of the goals and strategies and some of the action items. Goals, strategies, and action items included in this document were supported by at least 2/3 of Working Group members.

**Figure 1.2**  
**STRATEGY PROCESS AND TIMELINE**



**VISION** VISIÓN 視力 VISION

Place a dot beneath each aspirational statement, indicating your support for the statement. Do you want this statement? How would you do it?

www.sfplanning.org/excelsior-strategy



**EDMNG**  
SEPT. 21, 2017

**FULL Working GROUP**

LANE CHANGE CONSULTING



**CHALLENGES** DESAFÍOS 挑戰 MGA SAGABAL AT HADLANG

What are the greatest challenges within the project area? What makes this area unique? Things, places, organizations, and people you love. You can mark on the map or write a note!

EXCELSIOR OUTER MISSION NEIGHBORHOOD STRATEGY

## CITY REVIEW AND INPUT

The goals, strategies, and actions in this document are the direct product of the Working Group. The Planning Department, OEWD, Excelsior Action Group (EAG), Supervisor Safai's office, and a number of City departments regularly participated in the discussions. The City's role in the process was to identify the resources needed to realize the goals, strategies, and actions. Each goal, strategy, and action was reviewed to determine:

- » implementation challenges, such as funding
- » implementation opportunities, such as existing programs and resources
- » potential next steps to advance implementation
- » implementation cost estimates

## DATA GATHERING

The Planning Department gathered data to understand historic and current trends along the commercial corridor and surrounding neighborhoods. Data on each of the topic areas is included in the relevant section. For example, information on housing units is in the Land Use and Housing Chapter.

## SURVEY

In summer 2017, OEWD and the Planning Department disseminated a survey online and in paper in four languages: English, Spanish, Chinese, and Tagalog. The survey was distributed at workshops, on street corners, online, and at community meetings.

Over 972 participants completed survey questions about business, transportation, infrastructure, and housing. Survey results were provided to the Working Group and many similar themes were identified in the survey and the workshops: how to improve the Neighborhood



Commercial corridor. See Appendix B for more information about survey results.

## FOCUSED CONVERSATIONS

As the process unfolded, Working Group members and staff recognized certain community voices were not represented. These were often voices of linguistically isolated people, renters, business owners, and youth.

Through collaboration with local community leaders and organizations, the City hosted eight Focused Conversations to gather opinions from often unheard or overlooked populations.

Focused Conversations were facilitated in multiple languages and designed to be culturally relevant. Over 80 people attended Focused Conversations. Feedback from the Focused Conversations is integrated into this document (detailed notes are in Appendix D).

Figure 1.3

**EXCELSIOR & OUTER MISSION NEIGHBORHOOD STRATEGY - WORKING GROUP ROSTER**

FIRST & LAST NAME	AFFILIATION	SUBGROUP
Working Group Participants		
Aaron Goodman	Balboa Park Station Community Advisory Committee; SFTomorrow.org	Public Realm
Adhi Nagraj / Edward Parillon /Kearstin Dischinger	BRIDGE Housing	Land Use and Housing
Allyson Ritger	Excelsior Resident	Business and Service Providers
Anton Jaber	Anton Electric; JAG Properties	Business and Service Providers
Barbara Fugate	Cayuga Improvement Association, Cayuga Community Connectors,	Mobility
Charlie Sciammas	People Organizing to Demand Environmental and Economic Justice (PODER)	Land Use and Housing
Chuck Kong Sui	McGarden Café	Business and Service Providers
Danielle Bennett	Jewish Home	Mobility
David Hooper	New Mission Terrace Improvement Association	Business and Service Providers
David Latterman	Fall Line Analytics	Business and Service Providers
Delia Fitzpatrick	Our Kids First	Mobility
Alan Leung	L & L Realty	Land Use and Housing
Estela Garcia	Excelsior Resident	Land Use and Housing
Faye Lacanilao	Communities United for Health and Justice	Land Use and Housing
Jason Serafino-Agar	My Bike Skills, Outer Mission Resident	Mobility
Jeff Rocca	AM Rocca, Inc	Land Use and Housing
Kabir Seth	Presidio Bay Ventures	Land Use and Housing
Katherine Taylor	Excelsior Resident	Public Realm
Lea Sabado	Excelsior Coffee	Public Realm
Lisa Hartmayer	Excelsior Resident	Public Realm
Marco Montenegro	Excelsior Works!	Business and Service
Maribel Ramirez	La Cocina	Business and Service
Mel Flores	Excelsior District Improvement Association	Public Realm
Nevada Lane	Mission Terrace Resident	Land Use and Housing
Rena Macapagal	Excelsior Resident	Mobility
Roberto Guerrero	Cumaica Café	Mobility
Sean Ingram & Andrea Ferruci	Dark Horse	Business and Service
Simonne Joseph Moreno	Outer Mission Resident	Business and Service
Summer Koide	Excelsior Resident	Public Realm
Susan Lam	Outer Mission Resident	Public Realm
Ulysses Rivas Canjura	Cayuga Terrace Resident	Public Realm

## **PUTTING EVERYTHING TOGETHER**

### **INTERWOVEN COMMUNITY VOICES**

Working Group meetings, workshops, and Focused Conversations illuminated issues facing the neighborhood and its residents. Many goals touch on broader issues facing San Francisco and the Bay Area, and many related strategies may only be feasible or appropriate at a citywide or regional scale.

This document conveys the Working Group voices, and the voices of the hundreds of residents, merchants, community leaders, and other stakeholders who have been involved through open houses, workshops, Working Group meetings, Focused Conversations, etc.

## DOCUMENT GUIDE

### CONTENT AND ORGANIZATION

This report is organized into seven sections.

- » **Chapter 1:** The Project Overview describes the purpose of this document, neighborhood demographics, and the community engagement process. A summary of goals, strategies, and action items is included.
- » **Chapters 2 to 5:** Existing conditions, goals, strategies, and action items of the four topic areas - Business and Services(Chapter 2), Public Realm (Chapter 3), Land Use and Housing (Chapter 4), and Mobility (Chapter 5).
- » **Chapter 6:** Implementation roadmap to help realize the goals, strategies, and action items.
- » **Appendix:** Supporting documentation.

### TOPIC-SPECIFIC CHAPTER GUIDE:

- » **Aspiration:** Each chapter starts with an aspiration statement related to the topic area.
- » **Existing Conditions:** Each topic-specific chapter

includes an Existing Conditions section prior to introducing goals, strategies, and action items.

- » **Goals and Strategies:** Each goal, strategy, and action item includes intent, next steps, potential partners, and cost implications.

### NUMBERING CONVENTION

- » Goals, strategies, and action items start with three letters representing the topic area:
  - BIZ #: Business and Service Providers
  - PUB #: Public Realm
  - LUH #: Land Use and Housing
  - MOB #: Mobility
- » Goals, strategies, and action items are numbered for reference. The numbers do not represent priorities.
  - Goals: BIZ 1, PUB 1, etc.
  - Strategies: BIZ 1.1, PUB 1.1, etc.
  - Action items: BIZ 1.1.A, PUB 1.1.A, etc.

Goal and description

Strategy and description

### Public Realm Goals, Strategies, and Action Items

The Excelsior and Outer Mission Working Group developed the goals, strategies and action items in this chapter and throughout this document. See pages 10-15 of Chapter 1 (Project Overview) for a description of that process. The goals and strategies represent the diverse opinions of the community and provide a roadmap for the City departments, legislators, and other elected officials on issues that came from the community. The Excelsior and Outer Mission team, which included City staff and the Excelsior Action Group, developed the subsequent text, next steps, costs and identified potential partners.

\$ - less than \$50,000    \$\$ - \$50,000 to \$500,000    \$\$\$ - Up to \$1 Million    \$\$\$\$ - Up to \$5 million    ✓ Action Item

This section details the goals, strategies, and action items pertaining to the Excelsior and Outer Mission's public realm. Three goals and eight strategies were developed by the Public Realm subgroup of the Working Group. Each strategy contains two to six action items.

The goals and strategies are numbered for reference. The numbers do not represent priorities.

- » Goals: PUB 1, PUB 2, etc.
- » Strategies: PUB 1.1, PUB 1.2, etc.
- » Action items: PUB 1.1.A, PUB 1.1.B, etc.

**PUB 1. CLEAN, GREEN AND MAINTAIN THE PUBLIC REALM**

The Excelsior and Outer Mission's public realm is comprised of its streets, sidewalks, and public spaces. The community's highest priority is to keep its public realm clean, green, and well maintained. These three actions – cleaning, greening, and maintaining – are integral to a thriving pedestrian environment. Without proper cleaning and long-term maintenance, even the most well-designed and beautiful streets and public spaces can quickly become eyesores due to the intense use and abuse that occurs in an urban environment.

Many residents, including Working Group members and participants in Focused Conversations, strongly recommended prioritizing cleanliness and maintenance of the public realm so that the neighborhood looks welcoming, as opposed to "being neglected," which was brought up many times as a major issue for the commercial corridor. From January 1, 2018 to June 1, 2018, District 11 had a higher percentage of street/ sidewalk cleaning and graffiti calls compared to the City as a whole. Approximately 50% of the 311 calls in the area asked for street/sidewalk cleaning.

The following strategies have been developed to ensure a greener and cleaner Excelsior and Outer Mission Neighborhood Commercial District that can be sustained over time.

**PUB 1.1. MAXIMIZE OPPORTUNITIES TO ADD GREENERY TO THE STREET USING A COHESIVE PLANTING PALETTE**

**DESCRIPTION**

Participants in the first Excelsior and Outer Mission Neighborhood Strategy community workshop in 2017 selected "greening" (along with "cleanliness") as one of the top two priorities out of 11 choices for improving their experiences

both private and public improvements. City staff will seek to establish local partnerships for a pilot project that would install and maintain planter boxes along the commercial corridor. This pilot can help the City and the community better understand maintenance needs and costs for greening in the neighborhood and be used as an educational and outreach tool that spurs additional greening efforts.

- » **Next Steps:** Using the pilot project as a platform, City staff can work with local community groups to inform business and property owners about the benefits of greening the public realm and share information on available permits and funding programs, including the planter box and sidewalk landscaping permits.
- » **Costs:** \$ (cost for planter boxes)
- » **Potential Partners:** Community Groups, Planning Department, San Francisco San Francisco Public Works, Office of Economic and Workforce Development (OEWD)

**PUB 1.1.B. WORK WITH FRIENDS OF THE URBAN FOREST TO FILL EMPTY TREE WELLS**

There are a number of empty tree wells along Mission Street (Figure 3.8 of the existing conditions section). Supervisor Safai funded the Friends of the Urban Forest (FUF) to plant approximately 500 trees in District 11 in 2017. A Working Group goal is to continue filling the remaining vacant tree wells along Mission.

- » **Next Steps:** For the fiscal year 2018-2019, Supervisor Safai funded additional 500 trees and sidewalk gardens in District 11. FUF and San Francisco Public Works will coordinate with property owners to cut sidewalk concrete, plant trees, water them, and maintain them.

**PUB 1.1.C. COORDINATE WITH THE CITY TO ENSURE STREET TREES ARE PRUNED AND TREE WELLS ARE CLEANED REGULARLY**

With the passage of Proposition E in 2017, maintenance of street trees and repair of tree-related sidewalk damage are now the responsibility of San Francisco Public Works. San Francisco Public Works encourages the community to work with the FUF team and use 311 to report un-maintained trees. More reporting and data will help San Francisco Public Works better coordinate tree maintenance.


- » **Next Steps:** San Francisco Public Works will continue to prune trees and repair street tree basins. The Fix-It Team will continue

**Tree Planting**

In early 2018, Friends of the Urban Forest planted trees in the Excelsior and Mission Terrace neighborhoods, including along the Mission Street commercial corridor. For the Crocker Amazon neighborhood, tree planting events happened in September 2018.

To sign up for a tree and help support community greening events, visit:

- [fuf.net/seedbox](#)
- [fuf.net/transparency](#)
- [fuf.net/tracktree](#)



**Costs:** \$ - \$\$

**Potential Partners:** Community Groups, San Francisco Public Works, Friends of the Urban Forest

Cost estimates and potential partners to help implement the strategy

Action Item for the Strategy

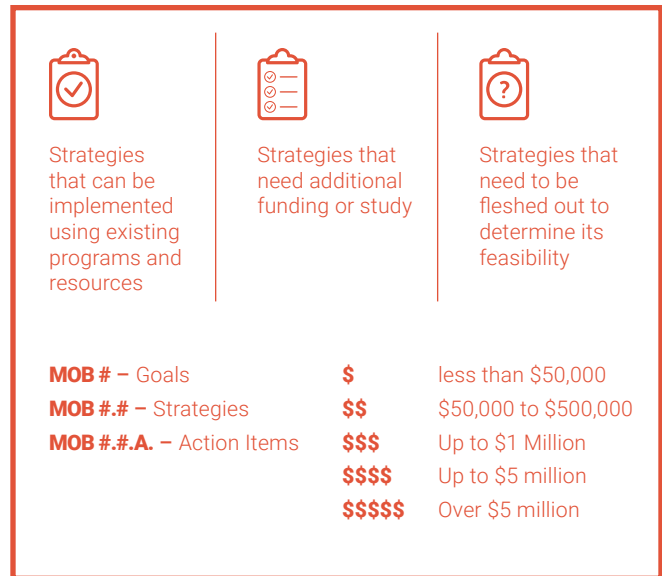


## CITY ANALYSIS OF GOALS AND STRATEGIES

Based on feedback from relevant City agencies, strategies and action items are divided into three categories:

- » Strategies that can be implemented using existing programs and resources
- » Strategies that need additional funding or study
- » Strategies that need to be fleshed out to determine its feasibility

Figure 1.4 briefly summarizes this City analysis. Detailed information is provided throughout the document.






**Figure 1.4**  
**GOALS, STRATEGIES AND ACTION ITEMS OVERVIEW**

STRATEGIES AND ACTION ITEMS				COST ESTIMATES
<b>PUBLIC REALM</b>				
<b>PUB 1. GREEN, CLEAN, AND MAINTAIN THE PUBLIC REALM</b>				
PUB 1.1. Maximize opportunities to add greenery to the street using a cohesive planting palette	x			\$-\$\$\$\$
PUB 1.1.A. Use planter boxes and sidewalk gardens to green the sidewalk where tall trees are not allowed or are infeasible (see PUB 2.2.B for plant selection)	x			\$
PUB 1.1.B. Work with Friends of the Urban Forest to fill empty tree wells		x		\$ - \$\$
PUB 1.1.C. Coordinate with the City to ensure street trees are pruned and tree wells are cleaned regularly	x			\$
PUB 1.2. Use education and enforcement tools to heighten awareness of the public realm's condition and to keep it litter free	x			\$-\$\$\$\$
PUB 1.2.A. Coordinate with San Francisco Public Works and community members to recruit volunteers to conduct clean up events on a regular basis	x			\$
PUB 1.2.B. Conduct multi-lingual litter abatement campaigns on a regular basis to establish a social norm that littering is not acceptable	x			\$-\$\$
PUB 1.2.C. Work with local schools to engage students in the anti-litter campaigns and to include litter abatement in the curriculum		x		\$- \$\$

Figure 1.4

**GOALS, STRATEGIES AND ACTION ITEMS OVERVIEW (CONTINUED)**

STRATEGIES AND ACTION ITEMS				COST ESTIMATES
PUB 1.2.D. Coordinate with the Mayor’s office Fix-It Team to investigate root causes and address litter, including use of 311 to report it	x			\$\$
PUB 1.2.E. Partner with the City to educate and enforce existing sidewalk cleanliness regulations	x			\$
PUB 1.3. Study and develop mechanisms to fund and maintain the greening and cleanliness of public streets and open spaces in perpetuity	x			\$
PUB 1.3.A. Establish a committee of property and business owners to investigate and research the impacts and viability of a community benefits district and/or a green benefits district.	x			\$
PUB 1.4. Promote the principles of Crime Prevention through Environmental Design (CPTED)	x			\$ - \$\$\$
<b>PUB 2. REINFORCE A SENSE OF PLACE AND CELEBRATE THE MULTICULTURAL COMMUNITY CHARACTER ALONG THE MISSION STREET CORRIDOR</b>				
PUB 2.1. Use art to express and celebrate the identities of the area	x			\$-\$\$\$\$
PUB 2.1.A. Develop and implement a community art toolkit that identifies areas for public art and provides ideas and guidance on types of art, permit processes, and funding sources	x			\$\$ - \$\$\$
PUB 2.1.B. Develop a “historic sign program” that helps identify and restore signs that contribute to neighborhood history and character		x		\$
PUB 2.2. Create a series of special visual “moments” (such as gateways) to structure the experience of the commercial corridor		x		\$-\$\$\$\$
PUB 2.2.A. Identify and design gateways to create a unique sense of arrival		x		\$\$
PUB 2.2.B. Develop a plant palette to guide and coordinate planting choices	x			\$
PUB 2.2.C. Specify a consistent palette of streetscape materials and furnishings for the area, including paving materials, benches, street lights, trash receptacles, and tree grates.	x			\$\$
<b>PUB 3. BUILD A COHERENT NETWORK OF VIBRANT PUBLIC SPACES THAT IS INTEGRATED AND CONNECTED TO SURROUNDINGS</b>				
PUB 3.1. Identify current assets and define gaps to create a complete network of public spaces in the community		x		\$-\$\$
PUB 3.1.A. Inventory current assets and identify opportunities (e.g. (1) public locations that could be enhanced and (2) locations that could be acquired for public space.)		x		\$-\$\$
PUB 3.1.B. Work with the community to envision the future of new public spaces and strategize ways to realize the vision, such as developing concept designs for the Persia Triangle and space at Whittier and Mission Street			x	\$-\$\$
PUB 3.2. Encourage business and property owners to enhance their property frontages to improve the public realm	x			\$ - \$\$







STRATEGIES AND ACTION ITEMS				COST ESTIMATES
PUB 3.2.A. Encourage more businesses to activate the sidewalk and enrich the pedestrian environment via features like sidewalk tables and chairs, parklets, and sidewalk displays	x			\$ - \$\$
PUB 3.2.B. Reach out to private property owners to engage them in the StreetSmARTS program and other available art programs and grants	x			\$
<b>MOBILITY</b>				
<b>MOB 1. WALKING IN AND AROUND THE MISSION NEIGHBORHOOD COMMERCIAL DISTRICT (NCD) IS SAFE, CONVENIENT, INVITING, AND ENJOYABLE</b>				
MOB 1.1. Implement Vision Zero Safety Improvements For Pedestrian Safety		x		\$\$ -\$\$\$\$\$
MOB 1.1.A. Study Ways To Improve Pedestrian Infrastructure Along Mission, especially at Ocean, Persia, Russia, Onondaga, And Geneva	x			\$\$
MOB 1.1.B. Explore potential changes to the Mission and Geneva intersection		x		\$\$\$
MOB 1.2. Implement existing city plans and programs that enhance mobility in the neighborhood	x			\$\$\$\$\$
<b>MOB 2. PROMOTE COMPLETE STREETS THAT BALANCE THE DIVERSE NEEDS OF USERS OF THE PUBLIC RIGHT-OF-WAY</b>				
MOB 2.1. Improve walkability on Mission Street by encouraging north-south vehicle traffic trying to use Alemany Boulevard		x		\$-\$\$\$\$\$
MOB 2.2. Develop a curbside management plan and a pilot program for the commercial corridor that aims to improve delivery efficiency, encourage parking turnover and reduce double parking.		x		\$\$-\$\$\$
MOB 2.3. Look for opportunities to repurpose rights-of-way to create public spaces and enhance connectivity for pedestrians, bicyclists, and transit along the commercial corridor			x	\$\$\$\$\$
<b>MOB 3. ENSURE A POSITIVE, ENJOYABLE, AND INTENTIONAL CULTURE FOR TRANSIT RIDERS</b>				
MOB 3.1. Increase access to transit, including paratransit and alternative transportation in order to decrease single-occupancy vehicle trips.		x		\$-\$\$\$
MOB 3.1.A. Seek ways to improve senior mobility		x		\$\$\$
MOB 3.1.B. Improve Muni speed, reliability and transfers	x			\$\$ - \$\$\$
MOB 3.2. Improve transit connections between Muni and BART service such as timed transfers		x		\$\$ - \$\$\$
MOB 3.3. Enhance pedestrian connections between the neighborhood commercial district and the Balboa Park and Glen Park BART stations		x		\$\$\$\$\$
<b>MOB 4. BIKE CONNECTIONS TO AND THROUGH THE NEIGHBORHOOD COMMERCIAL DISTRICT ARE SAFE, INVITING, AND FREE FROM VEHICULAR COLLISIONS</b>				
MOB 4.1. Identify and create safer bike connections from neighborhoods to the neighborhood commercial district		x		\$\$ -\$\$\$\$\$
MOB 4.1.A. Explore creating bike-friendly streets and placing traffic calming measures in key locations. For example, Cayuga Avenue		x		\$\$ - \$\$\$

Figure 1.4

**GOALS, STRATEGIES AND ACTION ITEMS OVERVIEW (CONTINUED)**

STRATEGIES AND ACTION ITEMS				COST ESTIMATES
MOB 4.2. Improve bicycle connections between the neighborhood commercial district and regional transit hubs (Balboa Park and Glen Park BART)			x	\$\$ - \$\$\$\$\$
MOB 4.3. Explore other innovative ways to get around the neighborhood: electric-assist bike share, bike share with cargo, etc.		x		\$ - \$\$\$\$\$
<b>BUSINESS AND SERVICE PROVIDERS</b>				
<b>BIZ 1. STREAMLINE PERMITTING AND CITY COORDINATION</b>				
BIZ 1.1. Fund a District 11 “business concierge” to help guide entrepreneurs through the permitting process		x		\$\$
BIZ 1.2. Analyze barriers to entry – produce & implement recommendations on how to reduce the number, time, cost of required permits for opening, operating, and expanding small businesses		x		\$
BIZ 1.3. Regular meetings of city agencies with responsibility for enforcing codes	x			\$
<b>BIZ 2. IMPROVE THE BUSINESS ENVIRONMENT OF THE COMMERCIAL DISTRICT SO IT IS A PLACE WHERE BUSINESSES AND SERVICES CAN THRIVE</b>				
BIZ 2.1. Analyze Business and Service Mix and Space Use; Based on what the usage mix analysis reveals, actively recruit needed businesses & services	x			\$\$
BIZ 2.2. Focus the implementation of efforts described in the Neighborhood at hubs of activity that are currently sources of strength & strong business performance.	x			\$
BIZ 2.3. Improve the Public Realm (Please see the Public Realm section for public realm related goals and strategies)		x		see the Public Realm section
BIZ 2.4. Activate empty storefronts with art and other temporary installations		x		\$\$
BIZ 2.5. Improve Street lighting and pedestrian lighting		x		\$\$
BIZ 2.5.A. Explore possibilities for adding pedestrian lighting along Mission Street		x		\$\$\$\$
<b>BIZ 3. CONTRIBUTE TO THE SUCCESS OF INDIVIDUAL ESTABLISHMENTS SO THEY ARE PERFORMING WELL, CREATING STABILITY AND WEALTH</b>				
BIZ 3.1. Connect businesses, service providers, and property owners to existing programs offered by the City & County of San Francisco, the State of California, and the US Federal government	x			\$\$
BIZ 3.2. Add programs and business supports that may be missing	x			\$\$\$
BIZ 3.3. Support development of spaces and organizations that support entrepreneurs, small businesses, new ideas, and new trends		x		\$
BIZ 3.4. Connect residents to job opportunities at local establishments	x			\$\$




STRATEGIES AND ACTION ITEMS				COST ESTIMATES
<b>LAND USE AND HOUSING</b>				
<b>LUH 1. MAINTAIN AND BUILD HOUSING STOCK THAT CAN SERVE CURRENT RESIDENTS AND WELCOME DIVERSE NEW RESIDENTS, INCLUDING PEOPLE AT A RANGE OF INCOMES, PEOPLE OF COLOR, AND IMMIGRANTS.</b>				
LUH 1.1. Appropriately and responsibly develop a corridor-wide housing plan for a range of income levels, for both renters and homeowners.			x	\$\$
<b>LUH 2. PREVENT THE EVICTION AND DISPLACEMENT OF TENANTS, HOMEOWNERS, AND BUSINESSES SO THAT THIS IS A NEIGHBORHOOD WHERE LOW- AND MODERATE-INCOME SAN FRANCISCANS CAN THRIVE.</b>				
LUH 2.1. Explore creating laws to limit speculative investment, placing a time limit on non-primary residences, and foreign investment.		x		\$-\$\$
LUH 2.2. Develop a "Right of First Refusal" policy that will allow commercial and residential tenants, tenant associations, or nonprofit organizations the first right to purchase a building or home at a mutually agreed upon price when it goes up for sale.	x			\$-\$\$\$\$
LUH 2.3. Develop relocation assistance programs to help tenants displaced from their housing.		x		\$\$
LUH 2.4. Monitor and analyze "tenant buyouts," and expand analysis of eviction data.	x			\$-\$\$
LUH 2.5. Support city enforcement mechanism to monitor and enforce compliance with eviction ordinances and temporary relocation due to repair, construction, or fire.	x			\$
LUH 2.6. Support mechanism to improve enforcement or restrictions on short-term rentals and mechanisms to achieve compliance and enforcement.		x		\$
LUH 2.7. Fund and provide culturally relevant and linguistically responsive tenant and income-qualifying property owner counseling and legal assistance.	x			\$-\$\$\$\$
LUH 2.8. Create and/or expand community education	x			\$
<b>LUH 3. DEVELOP AND ENHANCE THE COMMERCIAL CORRIDOR SO THAT IT SERVES WORKING PEOPLE AND SUPPORTS SMALL BUSINESSES, WHILE ALSO OFFERING A RANGE OF GOODS AND PRICE POINTS.</b>				
LUH 3.1. Research currently permitted land uses under the planning code, the impacts of allowing greater diversity of uses and business types, and how to strengthen and complement existing businesses within the commercial district.		X		\$
LUH 3.2. Develop an acquisition fund to help small businesses purchase the property where their business is located.			X	\$\$
LUH 3.3. Promote and strengthen existing legacy business status program for more businesses to increase stability with leases.	X			\$
<b>LUH 4. PROMOTE RELATIONSHIP BUILDING AND INTERCULTURAL EXCHANGE AMONG THE MANY DIFFERENT NEIGHBORHOOD STAKEHOLDERS.</b>				
LUH 4.1. Explore means to support cultural preservation & promotion, such as a cultural district. Promote a sense of ownership among diverse groups to increase a sense of belonging to and care for the neighborhood.		X		\$-\$\$

Figure 1.4

**GOALS, STRATEGIES AND ACTION ITEMS OVERVIEW (CONTINUED)**




STRATEGIES AND ACTION ITEMS				COST ESTIMATES
<b>LUH 5. DEVELOP AND MAINTAIN THE INFRASTRUCTURE NECESSARY TO SUPPORT A HIGH QUALITY OF LIFE FOR RESIDENTS AND SUCCESS FOR BUSINESSES.</b>				
LUH 5.1. Research and assess the feasibility and appropriateness of financing and funding tools that can produce and maintain infrastructure the community needs and wants.		X		\$-\$\$
LUH 5.2. Allocate funding and staff to create an area plan.			X	\$\$
<b>LUH 6. DEVELOP A DESIGN AESTHETIC AND PUBLIC REALM THAT ENHANCES NEIGHBORHOOD ARCHITECTURAL CHARACTER.</b>				
LUH 6.1. Develop a design expectation (architectural context statement) that can be clearly communicated to developers of new buildings.	X			\$





Photo by SF Planning.



CHAPTER 2

# Business & Service Provider Support

*Working Group Aspiration:  
The commercial district is **THRIVING**.*



# Existing Conditions

## INTRODUCTION

This chapter focuses specifically on the businesses and service providers located in the Excelsior and Outer Mission Neighborhood Commercial District and the environment in which they operate.

## COMMERCIAL CORRIDOR: ASSETS & CHALLENGES

Measuring 2.2 miles long, the Excelsior and Outer Mission Neighborhood Commercial District (NCD) is the longest in the City (Figure 2.1).

The neighborhood has a number of businesses and services that meet the daily needs of residents, employees, and visitors. The commercial district has banks, pharmacies, houses of worship and community centers, bakeries, cafes, restaurants, grocery stores, child care, and many other successful businesses.

Diverse small businesses serve the diverse population of the Excelsior, including Chinese bakeries, Central American cafés and pupuserias, and community organizations like the Filipino Community Center and the Islamic Center.

The district also faces challenges. The commercial corridor has a vacancy rate of 14%, including vacant spaces that are undergoing renovations or underutilized.

### NEIGHBORHOOD COMMERCIAL DISTRICT

# 2.2 MILES



CHILD CARE



HEALTH CARE







POST OFFICE

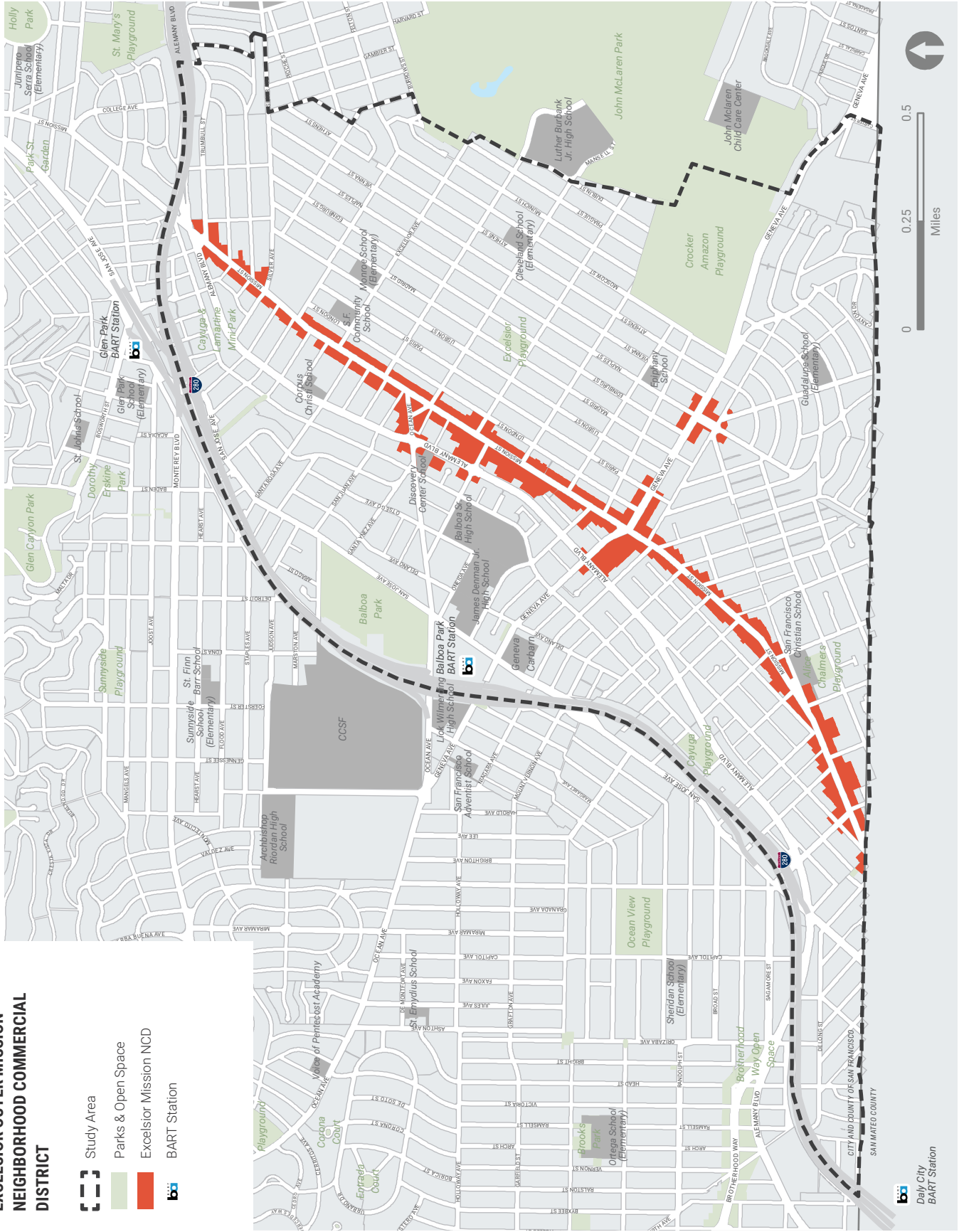


MUSLIM COMMUNITY CENTER

Figure 2.1

**EXCELSIOR OUTER MISSION  
NEIGHBORHOOD COMMERCIAL  
DISTRICT**

-  Study Area
-  Parks & Open Space
-  Excelsior Mission NCD
-  BART Station



### COMMUNITY ORGANIZATIONS








The commercial district and surrounding neighborhood have many active community organizations, and merchant and resident groups. A strength of the Excelsior is that many of these groups are passionate and active, but a challenge relates to the longevity of these groups, as many are volunteer driven and don't have a sustainable source of funding to ensure their efforts continue

### COMMERCIAL MIX

When workshop participants were asked what would most improve their experience of Mission Street and Geneva Avenue, "Business Mix: Great mix and variety of shops, restaurants, and services" was among the top five responses for both Mission Street and Geneva Avenue. (See Appendix A for workshop results)

The following charts and tables describe the mix of businesses along the commercial corridor in more detail.

**Figure 2.2**  
**BUSINESSES BY TYPE IN NCD**

	TOTAL STOREFRONTS	2017 Q4	%
	Services	180	31%
	Eating & Drinking	96	17%
	Retail	80	14%
	Sales & Services	78	13%
	Public Use	64	11%
	Vacant	45	8%
	Inactive & MISC	35	6%
	TOTAL	578	100%

Source: Invest In Neighborhoods Corridor data 4th Quarter, 2017

**Services** are the largest category in the commercial district; in part because the category contains five sub-categories: Professional; Personal; Medical; Health, and Fitness; and Other (Figure 2.2).

Professional services make up 31% of establishments. Some offer services in office-like settings, such as accountants and insurance agents, while banks have a larger retail presence. 19% of Service establishments offer medical services. Of these, 24, or 13%, offer dental services.

**Public use** refers to community and government facilities. The Excelsior Branch Library is the only government facility along the corridor. The library is very popular and often is short on seating for patrons. Other community uses include nonprofit organizations and religious institutions.

#### EATING

**40%**  
of all retail uses

Within eating:  
Restaurant: 41%  
Deli: 30%  
Bakery and cafe: 18%

#### RETAIL SALES AND SERVICES

**13%**  
of all businesses on the corridor

#### TOP SERVICE CATEGORIES

Salon	64
Dental	24
Accounting	15
Insurance	12

## HOW IS THE CURRENT BUSINESS MIX SERVING RESIDENTS?

During summer 2017, the Planning Department surveyed residents, visitors, and business owners about their experiences in the Excelsior and Outer Mission Neighborhood Commercial District (Appendix B). The answers provide insight into how the current mix of businesses is and is not serving the survey respondents.

### Q: DO YOU DO MOST OF YOUR SHOPPING AND ERRANDS ON MISSION STREET AND GENEVA AVENUE?

Of the 868 respondents to this question, 35.6% said “yes” and 64.4% said “no.” Of those who answered “Yes,” 26% identify as White, 48% have an income of \$90,000 or less, and 39% identify as 50 years or older in age (Figures 2.3 and 2.4).

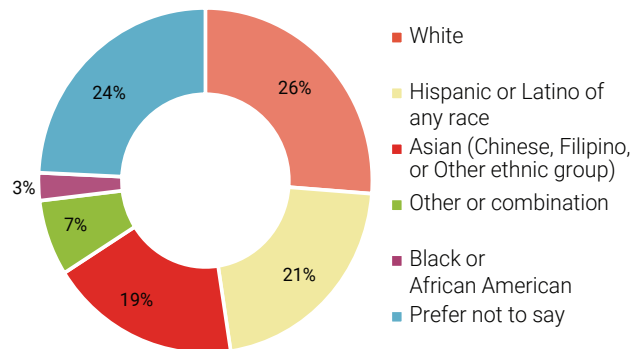
While a majority of respondents do not do most of their shopping on the corridor, 35.6% are served by the existing commercial corridor.

### Q: WHAT BUSINESSES DO YOU CURRENTLY PATRONIZE IN THE NEIGHBORHOOD COMMERCIAL AREA?

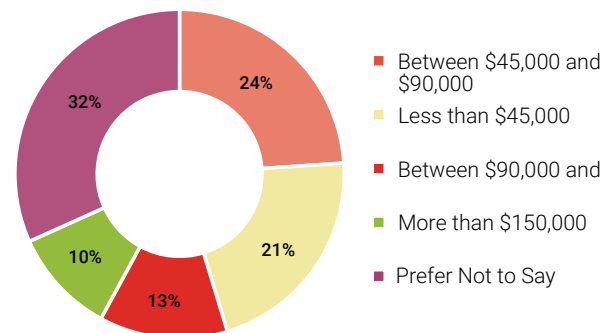
Among the 868 respondents, most patronize eating and drinking establishments, grocery stores, banks and financial services, retail (including florist, home goods, clothing, books, and pharmacy), and mail/shipping/delivery.

The neighborhood commercial district has clear strengths that draw shoppers. Comparing the most frequently patronized business categories, we find that each is plentiful on Mission and Geneva. For example, 71% of respondents said they visit the commercial area for eating and drinking; and over 96 establishments—a full 19% - on the corridor are eating and drinking establishments.

**Figure 2.3**  
PEOPLE WHO DO MOST OF THEIR SHOPPING AND ERRANDS ON MISSION AND GENEVA (BY RACE/ETHNICITY)



**Figure 2.4**  
PEOPLE WHO DO MOST OF THEIR SHOPPING AND ERRANDS ON MISSION AND GENEVA (BY INCOME)



On the other hand, though the neighborhood has high concentrations of certain uses, survey respondents are not utilizing these uses at high rates. For example, there are 64 hair salons, nail salons, and beauty parlors in the NCD (in addition to 2 massage parlors and 1 health spa). These personal services comprise 14% of local businesses. 24.29% of respondents reported using hair salons, beauty and barber services in the neighborhood.

We find a similar trend in the professional service, auto-related, and medical categories. Specifically, the neighborhood has many accountants, auto-repair, and dentists, yet a low percentage of respondents use these services.

Many survey respondents leave the neighborhood to purchase goods, receive services, run other errands, or for entertainment. It is unlikely that a person might meet all of their needs within their neighborhood.

### SHOPPING OUTSIDE THE NEIGHBORHOOD

Thinking about neighborhood purchasing and needs, we asked survey respondents:

**Q: WHAT BUSINESSES AND SERVICES DO YOU LEAVE THIS NEIGHBORHOOD TO VISIT?**

A total of 720 persons responded. Groceries, medical services, general goods, restaurants, cafes, and clothing/department stores are frequently cited businesses and services sought outside of the neighborhood. Many people leave the neighborhood to shop at formula retailers (big-box stores like Target, as well as fast-food, cafes, clothing retailers, and more), which City policy discourages in NCTs.

#### GROCERIES

There are currently 32 food retailers in the neighborhood. This includes 11 markets and 3 grocers. Some are small-scale and Safeway is the one large-scale market. Almost 67% (480 respondents), leave the neighborhood for groceries. The sizeable number who leave the neighborhood could indicate a dissatisfaction with the quality, variety, or convenience, rather than a lack of facilities.



GROCERY STORE ON MISSION STREET

Figure 2.5

**SURVEY RESPONSES: WHAT BUSINESSES AND SERVICES DO YOU LEAVE THIS NEIGHBORHOOD TO VISIT?**

BUSINESSES VISITED OUTSIDE NEIGHBORHOOD	#	% OF RESPONDENTS
Retail (including florist, home goods, clothing, books, pharmacy)	480	66.67%
Medical (total)	415	57.64%
Eating (restaurants, fast food) coffee shop, bakery	298	41.39%
Bank/ Financial Services	19	2.64%
Beauty & Barber Shop	57	7.92%
Mail, Shipping, Delivery		0.00%
Auto-Related	12	1.67%
Fitness	61	8.47%
Education, classes, career center	21	2.92%
Entertainment and/or nightlife	135	18.75%
Total Respondents to Question 5	720	100.00%



## VACANCIES & THE CHANGING RETAIL LANDSCAPE

The Office of Economic and Workforce Development defines a vacancy as a storefront that is empty, or the site is under construction. In the Excelsior and Outer Mission NCD in the 4th quarter of 2017, there were 45 vacancies (a 14% vacancy rate). Generally “a rate of between 5% and 10% is often seen as low enough to support a vibrant corridor, but not so low as to preclude business turnover.”<sup>1</sup>



EATERIES ON MISSION STREET



### RESTAURANTS

Approximately 22.5% (162 respondents) leave the neighborhood to eat at restaurants. Although there is a variety and a large number of restaurants in the neighborhood, a significant number of residents do not dine in the neighborhood.

The lack of family restaurants was lamented in the Working Group, by survey respondents, and even by participants in focus groups.



VACANT STOREFRONTS ON MISSION STREET

<sup>1</sup> OEWD Report, [https://oewd.org/sites/default/files/Invest in Neighborhoods/State of the Retail Sector - Final Report.pdf](https://oewd.org/sites/default/files/Invest%20in%20Neighborhoods/State%20of%20the%20Retail%20Sector%20-%20Final%20Report.pdf)

# Business and Service Providers Goals, Strategies, and Action Items

The Excelsior and Outer Mission Working Group developed the goals, strategies and action items in this chapter and throughout this document. See pages 10-15 of Chapter 1 (Project Overview) for a description of that process. The goals and strategies represent the diverse opinions of the community and provide a roadmap for the City departments, legislature, and other elected officials on ideas that came from the community. The Excelsior and Outer Mission team, which included City staff and the Excelsior Action Group, developed the subsequent text, next steps, costs and identified potential partners.

\$ = less than \$50,000      \$\$\$ = Up to \$1 Million      \$\$\$\$\$ = Over \$5 million       Action Item  
 \$\$ = \$50,000 to \$500,000      \$\$\$\$ = Up to \$5 million

## BIZ 1. STREAMLINE PERMITTING AND CITY COORDINATION

Throughout the Excelsior and Outer Mission Neighborhood Strategy development process, Working Group members and small business owners called out many challenges of working through the City’s processes to open, sustain, operate, adapt, and grow their businesses. Generally, small business owners face many challenges, such as paying rent, hiring and retaining employees, and navigating the City’s bureaucracy.

Small business owners in the Working Group, Focused Conversations, and Surveys echoed those challenges. Working Group members, in particular, identified a number of permits that businesses must obtain and obstacles to overcome before becoming operational: conditional use permits, building inspection, public health inspectors, high permit fees and delays, and community opposition. Furthermore, they identified systematic solutions (particularly City systems such as zoning and building code processes) to tackle those challenges, such as streamlining permitting and Building Code processes to expedite the review for small businesses.



**LEA SABADO, EXCELSIOR COFFEE**

The newest business arrival to the Mission Commercial Corridor will be Excelsior Coffee, which is set to open in 2019. Lea Sabado, an Excelsior resident, has worked for the past two years to get her coffee shop started, and has experienced many obstacles and breakthroughs in the process. One of the major challenges to getting this business started was the permitting process. The property that Ms. Sabado is leasing had never been registered with the City, and she discovered that an underground business had previously operated at the site.

Located at the corner of Excelsior and Mission Street, directly in front of a bus stop, this business will hopefully benefit from a heavier flow of foot-traffic. Ms. Sabado’s main goal behind starting this business is to “build community” among Excelsior residents.



**BIZ 1.1. FUND A DISTRICT 11  
“BUSINESS CONCIERGE” TO HELP  
GUIDE ENTREPRENEURS THROUGH  
THE PERMITTING PROCESS**

**DESCRIPTION**

Many business owners expressed the need for a business concierge, a person, group of persons, or set of services whose primary responsibilities include guiding business owners through the permitting process and also connecting them with other public and private resources that may be available. The concierge would work on behalf of businesses within District 11, with a special focus on Mission Street, as well as Geneva Avenue. The business concierge would help guide permit applicants, answer questions, and assist in coordination between regulatory agencies.

In the Spanish Business Focused Conversations, merchants also relayed the need to develop a culturally relevant method to communicate resources. One suggestion consisted of the development of a Spanish Language Business Association for the Excelsior and Outer Mission to engage in small business related matters.

**NEXT STEPS**

OEWD will continue to work with local community groups, such as the Excelsior Action Group, to deepen assistance and support to entrepreneurs with undergoing permitting and approval issues. OEWD is considering additional resources to facilitate business attraction and retention throughout the City, including Excelsior and Outer Mission.

- » **Costs:** \$\$
- » **Potential Partners:** Community Based Organizations



The Open in SF program offers free services to people opening small brick and mortar food-based businesses in San Francisco. The program is an Office of Economic and Workforce Development pilot program focusing on food and restaurant businesses. The program provides support with the permits and licenses, in collaboration with the Office of Small Business, Planning Department, Department of Building Inspection, Department of Public Health, Fire and Police Departments, Department of Public Works, Public Utilities Commission, Department of Environment, Treasurer and Tax Collector’s Office, Entertainment Commission, and Office of the Assessor-Recorder. There is a dedicated case manager available city wide to help guide and provide information about city requirements and guide the business owner and contractors throughout the process.

**BIZ 1.2. ANALYZE BARRIERS TO ENTRY – PRODUCE & IMPLEMENT RECOMMENDATIONS ON HOW TO REDUCE THE NUMBER, TIME, COST OF REQUIRED PERMITS FOR OPENING, OPERATING, AND EXPANDING SMALL BUSINESSES**

**DESCRIPTION**

Many Working Group members repeatedly expressed the need to reduce the number, time, cost of required permits for opening, operating, and expanding small businesses.

Many City departments have review and have oversight on permits for new businesses. For example, if someone wants to open a restaurant, they must receive sign-off on at least 40 permits, from City and State agencies.

For example, during a series of interviews with 25 small business owners in the neighborhood, business owners expressed challenges with understanding the permitting process for tables, chairs, or stalls on the sidewalk. Their previously secured permits had expired, and businesses needed to go through multiple steps for renewal.

**Small Business Process Improvement**

Supervisor Safai has joined Supervisor Katy Tang (District 4) in sponsoring a two-year pilot program legislation that eliminates the change of use requirement for many small businesses. In the case of future café owner Lea Sabado, she had to wait months for change of use because she was changing a retail space into a limited restaurant, —even though limited restaurants and retail are both permitted uses in the neighborhood commercial district.! The legislation became effective August 10, 2018 and eliminates the notification requirement for permitted uses.

**NEXT STEPS**

Various City Agencies and elected officials, frequently review and consider ways to reduce barriers to entry and challenges to starting, maintaining, and opening a small business. OEWD will continue working with District 11 Supervisor, business organizations, and community stakeholders to review and propose policy changes to create efficiencies in City permitting and enforcement systems that are developed specifically to address barriers in the Excelsior and Outer Mission business community.

- » **Costs:** \$
- » **Potential Partners:** Office of Economic and Workforce Development; Planning Department; Department of Building and Inspection; Department of Public Health; Fire Department; Public Works; San Francisco Municipal Transportation Agency; assistance from a consultant may be desirable

**BIZ 1.3. DEVELOP REGULAR MEETINGS OF CITY AGENCIES WITH RESPONSIBILITY FOR ENFORCING CODES**

**DESCRIPTION**

The Working Group members developed this strategy to identify a solution to help coordination efforts between City agencies responsible for code enforcement.

In some respects, this Strategy is underway. The City Attorney Office leads a quarterly District 11 multi-agency coordination meeting that consists of several City agencies responsible for enforcing the city’s codes including Planning, DBI, DPW, MTA, DPH, and PD. Working together, the meeting participants tackle difficult cases, focusing on illegal activity, construction and parking violations, etc. Supporting the continuation of this group,

reporting on their successes, and expanding when necessary can help further interagency cooperation.

#### NEXT STEPS

Given the confidential nature of the cases discussed during these meetings, it is difficult to determine how, if at all, information could be shared. The goal would be to coordinate with the City Attorney's office who leads these meetings to determine if there is any information that can be shared with D11 residents on the progress of each case.

- » **Costs:** \$
- » **Potential Partners:** Planning Department; Department of Building Inspection; Department of Public Health; Fire Department; Public Works; San Francisco Municipal Transportation Agency; Police Department; District Attorney; Ingleside Police Station; Ingleside Community Police Advisory Board

## BIZ 2 . IMPROVE THE BUSINESS ENVIRONMENT OF THE COMMERCIAL DISTRICT SO IT IS A PLACE WHERE BUSINESSES AND SERVICES CAN THRIVE

No business or service provider operates individually. Especially in an urban context like San Francisco, the surrounding environment includes their neighboring establishments, the sidewalks, streets, neighbors, passersby and customers. Working Group members recognized that while each establishment on the commercial corridor affects the larger environment, no single establishment can change the environment alone. Working together, however, and with support from the City and local community and business

organizations, the commercial district can improve its environment to draw foot traffic by creating an attractive and inviting appearance.

### BIZ 2.1. ANALYZE BUSINESS AND SERVICE MIX AND SPACE USE; BASED ON WHAT THE USAGE MIX ANALYSIS REVEALS, ACTIVELY RECRUIT NEEDED BUSINESSES & SERVICES

#### DESCRIPTION

Some ideas discussed by the Working Group to study in the proposed analysis include:

1. assess how current commercial space is being used, including what types of business and services exist, costs of goods and services, and the location of vacancies;
2. compare and contrast the existing commercial corridor with the composition of another neighborhood commercial corridor;
3. understand trends impacting retail space in San Francisco and across the country, and how the corridor can adapt considering the trends;
4. ascertain what uses are desired by the surrounding customer base; and
5. consider how any policy changes, programs, or projects can help strengthen the multi-ethnic commercial corridor and serve the surrounding community.

In Focused Conversations with members of the Chinese community—both businesses and residents—participants expressed a desire to have more businesses and services that meet their needs and serve members of their community. Several described trips to Chinatown for shopping because they could find high quality, low cost goods, and having the ability to complete several errands in one trip.

**NEXT STEPS**

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The City will partner with local community groups to achieve this goal. OEWD has published a Request for Qualification (RFQ) to develop and implement a Citywide and district specific business attraction efforts that includes the Excelsior and Outer Mission neighborhoods.

- » **Costs:** \$\$
- » **Potential Partners:** Community Based Organizations, Excelsior Action Group

**BIZ 2.2. FOCUS THE IMPLEMENTATION OF EFFORTS DESCRIBED IN THE NEIGHBORHOOD AT HUBS OF ACTIVITY THAT ARE CURRENTLY SOURCES OF STRENGTH & STRONG BUSINESS PERFORMANCE**

**DESCRIPTION**

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Running a length of 2.2 miles from beginning to end makes the Excelsior and Outer Mission Neighborhood Commercial District the longest neighborhood commercial district in San Francisco. It also makes addressing a policy, project, or program along the entire length of the corridor a challenge. Working Group members determined that by identifying hubs of activity throughout the Neighborhood Commercial District, we can build distinct yet complementary identities highlighting the unique features of each hub. Each hub becomes a destination within the larger corridor.

Working Group and community members weighed in on identifying a variety of assets (see the Business and Service Providers Existing Conditions Section for more information) and areas of interest in the Excelsior Outer Mission Neighborhood. Based on the identified assets and an understanding of how residents, business

owners and visitors use and experience the street, Figure 2.6 shows potential hubs of activity.

**NEXT STEPS**

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The Excelsior Outer Mission Working Group had some initial conversations about the location of key commercial hubs of activity. The City and community partners should further develop the locations of these hubs and explore the specific strategies within them. These hubs can also be informed by discussions around public realm improvements discussed in the Streetscape Guidelines (see the Public Realm chapter for a further description of this project).

- » **Costs:** \$
- » **Potential Partners:** Community Based Organizations, Excelsior Action Group

**BIZ 2.3. IMPROVE THE PUBLIC REALM**

**DESCRIPTION**

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The Business subgroup of the working group wanted to reiterate that the appearance of the public realm is critical to the success of the businesses on this corridor. Goals and strategies for improving the public realm are detailed in the chapter covering Public Realm.

**Figure 2.6**  
**POTENTIAL HUBS OF ACTIVITY**



**“Concentrated nodes of retail are more appealing destinations, and allow shoppers to access multiple stores within easy walking distance.”**

- State of the Retail Sector: Challenges and Opportunities for San Francisco’s Neighborhood Commercial Districts ([http://oewd.org/sites/default/files/Invest%20In%20Neighborhoods/State%20of%20the%20Retail%20Sector%20-%20Executive%20Summary\\_0.pdf](http://oewd.org/sites/default/files/Invest%20In%20Neighborhoods/State%20of%20the%20Retail%20Sector%20-%20Executive%20Summary_0.pdf))

**BIZ 2.4. ACTIVATE EMPTY STOREFRONTS WITH ART AND OTHER TEMPORARY INSTALLATIONS**

**DESCRIPTION**

Of the 540 storefronts along on the Excelsior and Outer Mission Neighborhood commercial corridor, 46<sup>1</sup> are vacant. Working group discussions, Focused Conversations and interviews with small business owners revealed that vacancies on the commercial corridor are a challenge. An empty storefront has a negative effect on the commercial corridor because it deadens the street, can become a source for litter and debris,

1 OEWD – June 2018

contributes to neighborhood blight, and attracts other undesired effects. Furthermore, commercial vacancies and the general disrepair of vacant storefronts may deter other small businesses from considering opening up shop in the Excelsior.

There are numerous reasons that some commercial storefronts remain vacant. These reasons can range from the landlord desiring an above-market rent, to the property needing extensive tenant improvements, to neglect on the part of the owner. Market conditions, permitting, and zoning challenges can impact vacancies as well. Stakeholders and participants in developing this Strategy recognize some of the barriers for occupying commercial spaces. One possible solution is to develop programs to activate vacant commercial spaces. This can be a partnership between property owners, and local artists to find creative ways to activate the storefront and

improve their appearance and presence so the storefront looks appealing and attractive and lessens the negative impacts of a vacancy.

Another challenge is that spaces may not be up to code and safe for use. The costs to prepare a space, even for temporary use, could be high. These costs and challenges would limit the ability to install art displays that include the entire store in some locations. However, attractive and artistic window displays can be less expensive and easier to implement and still have a powerful effect on the pedestrian environment.

#### NEXT STEPS

Implement and grow current arts activation programs to encourage creative uses of vacant storefronts, through OEWD Neighborhood Improvement Grants. The City should also explore policy solutions and other



**BEFORE - CHUCK'S MEAT MARKET**

Through OEWD's Invest In Neighborhoods, Neighborhood Improvement Grants, Youth Arts Exchange, and Artspan were able to partner to occupy a longstanding vacancy in the Excelsior Outer Mission Neighborhood Commercial District. The partnership will activate the storefront with youth art programs and house artist studios.



**AFTER - XSPACE, YOUTH ART EXCHANGE**

partnership models to make it easier for short term storefront activations to occur.

- » **Costs:** \$\$
- » **Potential Partners:** Office of Economic and Workforce Development, Department of Building & Inspection, Arts Commission, Planning, Community Based Organizations

**BIZ 2.5. IMPROVE STREET LIGHTING AND PEDESTRIAN LIGHTING**

**DESCRIPTION**

Working Group members expressed concerns about a lack of lighting as it is related to the perception of diminished personal security especially along the Excelsior and Outer Mission Neighborhood Commercial District. Implementation of this strategy would include new lighting focused both on the streets and the sidewalks. The lighting would enhance the experience for pedestrians, motorists, and cyclists. Pedestrian lighting is lower and aimed at the sidewalks, while street lights are higher and directed to illuminate the roadway.

The City of San Francisco has adopted a Better Streets Plan which requires new buildings of a certain linear frontage or size to make improvements, including pedestrian and street lighting. However, this requirement does not apply to existing buildings and streets.

Small business owners and property owners may want to provide pedestrian lighting as a means to enhance their storefront and increase the viability of their establishment. The City's façade improvement program (SF Shines) operated by OEWD is a possible program to support storefront improvements that include lighting. In addition, the City's Fix-It Team will launch a pilot program



**GENEVA EYE CARE - BEFORE**



**GENEVA EYE CARE - AFTER**

**THE STOREFRONT BUSINESS UTILIZED SF SHINES TO IMPROVE THEIR PRESENCE**

soon (During FY 2018-19) installing solar powered motion-detection lights that are low cost and do not require wiring.<sup>2</sup> This can be a fast, low-cost way to increase lighting, and the pilot lighting will be installed around the Geneva/Mission intersection.

**NEXT STEPS**

Funding is in place to plan for public realm/ streetscape improvements through the *Streetscape Design Guidelines Plan* for the Mission Street corridor (see the Public Realm chapter for a further description of this plan) for Mission Street. Funding for the pedestrian lights chosen in this upcoming planning process will still need to be secured. OEWD can provide support for storefront lighting installations and improvements that contribute to the public realm through other investments, such as SF Shines. Additionally exploring ways to coordinate efforts with Fix-It to enhance the impact of this program in the Excelsior and Outer Mission.

- » **Costs:** \$\$\$\$
- » **Potential Partners:** Public Utilities Commission; OEWD; Public Works; Development projects, Property and Business owners; Community Based Organizations



**BIZ 2.5.A. EXPLORE POSSIBILITIES FOR ADDING PEDESTRIAN LIGHTING ALONG MISSION STREET**

**DESCRIPTION**

As discussed above, the development of pedestrian lighting design for Mission Street will be developed during the *Streetscape Design Guidelines Plan*.

**NEXT STEPS**

Funding is in place to plan for streetscape improvements through the *Streetscape Design Guidelines Plan* (see PUB 1.1 of the Public Realm section for a further description of this plan) for Mission Street. Funding for the pedestrian lights chosen in this upcoming planning process will still need to be secured.

- » **Costs:** \$\$\$\$
- » **Potential Partners:** SF Public Utilities Commission; Office of Economic and Workforce Development; Public Works; Development projects

<sup>2</sup> <http://www.thesfnews.com/funds-allocated-citys-fix-team/44452>



## BIZ 3. CONTRIBUTE TO THE SUCCESS OF INDIVIDUAL ESTABLISHMENTS SO THEY PERFORM WELL, CREATING STABILITY AND WEALTH

A thriving commercial corridor relies on the presence of sustainable businesses, service providers, and organizations. The health and performance of individual establishments contributes to the health of the corridor. Strategies outlined under this goal aim to positively impact the many establishments that collectively constitute the Excelsior and Outer Mission Neighborhood Commercial District.

### BIZ 3.1. CONNECT BUSINESSES, SERVICE PROVIDERS, AND PROPERTY OWNERS TO EXISTING PROGRAMS OFFERED BY THE CITY & COUNTY OF SAN FRANCISCO, THE STATE OF CALIFORNIA, AND THE US FEDERAL GOVERNMENT

#### DESCRIPTION

The local, state, and federal governments offer a wide range of programs to help our local business community, including grants, loans, coaching, and even employee wage subsidies. In order to maximize neighborhood use of these programs, eligible applicants must have knowledge of the opportunities and may need assistance navigating the application and compliance processes.

The proposed action steps to achieve the intended outcomes are:

- » Create a multi-lingual catalog of the existing programs that can be made available online and also distributed in person or via mail to business owners.

- » Recruit a team to “sweep” the neighborhood and distribute the information in person. The sweep should include engaging staff, owners, employees, and workforce development community organizations in learning more about the programs and building trust.
- » Publicize success stories to encourage more participation in programs.

#### OPPORTUNITIES & CHALLENGES

Each program has requirements that may prevent business owners from being able to take advantage of the programs or discouraging them along the way. Knowledge of programs may not translate to an increase in utilization. Existing organizations and the City could help businesses and service providers seeking to take advantage of the programs.

In the Spanish Business Focused Conversations, merchants also relayed the need to develop a culturally relevant method to communicate resources. One suggestion was the development of a Spanish Language Business Association for the Excelsior and Outer Mission to engage in small business related matters.

#### NEXT STEPS

The Office of Economic and Workforce Development will continue to work with local community groups, to achieve this goal, by developing and producing relevant materials for dissemination via existing and new networks.

- » **Costs:** \$\$
- » **Potential Partners:** Community Based Organizations, Excelsior Action Group, OEWD, OMMRA, EOMM



INDOOR MARKET IN ZUNIL, GUATEMALA

### BIZ 3.2. ADD PROGRAMS AND BUSINESS SUPPORTS THAT MAY BE MISSING

#### DESCRIPTION

Conduct a “gap analysis” that evaluates the programs that currently exist and are available to San Francisco establishments and that identifies additional programs that are needed to address unmet needs, to overcome challenges, and to further leverage neighborhood assets.

While a plethora of programs exist, they may need to be tailored to the Excelsior and Outer Mission neighborhood commercial district, updated or improved, or may simply not address an emerging need. The analysis would include a review of the inputs, outputs, and outcomes of existing programs, as well as qualitative data—such as interviews with the business community.

#### NEXT STEPS

The Office of Economic and Workforce Development has issued a Request for Qualifications (RFQ) to hire an expert that will

conduct a citywide, including the Excelsior and Outer Mission, small business needs assessment. The small business needs assessment will inform the needs of small businesses and gaps in service provision, that can be developed for Excelsior and Outer Mission business owners.

- » **Costs:** \$\$\$
- » **Potential Partners:** Office of Economic and Workforce Development, Community Groups

### BIZ 3.3. SUPPORT DEVELOPMENT OF SPACES AND ORGANIZATIONS THAT SUPPORT ENTREPRENEURS, SMALL BUSINESSES, NEW IDEAS, AND NEW TRENDS

#### DESCRIPTION

By sharing space, the costs of entry into the market can be lowered for entrepreneurs. These spaces also bring together like-minded individuals and allow them to get to know each other. These dynamic spaces also provide unique and ever-changing experiences for customers.



## Hunters Point Family In Civic Center

Hunters Point Family empowers youth, young adults and formerly incarcerated at-risk residents. Participants are given the opportunity to re-enter society as stewards of their community and gain customer service, problem-solving and conflict-resolution skills. Hunters Point Family provides monitors for the highly successful Pit Stop public restroom program. Monitors are responsible for ensuring the general safety, cleanliness and availability of Pit Stops throughout the City. Hunters Point Family also provides additional staff in the Civic Center Commons where individuals assist the needs of the public by answering questions, providing directions and reporting damage or misuse of property within the area.

*Photo by Cassie Hoerich, Tenderloin  
Community Benefit District Blog*

The way we work is also changing. Many people are working independently, becoming part of the “gig” economy, and deciding to start their own firms. Oftentimes, they enter the market desiring more than a home-office, or need space to work on an invention, create a work of art, or practice their craft.

Focused Conversation participants suggested and embraced the idea of creating markets—farmers

markets, flea markets, craft markets and if possible indoor markets. Some suggested these formats for buying and selling are common in their native countries, and so would be very popular with the local residents. Furthermore, markets serve as a fun way to build community and activate streets and underutilized spaces. Many business owners expressed a desire for more festivals and events. While Sunday Streets was lauded and popular by business owners and residents alike, some Chinese merchant focused conversation and interview participants wanted smaller and more frequent events. A market could start small, perhaps in a parking lot, and grow over time.

Existing land use designations could challenge the implementation of some of these ideas. Certain uses, such as co-working spaces, may not be permitted under existing land use designations. The Business and Service Mix and Space Use analysis (BIZ 2.1) could explore the impact of allowing certain land uses that are not permitted today.

### NEXT STEPS

The zoning code defines uses as individual uses and often does not have definitions for flexible spaces that have multiple uses, e.g. a coffee shop that is also a retail shop. Legislation has been introduced for a pilot program to allow for flexible uses in the District 4 and 11.<sup>3</sup> If successful, perhaps this legislation can be extended beyond the pilot phase.

- » **Costs:** \$
- » **Potential Partners:** Commercial Property Owners, Community Groups

<sup>3</sup> <https://sfgov.legistar.com/View.ashx?M=F&ID=6413654&GUID=C5B6DFE4-6453-4686-BFFA-1A4213C1F5ED>

### BIZ 3.4. CONNECT RESIDENTS TO JOB OPPORTUNITIES AT LOCAL ESTABLISHMENTS

#### DESCRIPTION

As local businesses thrive they can provide economic opportunities for neighborhood residents by hiring local residents. Currently, through Excelsior Works!, First Source Hiring within the City and County of San Francisco, and other means, local residents are connected to employment and training opportunities. As existing and new businesses are in need of employees more partnerships can be facilitated with local hiring centers, to connect local job seekers with local employers.

Understanding, that there is a regional employment connection, the opportunities to connect local residents and local jobs can accelerate as establishments along the commercial corridor have more demand and therefore need more staff.

Several small business owners expressed being severely financially challenged when it comes to hiring more employees.

In the Spanish Merchant Focus Conversation, merchants expressed difficulty in finding qualified staff and having enough money to pay competitive wages. They also expressed the challenge of retaining existing staff, who were managing long work hours and long commutes.

#### NEXT STEPS

Identify community groups that already provide job placement services in the neighborhood and explore ways to expand their programming, including providing connections to existing City services.



### Excelsior Works!

Excelsior Works! connects residents, from young to old, to employment opportunities throughout San Francisco. The program provides bilingual services, making job searching more accessible to the many immigrants in the community.

*Photo by Excelsior Works!*

- » **Costs:** \$\$
- » **Potential Partners:** Community Groups, Mayor's Office of Housing and Community Development, DCYF, Human Services Agency, OEWD





Photo by SF Planning.

CHAPTER 3

# Public Realm

*Working Group Aspiration:*

***A well-designed public realm reinforces the community's multicultural character, enhances safety, and creates lively neighborhoods***



# Existing Conditions

## THE PUBLIC REALM

The “public realm” refers to the interconnected network of publicly accessible areas between private buildings. This includes parks, parklets, plazas, sidewalks, roadways, alleys, and privately-owned public open spaces (POPOS). The facades of buildings that define the edges of these public spaces, and the uses immediately behind these facades, especially on the ground floor, are important to our experience of the public realm.

The public realm is an important venue for social interaction and recreation, as well as a connector to key destinations. A good public realm builds and supports the public’s experience and expresses the identity of individual neighborhoods.

## A WALKABLE NEIGHBORHOOD

The public realm plays a unique role in supporting a walkable neighborhood.

Pedestrians, bicyclists, and transit riders astutely experience the public realm, whether it be the cleanliness of the sidewalk, the safety of bike lanes, or the comfort of a transit stop. To promote sustainable transportation, the public realm must at the very least be safe, and at its best the public realm will be pleasant, comfortable, and reflect the community’s character.



A SIDEWALK IS A PART OF THE PUBLIC REALM THAT CONNECTS DESTINATIONS AND ENCOURAGES SOCIAL INTERACTION

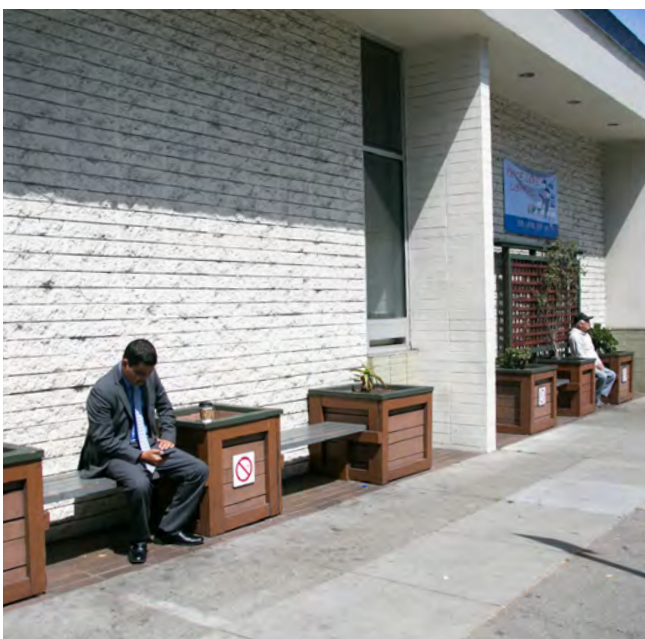


KENNY ALLEY PROVIDES A MID-BLOCK CONNECTION BETWEEN MISSION STREET AND LONDON AVENUE.

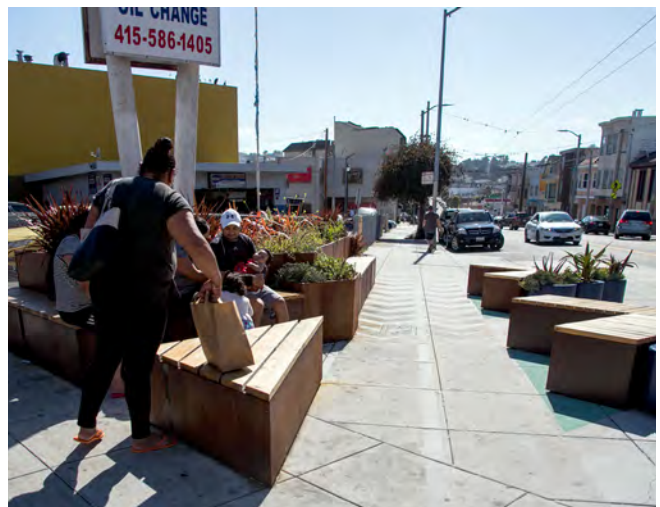




CORNER PLAZA AT GENEVA/MISSION IS A LANDMARK AND A GATEWAY



SIDEWALK AND BUILDING FRONTAGES CAN PROVIDE PUBLIC SEATING AND SPACE TO GATHER



THE TEMPORARY SEATING AND PLANTING IN THE PERSIA TRIANGLE AREA, AT THE CORNER OF OCEAN AND MISSION, WAS DEVELOPED IN 2014 THROUGH THE CITY'S PAVEMENT TO PARKS PROGRAM. DISTINCTIVE STREET FURNISHINGS ON THE SIDEWALK ENHANCE ITS SENSE OF PLACE AND INVITE PEOPLE TO SIT, PEOPLE WATCH OR JUST ENJOY BEING OUTDOORS.

SURVEY RESULTS

## How we perceive the Excelsior & Outer Mission’s public realm today

In the summer of 2017 the Planning Department conducted a survey on stakeholder perceptions of the public realm in the Excelsior and Outer Mission Neighborhood Commercial District. Many residents and merchants expressed disappointment with the quality of the public realm today. See Appendix B for more information.

### Pleasant Walking Environment

Approximately 45% of survey participants felt that the sidewalk space along both Mission and Geneva streets is sufficient to accommodate current pedestrian volumes, but over 45% noted that the landscaping and greening is not adequate (Figure 3.1).

### Safe Walking Environment

Many survey respondents felt safe and comfortable on their walks to and from home (Figure 3.2). When walking along the neighborhood commercial streets (Geneva, Mission, Alemany, and Ocean) perceptions of safety and comfort were more divided.

About a third of respondents felt safe and an equal number felt unsafe when walking along Mission, Geneva, Alemany, or Ocean. About 35% of the survey participants stated that sidewalks along Mission and Geneva are not sufficiently lit at night. The lack of lighting along Mission and Geneva may contribute to how safe people feel walking along these two streets.

### Clean and Green Walking Environment

Cleanliness and greening of the public realm were reoccurring themes in the survey and public workshops. When workshop participants were asked which items would most improve their experience of subject streets, they selected “cleanliness” and “greening” as the top two choices for both Mission and Geneva. See Appendix A for 2017 workshop summaries.

Figure 3.1  
SURVEY RESULTS: WALKING ENVIRONMENT ALONG MISSION ST AND GENEVA AVE

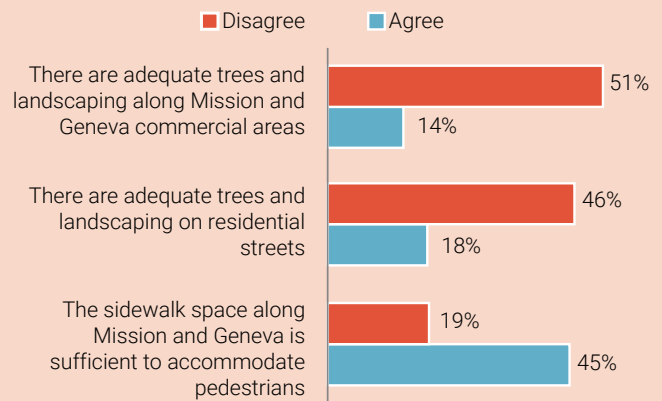


Figure 3.2  
SURVEY RESULTS: SAFE WALKING ENVIRONMENT

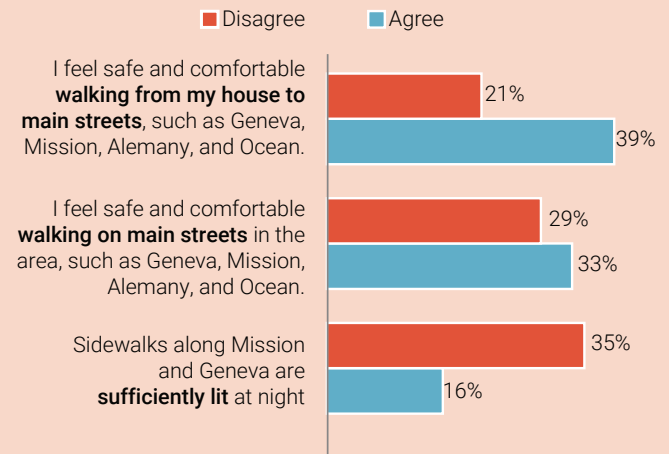
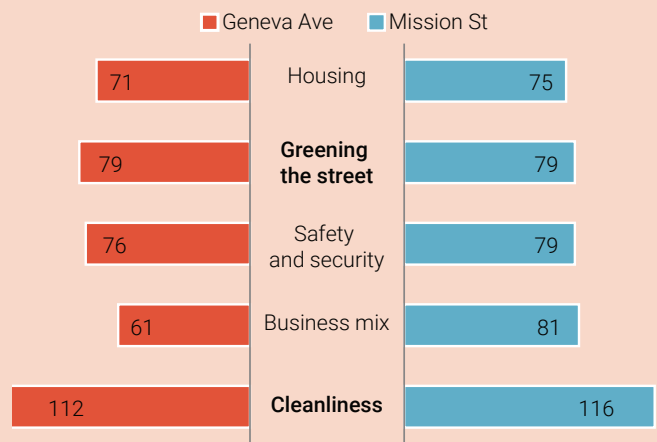


Figure 3.3  
“WHICH OF THESE ITEMS WOULD MOST IMPROVE YOUR EXPERIENCE OF MISSION AND GENEVA STREETS?”



## HOW'S OUR PUBLIC REALM DOING?

Existing conditions are evaluated from four perspectives:

- » Place
- » Safety
- » Comfort
- » Delight

### PLACE

Public space should be well-integrated into the neighborhood and offer everyone areas to enjoy, rest, exercise, and linger. In a healthy neighborhood, the public realm connects pedestrians to destinations and open spaces.

### PUBLIC REALM NETWORK

The Excelsior and Outer Mission neighborhood has sizable parks, including Balboa Park and John McLaren Park, within walking distance of many residents (Figure 3.4). However, these large citywide parks are on the edge of the neighborhood and there is little public open space along the commercial corridor or in other parts of the neighborhood.

Throughout the area, several streets are designated as 'Green Connections.' San Francisco's Green Connections are a network of sustainable corridors throughout the city that aim to green neighborhood streets, calm traffic, and improve pedestrian and bicycle access to open space.<sup>1</sup>

## INCLUSIVENESS










For diverse neighborhoods like Excelsior & Outer Mission, public spaces play a critical role in creating an inclusive environment. New public spaces should be placed at more regular intervals along the commercial corridors and should be designed to address universal access as well as cultural and socioeconomic diversity.



SIDEWALK PLAQUES CELEBRATE AND MEMORIALIZE THE AREA'S CULTURAL AND HISTORIC HERITAGE

<sup>1</sup> <http://sf-planning.org/green-connections#finalreport>  
PUBLIC REALM

**Figure 3.4**  
**NETWORK OF PUBLIC REALM**

-  Study Area
-  Parks & Open Space
-  School
-  BART Station
-  Street Network
-  Commercial Street
-  Paseo
-  Green Connections
-  High Injury Area



## SENSE OF PLACE

The public realm can also enhance a neighborhood's sense of place. The Excelsior and Outer Mission neighborhood has several public spaces with a strong sense of place due to unique art pieces. For example, the Upright Sculpture creates a focal point and celebrates the neighborhood's identities. More public spaces can incorporate art through murals, artistic furnishing, and sign designs.

## SAFETY

Safety includes all aspects of design and programming that make a public space inviting enough that people choose to spend time there. A space protected from crime, violence, traffic collisions, and unpleasant sensory experiences is a successful public space

## TRAFFIC SAFETY

The public realm along the commercial corridors is not protected from traffic collisions or buffered from traffic speeds or noise. Geneva Avenue and Mission Street are part of the city's High Injury Network, which means high numbers of fatal and severe traffic injuries, including those involving pedestrians, have occurred along the streets. Traffic safety information is detailed in the Mobility chapter.

## PERSONAL SAFETY

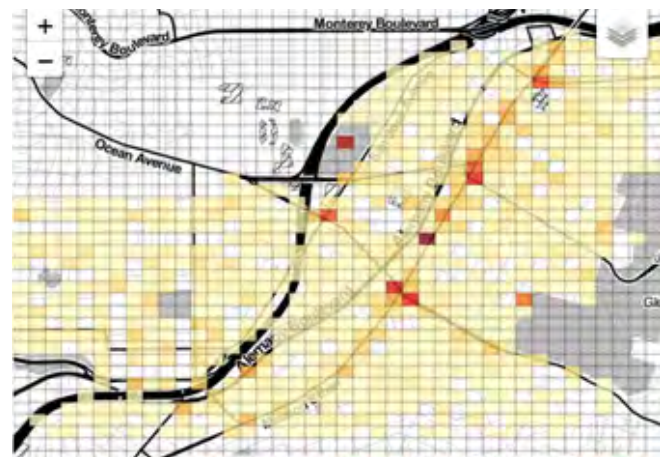
According to 2017 Police Department Incidents records, the number of incidents in the Ingleside Police District comprised approximately 7% of the total citywide incidents, which is comparable to the proportion of the district's population.

Along Mission Street, intersections at Silver, Persia, France, and Geneva Avenues have seen higher levels of crime incidents



UPRIGHT SCULPTURE AT GENEVA/MISSION

*Figure 3.5*  
CRIME HEAT MAP



Source: San Francisco Fix-It Team

than the rest of the neighborhood from 4/30/2016 to 4/30/2018. (Figure 3.5)

Assault, theft, and robbery, all related to personal safety, are three of the top four most frequently occurring incidents.

Personal safety can be addressed in a myriad of ways. This Public Realm Chapter focuses on physical improvements to improve safety.

### DELIGHT

Amenities that create joyful memories and sensory experiences; like sitting in a sidewalk cafe sipping a cold drink on a sunny afternoon are an important part of successful public spaces. Some of the key elements in the Excelsior and Outer Mission - cleanliness, greening, and building frontage design - that could add to a sense of delight are evaluated in this section.

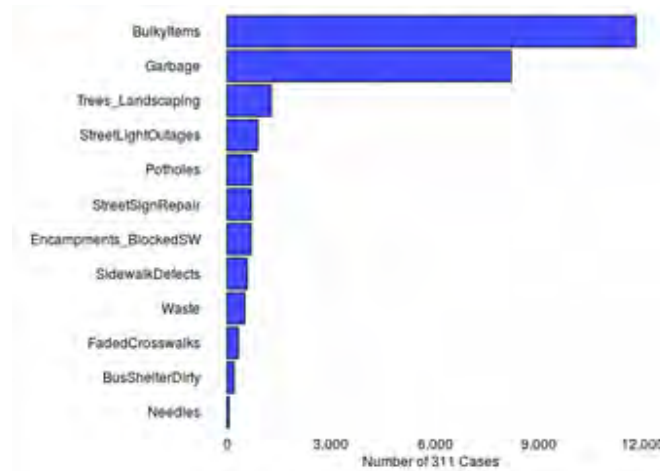
### CLEANLINESS

Good public spaces are shielded from unpleasant sensory experiences, such as pollution and noise. Cleanliness is the main concern around public spaces in the neighborhood.

The majority of the 311 calls requested removing bulky items or garbage in the public realm based on data 4/30/16-4/30/18 (Figure 3.6). In the same time period, District 11 had a 150% higher percentage of bulky item calls compared to the city as a whole.

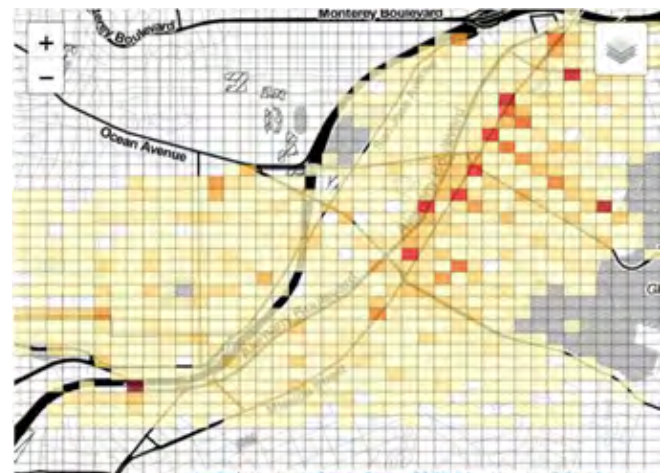
Several locations along Mission Street were reported multiple times for bulky items or illegal dumping (Figure 3.7)

Figure 3.6  
311 CASES IN DISTRICT 11



Source: San Francisco Fix-It Team

Figure 3.7  
HEAT MAP: 311 CASES RELATED TO BULKY ITEMS AND GARBAGE



Source: San Francisco Fix-It Team



ILLEGAL DUMPING ON THE SIDEWALK

**Fix-It Team**

The Fix-It Team seeks to improve the quality of life in San Francisco’s neighborhoods by collaborating with residents to identify and address critical cleanliness and safety issues that affect their lives. By coordinating directly with city departments, the Fix-It team is committed to delivering city services better and faster.

The Fix-It Team’s work is focused within 35 neighborhood “zones” throughout San Francisco. Zones were identified through a process that included community surveys and data analysis that highlighted areas in need of cleanliness and safety interventions. In the Excelsior Fix-It Zone, safety concerns at the Mission/Geneva intersection and cleanliness around the commercial corridor are the greatest concerns among residents.

To date, the Fix-It Team has accomplished the following in the Excelsior Fix-It Zone: 51 painted curbs and crosswalks; 37 repaired and cleaned street signs; 30 blocks cleaned weekly; 138 graffiti removed; 16 potholes repaired; 226 properties engaged by OnE Team; 15 pruned trees; 30 lights repaired; and 1 cleanup.



**NEW TREES WERE PLANTED ALONG MISSION STREET IN 2017**



**STREET TREES & GREENING**

Street trees provide shade and positive sensory experiences, such as visual interest and aromatic scents. Studies have found that trees, bushes, green walls, or even ivy or other creeping vines can reduce street-level nitrogen dioxide (NO<sub>2</sub>) by as much as 40% and microscopic particulate matter (PM) by 60%.<sup>2</sup>

According to the 2016 tree census, the neighborhood has 5,204 trees (Figure 3.8). Of these, 36% are in poor condition, and 108 are reportedly dead. Constant maintenance and tree planting is necessary to support our urban forest. In 2017, Supervisor Safai’s office funded the Friends of the Urban Forest to plant over 500 trees in District 11. His office allocated additional funding for 500 trees for 2018-19.

<sup>2</sup> <http://www.houstontomorrow.org/livability/story/serious-environmental-benefits-from-street-greenery>





## BUILDING FRONTAGE

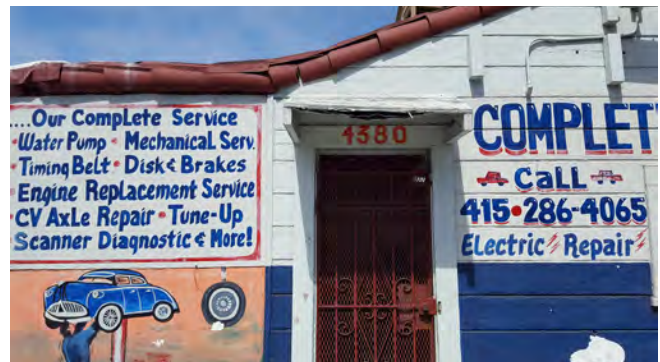
The design and use of building frontages impacts the quality of the pedestrian realm. Active street frontages refer to people-oriented frontages that have lots of visual interest and connect the public area with activities taking place in the building. Continuous, active building frontages that are oriented towards the sidewalk offer visual interest for pedestrians, spur increased foot traffic, and provide eyes on the street.

Along the Mission and Geneva commercial corridors, active building frontages are sparse, so pedestrians often lose interest in strolling further to explore the rest of the corridor.

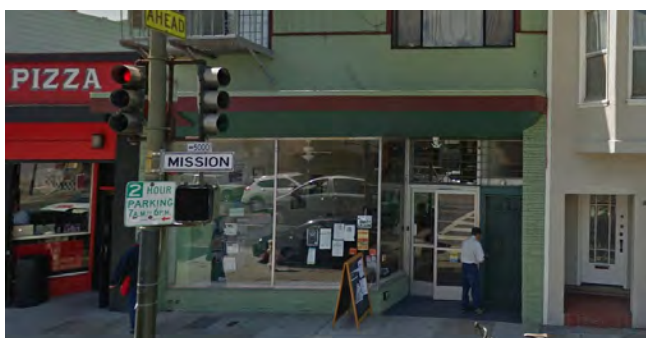
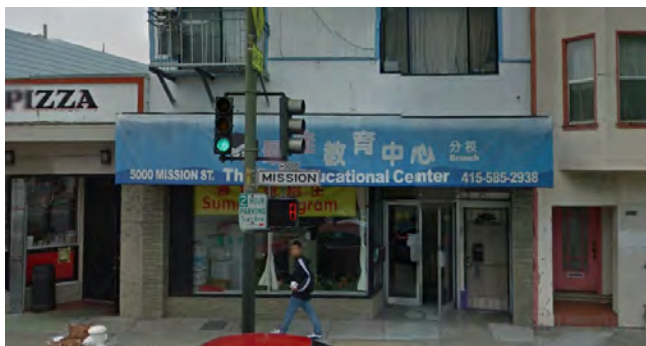
Simple design interventions can help add visual interest, such as cleaning up storefronts or adding interesting signs and murals.



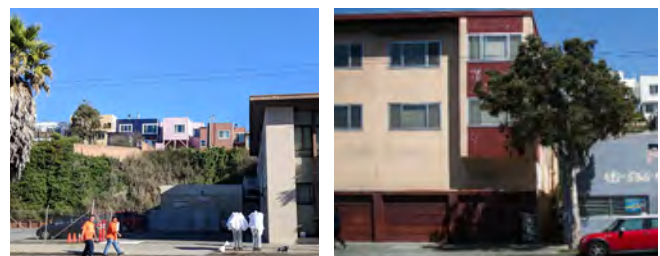
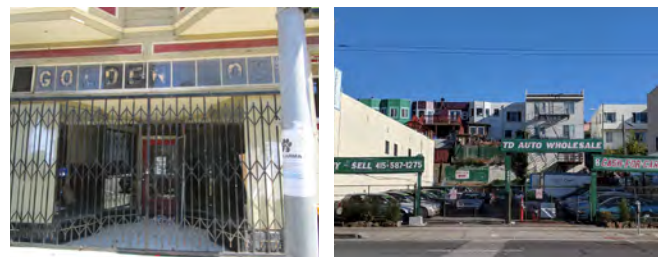
FRUIT STANDS PROVIDE PLEASANT, SWEET SCENTS, MAKING THE SIDEWALK EXPERIENCE MORE JOYFUL



INTERESTING SIGNS AND MURALS ON BUILDING FACADES CAPTURE PEDESTRIANS' ATTENTION



EXCELSIOR WORKS! (A NONPROFIT ORGANIZATION) FACADE IMPROVEMENTS BEFORE AND AFTER: BUILDING FACADE DESIGN INFLUENCES PEDESTRIANS' PERCEPTIONS OF WALKABILITY AND SAFETY



INACTIVE FRONTAGES ALONG MISSION STREET



photo by Summer Koide

AROUND A BUS SHELTER, A WIDER SIDEWALK WOULD BENEFIT BOTH BUS PASSENGERS AND PASSERS-BY

## COMFORT

Good public spaces invite people to stay longer, such well-designed seating, low noise levels to allow for chatting, and space for physical activities or entertainment.

As with most neighborhoods in the City, the roadways and sidewalks are the largest segment of the public realm in the Excelsior and Outer Mission neighborhood. Generally, these roadways prioritize the movement of motorized vehicles.

The Better Streets Plan (BSP) designates Mission and Geneva as “Commercial Throughways” and requires a minimum 12-foot sidewalk and recommends a 15-foot sidewalk on these types of streets. Currently, neither Mission or Geneva fully meets the BSP’s *recommended* width of 15’: Mission has 12-foot wide sidewalks, and Geneva provides 8 to 10-foot sidewalks west of Mission and 15’ east of Mission.

Wider sidewalks along Mission and Geneva can benefit businesses and pedestrians

by providing more space for circulation and pedestrian amenities, like street cafes, seating, bus shelters, trees and greening.

However, both Mission and Geneva have limited public right-of-way, and sidewalk widening would require significant planning and engineering to reduce the road space for vehicles.

Smaller changes like parklets and extending the sidewalk at street corners (i.e., “bulbouts”) could improve the pedestrian realm along the commercial streets. Other possibilities to improve public spaces include requiring building setbacks for new development projects to allow for wider sidewalks, or consolidating and rearranging existing street furnishings like trash receptacles and newspaper racks.



THE PERSIA TRIANGLE AREA BECAME A TEMPORARY OPEN SPACE ON SUNDAY STREETS

In sum, the public realm plays an important role in creating pleasant, comfortable, and safe experiences for all street users. A well-designed public realm also supports the business community along Mission Street and can help achieve the community's desire for a thriving commercial district. The commercial district already has many assets and resources to build upon, including active local businesses, transit access, local destinations, and open spaces.



SUNDAY STREETS CREATES TEMPORARY OPEN SPACE AND RECREATIONAL OPPORTUNITIES ALONG MISSION STREET

# Public Realm Goals, Strategies, and Action Items

The Excelsior and Outer Mission Working Group developed the goals, strategies and action items in this chapter and throughout this document. See pages 10-15 of Chapter 1 (Project Overview) for a description of that process. The goals and strategies represent the diverse opinions of the community and provide a roadmap for the City departments, legislature, and other elected officials on ideas that came from the community. The Excelsior and Outer Mission team, which included City staff and the Excelsior Action Group, developed the subsequent text, next steps, costs and identified potential partners.

\$ = less than \$50,000  
\$\$ = \$50,000 to \$500,000

\$\$\$ = Up to \$1 Million  
\$\$\$\$ = Up to \$5 million

\$\$\$\$\$ = Over \$5 million



Action Item

This section details the goals, strategies, and action items pertaining to the Excelsior and Outer Mission’s public realm. Three goals and eight strategies were developed by the Public Realm subgroup of the Working Group. Each strategy contains two to six action items.

The goals and strategies are numbered for reference. The numbers do not represent priorities.

- » Goals: PUB 1, PUB 2, etc.
- » Strategies: PUB 1.1, PUB 1.2, etc.
- » Action items: PUB 1.1.A, PUB 1.1.B, etc.

## **PUB 1. CLEAN, GREEN AND MAINTAIN THE PUBLIC REALM**

The Excelsior and Outer Mission’s public realm is comprised of its streets, sidewalks, and public spaces. The community’s highest priority is to keep its public realm clean, green, and well maintained. These three actions – cleaning, greening, and maintaining – are integral to a thriving pedestrian environment. Without proper cleaning and long-term maintenance, even the most well-designed and beautiful streets and public spaces can quickly become eyesores due to the intense use and abuse that occurs in an urban environment.

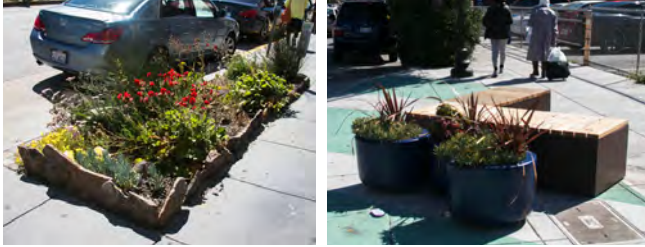
Many residents, including Working Group members and participants in Focused Conversations, strongly recommended prioritizing cleanliness and maintenance of the public realm so that the neighborhood looks welcoming, as opposed to “being neglected,” which was brought up many times as a major issue for the commercial corridor. From January 1, 2018 to June 1, 2018, District 11 had a higher percentage of street/ sidewalk cleaning and graffiti calls compared to the City as a whole. Approximately 50% of the 311 calls in the area asked for street/sidewalk cleaning.

The following strategies have been developed to ensure a greener and cleaner Excelsior and Outer Mission Neighborhood Commercial District that can be sustained over time.

### **PUB 1.1. MAXIMIZE OPPORTUNITIES TO ADD GREENERY TO THE STREET USING A COHESIVE PLANTING PALETTE**

#### **DESCRIPTION**

Participants in the Excelsior and Outer Mission Neighborhood Strategy community workshops in 2017 selected “greening” (along with “cleanliness”) as one of the top two priorities out of 11 choices for improving their experiences on Mission



**SIDEWALK GARDENS & STREET TREES**      **PLANTER BOXES**




**GREEN WALLS**

Street and Geneva Avenue (See Appendix A). Several Focused Conversations participants also pointed out that more trees and plants would add much-needed color to the area’s sidewalks and contribute to an enjoyable walking experience along the commercial corridor.

Different greening solutions can add greenery and do not obstruct pedestrian flow, for example:

**ACTION ITEMS**

The next steps to advance implementation are described in each action item, listed below.

 **PUB 1.1.A. USE PLANTER BOXES AND SIDEWALK GARDENS TO GREEN THE SIDEWALK WHERE STANDARD TREES ARE NOT ALLOWED OR ARE INFEASIBLE (SEE PUB 2.2.B FOR PLANT SELECTION)**

Several segments of sidewalks on Mission and Geneva streets are typically crowded with

**Planter Box Permit**

Planter boxes less than 36 inches in height and width are exempt from a permit, but will need to follow the guidelines under San Francisco Public Works’ Order No: 179231 ([www.sfpublicworks.org/sites/default/files/4084-DPWOrder179231\\_container\\_guidlines.pdf](http://www.sfpublicworks.org/sites/default/files/4084-DPWOrder179231_container_guidlines.pdf)).



GUIDELINES for the Placement of Sidewalk Landscape Containers:

- A. Placement on the Sidewalk –**
  1. The placement of the container on the sidewalk must not create a throughway zone that is less than 72 inches
  2. The container must be at least 24 inches from the outside edge of the sidewalk curb
  3. Multiple containers placed parallel to the curb must provide one unobstructed clear path of travel, 4 feet in width, every 20 feet. The path of travel shall ensure that pedestrians can walk from the curb to the “Throughway Zone”.
  4. Containers may not be placed on sidewalks with slopes greater than 8.33%. As a reference, an 8.33% slope is typically found on a curb ramp.
  5. Containers may not be placed on top of sub-sidewalk basements, utility boxes; sewer vents or within 5 feet of any vertical sidewalk structures such as utility poles, parking meters, or fire hydrants.
  6. Containers may not be placed within Bus Zones, nor adjacent to the curb within Blue or Red Zones. Containers may be placed in a Blue or Red Zone next to the property line if the sidewalk is greater than 9 feet in width.
- B. Maintenance** - The property owner is responsible for maintaining the sidewalk in a condition that is safe to pedestrians and vehicles and free of litter and unsightly weeds.

people and cluttered with utility poles, signs, and other elements. Many residents and merchants expressed concerns about the lack of sidewalk space. As compared to street trees, planter boxes are relatively lower in cost, and with careful design and placement, they can add greenery without impeding the flow of pedestrians on the sidewalks. In areas with wider sidewalks, merchants, residents, or property owners could install sidewalk gardens.<sup>1</sup>

In early 2019, the City will begin the development of the *Streetscape Guidelines* (also known as *Mission Better Street Action Plan*) for the Mission Street commercial corridor in the neighborhood. This is a joint effort by the Planning Department and San Francisco Public Works to develop a set of streetscape design guidelines that can apply to

<sup>1</sup> <https://www.sfpublicworks.org/services/permits/sidewalk-landscaping>

both private and public improvements. City staff will seek to establish local partnerships for a pilot project that would install and maintain planter boxes along the commercial corridor. This pilot can help the City and the community better understand maintenance needs and costs for greening in the neighborhood and be used as an educational and outreach tool that spurs additional greening efforts.

- » **Next Steps:** Using the pilot project as a platform, City staff can work with local community groups to inform business and property owners about the benefits of greening the public realm and share information on available permits and funding programs, including the planter box and sidewalk landscaping permits.
- » **Costs:** \$ (cost for planter boxes)
- » **Potential Partners:** Community Groups, Planning Department, San Francisco San Francisco Public Works, Office of Economic and Workforce Development (OEWD)

 **PUB 1.1.B. WORK WITH FRIENDS OF THE URBAN FOREST TO FILL EMPTY TREE WELLS**

There are a number of empty tree wells along Mission Street (Figure 3.8 of the existing conditions section). Supervisor Safai funded the Friends of the Urban Forest (FUF) to plant approximately 500 trees in District 11 in 2017. A Working Group goal is to continue filling the remaining vacant tree wells along Mission.

- » **Next Steps:** For the fiscal year 2018-2019, Supervisor Safai funded additional 500 trees and sidewalk gardens in District 11. FUF and San Francisco Public Works will coordinate with property owners to cut sidewalk concrete, plant trees, water them, and maintain them.

**Tree Planting**

In early 2018, Friends of the Urban Forest planted trees in the Excelsior and Mission Terrace neighborhoods, including along the Mission Street commercial corridor.

For the Crocker Amazon neighborhood, tree planting events happened in September 2018.



To sign up for a tree and help support community greening events, visit:

- [fuf.net/excelsior](http://fuf.net/excelsior)
- [fuf.net/missionterrace](http://fuf.net/missionterrace)
- [fuf.net/crocker](http://fuf.net/crocker)

- » **Costs:** \$ - \$\$
- » **Potential Partners:** Community Groups, San Francisco Public Works, Friends of the Urban Forest

 **PUB 1.1.C. COORDINATE WITH THE CITY TO ENSURE STREET TREES ARE PRUNED AND TREE WELLS ARE CLEANED REGULARLY**

With the passage of Proposition E in 2017, maintenance of street trees and repair of tree-related sidewalk damage are now the responsibility of San Francisco Public Works. San Francisco Public Works encourages the community to work with the Fix-It Team and use 311 to report un-maintained trees. More reporting and data will help San Francisco Public Works better coordinate tree maintenance.

- » **Next Steps:** San Francisco Public Works will continue to prune trees and repair street tree basins. The Fix-It Team will continue

to work with residents to improve routine cleaning practices, perform spot cleaning in response to 311 reports, and identify areas that need more frequent care. See PUB 1.2 for discussions regarding tree well cleaning.

- » **Costs:** \$
- » **Potential Partners:** San Francisco Public Works, Fix-It Team

## PUB 1.2. USE EDUCATION AND ENFORCEMENT TOOLS TO HEIGHTEN AWARENESS OF THE PUBLIC REALM'S CONDITION AND TO KEEP IT LITTER FREE

### DESCRIPTION

A lack of cleanliness was a consistent and repeated theme discussed by community members, Working Group members, and Focused Conversations participants. In particular, illegal dumping, overflowing trash bins, graffiti, and dirty sidewalks are areas of community concern. Many participants stated that the City should play a proactive role in cleaning and maintaining the public realm. The City has embarked on many different programs to address these issues. This strategy focuses on ways to build upon or expand existing programs in response to community concerns.

Keeping public spaces clean takes collaboration between the City and the community and includes a combination of both education and enforcement tools.

- » **Education** is a long-term approach. Although it may not produce immediate results, over time education can change people's mindsets and behavior. Through educational campaigns, many illegal activities that are hard to enforce can be addressed, such as

spitting gum on the sidewalk or littering.

Property owners could also be educated about the requirement that they clean the sidewalk in front of their businesses and homes.

- » **Enforcement** can be a short-term solution and effective in deterring certain violations, such as dumping, if a violator is caught in the act. However, monitoring for these violations is difficult. Enforcement of sidewalk cleaning in front of adjacent properties can also lead to cleaner sidewalks. Violations, however, will resume if enforcement stops or will occur in other locations where enforcement is limited.

A challenge of enforcement is that it could penalize disadvantaged populations that lack resources to meet expectations, rather than fixing the problem. Without providing assistance and education, citations and fines will not solve this problem.

### ACTION ITEMS

The next steps to advance implementation are described in each action item, listed below.




#### PUB 1.2.A. COORDINATE WITH SAN FRANCISCO PUBLIC WORKS AND COMMUNITY MEMBERS TO RECRUIT VOLUNTEERS TO CONDUCT CLEAN UP EVENTS ON A REGULAR BASIS

Several Working Group members voiced the need for community clean-up events that can promote

**Community Clean Team** is San Francisco Public Works' longest-running and largest volunteer program that keeps San Francisco beautiful through landscaping and gardening projects, graffiti removal and litter cleanup in our neighborhoods. See <https://www.sfpublishworks.org/volunteer> for more information.

anti-litter campaigns. The City’s *Community Clean Team*<sup>2</sup> organizes annual clean-up events for District 11, but the level of participation has been low. Leveraging this existing program to engage more residents and merchants can build momentum for more frequent clean-up events.

- » **Next Steps:** To promote existing clean-up events organized by the Community Clean Team, City staff will work with local organizations to inform more residents and merchants about existing clean-up events and recruit more volunteers.
- » **Costs:** \$
- » **Potential Partners:** Community Groups, San Francisco Public Works, Fix-It Team

 **PUB 1.2.B. CONDUCT MULTI-LINGUAL LITTER ABATEMENT CAMPAIGNS ON A REGULAR BASIS TO ESTABLISH A SOCIAL NORM THAT LITTERING IS NOT ACCEPTABLE**

Anti-litter campaigns generate social pressure that discourages people from littering. In a diverse neighborhood like the Excelsior and Outer Mission, establishing shared values and shared norms around neighborhood pride and the value of cleanliness may be a worthwhile endeavor. Campaigns should be multilingual with clear messages and graphics appropriate to the area’s diverse population.


In 2013, the San Francisco Giants launched the “Giant Sweep”, a Citywide anti-litter campaign conducted in partnership with local schools, residents, businesses, and community groups.<sup>3</sup> The campaign involves hands-on activities teaming City workers with community volunteers to pick up litter and a major educational component encompassing classroom curriculum and a public information

<sup>2</sup> <https://www.sfpublicworks.org/volunteer>  
<sup>3</sup> <https://sfpublicworks.wixsite.com/sfgiantsweep>

campaign. In addition, in September 2018, the City launched “Love Our City,” a citywide clean-up campaign to bring the city together to tackle its litter problem (without the Giant’s sponsor).<sup>4</sup>

Additional outreach may be needed to fully engage the community. Neighborhood-specific engagement efforts can boost neighborhood pride and help further establish shared values and shared norms around stewardship and cleanliness.

- » **Next Steps:** City staff will continue to work with local community groups to make the existing anti-litter campaigns more inclusive. Local community groups’ help is critical to recruit volunteers and tailor the campaign materials to the needs of the Excelsior and Outer Mission neighborhood.
- » **Costs:** \$ - \$\$
- » **Potential Partners:** Community Groups, San Francisco Public Works, Fix-It Team

 **PUB 1.2.C. WORK WITH LOCAL SCHOOLS TO ENGAGE STUDENTS IN THE ANTI-LITTER CAMPAIGNS AND TO INCLUDE LITTER ABATEMENT IN THE CURRICULUM**

Student-based anti-litter programs can instill a life-long appreciation for the importance of communal stewardship at an early age. Schools can educate and engage students about the negative impact littering has on their neighborhood and what they can do to prevent litter.

- » **Next Steps:** SF Environment provides free “Stop Litter” presentations and assemblies to all K-12 public and private schools in San Francisco. In addition, San Francisco Public Works provides free hands-on clean-up training for students.

<sup>4</sup> <https://sfpublicworks.org/project/press-release-love-our-city-mayor-breed-invites-san-franciscans-unite-citywide-cleanup-sept>



- » Neighborhood schools can work with SF Environment to hold an anti-litter poster contest.<sup>5</sup>
- » The City and or community could also work with the neighborhood schools through a more in-depth process to develop a neighborhood-specific anti-litter campaign.
- » **Costs:** \$- \$\$
- » **Potential Partners:** Schools, San Francisco Public Works, SF Environment



**PUB 1.2.D. COORDINATE WITH THE MAYOR'S OFFICE FIX-IT TEAM TO INVESTIGATE ROOT CAUSES AND ADDRESS LITTER, INCLUDING USE OF 311 TO REPORT IT**

Since May 2016, the Mayor's office Fix-It Team has been monitoring major, reoccurring issues related to greening and cleaning and developing strategies to tackle the root causes of the issues and improve the conditions of our public realm. Based on community surveys and data analysis, the Fix-It team has selected the Mission Street corridor between Silver Avenue and Geneva Avenue as a "Fix-It Zone," one of the 35 focus areas in need of cleanliness and safety interventions.

311 data is integral to the Fix-It Team process, and community members are strongly encouraged to use 311 to report issues around litter. The Fix-It Team organizes community meetings and walks to solicit community local input and to support better ways to use the City's 311 system.<sup>6</sup>

Working Group members and Focused Group participants identified illegal dumping of large items like mattresses, appliances, and full bags of garbage as a significant issue. Dumping often reoccurs in the same locations— such as

around Longfellow Elementary, the intersection of Alemany/Crystal/Delong, Alemany and Farragut, San Jose at Mt. Vernon and Mission/Brazil –where people are less likely to be caught; typically in areas with very few "eyes on the street." Several fronting property owners stated that they were fined for someone else's illegal dumping.

For some people, illegal dumping is a cheap and easy way to dispose of their garbage. Several Focused Conversation participants stated that some renters do not have access to garbage removal. While landlords are legally required to provide tenants access to garbage removal, these comments point to the possibility that not all landlords are providing necessary information about these services. For others, it's due to a lack of information, such as about the free Bulky Item Collection service provided by Recology or free drop-off events, such as the "Gigantic Three" – a bulky item pick-up program.<sup>7</sup>

To decrease illegal dumping, the root causes must be identified and addressed with a combination of enforcement, education, and monitoring.

- » **Next Steps:** The Fix-It team and San Francisco Public Works will continue to explore new solutions and strategies for more efficient trash receptacles for neighborhoods experiencing high levels of sidewalk litter and illegal dumping. The Excelsior and Outer Mission is a priority neighborhood.
- » There are currently six Public Works Corridor Ambassadors in the Excelsior and Outer Mission Neighborhood. They work Friday through Monday from 8am to 7pm cleaning sidewalks and tree wells and reporting illegal dumping.

<sup>5</sup> <https://sfenvironment.org/news/update/our-cool-planet-post-contest>

<sup>6</sup> <https://sfmayor.org/neighborhoods/fix-it-meetings?page=7>

<sup>7</sup> <https://sfpublicworks.org/services/recycle-your-junk-and-bulky-item-collection-information>

- » Supervisor Safai has committed \$250,000 to additional cleaning throughout Excelsior and Outer Mission for fiscal year 2018/19. This will include an investment in trees and landscaping as well as sidewalk cleanliness services, such as litter removal, bulky item pickup and power washing along sidewalks and at bus shelters.
- » **Costs:** \$\$
- » **Potential Partners:** Community Groups, San Francisco Public Works, Fix-It Team

 **PUB 1.2.E. PARTNER WITH THE CITY TO EDUCATE AND ENFORCE EXISTING SIDEWALK CLEANLINESS REGULATIONS**

In San Francisco, property owners are responsible for cleaning the sidewalk in front of their properties. During Working Group discussions, many participants pointed out that fronting property owners neglect keeping their store’s sidewalk frontage clean. On the other hand, some business

**Education and Enforcement Example**

Some small businesses may not understand the city’s permit system and requirements, such as a fronting property should clean the sidewalk and a commercial facade should keep 60% transparency (Section 145.1(c)(6) of the Planning Code). Without educating property or business owners about what’s required to continue their business, if the City enforces the rule, some may be subject to significant fines that they cannot afford or they may not know how to address the violation. Some may even close their business. Citizen awareness of these laws helps change behavior.

owners, especially the ones near bus stops or areas where illegal dumping occurs, expressed frustration with regulations that make them responsible for someone else’s illegal dumping and littering.

- » **Next Steps:** The OnE Team, the City’s outreach and enforcement team for street

and sidewalk cleanliness, will continue to reach out to merchants, property owners, and residents to educate and enforce cleanliness regulations including:

- » Provide information on cleanliness standards
- » Prevent illegal dumping
- » Investigate complaints
- » Enforce City codes
- » Attend merchant and neighborhood association meetings
- » Resolve issues and concerns raised by the public
- » Work with private and other City agencies to solve problems
- » Inspect City streets and sidewalks by foot
- » Write citations and Notices of Violation when warranted
- » Ensure all property owners maintain adequate garbage services
- » **Costs:** (existing program)
- » **Potential Partners:** Community Groups, San Francisco Public Works, and SFPD

**PUB 1.3. STUDY AND DEVELOP MECHANISMS TO FUND AND MAINTAIN THE GREENING AND CLEANLINESS OF PUBLIC STREETS AND OPEN SPACES IN PERPETUITY**

**DESCRIPTION**

A lack of dedicated and sustained mechanisms for both capital and ongoing maintenance and programming is a significant challenge for greening and cleaning. Many Working Group members, workshop participants, and Focused Conversations participants expressed

frustration with a lack of maintenance services provided for the neighborhood.

The City maintains public streets, street trees, and public parks. Working Group members supported the idea of additional funding mechanisms and tools that build stewardship and community capacity. Stewardship is crucial to keeping an eye on the cleanliness and maintenance of public spaces and to create social pressure that deters illegal behaviors.

Such funding mechanisms help keep public streets and open spaces clean and improved *above and beyond* the base level. This strategy proposes to explore mechanisms that can help build stewardship and community capacity to make the streets and open space better than base level.



#### **PUB 1.3.A. ESTABLISH A COMMITTEE OF PROPERTY AND BUSINESS OWNERS TO INVESTIGATE AND RESEARCH THE IMPACTS AND VIABILITY OF A COMMUNITY BENEFIT DISTRICT AND/OR A GREEN BENEFIT DISTRICT.**

Community Benefit Districts (CBDs), also sometimes known as Green Benefit Districts, are financed by self-assessments on the property owners in the district by a vote of the property owners in that district. A CBD helps pay for services that are additive to city services, such as power washing the sidewalk, hosting special events, adding greening, installing flower baskets and banner signs to light poles, or picking up litter. These services are supplemental to the baseline ones provided by the City.

» **Next Steps:** To create a CBD, a group of interested stakeholders—such as property owners on Mission Street—would need to organize and advocate to establish a

district. Funding is available from the Office of Economic and Workforce Development to help a committee explore the potential of a Community Benefit District.

- » **Costs:** \$
- » **Potential Partners:** OEWD, EAG, neighborhood merchants

#### **PUB 1.4. PROMOTE THE PRINCIPLES OF CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)**

##### **DESCRIPTION**

Many Working Group members, Focused Conversation participants, and community members stated they do not feel safe walking around the area at night. In addition, with multiple incidents of violence at the Mission/ Geneva intersection, the community's concern around personal safety got heightened along the commercial corridor. During the Working Group meetings, participants suggested several ideas to improve personal safety, including better lighting on the sidewalk, surveillance cameras, more active storefronts, and increased police presence.

The Working Group suggested Crime Prevention Through Environmental Design (CPTED) as means to increasing a sense of safety along the commercial corridor.

Crime Prevention Through Environmental Design (CPTED) aims to discourage criminal behavior through environmental design. Design elements such as sidewalk lighting, exterior building lighting, clear lines of sight from sidewalks to building entrances, and the elimination of hidden spots around buildings can significantly change the actual and perceived safety in the area.

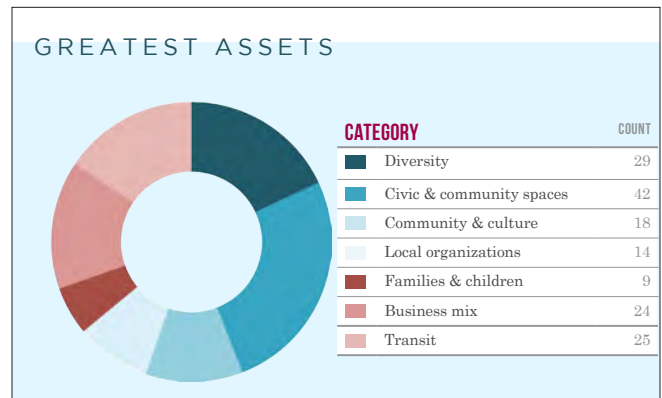
The City’s Urban Design Guidelines also contain a range of guidelines to ensure new buildings contribute to a safe pedestrian environment, including the following:

- » Avoid dark, cavernous spaces when designing recesses and setbacks to create a safe and inviting environment (S5).
- » Design the base of the building to foster positive activity. Orient and integrate courts, entries, lobbies, large windows and balconies to face streets, public parks, plazas and open spaces to provide more opportunity for safety and interaction. (A8)
- » Consider how orientation and visual connection may support an individual’s perception of personal safety.(P2)
- » Use landscape, structures, and buildings to define spaces while, at the same time, provide visual access to encourage their use and enhance safety. (P2)

- » **Next Steps:** The Fix-It Team has launched a pilot to install solar LED lights at requested properties to enhance sidewalk visibility. This kind of intervention will help existing buildings reinforce a sense of safety.
- » For new developments, City agencies, including Planning, San Francisco Public Works, SFMTA, and Recreation and Park departments will continue to ensure new projects employ CPTED principles.
- » **Costs:** \$ - \$\$\$ (CPTED design can be part of new development projects)
- » **Potential Partners:** Property Owners, Developers, San Francisco Public Works, SF Planning, Community Groups

## PUB 2. REINFORCE A SENSE OF PLACE AND CELEBRATE THE MULTICULTURAL COMMUNITY CHARACTER ALONG THE MISSION STREET CORRIDOR

Mission Street in the Excelsior serves multiple neighborhoods with very diverse populations. The multicultural character of the corridor and its unique history can inspire street and public space design and enhance the neighborhood’s sense of place.



GREATEST ASSETS IDENTIFIED BY WORKSHOP PARTICIPANTS (FROM 2017 WORKSHOP REPORT)

### PUB 2.1. USE ART TO EXPRESS AND CELEBRATE THE IDENTITIES OF THE AREA

#### DESCRIPTION

The Working Group supports the installation of public art to represent the richness and diversity of the local culture and historic heritage, including murals, sculptures, signage, and street pole banners. These artistic elements could be curated to create a coherent theme that is integrated into the public realm through greening, furnishings, and other amenities.



**STREET NAMES REFLECT THE NEIGHBORHOOD'S UNIQUE HISTORY**

In addition to improving aesthetic quality, public art can reinforce community engagement and social cohesion. Researchers have found that public art can catalyze improved mental and physical health.<sup>8</sup>

#### **ACTION ITEMS**

The next steps to advance implementation are described in each action item, listed below.



#### **PUB 2.1.A. DEVELOP AND IMPLEMENT A COMMUNITY ART TOOLKIT THAT IDENTIFIES AREAS FOR PUBLIC ART AND PROVIDES IDEAS AND GUIDANCE ON TYPES OF ART, PERMIT PROCESSES, AND FUNDING RESOURCES**

The Working Group recommended developing a Community Art Toolkit that would document the community's needs for public art, provide guidance on creating an art-friendly community,



**MURALS CAN REPRESENT THE RICHNESS AND DIVERSITY OF THE LOCAL CULTURE AND HISTORIC HERITAGE**

and identify ways to celebrate the community's unique history and character. The toolkit could also provide a 'how to guide' on creating artwork on private property, featuring case studies. It could also describe opportunities for public art on public property, the means to utilize public funding and other funding sources, and the required review and permit processes. A Community Art Toolkit could consider a wide range of public art types, such as sculpture, signage, banners, and other ideas, as well as art that is unique to the commercial corridor.

» **Next Steps:** Based on community input throughout the Excelsior and Outer Mission Strategy process, the development of the Community Art Toolkit has been funded by the City for fiscal years 2018-20. The Planning Department will lead this process in collaboration with the Arts Commission. Additional funding will be required to implement art projects.

<sup>8</sup> <https://centerforactivedesign.org/publicart-engagement>

- » **Costs:** \$\$ (toolkit development)  
- \$\$\$ (installation of art)
- » **Potential Partners:** SF Planning, SF Arts Commission, Community Groups, Property Owners

 **PUB 2.1.B. DEVELOP A “HISTORIC SIGN PROGRAM” THAT HELPS IDENTIFY AND RESTORE SIGNS THAT CONTRIBUTE TO NEIGHBORHOOD HISTORY AND CHARACTER**

Historic signs can be landmarks, reflect neighborhood history and character, and become part of the community’s collective memory. Many Working Group members support the creation of a “historic sign program” to identify and restore business signs that contribute to neighborhood history and character.

Currently, of San Francisco offers many voluntary programs for property or business owners to encourage the use, maintenance, and restoration of historic signs. The Office of Economic and Workforce Development offers grants to preserve and restore certain historic signs through the SF Shines program.<sup>9</sup> In addition, the City’s Vintage Signs Ordinance provides a method of maintaining a historic sign regardless of whether the business advertised on the sign still exists. Without the Vintage Signs Ordinance, if a business moves out of a building, signs associated with the business cannot remain on the building and are considered illegal.

- » **Next Steps** - The community can work with current property and business owners to utilize SF Shines grants to voluntarily preserve historic or unique signs. The City does not



**UNIQUE SIGNS CAN CONTRIBUTE TO CREATING A SENSE OF PLACE AND NEIGHBORHOOD CHARACTER**

<sup>9</sup> <https://oewd.org/sf-shines>

have nor is it proposing any mandatory historic sign restoration program.

- » **Costs:** \$\$ (funding for restoration for voluntary participation)
- » **Potential Partners:** Property Owners, San Francisco Public Works, SF Planning, SF Arts Commission, Community Groups

**PUB 2.2. CREATE A SERIES OF SPECIAL VISUAL “MOMENTS” (SUCH AS GATEWAYS) TO ENHANCE THE EXPERIENCE OF THE COMMERCIAL CORRIDOR**

**DESCRIPTION**

Unique light poles, flowering trees, or gateway features can create a visual sequence along key corridors, a memorable destination, and a clear sense of place. Working Group members mentioned that many people go through Mission Street, Ocean Avenue, and San Jose Avenue not knowing that they are entering into and exiting the Excelsior and Outer Mission neighborhood. Working Group members suggested that creating a more attractive sense of place would help activate the corridor and attract more visitors.

Simple design features like seating elements or unique plantings, when repeated along multiple blocks, can make the corridor memorable. Such features can be reinforced by gateway monuments that define the boundary of the area and welcome people into the neighborhood.

The neighborhood already has several notable artworks, like the mural along the Mission Street overpass and the Upright Sculpture at the Geneva and Mission intersection. The Excelsior and Outer Mission community has many cultural, natural, and historic resources to utilize as a source of inspiration for artwork. Lastly, Mission Street



**UPRIGHT SCULPTURE**

presents many potential locations to place a series of design elements, including light fixtures, greening, and signage under a coordinated theme.

**ACTION ITEMS**

The next steps to advance implementation are described in each action item, listed below.

**✓ PUB 2.2.A. IDENTIFY AND DESIGN GATEWAYS TO CREATE A UNIQUE SENSE OF ARRIVAL**

Arrival points should be identifiable to both drivers and pedestrians and designed to create singular entry images using architectural, monumental, or landscape features. Gateway features can also include framed scenic views, unique signage, furnishing, and vegetation that can add texture and interest.

- » **Next Steps:** The forthcoming *Community Art Toolkit* and *Streetscape Guidelines* planning

process will be an opportunity for the City to solicit community input on gateway ideas. See PUB 2.1.A. for a discussion about the art toolkit. More funding will be required to develop and implement gateway projects.

- » **Costs:** \$\$
- » **Potential Partners:** San Francisco Public Works, SF Planning, SF Arts Commission, Property Owners, Community Groups

 **PUB 2.2.B. DEVELOP A PLANT PALETTE TO GUIDE AND COORDINATE PLANTING CHOICES**

A cohesive and distinctive planting palette along the commercial corridor and residential streets can enhance the area’s sense of place. A set of trees, shrubs, grasses, and flowers drawn from the City’s approved and recommended plant lists can be created for the entire area or for certain streets. This plant palette could guide landscape design for both private and public developments, as well as individual efforts to beautify storefronts with plant boxes. See PUB 1.1.

- » **Next Steps:** As part of the funded *Streetscape Guidelines* (see PUB 1.1.A.), City staff will work with the community to develop a curated planting palette of trees, shrubs, grasses, and flowers for certain streets in the area using the City’s approved and recommended plant lists.
- » **Costs:** \$ (funded)
- » **Potential Partners:** San Francisco Public Works, SFPUC, SF Planning



OCEAN AVENUE STREETScape IMPROVEMENTS ACCORDING TO THE OCEAN AVENUE CORRIDOR DESIGN PLAN ([HTTPS://SF-PLANNING.ORG/OCEAN-AVENUE-CORRIDOR-DESIGN](https://sf-planning.org/ocean-avenue-corridor-design))

 **PUB 2.2.C. SPECIFY A CONSISTENT PALETTE OF STREETScape MATERIALS AND FURNISHINGS FOR THE AREA, INCLUDING PAVING MATERIALS, BENCHES, STREET LIGHTS, TRASH RECEPTACLES, AND TREE GRATES**

Working Group members suggested that the design and feel of site furnishings should reflect the community’s cultural and historic heritage. Site furnishings include benches and trash receptacles, and streetscape amenities like chairs, tables, planters, and signage.

The Working Group also wants to create a special design for bus shelters on Mission Street. However, Muni is a citywide system and for consistency, SFMTA policy does not support different bus shelter designs for each neighborhood. Instead, adding artistic signs or banners to bus shelter structures may be possible.

- » **Next Steps -** As part of the *Streetscape Guidelines* (see PUB 1.1.A.), City staff will work with the community to solicit ideas and develop a consistent palette of paving materials, street lights, and furnishings for the Mission corridor



- » Costs: \$\$
- » Potential Partners: San Francisco Public Works, SFMTA, SF Planning, SF PUC, Community Groups

### **PUB 3. BUILD A COHERENT NETWORK OF VIBRANT PUBLIC SPACES THAT IS INTEGRATED AND CONNECTED TO SURROUNDINGS**

Streets, parks, plazas, and other open space are places where neighbors and visitors can sit, socialize, play, and interact. A coherent network of public spaces fosters social networks, commercial activities, and sustainable neighborhoods where people maintain active lifestyles. While there are sizable parks surrounding the area, several Focused Conversation participants pointed out that park access needs to be improved as park entries are hard to find and signage is not clear. Many Working Group members also want more public spaces sprinkled throughout the community to provide more community space in the heart of the neighborhood.

**PUB 3.1. IDENTIFY CURRENT ASSETS AND DEFINE GAPS TO CREATE A COMPLETE NETWORK OF PUBLIC SPACES IN THE COMMUNITY**

**DESCRIPTION**

Two sizable parks, Balboa Park and John McLaren Park, are within walking distance of many residents, but pedestrian access to these parks can be challenging, confusing, or unpleasant. For instance, while Balboa Park offers a variety of recreational facilities and green spaces, walking along Ocean Avenue and San Jose Avenue can feel unsafe,

with fast moving cars and wide intersections. Crossing these streets can be scary, especially for seniors or young children. In addition, these large parks are on the edge of the neighborhood. The Working Group desired additional public spaces along the commercial corridor.

**ACTION ITEMS**

The next steps to advance implementation are described in each action item, listed below.

 **PUB 3.1.A. INVENTORY CURRENT ASSETS AND IDENTIFY OPPORTUNITIES (E.G. (1) PUBLIC LOCATIONS THAT COULD BE ENHANCED AND (2) LOCATIONS THAT COULD BE ACQUIRED FOR PUBLIC SPACE.)**

**PUB 3.1.B. WORK WITH THE COMMUNITY TO ENVISION THE FUTURE OF NEW PUBLIC SPACES AND STRATEGIZE WAYS TO REALIZE THE VISION, SUCH AS DEVELOPING CONCEPT DESIGNS FOR THE PERSIA TRIANGLE AND AT WHITTIER AND MISSION STREETS**

The first step towards creating a complete network of public spaces is to inventory current assets and identify gaps in the open space network. The second step is to study ways to fill in the gaps, which could include adding amenities to or redesigning existing open spaces as well as acquiring additional public spaces. Acquiring private properties to create new parks requires a great deal of resources as acquisition, design, and construction of a park or open space are very costly.

Alternative ways to create new public space include reclaiming excess street right-of-way to create new parks and plazas or working with private land owners to create privately-owned-public-open spaces (POPOS) as part of new developments. Working Group members discussed many ideas,

including reducing travel lanes on Mission to create a public space; closing Ocean Avenue to traffic in order to use it as pedestrian space; converting parking spaces at Mission/Geneva to create a plaza near bus stops; and many more. These ideas have not been vetted by City agencies and require studies to evaluate their financial and physical feasibility.

» **Next Steps:** The Working Group members identified a few “open space opportunity sites” along the Mission Street corridor, including Persia Triangle, the Mission/Geneva intersection, and an area around the Mission/Whittier intersection. The community, City agencies, and neighborhood organizations should work together to envision the future of new public spaces and strategize ways to realize the vision. In particular, for the Persia Triangle site, the idea was suggested to work with local schools or consultants to develop a design for the Persia Triangle site to generate interest in what the space could become.

» **Costs:** \$ - \$\$

» **Potential Partners:** San Francisco Public Works, SFMTA, SF Planning, Community Groups, SF Recreation and Parks Department, Supervisor’s office

**PUB 3.2. ENCOURAGE BUSINESS AND PROPERTY OWNERS TO ENHANCE THEIR PROPERTY FRONTAGES**

**DESCRIPTION**

Public space on streets is framed by buildings, so building design plays an important role in shaping people’s perception and experience of these public spaces. Well-designed buildings and their facades can make public spaces feel welcoming and enjoyable by providing eyes on the street and offering visual interest for pedestrians.

Inviting storefronts and sidewalks can draw customers or tenants and contribute to a more lively and thriving business community along Mission Street.

**ACTION ITEMS**

The next steps to advance implementation are described in each action item, listed below.



**PUB 3.2.A. ENCOURAGE MORE BUSINESSES TO ACTIVATE THE SIDEWALK AND ENRICH THE PEDESTRIAN ENVIRONMENT VIA FEATURES LIKE SIDEWALK TABLES AND CHAIRS, PARKLETS, AND SIDEWALK DISPLAYS**

Adjacent businesses can work together or individually to add pedestrian amenities like movable chairs and tables or to temporarily increase pedestrian space by converting a parking space into a parklet.

During the Working Group discussions, merchants expressed frustration about the City’s Tables and Chairs Permit because the permit is only valid for a year, and the renewal of the permit is burdensome for small business owners. Ideas for permit process improvements are described under BIZ 1.2 in Chapter 2, Business and Service Provider.

» **Next Steps:** Parklets and outdoor seating are voluntary programs for merchants. The City will continue to provide educational materials and technical assistance, as needed.

» See <https://www.sfpublicworks.org/services/permits/parklets> to learn more about parklets.

» See <https://www.sfpublicworks.org/services/permits/cafe-tables-and-chairs> for information about the Tables and Chairs Permit.

- » **Costs:** \$ (property owners need to pay a fee for outdoor seating permit and buy table and chairs) - \$\$ (parklet creation and maintenance)
- » **Potential Partners:** San Francisco Public Works, Community Groups



### PUB 3.2.B. REACH OUT TO PRIVATE PROPERTY OWNERS TO ENGAGE THEM IN THE STREETSMARTS PROGRAM AND OTHER AVAILABLE ART PROGRAMS AND GRANTS

The City and several nonprofit organizations offer programs to educate owners about the importance of properly maintaining property frontages and provide financial support and technical services to improve frontages, such as the StreetSmARTS<sup>10</sup> program (a city funded program to provide seed funding for public murals) and SF Shines program.<sup>11</sup>

Without major renovation, small gestures, like adding a mural, can significantly improve the visual appeal of the commercial corridor. Individual owners can participate in the StreetSmARTS program, which requires a relatively low fee that can be put towards the cost of installing a mural. Compared to the ongoing fees incurred from violation notices of graffiti, the program participation fee is cost-effective for property owners in the long term.

- » **Next Steps:** City agencies and local organizations will work together to inform property owners about existing art programs and grants. The Community Art Toolkit development process (discussed in PUB 2.1.A.) will provide a venue for these conversations.
- » **Costs:** \$ (property owners need to either pay a fee or apply for grants)

<sup>10</sup> <https://www.sfartscommission.org/information-for/murals#main-content>

<sup>11</sup> <https://oewd.org/sf-shines>

### Youth Arts Exchange

Through OEWD's Neighborhood Improvement Grants, the Youth Arts Exchange and Artspace were able to partner to occupy a long standing vacancy in the Excelsior Outer Mission Neighborhood Commercial District. The partnership will activate the storefront with youth art programs and house artist studios.



- » **Potential Partners:** SF Arts Commission, OEWD, San Francisco Public Works, Community Groups



Photo by SF Planning.

CHAPTER 4

# Land Use & Housing

*Working Group Aspiration:*

***We envision a stable, healthy future without displacement, where current and future residents can thrive.***



# Existing Conditions

This section provides an understanding of (1) who lives in the Excelsior and Outer Mission; (2) existing buildings as well as what types of new development is allowed; (3) the types of housing in the neighborhoods, housing costs, and other housing-related issues that residents face; and (4) how the neighborhood has been changing.

There is a strong culture and sense of community among residents of the Excelsior and Outer Mission and their connection to the neighborhood often stretches back several generations. The high percentage of homeowners (64%) provides stability for residents who purchased homes in past decades, however, rising prices have put home ownership out of reach for newer residents with low and moderate incomes. Renters here and throughout San Francisco face a tight rental market and many renters fear displacement through eviction or rising rents. In addition, many residents already face high housing cost burdens or housing that is cramped or poorly maintained. Despite these challenges, residents who participated in the Excelsior and Outer Mission Neighborhood Strategy process want to remain in their neighborhood and build on the assets and diversity of the community.

## PEOPLE

The Excelsior and Outer Mission Neighborhood is diverse in age, race, birthplace, etc. Working Group members represent this diversity. Their photos and stories hint at the rich and varied culture of the neighborhood. See the following page for a profile of a few of the Working Group members.

## HOUSEHOLDS, POPULATION, AND TENURE

The Excelsior and Outer Mission neighborhood has 18,270 housing units. These units comprise about 4.7% of San Francisco's 383,680 total citywide and approximately 96% are occupied. The estimated 4% vacancy rate is low and indicates that a relatively small share of the neighborhood's housing is for sale, for rent, or otherwise vacant at any given time. A total of 62,932 residents live in the neighborhood (7.7% of the city's population). The Excelsior and Outer Mission comprises only about 5% of the city's land area, however, the fact that these neighborhoods are overwhelmingly residential helps explain why they have a slightly higher share of the city's population since other areas have higher concentrations of commercial uses and large parks or other public space (the census tracts that cover Excelsior and Outer Mission do not include McLaren Park).

The Excelsior and Outer Mission has a higher proportion of family households (76%) than San Francisco (46%) as a whole. A family household could include married couples, domestic partners, single parents with children, grandparents and grandchildren, etc. In general, households in the Excelsior and Outer Mission are larger (3.6 people) than San Francisco's average (2.3 people), reflecting the concentration of larger family households in these neighborhoods.

There are many multigenerational households in the Excelsior and Outer Mission. For example, 9% of the Excelsior and Outer Mission's households have grandparents and grandchildren living in the same home compared to just 2% of all San Francisco households. Grandparents living with grandchildren is just one type of multigenerational or extended family household, Excelsior and Outer Mission neighborhood might be higher if adult children



Katherine Taylor was born in the Excelsior Neighborhood. Her parents moved to the Excelsior in [year] from China. They raised Katie [and her siblings] in this southwest part of San Francisco. When Katie and her husband married, they raised their sons [names] in the Excelsior as well. Today, all three generations of the family live in the Excelsior.



Ulysses is a homeowner in the Excelsior and lives with his mother and two sisters. He is currently in the SFFD Academy and resides in Mission Terrace near Balboa Park.



Jason Serafino-Agar, his wife, and two kids are renters in the Outer Mission area. Jason loves how close he is to La Loma Produce and his wife can walk to work at Long Fellow Elementary school where she teaches. While his wife grew up in the neighborhood, Jason is a relative newcomer.

living with extended family were included. Given that both family and household size in the Excelsior and Outer Mission is higher than the citywide averages, it's not surprising that many survey respondents reported wanting to expand their homes to add additional space for their household (See Figures 4.13 and 4.14 for survey results).

Many families double up, sharing a home or even an apartment. This leads to overcrowding, defined by the US Census as more than one person per room (bathrooms and kitchens excluded). For example, a couple living in a one-bedroom apartment is not overcrowded because there are at least two rooms including a bedroom and living area, however, a couple with a child in that same one-bedroom would be overcrowded because there are three people in only two rooms. Overcrowding in the Excelsior and Outer Mission is more than three times the rate for the city as a whole, with 22% of households overcrowded compared to 7% citywide. Severe overcrowding, defined as more than 1.5 people per room, is also more pronounced in the Excelsior and Outer Mission neighborhoods with 7% of households severely overcrowded compared to 4% citywide.

The Excelsior and Outer Mission neighborhoods has a very high homeownership rate. 64% of homes are owner-occupied. This is exactly the inverse for the city of San Francisco, where 36% own and 64% rent.

## HOUSING DENSITY & HOUSING STOCK

Housing Density is the concentration of dwelling units over a given area of land, for example dwelling units per acre (see Figure 4.3). The Excelsior and Outer Mission is among the lower density neighborhoods in the city, with between 16.4-21.5 units/acre.

Excelsior and Outer Mission has lower housing densities in part because 82.3% of the housing units are single family homes. This is significantly higher than the rest of the city, where only 31.9% of housing units are single-family homes. The remainder of the housing units in the Excelsior and Outer Mission are multi-unit buildings, as displayed in Figure 4.5. Most housing units have 2 bedrooms (42%), or 3-4 bedrooms (44%).

The housing units located along the commercial corridor tend to be multifamily housing, including both apartments and condominiums. Some buildings have multiple units and other buildings have one or two residential flats over a commercial store front. Occasionally, there are single family homes along Mission Street, especially on the southern end of the street. Geneva Avenue also has single family homes, though these tend to be outside of the boundaries of the neighborhood commercial district.

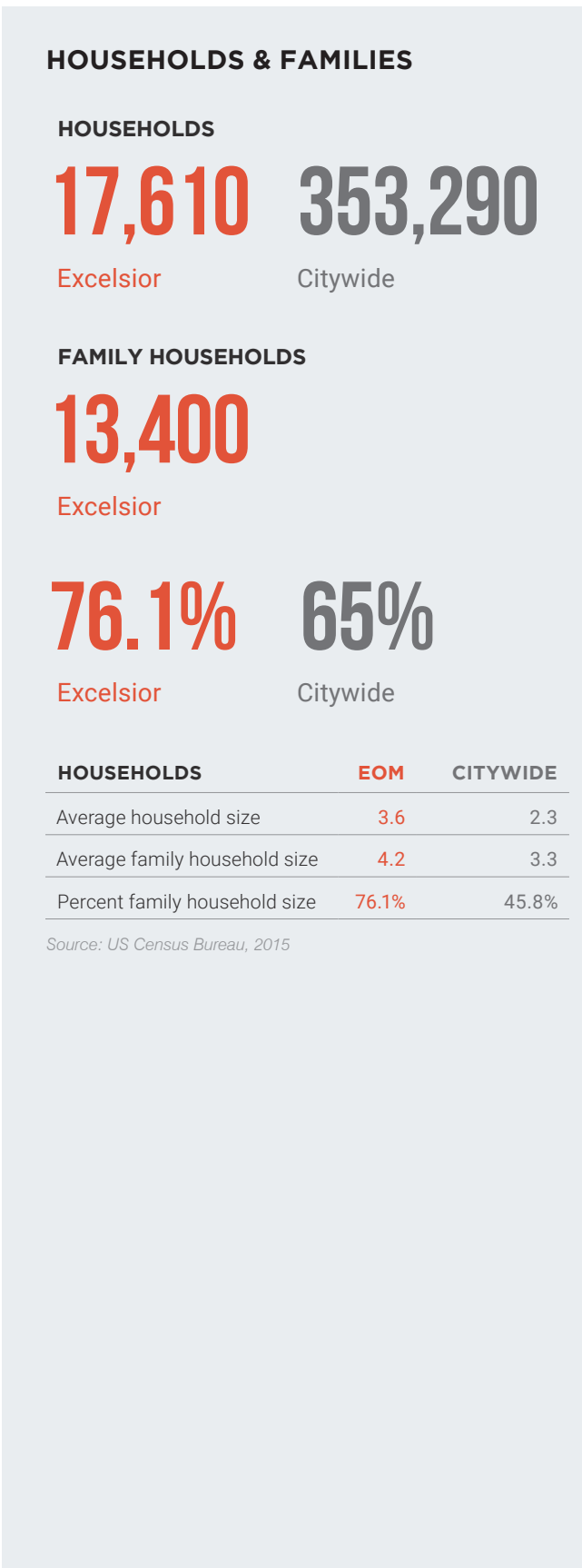
## LAND USE, ZONING, AND BUILDING SCALE

The City of San Francisco's Planning Code and Zoning Map define the allowable uses and physical scale for each parcel of land within the City's limits. The vast majority (90%) of the Excelsior and Outer Mission is zoned exclusively for residential use and 84% is zoned for single-family homes. The remaining 10% is zoned Neighborhood Commercial (NC) District, which allows a wider range of uses, including multifamily housing, retail and other commercial uses.

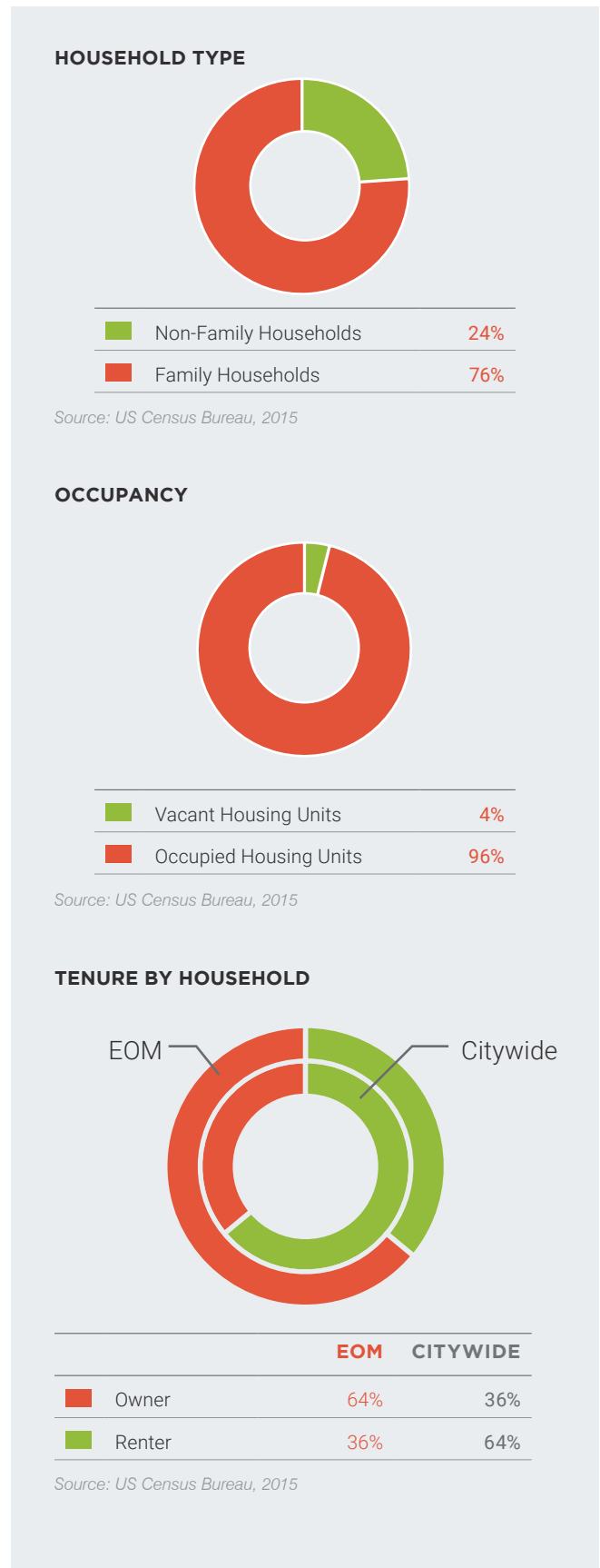
An accessory dwelling unit (ADU), sometimes called a granny flat or in-law unit, can be added to almost all existing residential buildings through [San Francisco's ADU program](#). These units cannot be sold separately from the main home on the parcel and cannot be used as a short-term rental.



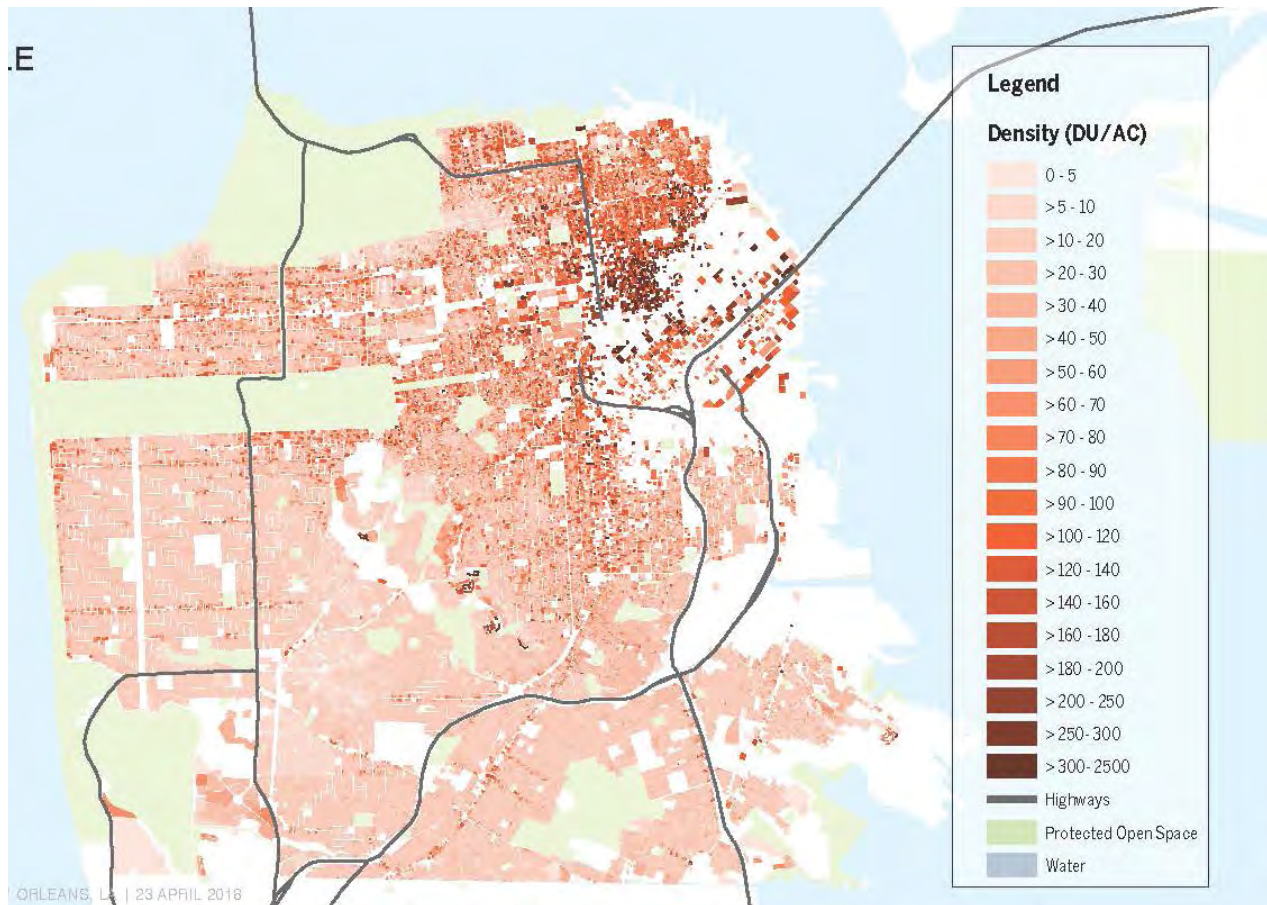
**Figure 4.1**  
**HOUSEHOLDS AND FAMILIES IN EXCELSIOR AND SAN FRANCISCO**



**Figure 4.2**  
**HOUSEHOLD TYPES, OCCUPANCY, AND TENURE IN EXCELSIOR AND SAN FRANCISCO**



**Figure 4.3**  
**DENSITY IN SAN FRANCISCO: DWELLING UNITS PER ACRE**



Source: Allison Albericci, San Francisco Planning Department

**Figure 4.4**  
**HOUSING IN EXCELSIOR AND SAN FRANCISCO**



Figure 4.5

**HOUSING TYPES IN EXCELSIOR OUTER MISSION AND SAN FRANCISCO**

**HEIGHTS**

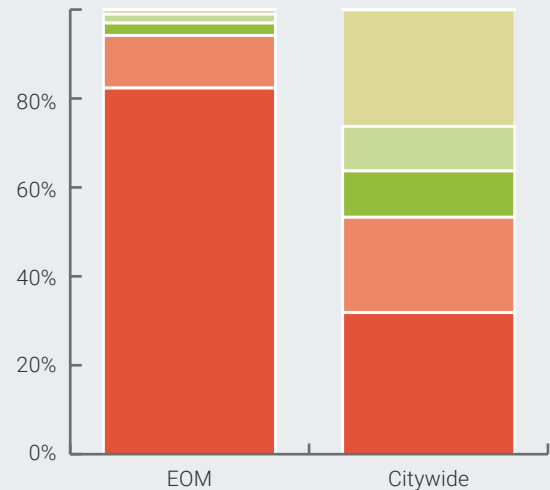
In the areas zoned for single family residences, homes are limited to 35 feet in height, or about three stories. Most of the rest of the parcels in the Excelsior and Outer Mission neighborhood have a height limit of 40 feet, or four stories. A few segments along Mission Street allow buildings of 50 feet, or five stories, and 60 feet, or six stories. The few areas that are the exception to the 40-foot height limit are outlined on the land use map in Figure 4.6.

The federal government defines housing affordability as spending no more than 30% of household income on housing costs—rent or mortgage as well as utilities, insurance, and other related costs. In San Francisco and the Bay Area, the costs of housing are higher than every region in the nation<sup>1</sup>. The Excelsior and Outer Mission neighborhood is not excluded from these trends.

As of July 2017, the median rent for the Excelsior and Outer Mission (zip code 94112) was below the median rent of the city (see table of neighborhood and city median rent and home value in Figure 4.7). Nevertheless, a four-person family would need to earn \$152,000 to spend no more than 30% of their income on the \$3,800 median monthly rent for a two-bedroom apartment in the Excelsior and Outer Mission. Likewise, home sale prices are lower than the city overall, yet remain out-of-reach for most households in the Excelsior and Outer Mission. A household would need to earn at least \$234,000 per year to afford the median price home in the 94112 zip code. Affordable rental and sales prices for a four-person household are listed in Figure 4.9.

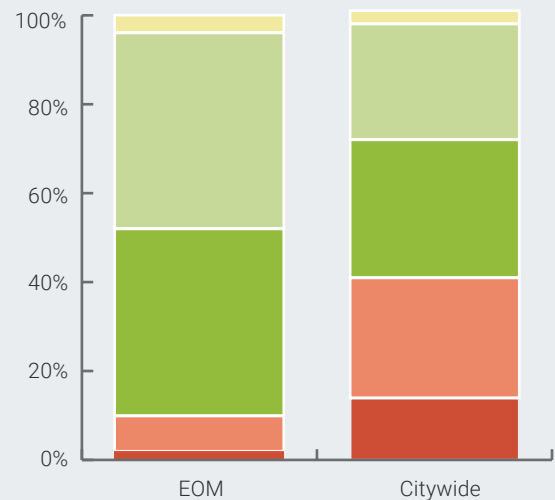
Households spending more than 30% of income

<sup>1</sup> National Low Income Housing Coalition, "Out of Reach 2018," page 14. [https://nlihc.org/sites/default/files/oor/OOR\\_2018.pdf](https://nlihc.org/sites/default/files/oor/OOR_2018.pdf)



TOTAL UNITS	EOM	CITYWIDE
Single family housing	82.3%	31.9%
2-4 units	11.8%	21.4%
5-9 units	2.8%	10.4%
10-19 units	2.0%	10.0%
20 units or more	1.0%	26.1%
Other structure type	0.1%	0.2%

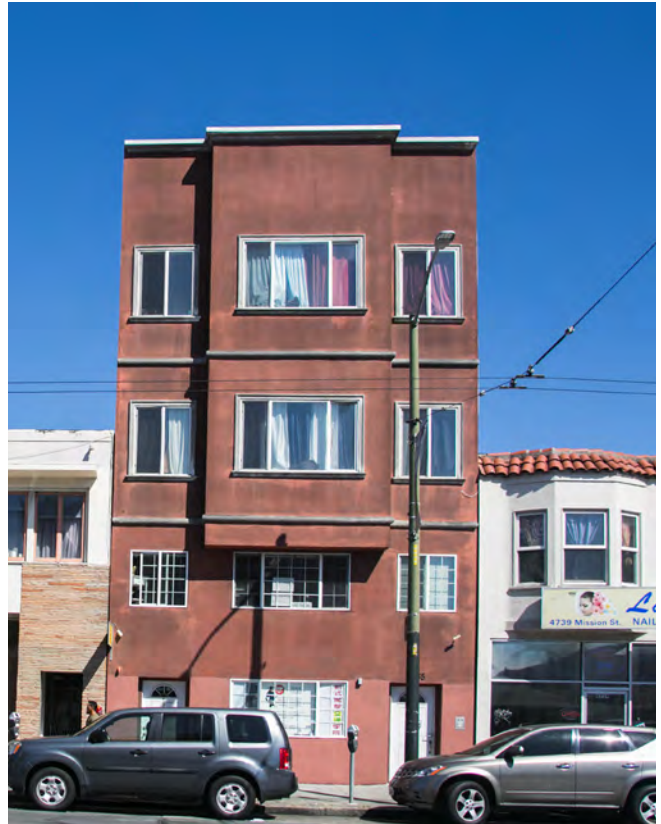
Source: US Census American Community Survey 2011-2015



NUMBER OF BEDROOMS	EOM	CITYWIDE
No bedroom	2%	14%
1 bedroom	8%	27%
2 bedroom	42%	31%
3-4 bedrooms	44%	26%
5 or more bedrooms	4%	3%

Source: US Census American Community Survey 2011-2015

on housing costs are considered “cost-burdened” and those spending more than 50% of income on housing are considered “severely cost-burdened.” As households spend more on housing, they have less for transportation, food, clothing, health care, child care, education, emergency savings, and other necessities. Within the Excelsior and Outer Mission, 38.1% of homeowners and 54.3% of renters face housing cost burdens. In fact, 30.6% of renters are severely cost-burdened. That indicates that while renters make up a smaller proportion of households in the Excelsior and Outer Mission, they are struggling to afford housing. In addition, though homeownership provides stability for many homeowners, nearly 40% are cost burdened or severely cost burdened. Cost-burdened homeowners and renters face challenges staying in and keeping their homes. If



**THE MISSION STREET NEIGHBORHOOD COMMERCIAL DISTRICT**



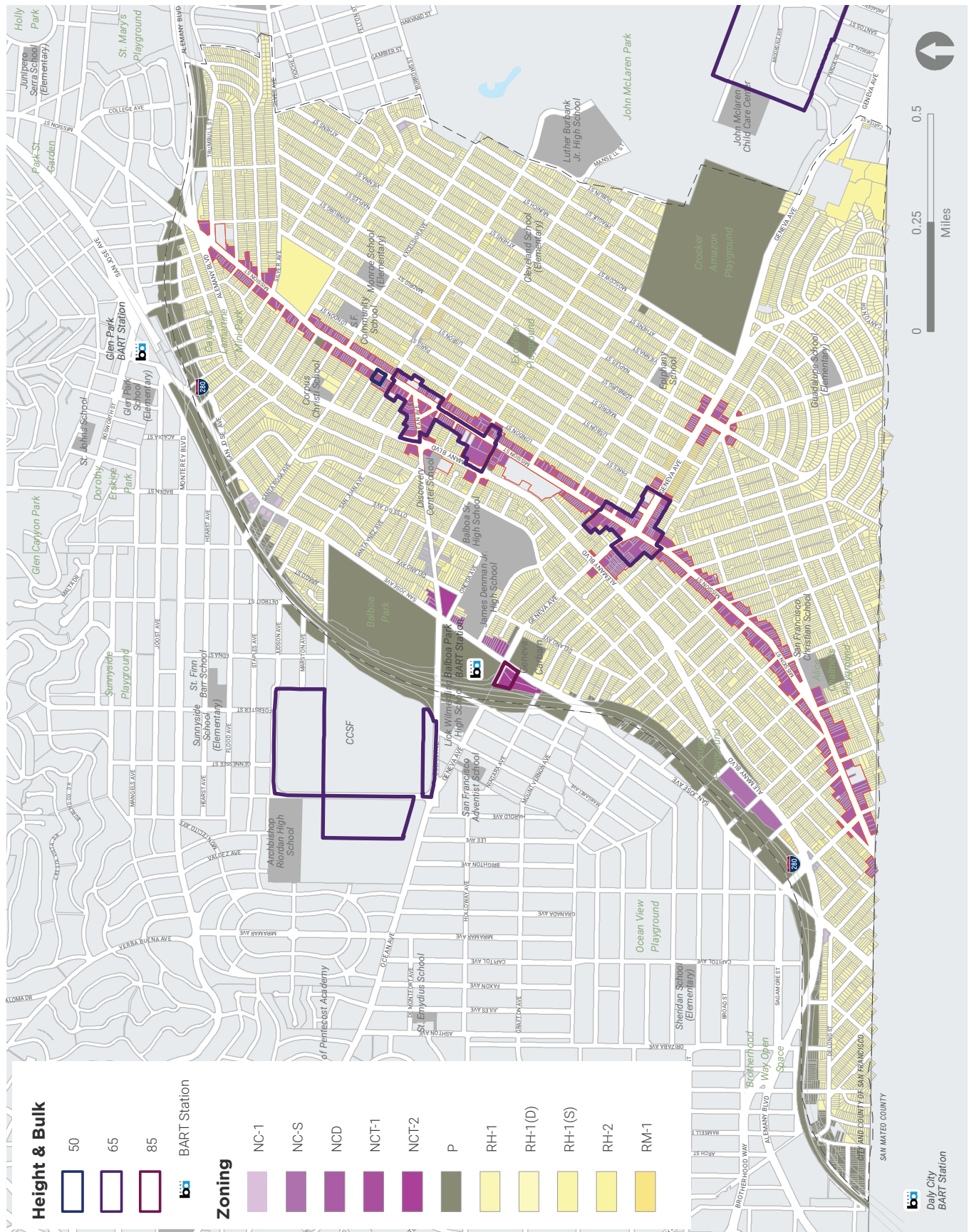
**SINGLE FAMILY HOMES IN THE EXCELSIOR AND OUTER MISSION**



**33 SENECA AVENUE, NEW MULTI-UNIT HOUSING DEVELOPMENT WITH INCLUSIONARY UNITS**

Photo by DAHLIA, San Francisco Housing Portal

**Figure 4.6**  
**EXCELSIOR OUTER MISSION ZONING AND HEIGHT DISTRICTS**



an unexpected event, such as an accident, a new baby, or loss of a job happens, these households could face eviction or losing their home.

**AFFORDABLE HOUSING UNITS IN THE EXCELSIOR AND OUTER MISSION**

A range of local, state, and federal government programs attempt to relieve housing cost burdens of low and moderate income households. There are three primary types of housing subsidy used in the Excelsior and Outer Mission: (1) 100% affordable housing developments owned by non-profit organizations funded by local, state, and federal sources; (2) below market rate units constructed by private developers built as part of new housing developments (i.e. “inclusionary” housing); and (3) housing choice vouchers (commonly known as Section 8), managed by the San Francisco Housing Authority, that allow qualifying low income households to find housing in the private market by subsidizing the portion of the rent that is beyond what the tenant can afford to pay. For both 100% affordable housing and inclusionary units, the rent is set at a rate that would be affordable at specific income levels. Examples of income levels and corresponding rents and sale prices affordable at these incomes are shown in Figure 4.9.

**Figure 4.7**  
**MEDIAN LIST PRICES AND RENT OF SINGLE FAMILY PROPERTIES**

HOUSEHOLDS	EOM	CITYWIDE
Median Home Value	\$1,087,100	\$1,448,600
Median Rent	\$3,997	\$4,750

*Source: Zillow Home Value Index Summary, Zillow Rental Index Summary (September 2018)*

At present, only 65 of the 18,270 housing units within the Excelsior and Outer Mission are deed restricted and subsidized to be affordable at

**Figure 4.8**  
**OWNER AND RENTER COST BURDEN**

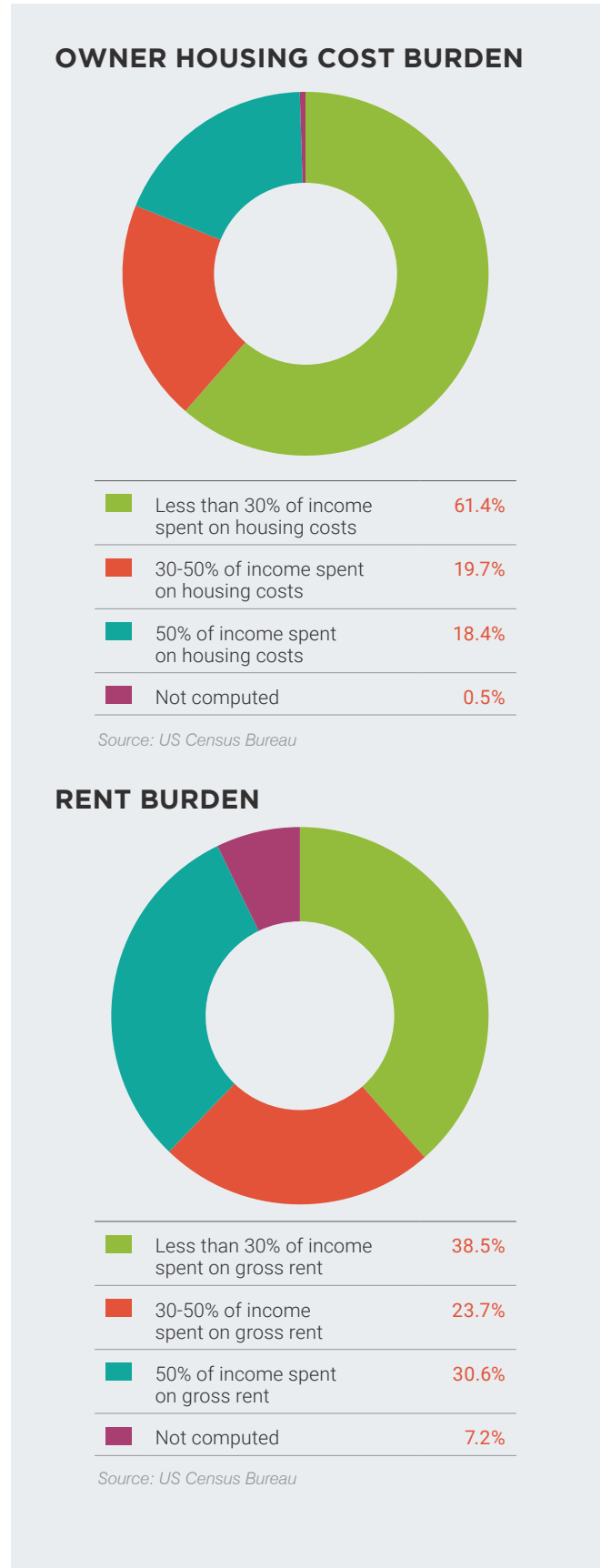


Figure 4.9

**AFFORDABLE RENTAL & SALES PRICES FOR A 4-PERSON HOUSEHOLD\***

	<b>HOUSEHOLD INCOME</b>	<b>SALES PRICE</b>	<b>RENT</b>
Very Low-Income (up to 50% of AMI)	\$59,000	\$147,000	\$1,300
Low-Income (up to 80% of AMI)	\$94,700	\$260,000	\$2,000
Moderate-Income (up to 120% of AMI)	\$142,100	\$432,000	\$3,000
Middle-Income (up to 140% of AMI)	\$165,750	\$519,000	\$3,500

\*Assumes a 3-bedroom unit.

Source: Mayor's Office of Housing and Community Development, San Francisco, 2015

low and moderate income as part of a 100% affordable housing development or as an inclusionary unit. That translates to a mere 0.3% of the area's housing stock. If all the proposed developments in the pipeline are realized, another 300-400 or more affordable units will be added. Of those, 230-295 are in 100% affordable housing projects and approximately 70-100 or more will be inclusionary units.

San Francisco's ability to produce additional affordable units in the Excelsior and Outer Mission and elsewhere is dependent on the availability of public funding for 100% affordable housing development as well as the pipeline of market rate developments that provide inclusionary units or pay in-lieu fees. In-lieu fees are a vital source of funding for affordable housing. San Francisco's Inclusionary Housing program requires developers of new housing with 10 units or more to provide affordable housing units on site or pay a fee that can be used by the Mayor's Office of Housing and Community Development (MOHCD) to build 100% affordable housing developments. The 2016-2017 Annual [progress report](https://sfmohcd.org/sites/default/files/Documents/Reports/2016-17%20Annual%20Progress%20Report.pdf) from MOHCD<sup>2</sup> showed that in-lieu

fees were the largest single source of affordable housing funding for the city (21%). Other major funding sources that can vary year to year include federal grants (15%), the city's general fund (14%), and the affordable housing general obligation bond (11%) that is steadily being drawn down.

In addition to subsidized units, there are hundreds of households using Housing Choice Vouchers in the Excelsior and Outer Mission neighborhood. However, the availability of these vouchers are limited by federal funding so it is not anticipated that additional vouchers will be available for San Francisco residents for the foreseeable future.

**RENT CONTROLLED HOUSING STOCK**

The City of and County San Francisco's Rent Ordinance, commonly known as "rent control," limits allowable rental price increases for most residential units in buildings of two units or more than were constructed before June 13, 1979. Rent Control can help to maintain the affordability of a rental unit for existing units over time. Once a tenant moves out, however, the rent of the unit can increase to current market rates for the new tenant and then from that point rent increases are again subject to limits set forth in the rent ordinance. Single family

<sup>2</sup> <https://sfmohcd.org/sites/default/files/Documents/Reports/2016-17%20Annual%20Progress%20Report.pdf>

**Figure 4.10**  
**INCLUSIONARY HOUSING**



<b>INCLUSIONARY HOUSING</b>	<b>ADDRESS</b>	<b>STATUS</b>	<b>TOTAL UNITS</b>	<b>UNITS BMR</b>
<b>The Bouganvillea</b>	5810 Mission St	Completed	27	3
<b>888 Paris</b>	965 Geneva Ave	Completed	67	8
<b>Ocean View Village</b>	2251 Alemany Blvd	Completed	37	2
<b>5050 Mission St</b>	5050 Mission St	Building Permit Issued	61	9
<b>70 Ocean</b>	98 Ocean Ave	Completed	20	2
<b>248 Ocean Avenue</b>	248 Ocean Ave	Completed	5	0
<b>Mission Terrace Condominiums</b>	1800 San Jose Ave	Completed	18	2
<b>55 Trumbull</b>	55 Trumbull St	Completed	18	2
<b>1828 Geneva</b>	1828 Geneva Ave	Completed	48	6

Source: Mayor's Office of Housing and Community Development.



homes, condominiums, residential rental units built after June 13, 1979, and commercial units are exempt from rent control. The City estimates that approximately 160,000 units are subject to the Rent Ordinance, which is 40% of the city's housing stock and a majority of the city's rental housing.<sup>3</sup>

According to Census data, the Excelsior and Outer Mission is somewhat different than the rest of San Francisco because the majority (62%) of rental units are single family homes and not subject to rent control. Single family homes are only covered by rent control if the home was built before June 13th, 1979 and the same tenant has occupied the home since before January 1, 1995. However, tenants in single family homes still have protections under the city's [Just Cause Eviction Ordinance](#), which sets specific rules for evictions. Some tenants renting in-law, or accessory, units may be subject to rent control and some may not.

The remaining 38% of renters in the Excelsior and Outer Mission neighborhood, or about 2,450 households, are in buildings of two units or more that are covered by rent control if their building was built prior to 1979.

### **GENTRIFICATION, DISPLACEMENT, AND NEIGHBORHOOD CHANGE**

Today, rapidly rising rents and housing prices are contributing to displacement of residents with lower incomes and limiting opportunities for newcomers to move into the neighborhood. In the Excelsior and Outer Mission, the cost of housing has many people worried: they might not be able to afford their home; friends and family might have to move; their children might not be able to afford to stay in the city as adults.

<sup>3</sup> [http://default.sfplanning.org/publications\\_reports/Housing-Needs-and-Trends-Report-2018.pdf](http://default.sfplanning.org/publications_reports/Housing-Needs-and-Trends-Report-2018.pdf)

These challenges are part of a larger regional and statewide housing crisis. While regional job growth increased dramatically in recent years, many Bay Area communities have not added housing to meet the demands of the workers filling the new positions.<sup>4</sup> These challenges are compounded by an increase in wages and household incomes, substantially increasing the number of high-wage households in the housing market. This rapid increase in jobs, population, and wages without commensurate housing production means the housing market has much more demand than supply with more people and more money competing for the same housing stock.

While change is inevitable, the City, residents, public and private partners can work to limit displacement and gentrification. Displacement “occurs when housing or neighborhood conditions actually force moves. Displacement can be physical (as building conditions deteriorate) or economic (as costs rise).”<sup>5</sup> Displacement of low-income residents occurs in both high and low-income neighborhoods and is generally indicated by either a “hot market” or decrease in low-income in-migration. Gentrification is “characterized as a shift in demographics and real estate transformations of low-income neighborhoods that often involve the displacement of low-income residents.”<sup>6</sup> Displacement and gentrification are not synonymous, but often occur simultaneously.

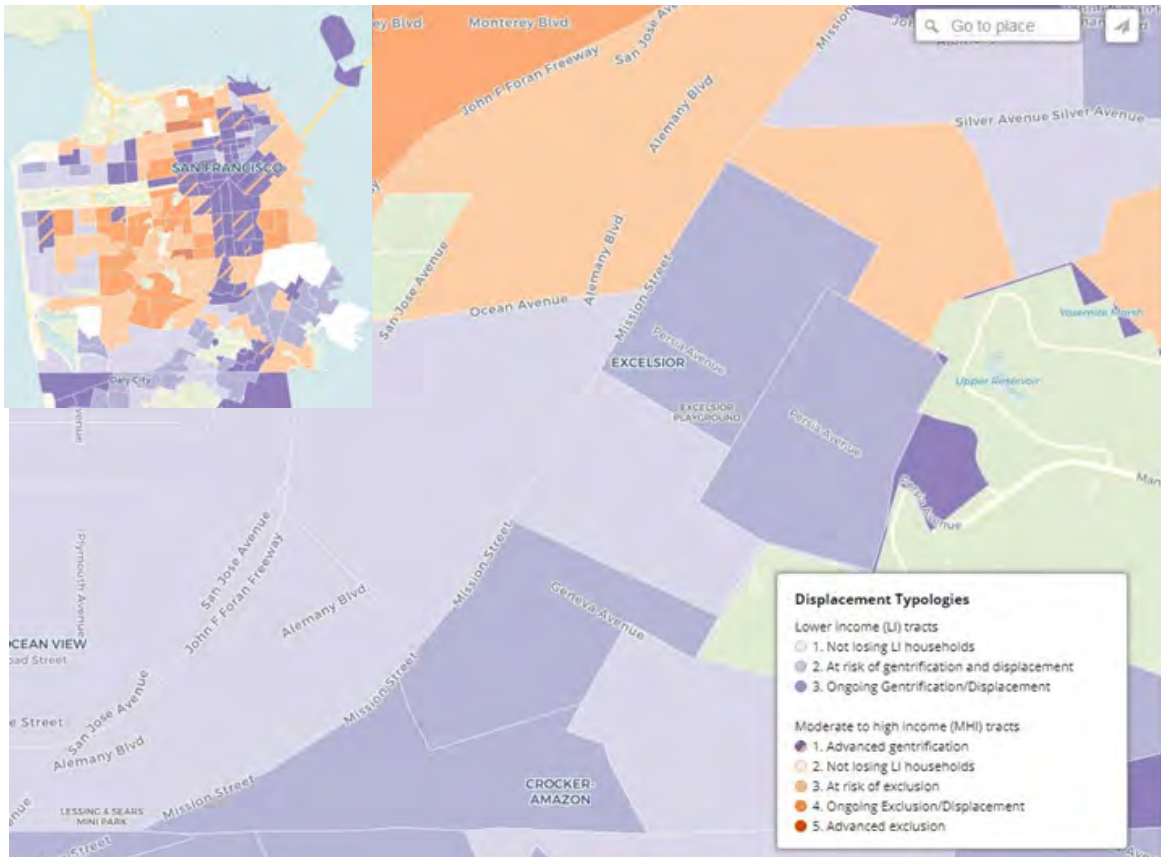
A good understanding of where these changes are occurring in the city as well as the tools that can effectively address the trends helps to prevent displacement and increase neighborhood

<sup>4</sup> <http://www.bayareacouncil.org/economy/bay-area-jobs-housing-imbalance-grows/>

<sup>5</sup> [http://www.urbandisplacement.org/sites/default/files/images/urban\\_displacement\\_project\\_-\\_executive\\_summary.pdf](http://www.urbandisplacement.org/sites/default/files/images/urban_displacement_project_-_executive_summary.pdf)

<sup>6</sup> Ibid

**Figure 4.11**  
**URBAN DISPLACEMENT PROJECT DISPLACEMENT MAP**



stabilization. The [Urban Displacement Project](#), based at the University of California at Berkeley, has mapped displacement and gentrification in the Bay Area (shown below), as well as conducted case studies of neighborhoods and cities in the region. The map uses a range of indicators to assess what stage of displacement and gentrification census tracts are undergoing around the region.

In the Excelsior and Outer Mission, many Census tracts are lower income (shown in purple) and are at risk for gentrification (lighter purple) or are experiencing ongoing gentrification (medium shade of purple), meaning that fewer low income people may be able to live in these areas in the future. A few tracts in northern Excelsior and Outer Mission have more moderate or high income households (shown in light orange),

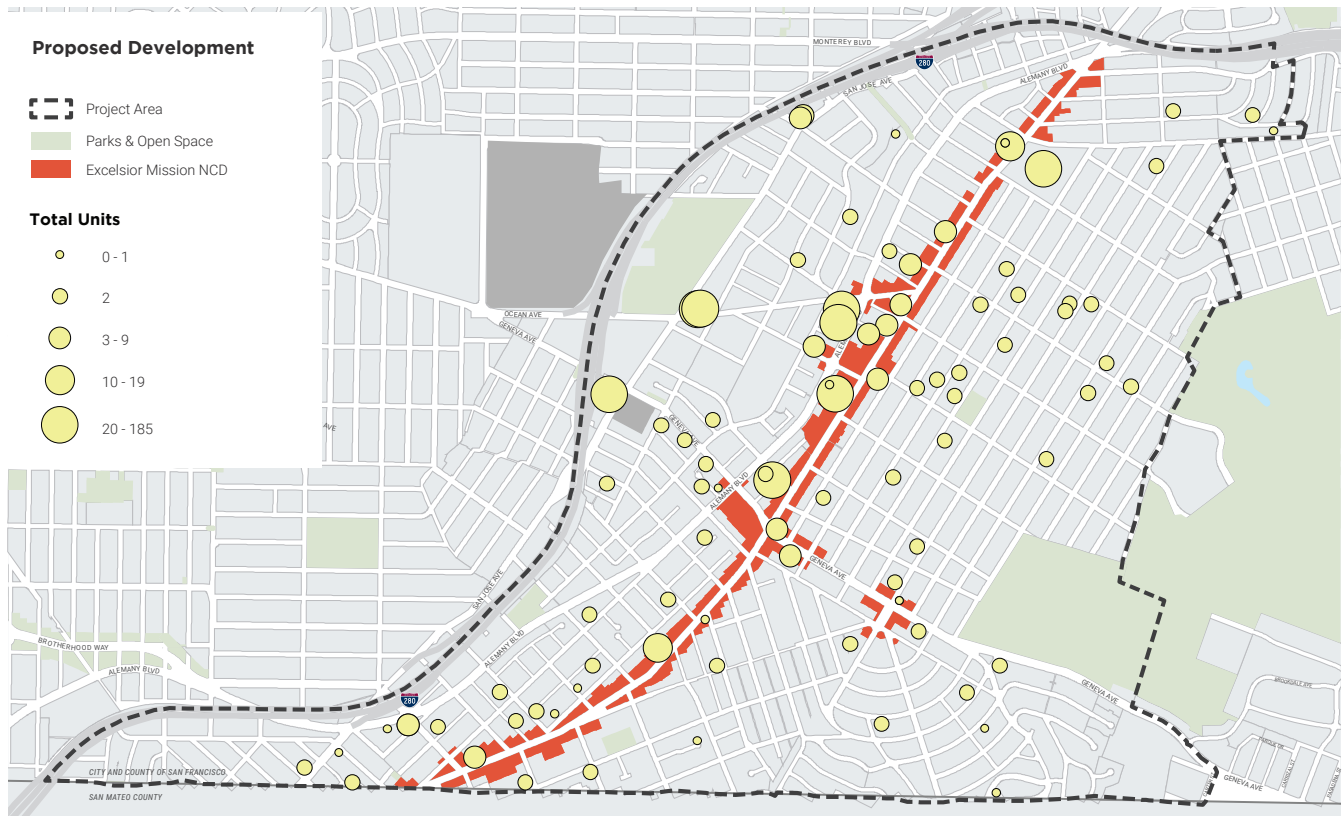
however, they are still home to low income households and are at risk of increasing exclusion, meaning that fewer lower income people will be able to live in these areas in the future.

These indicators suggest that there is time to address displacement, gentrification, and community stability. Many of the strategies described in this document will increase stability. In addition, the City is working together with the Urban Displacement Project and community partners to research a set of tools that can address the displacement and gentrification trends.

#### **HOUSING CAPACITY AND DEVELOPMENT**

Housing development in the Excelsior and Outer Mission has been quite limited in recent years. Just over 250 units have been built or

**Figure 4.12**  
**PROPOSED DEVELOPMENT**



**PROPOSED DEVELOPMENTS (10 UNITS OR MORE)**

ADDRESS	TOTAL UNITS	INCLUSIONARY UNITS	% INCLUSIONARY
302 Silver Ave	198	0	0
4840 Mission St	134*	114*	85%
2340 San Jose Ave / 260 Geneva Ave	121	121	100%
65 Ocean Ave	105	0	0
915 Cayuga Ave	116	58	50%
5050 Mission St	61	9	15%
350 Ocean Ave	24	3	13%
4550 Mission St	24	3	13%
5500 Mission St	14	0	0
4320 Mission St / 2 Tingley St	10	0	0
5616 Mission St	10	0	0
2 Russia Ave	8	0	0
4716 Mission St	7	0	0
2214 Cayuga Ave	7	0	0
4500 Mission St	7	0	0

unauthorized dwelling units legalized from 2005 to 2017<sup>7</sup>, an average of about 20 units added or legalized annually. Census data indicates that there may be additional unauthorized units in the neighborhood, which may unofficially increase the number of housing units.

As of summer 2018, there are about 1,000 units (including more than 400 below-market rate units), in the development pipeline in the Excelsior and Outer Mission (see Figure 4.12). Most of the projects will be multi-unit buildings and most are planned as rental units.

In areas zoned RH-1 and RH-2, there are fewer than 30 vacant parcels with room for just 48 additional units.

The Accessory Dwelling Unit (ADU) program provides a pathway to create a new unit as part of an existing residential building, including single family homes. Property owners can add one ADU to an existing single family home or apartment building with four units or less while owners of buildings of five units or more can sometimes add multiple units depending on City code requirements. As of fall 2018, there are 28 applications to add new accessory dwelling units in District 11, which includes all of the Excelsior and Outer Mission. If approximately 11% of property owners in the Excelsior and Outer Mission added an ADU in the next 25 years, the neighborhood would gain more than 1,300. This estimate may be low given that a recent Planning Department survey in the neighborhood showed 37% of homeowners are interested in adding an ADU and an even larger percentage have an interest in expanding their homes. Despite interest, financing the addition of an ADU can be challenging for low or



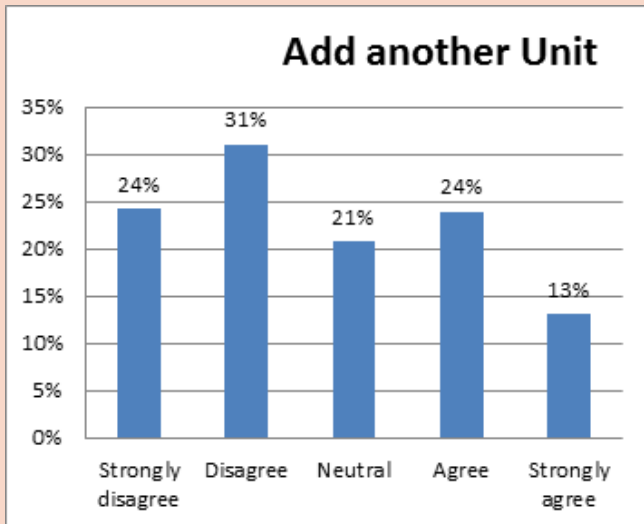
moderate income and new home owners. Without additional financing tools, ADUS may be limited.

Put in place in the 1970s, the RH-1 and RH-2 zoning that covers much of the Excelsior and Outer Mission limits more multifamily buildings to the Mission District Corridor and small sections of a few other arterial streets (Geneva, Ocean, and San Jose). Prior to the 1970's, multi-unit buildings were permitted and built in residential areas. Most of the land zoned for Neighborhood Commercial (NC) uses already has commercial and/or residential buildings on it. Property owners may have limited interest in selling these properties for housing development because their property taxes are low under Prop 13 if they bought some years ago, the land generates rents for them, or they

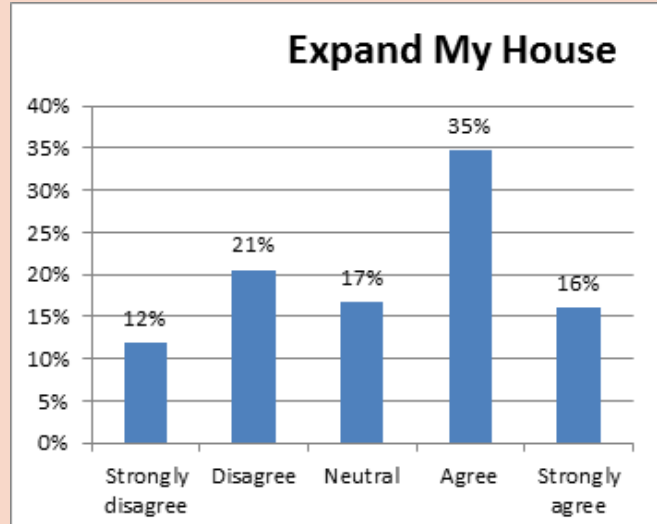
<sup>7</sup> Planning Department Housing Inventory

**SURVEY RESULTS**

**Figure 4.13**  
**SURVEY RESPONSES TO DESIRE TO ADD ANOTHER UNIT**

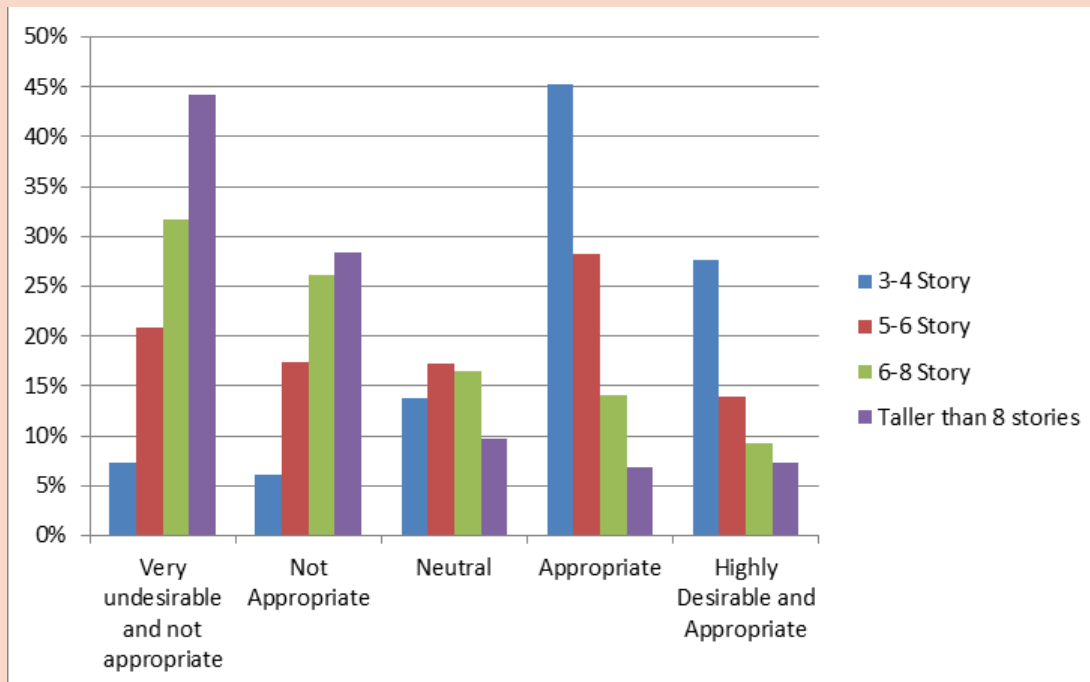


**Figure 4.14**  
**SURVEY RESPONSES TO DESIRE TO EXPAND HOME**



When asked, 37% of homeowners agreed or strongly agreed with the statement “I would like to expand my house to create another housing unit (in-law unit, additional floor, etc.).” Overall, the this option is attractive to some homeowners, and not attractive to others.

**Figure 4.15**  
**SURVEY RESPONSES TO APPROPRIATENESS OF SCALE OF HOUSING FOR THE EXCELSIOR AND OUTER MISSION**



This chart displays survey results from the following question: Assuming a portion of units are affordable and transportation needs are adequately met, what scale of new housing do you think is appropriate for major commercial and transit corridors in the Excelsior, Outer Mission, and surrounding neighborhoods?

have their own business located on the property. San Francisco incentivizes additional housing development and greater housing affordability in NC districts with the [HOME-SF](#) program, which allows additional units and up to two additional stories above the current height limit in exchange for more affordable units. Given changing construction costs and housing prices, it is unclear which sites may yield more housing based on this voluntary program. However, HOME-SF has added potential housing capacity in the Excelsior and Outer Mission, though residential development is limited to the Mission Corridor and a few other sites.

Development of 100% affordable housing depends on availability of funding citywide as well as the ability to secure development sites of suitable size (typically 50 units or more), which can be time-consuming and costly. One approach could be to work with nonprofits and churches to make use of underutilized sites such as parking lots. The City's [100% Affordable Housing Bonus program](#) allows for additional units and floors for 100% affordable housing developments.

Housing development is laden with uncertainties, and land use regulation is just one factor that determines how much housing might be built and where. However, an approximate estimate of existing housing capacity in the Excelsior and Outer Mission put housing capacity over the next 20 to 25 years at 3,000 to over 4,000 units based on the following assumptions:

- » New homes in RH-1 and RH-2 lots: approximately 50 units
- » ADUs in existing housing: approximately 1,300 units
- » Housing development pipeline: approximately 1,000 units (including 300-400 affordable at low

or moderate incomes) in the next 5-10 years.


- » Feasible development sites given size, location, and lack of current development: 550 to over 900 units over the next 10-20 years with 80-200 affordable units depending on which incentive programs are used.
- » Additional sites that may be less easily developed could possibly accommodate anywhere from 400 to over 1,500 units depending on their financial feasibility and ability to use zoning incentives such as HOME-SF.

When asked about the appropriate heights in the neighborhood, more than 50% of survey respondents preferred mid-rise buildings ( 3-4 or 5-6 stories) along commercial streets and major transit corridors. These responses indicate there may be support for increasing the diversity of housing and building types in the neighborhood. HOME-SF and 100% Affordable Housing Bonus program can create additional housing, particularly affordable units, through increased height and density.



# Land Use and Housing Providers Goals, Strategies, and Action Items

The Excelsior and Outer Mission Working Group developed the goals, strategies and action items in this chapter and throughout this document. See pages 10-15 of Chapter 1 (Project Overview) for a description of that process. The goals and strategies represent the diverse opinions of the community and provide a roadmap for the City departments, legislature, and other elected officials on ideas that came from the community. The Excelsior and Outer Mission team, which included City staff and the Excelsior Action Group, developed the subsequent text, next steps, costs and identified potential partners.

\$ = less than \$50,000      \$\$\$ = Up to \$1 Million      \$\$\$\$\$ = Over \$5 million  
 \$\$ = \$50,000 to \$500,000      \$\$\$\$ = Up to \$5 million       Action Item

Preserving the distinct character of the Excelsior and Outer Mission neighborhood and its residents was central to the Working Group’s discussions, in particular remaining a home for low and moderate income people, families with children, immigrants, and communities of color. As higher income households move into the neighborhood and housing costs soar throughout San Francisco and the Bay Area, maintaining these qualities feels increasingly urgent given soaring home prices. Displacement of low- and moderate-income renters is a concern, whether due to evictions, rent increases, or lack of affordable housing options. In addition, Working Group members were concerned about how land use and housing decisions may affect the neighborhoods’ aesthetics and livability as well as the vitality of the commercial district and its long-time businesses. To address these issues, Working Group members developed six goals.

- » **LUH 1:** Maintain and build housing stock that can serve current residents and welcome diverse new residents, including people at a range of incomes, people of color, and immigrants.
- » **LUH 2:** Prevent the eviction and displacement

of tenants, homeowners, and businesses so that low-and moderate-income San Franciscans can thrive in this neighborhood.

- » **LUH 3:** Develop and enhance the commercial corridor so that it serves working people and supports small businesses, while also offering a range of goods and price points.
- » **LUH 4:** Promote relationship building and intercultural exchange among the different people in the neighborhood.
- » **LUH 5:** Develop and maintain the infrastructure necessary to support a high quality of life for residents and success for businesses.
- » **LUH 6:** Develop a design aesthetic and public realm that enhances neighborhood architectural character.

To address these goals, Working Group members selected specific strategies, some drawn from other neighborhood planning processes such as the Mission Action Plan 2020 (MAP 2020).

Both goals and strategies are described in more detail in the following pages. A neighborhood-scale land use planning process is limited in



tools and geographic scope, making it difficult to address a complex issue like housing, which is citywide and regional in nature. Because many of the strategies and goals described in this Land Use and Housing chapter deal with citywide and regional housing challenges and necessarily broach policies that can only be implemented at that scale, implementation will involve citywide and even state level policies and funding. Nevertheless, it was important for the Working Group to express support for exploring such policies. The description of the goals and strategies below includes policy action at various scales of government as well as the potential and challenges for implementation within the neighborhood.

### **LUH 1. MAINTAIN AND BUILD HOUSING STOCK THAT CAN SERVE CURRENT RESIDENTS AND WELCOME DIVERSE NEW RESIDENTS, INCLUDING PEOPLE AT A RANGE OF INCOMES, PEOPLE OF COLOR, AND IMMIGRANTS.**

Housing affordability and stability were priorities for Working Group members and community members, Focused Conversations participants, and City staff guiding this strategy. Most participants felt that housing policies should sustain the diverse existing population of the neighborhood while addressing the continuing arrival of new residents. There was less agreement about the role of new housing development in addressing these issues or on planning and policy related to new development such as changes to the allowed building heights or density in the neighborhood.

Some Working Group members, particularly long-time homeowners, were concerned that new buildings would not blend well with the existing

architecture and neighborhood scale or that new housing could increase traffic or make parking more difficult. Other Working Group members recognized the need for more housing and in particular more housing affordable at low and moderate incomes. However, some were skeptical that additional market-rate housing would help to address housing affordability despite ongoing market pressures on existing housing stock and the role that market rate development plays in building and funding affordable units. Current funding streams for affordable housing are described on page 67 of the Land Use & Housing Existing Conditions section.

Focused Conversations participants, who were primarily low-income renters, highlighted the pressing need for additional housing, especially affordable housing. Focused Conversation participants talked about the strain that high rents and high housing cost burdens, inadequate living space, and the threat or reality of eviction had on their lives. Unlike many Working Group members, Focused Conversation participants generally supported greater height and density in new buildings as a way to address scarcity of housing and land in the neighborhoods.

As a result of the Working Group members' strong desire to address housing needs combined with lack of agreement on the best approach to do so, the singular strategy adopted by Working Group members to address Goal 1 is to call for a corridor-wide housing plan focused on both Mission Street and the surrounding residential areas. The potential opportunities and challenges of creating such a plan are detailed below.

**LUH 1.1. APPROPRIATELY AND RESPONSIBLY DEVELOP A CORRIDOR-WIDE HOUSING PLAN FOR A RANGE OF INCOME LEVELS, FOR BOTH RENTERS AND HOMEOWNERS.**

**DESCRIPTION**

The Working Group agreed on a number of aspects that they hoped any potential housing plan could address; their brainstormed list is captured below.

- » Promote and enhance stability for residents and commercial tenants.
- » Promote and enhance accessibility to housing.
- » Set targets for the number of new units to be developed in the neighborhood in a given time period (such as 10 years).
- » Include targets for the number of new market rate and affordable units to be developed.
- » Consider the roles of market rate, mixed income, and affordable housing in addressing housing needs.
- » Respond to and address trends of displacement.
- » Enable “life cycle housing” so that someone can raise a family and find housing for their golden years without leaving the neighborhood.
- » Explore the area median incomes (AMI) within the 94112-zip code/project area
- » Consider how new housing and other mechanisms can contribute funds for community facilities and infrastructure.
- » Consider how the design of the new buildings can complement community character.

In addition, the Working Group proposed that the housing plan would likely need to address key policy issues where there was less agreement in the Working Group and community but that

are central to housing planning and policy.

- » Identify underused and surplus private and public land that could become multifamily affordable housing sites; proactively work with landowners to realize housing on these sites.
- » Study a range of building height and density limits in the context of this neighborhood to allow more housing.
- » Analyze how market-rate development can be leveraged to create more affordable housing through both (1) on-site inclusionary units and (2) “in-lieu” housing fees to support construction of 100% affordable housing.
- » Encourage the use of existing density bonus programs, like HOME-SF and the 100% affordable housing bonus program, to construct more housing units.

The housing plan could be an opportunity to consider the unique opportunities, challenges, and hopes of the Excelsior and Outer Mission. This plan could consider land use and zoning changes that would facilitate new housing that would be compatible with the existing neighborhood while responding to the housing needs and challenges of the present and the future. A housing plan would need to increase existing zoned residential capacity in the Excelsior and Outer Mission neighborhoods as well as study the impact of programs like HOME-SF that allow additional housing development in certain zoning districts in exchange for greater affordability. The plan would consider the potential of key development sites and work with public and private owners of those sites to achieve beneficial community outcomes. The housing plan could also identify potential affordable housing development sites and funding needed for site acquisition and development that could be met through a combination of public investment

and by leveraging market rate development.

As discussed in the Existing Conditions section, a rough estimate of existing housing capacity in the Excelsior and Outer Mission over the next 20-25 years is approximately 3,000 to over 4,000 additional units depending on the housing market, cost of construction, public and private financing, and funding availability, as well as the feasibility of specific public programs. For example, at least a third of these additional units would be accessory dwelling units (ADUs) added to existing homes and are dependent on the individual actions of hundreds of small property owners. In 2019, the Planning Department will conclude a study of the financial feasibility of housing development along the Mission Street Corridor, including sites in the Excelsior and Outer Mission. This work will help to answer questions that might otherwise be explored as part of a housing plan including how well existing zoning and incentive programs can support additional housing in the neighborhood.

In part, a housing plan is intended to address what many residents see as one of the most important issues facing the neighborhood: housing affordability. A challenge inherent in the housing plan approach is that trends affecting housing affordability are citywide and regional, as are most affordable housing funding, policies, and programs. Addressing the needs of Excelsior and Outer Mission likely means developing additional citywide resources and tools that could benefit multiple neighborhoods. In addition, policies to address displacement would include a combination of City and even State level policies as well as local efforts in the Excelsior and Outer Mission. Displacement related strategies are detailed under LUH Goal 2; many of these strategies are citywide in nature.

Setting specific housing targets for the Excelsior

and Outer Mission could be a challenge for City agencies under a housing plan. Typically housing goals are set citywide and most affordable housing funding is generated and invested citywide as sites and opportunities arise. Recent neighborhood area plans that have set affordable housing targets have done so as a percentage of total units in the plan area rather than a specific number of units. These plans have tied affordable housing development to significant new zoned capacity for housing and commercial development that can help pay for affordable housing (see page 67 of the Land Use and Housing Existing Conditions for a discussion of affordable housing funding).

For example, the proposed Central SoMa Plan includes large increases in heights and density as well as zoning for millions of square feet of commercial development (offices, hotels, and retail) that help fund affordable housing units equal to one-third of all new units. Because there are relatively few development opportunities in the Excelsior and Outer Mission, the neighborhood will not generate a large amount of funding for affordable housing through residential or commercial development. Affordable housing development in the neighborhood will depend on City funding that must meet needs citywide. Other area plans, like Market Octavia, included many public sites created by the demolition of the Central Freeway that could be dedicated to affordable housing. In the Excelsior and Outer Mission there is very little vacant public land, so acquisition of sites for affordable housing will be expensive and time consuming. While most recent area plans have significantly expanded housing capacity, none has set specific housing production targets for market rate housing because development depends on private decisions and is difficult to predict.

Efforts to increase affordable housing production

in the Excelsior and Outer Mission may best be combined with broader efforts to increase affordable housing funding citywide. The Mission Action Plan 2020 (MAP 2020) offers an example of a plan that is specifically focused on stabilizing the low-income population in the Mission and includes affordable housing production targets developed by community organizations and City agencies. MAP 2020 overlays a recent broader area plan, Eastern Neighborhoods, that increased housing capacity in the Mission but did not include housing targets. While the Mission received a \$50 million allocation in the 2015 Affordable Housing bond, the only neighborhood specifically designated for funding in the bond proposal, there is a large demand for affordable housing in neighborhoods throughout the city and there may be limited appetite for funding carve-outs to specific neighborhoods in future bonds or other funding proposals. In addition, as of late 2018, fewer market rate developments have been moving forward citywide and fewer of these developments have been choosing the in-lieu fee option, which provides funding for construction of 100% affordable housing. As a result, the City's funding for affordable housing is currently constrained.

The priority expressed by Focused Conversation participants for more housing as soon as possible is somewhat at odds with the housing plan approach. A housing plan requires time to study and consider alternatives. Future planning in the neighborhoods, including a housing plan, should take these differing perspectives into consideration.

Strategy LUH 5.2 calls to "allocate funding and staff to create an area plan" (.), however it may not be feasible and effective to pursue both a housing plan and an area plan. If a housing plan is pursued independently, it would likely have to consider the community's infrastructure needs

along with housing, representing the potential for significant overlap with a possible area plan. Area plans typically take five years to draft, budgets of hundreds of thousands of dollars (if not more), and significant City staff time. If a housing plan is pursued, the project scope would have to be clearly defined to differentiate it from an area plan and ensure that the project is completed in a timely manner and within budget.

#### NEXT STEPS

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The Planning Department will continue to work on a number of efforts to address housing issues in the Excelsior and Outer Mission.

1. A Housing Affordability Study will analyze how the City may best improve housing affordability in San Francisco. The Strategy will be developed in 2018-2019. Public outreach and engagement efforts commenced fall 2018.
2. A Community Stabilization Strategy will inventory and assess tools to stabilize low and moderate income households as well as examine neighborhood level demographic changes, and ongoing risk of gentrification and displacement.
3. The Planning Department is working with consultants to study housing financial feasibility along the Mission Street corridor. Work is anticipated to conclude in early 2019.
4. The Southeast Framework will analyze the availability of community facilities now and into the future in South East neighborhoods.
5. The Planning Department and other City agencies will meet with Excelsior Community members and groups every six months to check on progress on these projects and how they are addressing neighborhood needs.

» **Costs:** \$\$

» **Potential Partners:** Planning

Department, MOHCD, OEWD

## **LUH 2. PREVENT THE EVICTION AND DISPLACEMENT OF TENANTS, HOMEOWNERS, AND BUSINESSES SO THAT LOW- AND MODERATE-INCOME SAN FRANCISCANS CAN THRIVE IN THIS NEIGHBORHOOD**

Working Group members, the public, Focused Conversations participants, and City staff have been united in the desire that the Excelsior and Outer Mission remain a neighborhood where current residents, particularly low- and moderate-income households, can thrive. Taking steps to prevent eviction and displacement can help support stability of current residents, including low- and moderate-income households, into the future even if trends of increasing land values, rents, and sale prices continue and the population of high-income households grows.

The strategies to prevent eviction and displacement as called for in Goal 2 (LUH 2) are listed on the following page. The first six strategies would likely be implemented at a citywide scale rather than at a neighborhood level, though their inclusion as part of this neighborhood strategy process shows their relevance to the concerns of Working Group members, neighborhood residents, and advocates in these neighborhoods. The last two strategies call for education, counseling, and legal services for tenants and qualifying owners, which could be implemented in a more targeted way in this neighborhood as well as citywide. Many of the strategies were included in the Mission Action Plan 2020 (MAP 2020) and implementation has already begun through the MAP 2020 process.

### **Goal 2 Strategies Summary**

- » **LUH 2.1.** Explore creating laws to limit speculative investment, placing a time limit on non-primary residences, and foreign investment.
- » **LUH 2.2.** Develop a “Right of First OFFER” policy that will allow commercial and residential tenants, tenant associations, or nonprofit organizations the first right to purchase a building or home at a mutually agreed upon price when it goes up for sale.
- » **LUH 2.3.** Develop relocation assistance programs to help tenants displaced from their housing.
- » **LUH 2.4.** Monitor and analyze “tenant buyouts,” and expand analysis of eviction data.
- » **LUH 2.5.** Support city enforcement mechanism to monitor and enforce compliance with eviction ordinances and temporary relocation due to repair, construction, or fire.
- » **LUH 2.6.** Support mechanism to improve enforcement or restrictions on short-term rentals and mechanisms to achieve compliance and enforcement.
- » **LUH 2.7.** Fund and provide culturally relevant and linguistically responsive tenant and income-qualifying property owner counseling and legal assistance.
- » **LUH 2.8.** Create and/or expand community education campaign for residents at risk of eviction.

The Planning Department's Community Stabilization Strategy and Housing Affordability Study (See the Project Overview chapter for a complete description of this work) will inventory and assess many of the strategies identified here. In addition, the Community Stabilization Strategy will consider which tools may be relevant to the challenges of specific neighborhoods.

**LUH 2.1. EXPLORE CREATING LAWS TO LIMIT SPECULATIVE INVESTMENT, PLACING A TIME LIMIT ON NON-PRIMARY RESIDENCES, AND FOREIGN INVESTMENT.**

**DESCRIPTION**

The Working Group discussed the possibility of limiting speculative investment in housing. Speculation can be defined in many ways, but the Working Group focused on ownership of second homes, "flipping" homes (buying older, less expensive homes and renovating them to sell to high-income buyers), and/or foreign investment in housing. It is important to understand how these practices specifically relate to displacement and to understand the legal and economic basis for regulations that could discourage practices with negative impacts.

To further develop this strategy, community members, policy makers, and city staff would need to define speculative investment practices that are negatively impacting residents and then research models to reduce speculation. Various cities, states, provinces, and countries around the world have imposed taxes, fees, or regulations on second homes or foreign home purchases and many cities have imposed vacancy taxes or have increased transfer taxes on home sales. The applicability of these models to San Francisco

needs to be analyzed further and policies would likely be adopted and implemented citywide rather than at a neighborhood level. The Board of Supervisors would need to pass legislation that has been vetted by the City Attorney and developed with input from the public and relevant City agencies.

The low vacancy rate in the Excelsior and Outer Mission of just over 4% (see page 61 of the Land Use and Housing chapter) indicates that there is not a high occurrence of certain activities that would result in an unoccupied unit, such as second home purchases. It is also likely that long term changes in housing affordability and demographics in the neighborhood are driven largely by economic growth in San Francisco and the region and the large increase in high-income households that are able to bid up the price of the limited housing stock. Anti-speculative regulations or taxes could help to stabilize existing households; however, it appears that producing additional housing affordable at a range of incomes is important to reducing pressure on the housing market and sustaining a diverse community.

**NEXT STEPS**

The Planning Department supports efforts to better define speculative real estate investment that is harmful to residents and will work with policy makers, City agencies, and the public to develop policies that are legal and could mitigate speculative activities. Because legislative action would be required, the Board of Supervisors is central to policy development and implementation. As part of the Community Stabilization Strategy and Housing Affordability Study, Planning will research relevant policies that could inform future legislation. Planning encourages community groups that have participated in the Excelsior and Outer Mission Neighborhood Strategy process to

remain engaged as these policies are developed by the Board of Supervisors and city agencies.

- » **Costs:** \$ to \$\$ requires staff time for research and possibly consultant assistance; enforcing and monitoring any policy proposals could require additional resources.
- » **Potential Partners:** Planning Department, Mayor's Office of Housing and Community Development

**LUH 2.2. DEVELOP A "RIGHT OF FIRST OFFER" POLICY THAT WILL ALLOW COMMERCIAL AND RESIDENTIAL TENANTS, TENANT ASSOCIATIONS, OR NONPROFIT ORGANIZATIONS THE FIRST RIGHT TO PURCHASE A BUILDING OR HOME AT A MUTUALLY AGREED UPON PRICE WHEN IT GOES UP FOR SALE.**

#### DESCRIPTION

A "right of first offer" (ROFO) is a contractual right of an entity to be given the opportunity to match the terms of a sale when a seller has entered into contract with a third party. If the entity invokes their right and is able to match the sale terms, the seller must sell to the qualified entity. If the entity declines to invoke their right, the seller is free to proceed with the sale to the third party.

In the context of housing, the right of first offer could provide qualified nonprofit housing organizations, tenant associations, or public entities the opportunity to purchase a rental housing property at fair-market value. Property owners are required to notify qualified entities of a sale and provide time for the entities to seek acquisition financing. If successful in the negotiations, affordable housing developers would be able to acquire rent controlled housing and create permanent affordability.

These transactions, however, require willing sellers and buyers to agree on the terms of the sale. The availability of funding to meet the fair market value sales price is crucial to the success of this tool and at present MOHCD does not have sufficient subsidy available to widely implement a ROFO policy. A program of this nature could be best implemented in plan areas that are generating housing fees that could be used for preservation or would require a new citywide source of funding. Staff resources for coordinating the program and underwriting each transaction would need to be included in any legislation establishing a ROFO policy. Legislators would need to bring the policy from conception to implementation.

#### NEXT STEPS

- » Instituting right of first offer will require legislative action. Supervisors Fewer and Kim have expressed interest in drafting legislation. MOHCD, Planning, and the City Attorney's office will work with their offices to provide feedback.
- » **Costs:** \$-\$\$\$\$ while a right of first refusal itself is not costly to implement, actually acquiring properties could require significant public subsidy to help nonprofit purchasers.
- » **Potential Partners:** MOHCD

**LUH 2.3. DEVELOP RELOCATION ASSISTANCE PROGRAMS TO HELP TENANTS DISPLACED FROM THEIR HOUSING.**

#### DESCRIPTION

Landlords are required to provide assistance when no-fault evictions occur. These required monetary payments can be applied to relocation expenses as well as security deposit or other costs of finding a new apartment. In addition some groups, such as long time tenants who are seniors, may be

protected from some types of “no-fault” evictions like owner move-ins. The City could consider expanding the protection for tenants who suffer a no-fault eviction and the support they receive. In addition, the City could expand regulation of tenant buy-outs to ensure that tenants receive more standard packages from landlords.

The Working Group discussed providing additional assistance to displaced tenants who potentially do not qualify for any of the above-mentioned programs. A relocation assistance program or set of programs would help displaced tenants secure new housing to reduce the trauma of being forced from one’s home and minimize the disruption the move can cause in the displaced tenant’s life. The program could include: counseling, assistance locating housing, credit preparation, and other efforts to help secure new housing as well as moving cost assistance, security deposit or rent assistance, and other monetary benefits.

City-funded nonprofits provide [short-term or one-time rental assistance](#) to help some tenants who are at-risk of homelessness and facing an economic difficulty to avoid losing their apartments for not paying rent. A citywide eviction prevention program could expand this type of support to additional households or provide a broader range of services to households who must move in cases of eviction or where habitability or crowding are prompting a move. MOHCD recommends targeting assistance towards those who have fewer means and fewer protections, such as low- and moderate-income families without rent-control. Programs that extend beyond landlord’s obligations to tenants would require funding, which has not yet been identified. Additionally, a shortage of available affordable housing within the city limits to identifying new, affordable housing opportunities.

The Displaced Tenant Housing Preference Program (DTHP) provides an affordable housing lottery preference for City sponsored buildings with five or more affordable units. Tenants displaced from San Francisco rent controlled properties can qualify for the preference if they have experienced an Ellis Act eviction or an owner move-in eviction. Tenants that experience displacement due to a fire extensively damaging their rent-controlled apartment can also qualify. Up to 20% of the available units in a lottery are set aside for DTHP certificate holders. Having a lottery preference improves chances in a housing lottery. Preference gives current and former San Francisco residents a better chance of living in the City. Preference programs are laws put in place by the Mayor and the Board of Supervisors (Chapter 47 of the San Francisco Administrative Code). For more information, visit <http://sfmohcd.org/lottery-preference-programs>.

#### NEXT STEPS

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The Planning Department’s Community Stabilization Strategy will explore relocation and rental assistance programs further. In addition, tenants, community-based organizations, and property owners can work with policymakers and City agencies to identify additional funding, programs to be expanded, or changes to existing ordinances that could expand support to tenant experiencing eviction or who are at-risk.

- » **Costs:** \$\$
- » **Potential Partners:** MOHCD, Rent Board, nonprofit community-based organizations



## LUH 2.4. MONITOR AND ANALYZE “TENANT BUYOUTS,” AND EXPAND ANALYSIS OF EVICTION DATA.

### DESCRIPTION

Regular monitoring and analysis of evictions and tenant buyouts provides City agencies, policymakers, and community partners with information that allows more targeted responses, policies, and programs. Currently, the Rent Board collects data on eviction notices filed, including both “no-fault” (for example owner move-in and Ellis act evictions) and “at-fault” (such as non-payment of rent, “breach of rental agreement”, or “committing a nuisance”). However, the Superior Court of California processes eviction cases and issues eviction orders, which means the Rent Board only receives the eviction notice but not the final evictions issued by the Court. Creating a mechanism to consistently share final eviction notices with the Rent Board would allow greater understanding of the people being removed from their homes and the definitive causes of removal.

Since 2015, landlords are required to report tenant buyout information to the Rent Board. A tenant buyout occurs when a landlord makes a payment or other incentive to a tenant in exchange for vacating the rental unit. In 2017, the Rent Board received notice of 335 completed tenant buyouts, 30 of these in zip code 94112. It is unknown how many buyouts are unreported.

Additional data on the outcomes of eviction notices could clarify displacement trends throughout the city. In addition, changes to buyout reporting requirements for landlords and tenants could further help track these trends. Ultimately, though, the data itself only has meaning if it is analyzed and used to inform decisions.

This requires staff time to analyze data by neighborhood. Community based organizations, property owners, policymakers, and City agencies can continue to work together to develop the appropriate legislative tools and identify the program funding needed to expand these efforts.

### NEXT STEPS

Through a grant from MOHCD, HomeBase, a nonprofit organization that builds community capacity to end homelessness and reduce poverty, is providing research and technical assistance in the development of a model to better understand eviction trends. The Planning Department’s Community Stabilization Strategy will likely address how current eviction data collection and analysis could be expanded and improved. Based on these efforts, MOHCD, Planning, community members, and policymakers can work with the Rent Board to see if additional information on tenant buyout and evictions should be collected as well as if landlords are complying with required reporting.

- » **Costs:** \$-\$\$, staff time and potential creation of a technical or digital application that can pull information from multiple data sources
- » **Potential Partners:** Planning Department, MOHCD, the Rent Board, Mayor and Board of Supervisors

## LUH 2.5. SUPPORT CITY ENFORCEMENT MECHANISM TO MONITOR AND ENFORCE COMPLIANCE WITH EVICTION ORDINANCES AND TEMPORARY RELOCATION DUE TO REPAIR, CONSTRUCTION, OR FIRE.

### DESCRIPTION

Evictions due to major building renovations or repairs, such as retrofits to prepare for earthquakes, or in the event of a fire, can result

in temporary or long-term displacement. The Rent Board currently receives information on all eviction notices and specifically tracks evictions for “capital improvement work.” Given that major repairs, especially in the event of a fire, can take months if not years, it can be difficult for tenants to remain informed about the status of construction or enforce their rights to return to the building once repairs are complete.

With sufficient funding, the City could provide additional monitoring of the status of buildings undergoing construction and maintain a list of displaced tenants and their contact information. The City could take a more active role in contacting tenants upon completion of building repairs and enforcement of tenants’ rights to return to former units when applicable. Providing this additional monitoring would require staff time and program funding .

**NEXT STEPS**

The Planning Department’s Community Stabilization Strategy will analyze additional monitoring and enforcement of evictions related to major renovation or repair. MOHCD, Planning, Department of Building Inspection, and the Rent Board can work with policymakers and community members to develop and implement systems to track evictions and temporary relocations due to major renovations or repairs to ensure that tenants have the right of return.

- » **Costs:** \$
- » **Potential Partners:** MOHCD, Rent Board, DBI

**LUH 2.6. SUPPORT MECHANISM TO IMPROVE ENFORCEMENT OR RESTRICTIONS ON SHORT-TERM RENTALS AND MECHANISMS TO ACHIEVE COMPLIANCE AND ENFORCEMENT.**

**DESCRIPTION**

- » The City has made tremendous strides enforcing the short-term rental ordinance that was passed in 2015. The ordinance was amended in 2016, and these amendments were implemented in 2017 following the settlement of associated litigation. The ordinance prevents housing units from becoming full-time short-term rentals, establishes the Office of Short Term Rentals (OSTR) with staff to enforce the ordinance, and requires registration of all short-term rental hosts. Impacts of the ordinance and OSTR’s work as of August 2018 include:
  - » OSTR has enforced on 677 units for violations and assessed \$1.7 million in penalties
  - » Over 6,000 apartment listings removed from short term rental websites
  - » Over 4,900 registration applications received.
  - » 2,600 hosts are now registered and 938 applications are under review

**NEXT STEPS**

Given these successes, it may make sense to focus in the short and medium term on using the community organizing, education, and counseling services mentioned in strategies 2.7 and 2.8 below to inform community members about the tools and requirements provided by the short term rental ordinance and the enforcement work of the OSTR and encourage community members to report illegal short-term rental activity. Long term, community members can note ways in which the ordinance may not offer complete solutions to use

housing as short-term rentals and additions or modifications to the ordinance could be explored.

» **Costs:** \$

» **Potential Partners:** Office of Short-Term Rentals

**LUH 2.7. FUND AND PROVIDE CULTURALLY RELEVANT AND LINGUISTICALLY RESPONSIVE TENANT AND INCOME-QUALIFYING PROPERTY OWNER COUNSELING AND LEGAL ASSISTANCE.**

#### DESCRIPTION

The City currently funds community-based organizations to provide counseling and legal assistance to tenants. These funds are used for culturally and linguistically responsive counseling that serves diverse renters. On June 5, 2018, San Francisco voters passed Proposition F, which provides City-funded legal representation for residential tenants in eviction lawsuits. San Francisco Tenant Right to Counsel (SFTRC) will rely on a network of legal service organizations to connect tenants facing eviction in civil legal proceedings to a legal aid staff attorney. This network is currently only loosely coordinated and in the past legal assistance has varied due to limited funding. With SFTRC, MOHCD will endeavor, through newly appropriated funding, to fulfill the mandate of providing universal access to full-scope legal representation for tenants facing eviction.

Proactive outreach to renters so they know their rights and can connect with resources—such as registering for affordable housing and credit repair—is an opportunity to address issues before they occur. MOHCD funds the collaborative Excelsior Works! program that co-locates agencies (Bernal Heights Neighborhood Center, Chinese Progressive Association, Filipino Community Center, Chinese Affirmative Action among others)

in one District 11 space. Excelsior Works! provides neighborhood residents with a continuum of language accessible (Spanish, Tagalog, English, and Chinese) tenant eviction protection education and services, including tenant rights training and education, peer counseling, attorney referrals and consultations, and tenant empowerment by working with partners including the Housing Rights Committee (HRC), Legal Assistance to the Elderly (LAE), and South of Market Community Action Network (SOMCAN). Excelsior Works! Also provides workforce readiness and placement for District 11 residents in addition to workers' rights, referrals, and workshops. An increase in funding would allow MOHCD to expand work with community partners to provide counseling and target it towards the Excelsior and Outer Mission Neighborhood.

Small landlords may also need assistance understanding their legal rights and responsibilities. This may include owners of accessory dwelling units (ADUs), homeowners who rent a room in their home, or family members who rent a home or small apartment building that they inherited. Working Group members and Focused Conversation participants reported anecdotes—and personal stories—of property owners who did not want to rent their properties because they were unsure of their rights and responsibilities under local laws. Guidance for small property owners can ensure that their rental properties stay in good repair and are available on the rental market. A pilot program for small property owners could program, track its effectiveness, and expand it to serve property owners throughout the city.

#### NEXT STEPS

» MOHCD awarded a grant (with a start date of October 1, 2018) to Excelsior Works! to educate tenants about their rights and offer

eviction consoling. A more detailed scope of work and budget is being developed.

- » The Planning Department’s Community Stabilization Strategy and Housing Affordability Study will assess tenant counseling and services, including current funding and tenants served. Planning, MOHCD, and other City agencies will work with policymakers and community members to identify services for tenants and property owners that are needed in addition to the implementation of Proposition F or those currently funded by MOHCD. This effort would also require identifying funding for expanded services.
- » **Costs:** Difficult to estimate; the cost of implementing Prop F is high. Currently, MOHCD allocates a certain amount of funding towards this type of work [the Planning Department is working to identify this number]
- » **Potential Partners:** MOHCD, Community-Based Organizations, the Rent Board

**LUH 2.8. CREATE AND/OR EXPAND COMMUNITY EDUCATION CAMPAIGN FOR RESIDENTS AT RISK OF EVICTION.**

**DESCRIPTION**

When commercial and residential tenants know their rights and the resources available to them, they can better respond to eviction or other challenging issues. The City and County working together with community-based partners can target commercial and residential tenants to proactively provide information, including the rights of tenants, legal services available, programs to assist with property purchases, and opportunities for subsidized housing. This type of campaign could be launched citywide, however, targeted outreach campaigns specifically to the Excelsior and Outer Mission could allow

for more effective messaging and partnerships with neighborhood organizations. Implementing an education and outreach campaign through organizations the City contracts with to provide counseling and legal assistance helps provide a seamless connection for program participants.

As described in Land Use and Housing strategy 2.7, MOHCD funds various organizations as part of Excelsior Works! to provide tenant education and counseling. In addition, MOHCD supports a citywide Know Your Rights campaign to educate tenants about their rights. This campaign disseminates information through various media outlets and funding for tenant counseling and outreach as well.

**NEXT STEPS**

The FY2018-2019 budget contains funding for nonprofit groups who will help families in the Excelsior navigate housing regulations and services. The program could be expanded to other language groups.

- » **Costs:** \$
- » **Potential Partners:** MOHCD

### **LUH 3. DEVELOP AND ENHANCE THE COMMERCIAL CORRIDOR SO THAT IT SERVES WORKING PEOPLE AND SUPPORTS SMALL BUSINESSES, WHILE ALSO OFFERING A RANGE OF GOODS AND PRICE POINTS.**

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The Business and Service Providers chapter includes numerous strategies to support the local commercial corridor. The community wants to meet the daily needs of as many residents as possible on the commercial corridor, while filling vacancies, but not displacing existing small businesses. They want new residential and commercial development along the corridor to continue to include diverse locally owned businesses that can serve people with low and moderate incomes, people of color, and immigrants.

Many Working Group members expressed the need for a range of businesses, including nicer full-service grocery stores, sit-down restaurants, and cafes. Focused Conversation participants and the public alike desired more affordable child care, as well as more activities for families, children, and artists. Chinese speaking people participating in a Focused Conversation wanted to have more goods and services available in their language nearby.

The Working Group worried that new businesses may not be “affordable” for people living in the neighborhood and want to support small businesses that can offer a range of price points.

As discussed in the Business and Service Providers chapter, the Working Group had a range of opinions on the new development on the corridor, but it is important to acknowledge that additional residents in buildings on and near the corridor could strengthen the business district and local businesses.

**LUH 3.1. RESEARCH CURRENTLY PERMITTED LAND USES UNDER THE PLANNING CODE, IMPACTS OF ALLOWING GREATER DIVERSITY OF USES AND BUSINESS TYPES, AND HOW TO STRENGTHEN AND COMPLEMENT EXISTING BUSINESSES WITHIN THE COMMERCIAL DISTRICT.**

#### **DESCRIPTION**

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The Working Group requested an analysis of the Planning Code to 1) understand what uses are and are not currently allowed and 2) what additional uses could be allowed to complement existing businesses. The intent is to fill the vacant stores, about which the Working Group, Focused Conversations, and merchant groups all expressed concern. This strategy overlaps with the BIZ 2.1 strategy.

#### **NEXT STEPS**

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In 2019, the Planning Department will assess neighborhood commercial districts citywide, including the NCD in the Excelsior. This assessment is the first step in the process to identify potential land use changes.

- » **Costs:** \$
- » **Potential Partners:** OEWD

**LUH 3.2. DEVELOP AN ACQUISITION FUND TO HELP SMALL BUSINESSES PURCHASE THE PROPERTY WHERE THEIR BUSINESS IS LOCATED.**

**DESCRIPTION**

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By creating a revolving loan fund targeted specifically towards small businesses, the City could help support more property ownership by small business owners. In interviews with multiple business-owners on the commercial corridor, the ability or need for support to pay rent was identified as the most urgent need for business assistance. Property ownership could help decrease the financial challenges that business-owners face.

This acquisition fund could take several forms, such as providing down payment support. Working in tandem with existing programs, such as the Federal Small Business Administration's loan programs and other programs, the fund could help realize ownership for more businesses along the corridor. As borrowers repay the loans plus interest, more funds become available for other borrowers.

**NEXT STEPS**

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A first step is to identify existing funding resources that already provide support to purchase commercial property. Getting the word out and raising awareness of existing programs such as the Small Business Administration's 504 Loan Program.

- » **Costs:** \$\$
- » **Potential Partners:** OEWD, banks, and other non-profit fund managers.

**LUH 3.3. PROMOTE AND STRENGTHEN EXISTING LEGACY BUSINESS STATUS PROGRAM FOR MORE BUSINESSES TO INCREASE STABILITY WITH LEASES.**

**DESCRIPTION**

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The legacy business program works to assist and preserve long-standing neighborhood businesses. It offers incentives to commercial landlords, encouraging them to sign long-term leases with the business in exchange for grants that allow for upgrades and improvements to the property.

**NEXT STEPS**

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Develop marketing and promotional materials that can be shared with CBOs and Neighborhood Economic Development Organizations (NEDOs) that provide direct support to neighborhood businesses.

- » **Costs:** \$
- » **Potential Partners:** OEWD, Community Based Organizations

## LUH 4. PROMOTE RELATIONSHIP BUILDING AND INTERCULTURAL EXCHANGE AMONG THE MANY DIFFERENT NEIGHBORHOOD STAKEHOLDERS.

**LUH 4.1. EXPLORE MEANS TO SUPPORT CULTURAL PRESERVATION AND PROMOTION, SUCH AS A CULTURAL DISTRICT. PROMOTE A SENSE OF OWNERSHIP AMONG DIVERSE GROUPS TO INCREASE A SENSE OF BELONGING TO AND CARE FOR THE NEIGHBORHOOD.**

### DESCRIPTION

Throughout this process, the community confirmed its multi-ethnic identity. Cultural preservation and promotion could enhance this identity so everyone feels like the Excelsior and Outer Mission Corridor commercial district is their main street, cares for the corridor and the surrounding neighborhoods.

Given the district's uniquely multi-cultural identity, the path to developing a cultural district may be challenging. To date, cultural districts have identified one specific population, not many cultures. If multiple cultures are represented in a district then maintaining fair and equal influence among all is important. Through further conversations with community members and City staff, the motivations for the cultural district designation could be explored and a determination could be made whether a cultural district designation is possible and desirable for the outcomes the community wants to see. There are related processes, such as the development of a Culture, History, Housing, and Economic Sustainability Strategy, that could provide a set of tools to preserve and enhance the rich cultural diversity of the neighborhood (see the recent [Japantown](#)

[Cultural Heritage and Economic Sustainability Strategy](#) as an example, as well as additional information on [cultural heritage](#) in general).

Cultural preservation and promotion at a minimum can be a guiding goal for all efforts of City agencies, nonprofits, and community groups working in the neighborhood. Promoting and preserving the neighborhood cultures is an opportunity for a wide range of actions, from public art to the streetscape plan and beyond, culture can be infused into many of the strategies in this document. Existing community spaces, such as the library, schools, churches, and other community centers, can be leveraged to ensure more and more residents feel connected to their neighborhood.

### NEXT STEPS

As described in the Public Realm chapter (PUB 2.1), the Working Group wants to install public art to represent the richness and diversity of the local culture and historic heritage. To support this request, the development of the Community Art Toolkit has been funded by the City for Fiscal Year 2018-2019.

In addition, community members can work with City agencies to discuss the motivations and expected outcomes of a cultural district or cultural heritage strategy. The formation of a cultural district requires a dedicated community partner who can organize their community and work with City agencies and policymakers to propose and manage the formation of a cultural district. In a diverse neighborhood, working together to express the diverse identity presents both an opportunity and a challenge for community partners.

- » **Costs:** \$-\$\$
- » **Potential Partners:** Planning, MOHCD,

OEWD, HPC, Arts Commission

**LUH 5. DEVELOP AND MAINTAIN THE INFRASTRUCTURE NECESSARY TO SUPPORT A HIGH QUALITY OF LIFE FOR RESIDENTS AND SUCCESS FOR BUSINESSES.**

The Working Group discussed the need to plan for and implement improved infrastructure and public investment to address needs of residents and business. Such infrastructure includes street improvements, schools, parks, sewer capacity, and community facilities like libraries. In some cases, new facilities are needed, in other cases retrofits, better connections, and maintenance are needed.

**LUH 5.1. RESEARCH AND ASSESS THE FEASIBILITY AND APPROPRIATENESS OF FINANCING AND FUNDING TOOLS THAT CAN PRODUCE AND MAINTAIN THE INFRASTRUCTURE THE COMMUNITY NEEDS AND WANTS.**

**DESCRIPTION**

From transportation to storm water management to public open spaces, Working Group members wanted to see neighborhood improvements that require sustainable funding sources for capital investments and maintenance. A funding strategy would have to be based on an assessment of community needs, the capacity of existing infrastructure, and identification of additional infrastructure investments to address unmet needs. The community would like to see funding for storm water management, pedestrian infrastructure, public plazas, affordable commercial & institutional space, open space, and reliable and efficient transit.

MOHCD’s Community Facilities Capital Grant Program funds nonprofit service providers to repair community facilities (i.e. capital improvement

projects), and to ensure high quality facilities are available and safe to serve low-income and moderate-income communities. Improvements to specific sites within the Excelsior and Outer Mission, such as parks, playgrounds, murals, sidewalks, community centers, and libraries, could be funded through this program.

Other infrastructure, such as improved transit, may require investment or coordination that extends beyond neighborhood boundaries and requires coordination with larger capital improvement projects managed by MTA, Public Works, or the PUC.

By thoroughly reviewing the needs and funding and financing tools, we can clearly understand the funding options and determine which may be worth moving forward. For example, in the Public Realm chapter, there are strategies that discuss the Community Benefits District (CBD) and understanding the potential dollars generated from a CBD would allow for a more thorough analysis of the infrastructure, services, or other amenities that a CBD could sustain.

**NEXT STEPS**

Exploring a Community Benefits District has been mentioned as a key next step in this process and discussed in the Public Realm chapter (PUB 1.3).

- » **Costs:** \$-\$\$
- » **Potential Partners:** Planning, OEWD, EAG, neighborhood merchants



## LUH 5.2. ALLOCATE FUNDING AND STAFF TO CREATE AN AREA PLAN

### DESCRIPTION

An area plan is a comprehensive land use plan for a specific, bounded part of the City of San Francisco. Planning Department staff, in collaboration with other City agencies work together with the public through the area plan process to determine how the area can accommodate growth and what changes, if any, to existing land use controls and zoning will occur. An area plan considers what services and facilities, such as open space, transportation, and social services, are needed to meet the needs of a growing population and to create an implementation plan for infrastructure funding. Many Working Group members asked for an area plan for the Excelsior and Outer Mission neighborhood to address future growth with consideration of needed services, facilities, and infrastructure.

Developing and adopting an area plan requires significant resources and takes more than 4 years from inception to adoption and significant public funds for staff across multiple agencies and consultants. For example, the Central SoMa Plan has been in process for well over 9 years from inception to adoption. Prior to initiating an area plan effort, sufficient staffing and funding must be identified in the Planning Department's and other agencies' budgets.

Area plans are typically pursued to manage change, accommodate growth, and meet ongoing community infrastructure needs. Area Plans generate community benefits based on the extent of growth. The Central SoMa plan will create capacity for over 8,000 thousand new residential units and several million square feet of commercial

development that are projected to generate over \$2 billion for public benefits, from affordable housing and street improvements to historic preservation and neighborhood cultural programs.

### NEXT STEPS

City staff, community members, and elected officials need to clarify key questions about the purpose and aspirations of an area plan.

- » How does the call for an area plan relate to the call for a housing plan? It would likely not be efficient to undertake both an area plan as well as a housing plan, since housing planning is typically part of the area plan process.
- » Is the amount of growth likely to occur under existing zoning, currently estimated at 3,000 -4,000 units or approximately 16-22% growth in the neighborhood, enough to warrant an area plan to manage its effects? Or would a full area plan only be warranted if the community, the City, and elected official foresee the potential to add significantly more units than are likely under existing zoning?
- » Is there the community support, political will, staff time, and funding necessary to carry an area plan to completion?
- » Given the other efforts under way in the community, what would be the additional value of an area plan?

The Planning Department, other city staff, community members, and elected officials can continue to discuss the appropriateness of an area plan for the Excelsior and Outer Mission, including how it relates to a call for a housing plan.

- » **Costs:** \$\$
- » **Potential Partners:** Planning Department. Community Groups

## **LUH 6. DEVELOP A DESIGN AESTHETIC AND PUBLIC REALM THAT ENHANCES NEIGHBORHOOD ARCHITECTURAL CHARACTER.**

The Working Group wants the multicultural character of the corridor and its unique history to be reflected on the neighborhood’s architecture and its public realm. Together architectural design and public realm characteristics play an important role in forming an impression of the commercial corridor. For public realm improvements, see PUB 2 in the public realm chapter of this document.

### **LUH 6.1. DEVELOP A DESIGN EXPECTATION (ARCHITECTURAL CONTEXT STATEMENT) THAT CAN BE CLEARLY COMMUNICATED TO DEVELOPERS OF NEW BUILDINGS.**

#### **DESCRIPTION**

Many Working Group members expressed a desire for developing specific design guidelines to ensure future building designs complement existing neighborhood aesthetics. Neighborhood specific design guidelines could be developed through a process that assesses the building types and qualities and highlights important scales, elements, and materials.

The intent of a context statement is to provide designers, developers, and residents with a sense of the unique neighborhood character and direction on how new or remodeled buildings can complement it. By creating helpful guidance, the neighborhood can communicate goals to those proposing projects at the start of their work, leading to a better outcome and an easier, shorter, and more neighborly process for all.

The San Francisco Urban Design Guidelines (UDGs) is a foundational document to require

contextual sensitivity and high-quality site design, architecture, and public realm for proposed projects where they apply. The UDGs apply to buildings in Neighborhood Commercial Districts, along with all districts outside of small-scale residential, industrial, and historic districts (RH-, RM-, and RTO-, M- and PDR-districts). For more refined guidance, neighborhood representatives, in collaboration with Planning staff, can develop and seek Planning Commission adoption of neighborhood-specific guidelines called “Special Area Design Guidelines” to help projects be more intentionally responsive to unique neighborhood characteristics. To meet the intent of this strategy, the Special Area Guidelines can be developed for the Mission Neighborhood Commercial District. Currently, the Planning Department is in the process of developing Special Area Guidelines in partnership with several neighborhoods with more having expressed interest.

To meet the intent of this strategy, Special Area Guidelines can be developed for the Excelsior and Outer Mission Neighborhood Commercial District. Currently, the Planning Department is in the process of developing Special Area Guidelines in partnership with several neighborhoods with more having expressed interest.

#### **NEXT STEPS**

- » The Planning Department encourages Excelsior and Outer Mission community members to form a group of neighborhood representatives who want to participate in the Special Area Guidelines development process and send a request to the Planning Department. While there are other Special Area Design Guidelines in the works, ones for the Outer Mission or Excelsior can begin with the organization of interested neighbors, meeting with Planning staff, joint site

walk-throughs, and a scoping of the process.

» **Costs:** \$

» **Potential Partners:** Community  
Groups, Planning Department



Photo by SF Planning.

CHAPTER 5

# Mobility

*Working Group Aspiration:*

***Make it safer and more inviting for people to get around the neighborhood, commercial corridor, and to community assets.***



# Existing Conditions

This chapter focuses on the safety and convenience of mobility in the study area. It describes how people travel from, to, and within the Excelsior and Outer Mission neighborhood.

## COMMUTE PATTERNS AND MOBILITY

Commute trips to and from work comprise the majority of peak hour (“rush hour”) trips. During morning and evening commute times, the city’s transportation infrastructure is most congested.

### HOW RESIDENTS GET TO WORK

In the Excelsior and Outer Mission neighborhood, in 2015 – the latest available data – approximately 24% of employed residents commuted to downtown (Financial District, South of Market, and Mid-Market), and 5% work in the neighborhood (Figure 5.2).

In the Excelsior and Outer Mission neighborhood, about half of commuters drove alone to work while 33 % used transit (Figure 5.1). Less than 1% of employed residents bicycled to work.

## SURVEY RESULTS

### “How do you typically get to the Mission Street or Geneva Avenue commercial district (Check up to 2)?”

Of 816 survey respondents, 63% walked and over 48% took transit (BART or Muni) to Mission Street or Geneva Avenue. The next highest used transportation mode was private vehicles, either driving alone (35%) or carpooling/being dropped off (24%). See Appendix B for detail.

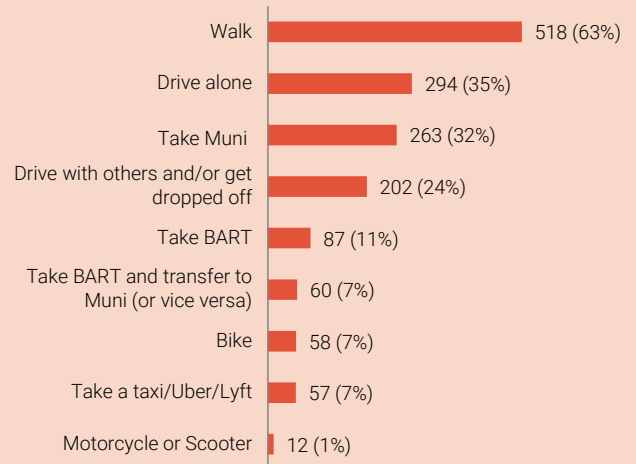
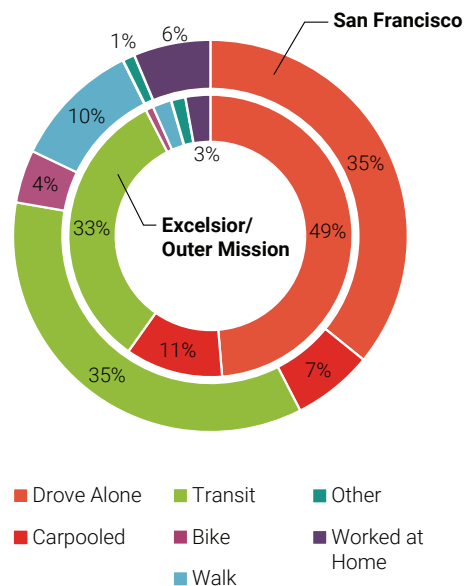
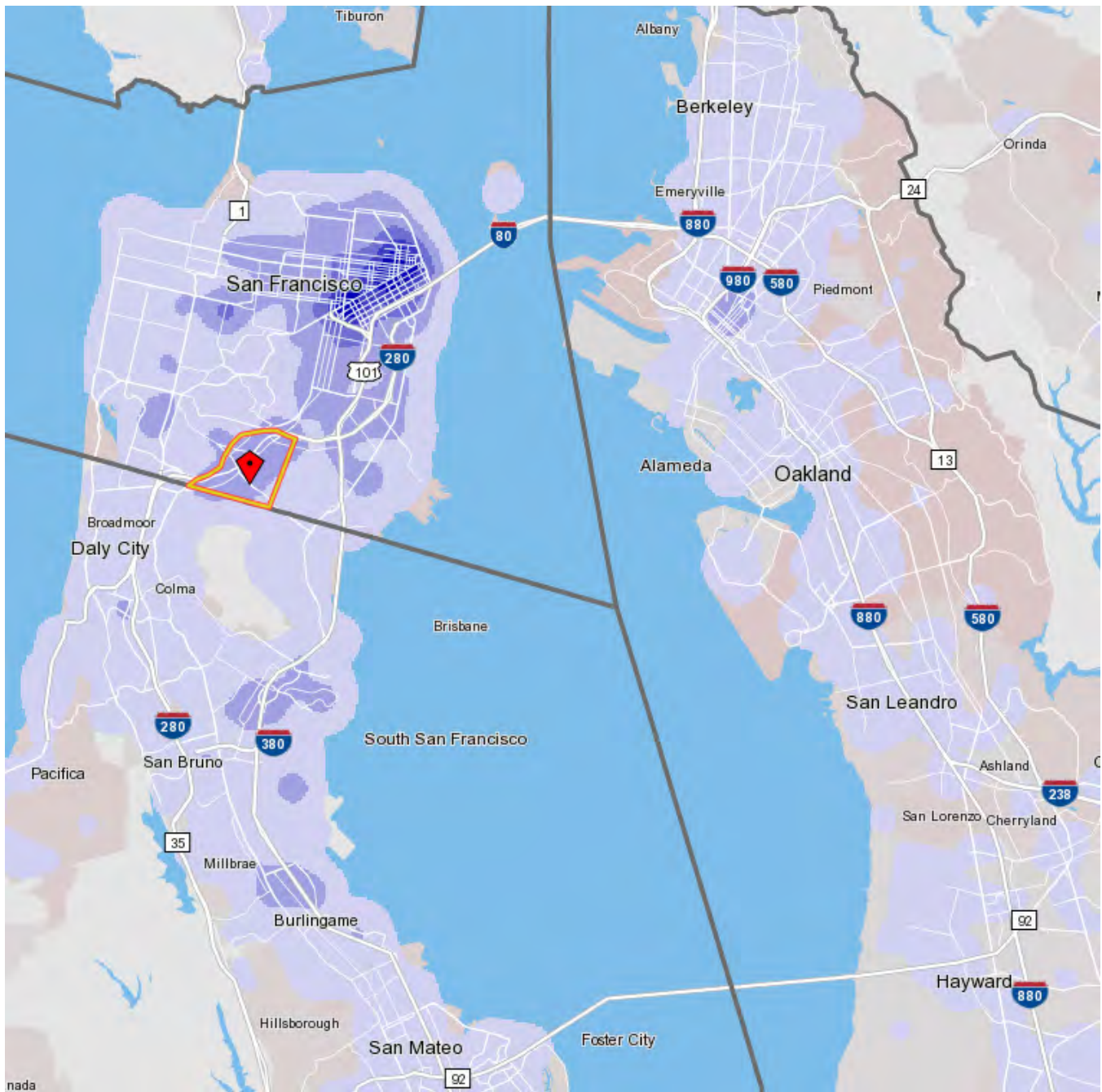


Figure 5.1  
COMMUTE TO WORK



Source: Commute to work (ACS 2015)

Figure 5.2  
COMMUTE SHED OF EXCELSIOR AND OUTER MISSION RESIDENTS



Source: <https://onthemap.ces.census.gov/>

## VISION ZERO

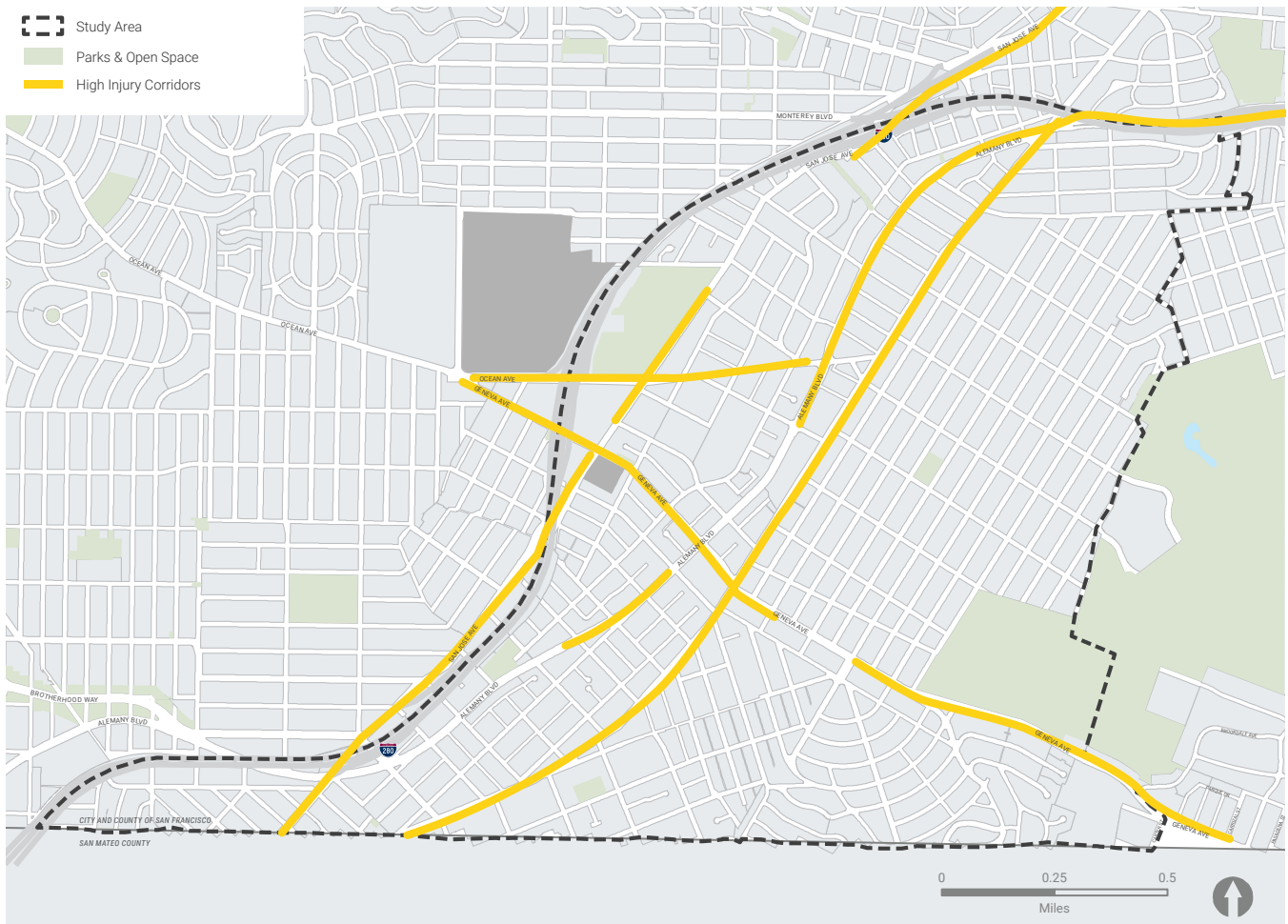
In 2013, the City adopted Vision Zero. This City policy commits to eliminating all traffic deaths and serious injuries by the year 2024 through engineering, education and enforcement.

The City's Vision Zero team identifies where to focus investments to have the biggest impact in reducing fatalities and severe injuries. Such locations are identified as the "High Injury Network."

In the Excelsior and Outer Mission neighborhood, Mission Street, Geneva Avenue, Ocean Avenue, San Jose Avenue and Alemany Boulevard are high-injury corridors (Figure 5.3).


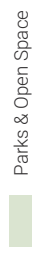
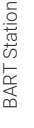




Based on the City's latest Vision Zero data (2012-2016), Figure 5.4 depicts the locations and volumes of pedestrian- and bicyclist-involved collisions. In addition, 2017 fatalities are highlighted on the map.

**Figure 5.3**  
**HIGH INJURY NETWORK IN THE STUDY AREA**





**Figure 5.4**  
**BICYCLE- AND PEDESTRIAN-INVOLVED COLLISIONS WITHIN THE STUDY AREA**

-  Study Area
-  Parks & Open Space
-  BART Station
-  Bicycle-Involved
-  Pedestrian-Involved
-  Bicycle, Fatal
-  Pedestrian, Fatal



## TRANSIT

Based on SFMTA’s Muni on-board survey results, many residents rely on public transit for a variety of daily transportation needs (Figure 5.5). As shown in Figure 5.6, a number of well-used transit lines serve the commercial corridor and surrounding neighborhoods. In particular, Mission Street is a major transit corridor connecting to downtown San Francisco.

### MUNI NETWORK

A majority of the neighborhood is within walking distance (0.25 mile) from bus stops; however the frequency of bus service varies and sometimes numerous transfers are required to reach a destination.

San Francisco Municipal Transportation Agency’s Equity Strategy works to ensure that all San Francisco’s neighborhoods get the transit service residents need and that improvements benefit

## SURVEY RESULTS

**“Muni service is frequent and reliable enough in this neighborhood for me to rely on it for many trips.”**

**Out of 787 respondents, 377 (48%) agreed.**

188 disagreed, 140 were neutral, and 78 did not find this statement applicable.

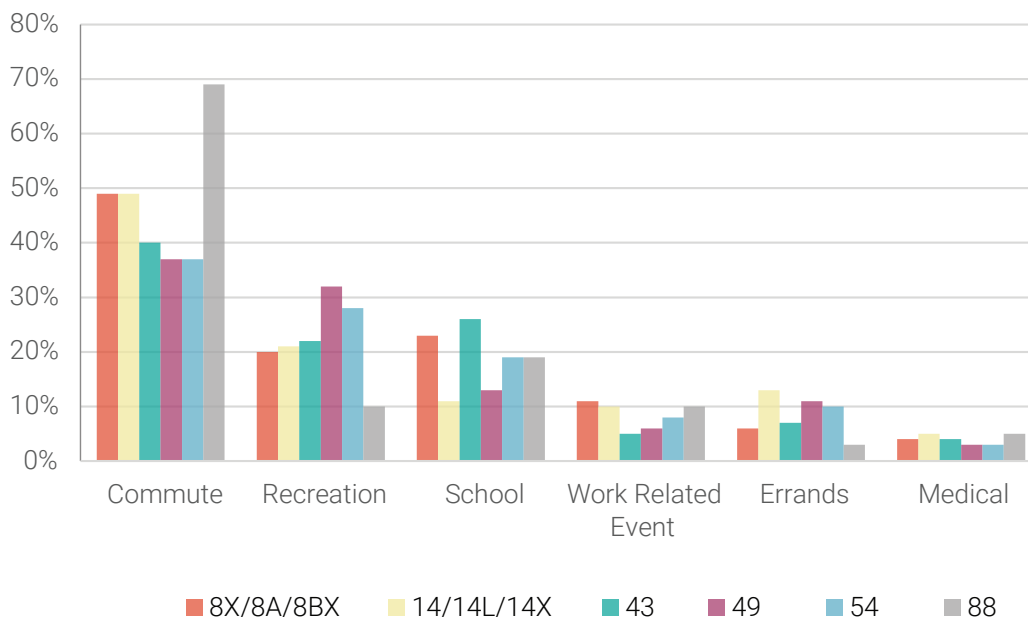
*Source: Excelsior and Outer Mission Neighborhood Survey by Planning and Office of Economic and Workforce Development in 2017*

riders who most depend on transit.<sup>1</sup> The SFMTA, which operates Muni, identified the Excelsior and the Outer Mission as meeting the criteria, which includes a high percentage of low income households and people of color. One of the Service Recommendations for the Excelsior- Outer Mission is to increase service frequency on the #8 bus route – Bayshore.

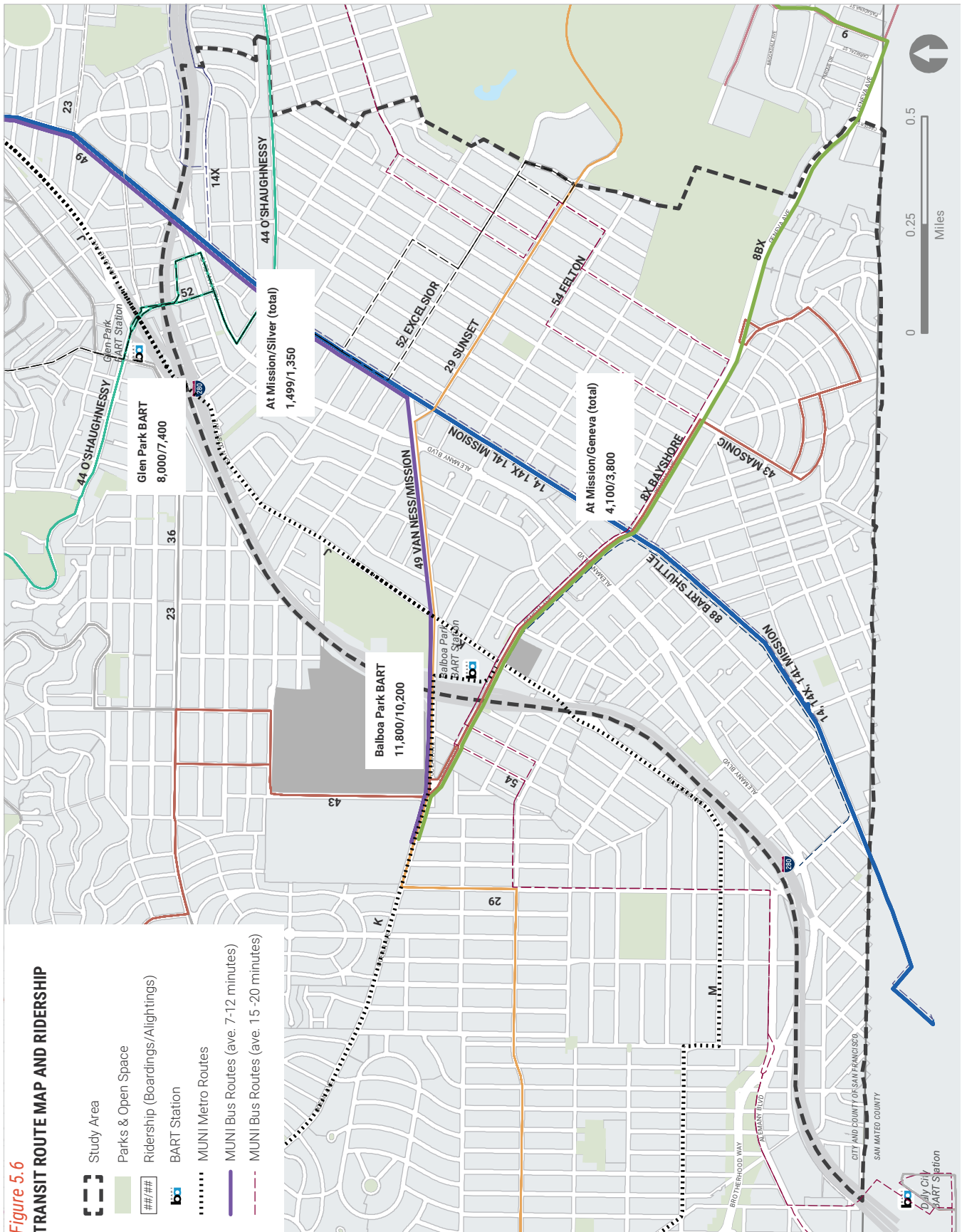
<sup>1</sup> <https://www.sfmta.com/blog/citys-transit-first-policy-turns-45>

Figure 5.5

### TRIP PURPOSE BY ROUTE



Source: SFMTA Muni on-board surveys in 2014.



**MUNI RIDERSHIP**

Many high ridership Muni lines travel along Mission and Geneva. On an average weekday, approximately 13,000 riders travel along Mission Street, and approximately 5,000 riders travel along Geneva Avenue (Figure 5.6).

In this neighborhood, the bus stops at the intersection of Geneva Avenue and Mission Street have the highest ridership, with over 4,100 riders boarding inbound and over 3,800 riders getting off the bus traveling outbound. This high ridership is attributed to intersecting transit connections available at this location. The bus stops at the intersection of Mission Street and Silver Avenue together have the second highest ridership – nearly 1,500 riders board inbound and approximately 1,350 riders get off the bus traveling outbound.<sup>2</sup>

Higher frequency of service often correlates with higher ridership. Bus lines serving the commercial corridors are fairly frequent and carry high volumes of riders (Figure 5.7).

*Figure 5.7*  
**MUNI ROUTES AND FREQUENCY**

LINE	WEEKDAY FREQUENCY (MIN)
8	8
8BX	7
14	8-15
14R	8
43	9-12
49	8-9
54	20
88	20

Source: SFMTA

**PARATRANSIT**

Fixed-route public transit service has its own limit and cannot fully service every geographic area 24/7. San Francisco Paratransit is a van and taxi program for people unable to independently access public transit because of a disability or disabling health condition. In addition to Americans with Disabilities Act (ADA) Paratransit



Source: Flickr Milantram

<sup>2</sup> SFMTA

services, San Francisco Paratransit offers a variety of transportation services for seniors and individuals with disabilities, including a shuttle to grocery stores and to recreational and social events and travel training to help people gain more experience using the Muni system.<sup>3</sup>

## WALKING

Providing a safe, comfortable, and convenient route for pedestrians should be the basis for all transportation infrastructure improvements. (See also the Public Realm section for discussions about a pleasant and comfortable walking environment)

Some intersections present pedestrian safety challenges (Figure 5.8). Approximately 53% of the pedestrian-involved collisions were due to vehicles that hit pedestrians in crosswalks.

Pedestrians have the right to cross every intersection whether striped crosswalks exist or not. Many drivers are not aware of this and proceed without stopping or yielding to pedestrians at intersections. While driver education is critical to address this issue, physical changes can prevent collisions, including pedestrian safety zones, high visibility crosswalks, and pedestrian signal timing changes. Vision Zero prioritizes such improvements along high injury corridors.

**Figure 5.8**

### PEDESTRIAN INJURY WITHIN THE STUDY AREA (2012-2016)

VIOLATION	INJURY	FATAL	GRAND TOTAL
Driver or bicyclist to yield right-of-way at crosswalks	91	3	94
Pedestrians must yield right-of-way outside of crosswalks	20	1	21
Unknown	13	1	14
Crossing between controlled intersections (Jaywalking)	9	1	10
Pedestrian suddenly entering into vehicle path close enough to create an immediate hazard	7	1	8
Unsafe speed for prevailing conditions	6	0	6
Unsafe starting or backing on highway	5	0	5
Red signal - driver or bicyclist responsibilities	4	0	4
Failure to stop at STOP sign	2	1	3
Pedestrian violation of walk or wait signals	2	0	2
Unsafe turn or lane change prohibited	2	0	2
Under the influence of alcohol or drug	2	0	2
Pedestrian on roadway prohibited	2	0	2
Failure to keep to right side of road	1	0	1
Local authority to restrict the use of freeways	1	0	1
Red signal - driver or bicyclist responsibilities with right turn	1	0	1
Red signal - pedestrian responsibilities	1	0	1
Slow-moving vehicles or bicyclists keep to right edge of roadway	1	0	1
<b>Grand Total</b>	<b>170</b>	<b>8</b>	<b>178</b>

<sup>3</sup> <https://www.sfmta.com/getting-around/accessibility/paratransit>

## BICYCLING

### BIKE ROUTES

The bike network is sparse in the area, especially east of Mission Street (Figure 5.10). East-west connections are only available on Alemany Boulevard, Silver Avenue, and Geneva/Ocean Avenues. The I-280 freeway is a major barrier for bike connections to the west side of the city, which only allows for a few bikeable through streets.

Each travel corridor in the neighborhood has specific challenges for bicycling conditions:

- » **Mission Street** – is not a designated bike route. Crossing Mission is challenging for east or westbound cyclists even when they are on the bike network – Silver, Geneva, and Sickles. Intersection improvements are needed for cyclists. Many cyclists would like additional east-west bike connections crossing Mission.
- » **Alemany Boulevard** – is the main north-south bike connection through the Excelsior and Outer Mission neighborhoods. However, fast-moving traffic without a protected bike lane likely deters some bicyclists.
- » **Ocean Avenue** – is the main bike route between Alemany and the BART station. A number of challenges exist: eastbound cyclists share the lane with vehicles, Muni buses and trains; the train tracks between the BART station and San Jose Ave pose trip hazards and stop-controlled angled intersections do not provide clear sight lines.
- » **Geneva Avenue** – is both a main bus route and an arterial vehicle street. On most of the street segments, cyclists must share the lane with buses and vehicles.

## BICYCLE-INVOLVED COLLISIONS

As shown in Figure 5.9, according to Vision Zero data (collected between 2012-2016), 66 bicycle-involved injuries were recorded, including one which resulted in a fatality. Additionally, in 2017, a fatal collision occurred at Alemany Boulevard and Silver.

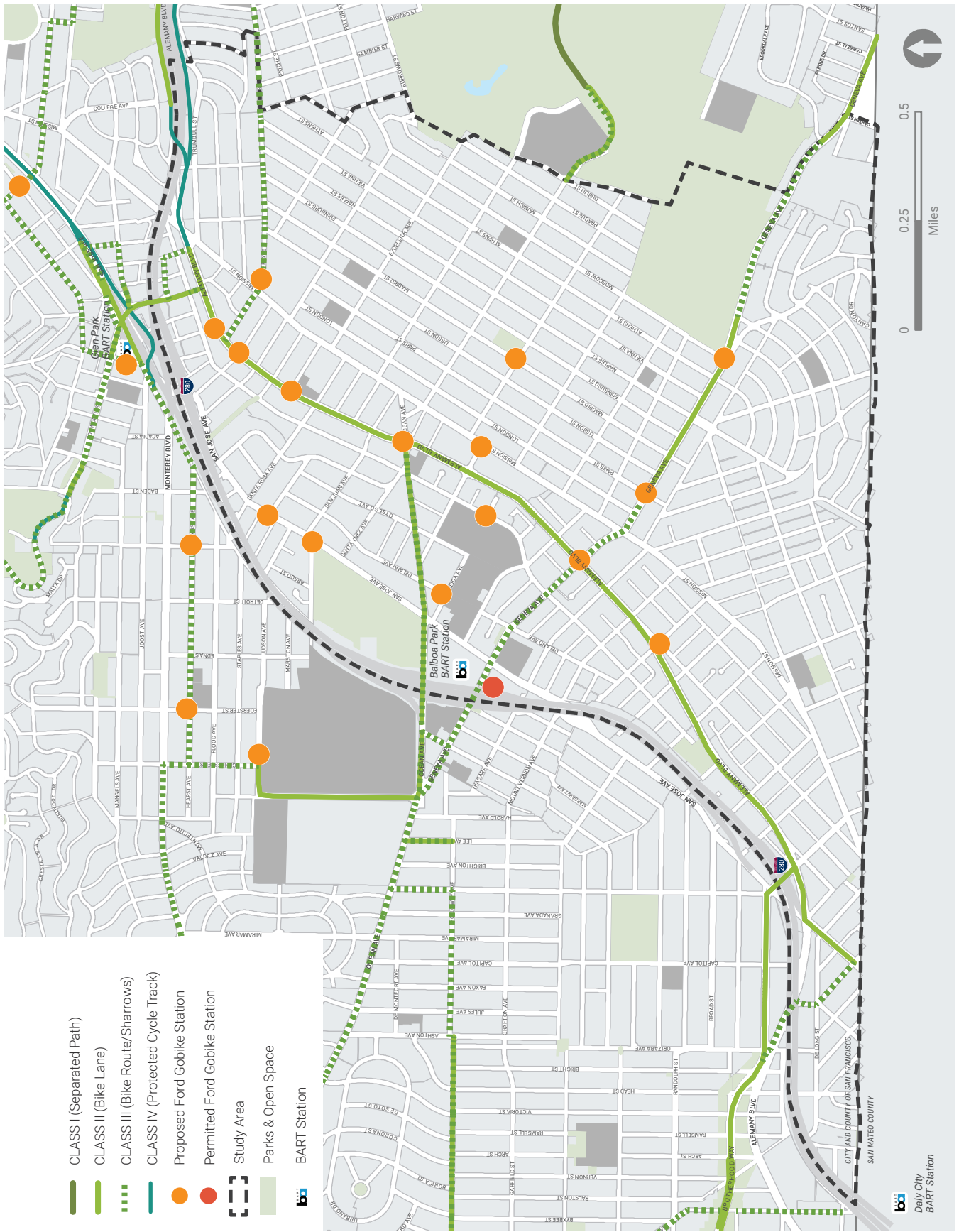
Figure 5.9

**BICYCLIST INJURY WITHIN THE STUDY AREA (2012-2016)**

VIOLATION	INJURY	FATAL	GRAND TOTAL
Violation of right-of-way - left turn	11	0	11
Failure to stop at STOP sign	9	0	9
Unsafe speed for prevailing conditions	7	0	7
Unsafe turn or lane change prohibited	6	0	6
Violation of right-of-way - entering through highway	5	0	5
Lane straddling or failure to use specified lanes	5	0	5
Opening door on traffic side when unsafe	4	0	4
Red signal - driver or bicyclist responsibilities	4	0	4
Unknown	3	0	3
Following too closely prohibited	3	0	3
Equipment requirements for bicycles	2	0	2
Operating vehicle or bicycle on sidewalk prohibited	1	0	1
Turning across bicycle lane	1	0	1
Under the influence of alcohol or drug	0	1	1
Unsafe starting or backing on highway	1	0	1
Unsafe passing on right shoulder	1	0	1
Bicycle to travel in same direction as vehicles	1	0	1
Entering highway from alley or driveway	1	0	1
<b>Grand Total</b>	<b>65</b>	<b>1</b>	<b>66</b>

Source: Vision Zero Data, 2012-2016

**Figure 5.10**  
**BIKE ROUTES AND PROPOSED FORD GOBIKE SHARE STATIONS IN THE STUDY AREA**



Source: FordGo Bike (August 2018)

**BIKE SHARE, ELECTRIC-ASSISTANT BIKES, AND ELECTRIC SCOOTERS**

Emerging technologies have introduced new ways of biking –bikeshare, electric-assist bikes, and e-scooters - to San Francisco and many other urban areas in the U.S.

Currently neither Ford GoBike bike, bikeshare program, Jump Bike (electric-assist bikeshare), nor any of the electric scooter companies service the Excelsior and Outer Mission neighborhood.

**Bike Share Service**



- Bike share service increases the public awareness of the benefits of more and better bike lanes in our city
- Compared to just five years ago, the number of bike share trips nationwide have increased from 2.3 million to over 28 million (NACTO)
- The installation of new Ford GoBike bike share stations led to a 10 percent increase in bikes counted on nearby routes. In the second half of 2017 alone, there were over 411,000 bike share trips of a little over a mile on average

Source: SFMTA

**DRIVING, PARKING, AND LOADING**

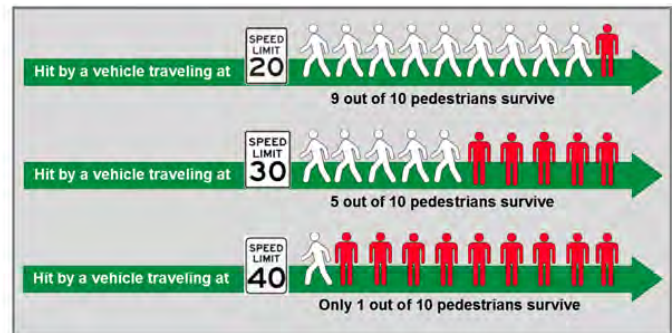
Private automobiles provide convenient ways of getting around, especially for people with children, disabilities, and bulky or heavy items. Sometimes driving is the only option to reach certain destinations or is required for someone’s job.

While driving is often necessary, it is a major contributing factor for air pollution and greenhouse gas emissions (GHGs). Electronic or hybrid cars have lowered GHG emissions, but still contribute to traffic.

Another issue related to driving is safety. Road traffic collisions are one of the top ten leading causes of death in the United States.<sup>4</sup> Speeding cars are the deadliest threat for drivers, cyclists, and pedestrians (Figure 5.11). The risk of a pedestrian fatality at an impact speed of 30 mph is approximately 7%, and the risk of fatality at 40 mph is approximately 25%.

Alemanay Boulevard in the Excelsior and Outer Mission has a posted speed limit of 35 mph speed, but the roadway design encourages higher speeds.

**Figure 5.11**  
**PEDESTRIAN FATALITY RISK AND VEHICLE SPEED**



Source: <https://www.bikepgh.org/2014/05/05/lawmakers-proposal-would-allow-local-police-to-use-radar-to-catch-speeders/>

4 <https://www.medicalnewstoday.com/articles/282929.php>



## **PARKING AND LOADING**

Parking and loading is critical for commercial corridors. Many retail businesses need daily deliveries to provide supplies for their business, including restaurants, groceries, office supplies, laundry, etc. While some big chain stores like Walgreens and Safeway can manage and schedule their own deliveries, small businesses do not control delivery times. Many delivery services try to avoid peak hours. When there is no designated or empty loading space in front of the business, delivery trucks double park to unload supplies.

In addition to commercial loading, cars double parking to drop off or pick up passengers on Mission Street cause traffic congestion and delay bus services. Part of the SFMTA's Mission Street Excelsior Safety Project will include loading surveys to determine how to better utilize curb space to serve the needs of local businesses and reduce double parking. The project will address these issues, while supporting the over 300 existing businesses along Mission Street and Geneva Avenue.<sup>5</sup>

Managing on-street parking is critical for successful commercial corridors. Many business owners have concerns about losing customers due to a lack of available parking spaces. Some survey respondents indicated they drive farther to other commercial areas because of the ease of parking.

If parking turnover is more frequent, more parking spots will be available for potential customers. The lack of parking management and enforcement can lead to a few cars occupying parking spaces all day, which could have been used by multiple customers. With a parking management

strategy, the corridor's parking spaces could be better utilized by customers and visitors.

<sup>5</sup> <https://www.sfmta.com/projects/mission-street-excelsior-safety-project>

**TRANSPORTATION NETWORK COMPANIES**

Transportation Network Companies (TNCs) - also known as ride hailing services such as Lyft and Uber - have a large impact on San Francisco’s streets. On a typical weekday, TNCs make more than 170,000 vehicle trips within San Francisco, approximately 12 times the number of taxi trips, representing 15% of all intra-San Francisco vehicle trips.<sup>6</sup>

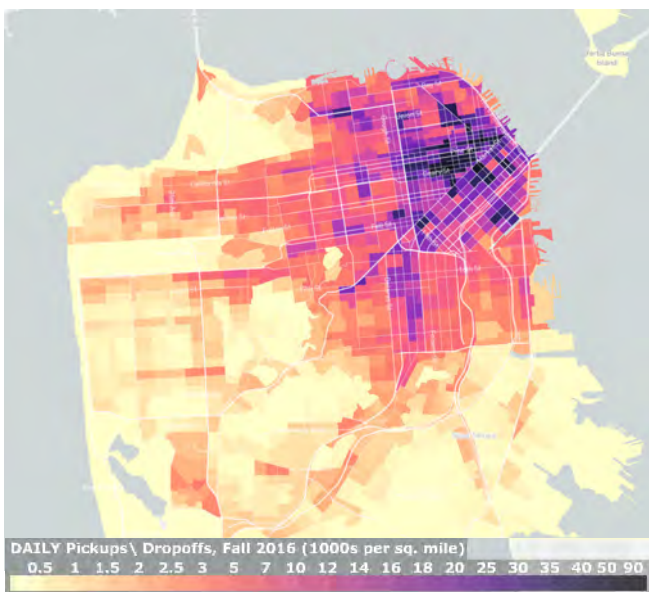
Most TNC trips are concentrated in the downtown area (Figure 5.12), based on the latest available data from 2016. In Excelsior & Outer Mission neighborhoods, TNCs provide fewer trips per population and employment, which may be attributed to the limited awareness of TNC vehicles, neighborhood preferences, or demographics.<sup>7</sup>

These services can provide opportunities to

<sup>6</sup> [https://www.sfcta.org/sites/default/files/content/Planning/TNCs/TNCs\\_Today\\_112917.pdf](https://www.sfcta.org/sites/default/files/content/Planning/TNCs/TNCs_Today_112917.pdf)

<sup>7</sup> [https://www.sfcta.org/sites/default/files/content/Planning/TNCs/TNCs\\_Today\\_112917.pdf](https://www.sfcta.org/sites/default/files/content/Planning/TNCs/TNCs_Today_112917.pdf)

**Figure 5.12**  
**TNC TRIPS IN SAN FRANCISCO ON FRIDAY AFTERNOON IN FALL 2016**



Source: <http://tncstoday.sfcta.org/>

increase mobility for people with disabilities and increase access for people underserved by transit since they are available during late night hours, on weekends, and in areas not well served by public transit.

One of the challenges related to ride hailing services are roadway conflicts at curbs. Increased illegal loading and double parking can delay transit services, block bike lanes, or result in unpredictable lane changes and safety concerns.

Because of rapidly changing technologies and traffic patterns, studies about TNCs are not conclusive, and findings vary. One study found that TNCs may result in a net increase in vehicle miles traveled while other studies have found that such mobility services could discourage driving personal vehicles and lead to less demand for parking.

More studies are needed to better understand the needs and demands of such services in the Excelsior and Outer Mission neighborhood and to find the best strategies to accommodate them, including resolving curbspace conflicts between buses and TNC vehicles on Mission Street.



Photo credit: Young Chau

# Mobility Goals, Strategies, and Action Items

The Excelsior and Outer Mission Working Group developed the goals, strategies and action items in this chapter and throughout this document. See pages 10-15 of Chapter 1 (Project Overview) for a description of that process. The goals and strategies represent the diverse opinions of the community and provide a roadmap for the City departments, legislature, and other elected officials on ideas that came from the community. The Excelsior and Outer Mission team, which included City staff and the Excelsior Action Group, developed the subsequent text, next steps, costs and identified potential partners.

\$ = less than \$50,000  
\$\$ = \$50,000 to \$500,000

\$\$\$ = Up to \$1 Million  
\$\$\$\$ = Up to \$5 million

\$\$\$\$\$ = Over \$5 million



Action Item

## MOB 1. WALKING IN AND AROUND THE MISSION NEIGHBORHOOD COMMERCIAL DISTRICT (NCD) IS SAFE, CONVENIENT, INVITING, AND ENJOYABLE

Walking is involved in practically every type of trip. People walk to destinations and other modes of transportation including parked cars, transit stops, and bicycles. A good walking environment is a fundamental element of the transportation system. A walkable environment promotes physical activity, strengthens social cohesion, and offers opportunities to explore neighborhoods and streets that engage all of our senses.

In the Excelsior and Outer Mission area, 63 % of survey respondents walk to Mission Street or Geneva Avenue. The Mission Street corridor is the neighborhood’s “main street” and center of activity. Providing safe pedestrian connections to the main street supports the businesses that provide essential services.

The following strategies promote a safe, convenient, inviting, and enjoyable walking environment in the neighborhood.

### MOB 1.1. IMPLEMENT VISION ZERO SAFETY IMPROVEMENTS FOR PEDESTRIAN SAFETY

#### DESCRIPTION

Working Group members, the public, and participants of Focused Conversations expressed the desire for a safer pedestrian environment along the commercial corridor.

In 2013, the City adopted Vision Zero as a City policy, committing to eliminate all traffic deaths and serious injuries by the year 2024.<sup>1</sup> Mission Street and Geneva Avenue are Vision Zero High Injury corridors - roadways that make up just 12% of the city’s streets but where more than 70% of severe and fatal traffic injuries occur.

As shown in the existing conditions section (Figure 5.3), Mission Street, Geneva Avenue, Ocean Avenue, San Jose Avenue, and Alemany Boulevard are identified as high-injury corridors. From 2012 to 2016, three community members died and 262 people were injured in collisions in the area.

#### NEXT STEPS

- » **Mission Street Excelsior Safety Project (SFMTA):** This effort will create near-term and long-term pedestrian safety improvements. Short term improvements may include pedestrian

<sup>1</sup> <http://visionzerosf.org/>

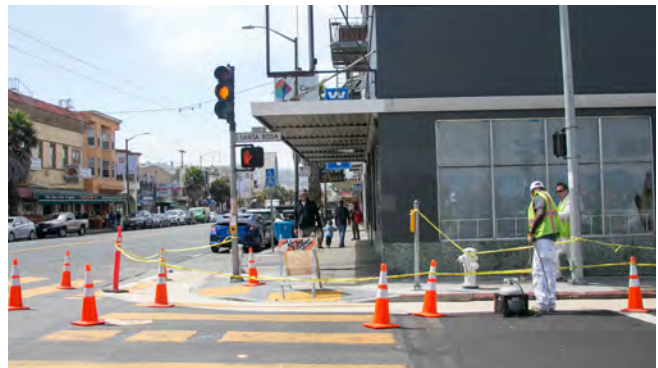
safety zones, high visibility crosswalks and pedestrian signal timing changes. Long term proposals may include widened sidewalks at intersections and transit stops, new traffic signals and new pedestrian crossings.

Currently, the SFMTA is soliciting community input on proposed long-term improvements, with implementation starting in 2020.

- » **Ocean Avenue Safety Project (SFMTA):** Pedestrian and cyclist improvements are planned for Ocean Avenue between Geneva Avenue/Phelan Avenue and San Jose Avenue.<sup>2</sup>
- » **Additional Pedestrian Safety Improvements (City agencies):** The projects identified above do not address all of the high-injury corridors in the Excelsior and Outer Mission. While the SFMTA's Mission Street Excelsior and Ocean Avenue Safety projects are being developed and implemented, City agencies and the community should work together to prioritize additional locations and identify funding for future safety improvements projects.
- » **Costs:** \$\$ (short term projects) -\$\$\$\$\$ (long-term capital improvements projects)
- » **Potential Partners:** SFMTA, SF Public Works, Community Organizations


### Mission Street Excelsior Safety Project

The SFMTA's Mission Street Excelsior Safety Project focuses on pedestrian safety, Muni reliability, and business enhancements. Through near-term and long-term improvements, the project will make it safer and more pleasant to walk, shop, and live along Mission Street from Geneva Avenue to Alemany Boulevard and along Geneva Avenue from Mission Street to Moscow Street. As part of the project, the SFMTA is also conducting loading surveys to determine how to better use curb space to serve the needs of local businesses and reduce double parking. The project will seek to address these issues, while supporting the over 300 existing businesses along Mission and Geneva streets. Currently, the SFMTA is soliciting community input on safety improvements with the goal to implement them in 2020.



PAINTED SAFETY ZONE AT MISSION/SANTA ROSA IN 2017

<sup>2</sup> <https://www.sfmta.com/projects/ocean-avenue-safety-project>

 **MOB 1.1.A. STUDY WAYS TO IMPROVE PEDESTRIAN INFRASTRUCTURE ALONG MISSION STREET, ESPECIALLY AT OCEAN, PERSIA, RUSSIA, ONONDAGA, AND GENEVA AVENUES**

These intersections - at Ocean, Persia, Russia, Onondaga, and Geneva Avenues - are key crossings on Mission Street that are busy with pedestrians. Some have signalized crosswalks and others do not. Through the Working Group and other public forums, community members have identified specific locations for possible pedestrian safety treatments:

- » The intersections of Mission/Ocean, Mission/Persia, Mission/Russia, Mission/Onondaga, and Mission/Geneva (signalized crossings and traffic-calming measures).
- » Mission Street between Persia and Onondaga (new crossing).

**NEXT STEPS**

- » **Mission Street Excelsior Safety Project (SFMTA):** The SFMTA will work with the community to study potential changes to improve safety at the locations above. Locating a new striped crossing will require further analysis to determine safety benefits while considering traffic patterns, pedestrian volumes, and transit performance.
- » **Costs:** \$\$ (the identified locations are part of SFMTA’s Mission Street Excelsior Safety Project)
- » **Potential Partners:** SFMTA, Community Organizations, District 11 Supervisor’s office

 **MOB 1.1.B. EXPLORE POTENTIAL CHANGES TO THE MISSION AND GENEVA INTERSECTION**

The intersection of Mission and Geneva is one of the busiest in the Excelsior and Outer

Mission neighborhood. Two busy four-lane streets converge here and approximately 8,000 people get on or off the bus every day.

Many Working Group and community members want a significant reevaluation of this intersection with a focus on prioritizing pedestrian safety. Improving the safety and efficiency of the Mission/Geneva intersection aligns with the City’s Vision Zero policy.

**NEXT STEPS**

- » **Mission Street Excelsior Safety Project (SFMTA):** Near- and long-term safety measures, such as signal timing changes, advanced limit lines, shortened crossing distances, and reduced conflicts between pedestrians and turning vehicles may be used at this intersection. .
- » However, any significant change to the geometry of this intersection would require private property takings and is considered infeasible at this time.
- » **Costs:** \$\$\$
- » **Potential Partners:** SFMTA, Community Organizations

**MOB 1.2. IMPLEMENT EXISTING CITY PLANS AND PROGRAMS THAT ENHANCE MOBILITY IN THE NEIGHBORHOOD**

**DESCRIPTION**

The City has many existing programs and adopted plans to improve transportation conditions at a neighborhood level and citywide. The Working Group has proposed that the City begin with the implementation of these adopted plans and programs, including the Green Connections Plan, Neighborways, Bike Strategy, Vision Zero, and the Muni Service Equity Strategy . These plans were

developed with community input and considerable technical expertise, and multiple City agencies are working together on implementation. Accelerating or targeting implementation in this neighborhood could help to achieve goals more quickly.

- » **Green Connection** aims to increase access to parks, open spaces, and the waterfront by envisioning a network of ‘green connectors’ – city streets that will be upgraded incrementally over the next 20 years to make it safer and more pleasant to travel to parks by walking, biking, and other forms of active transportation.
- » **SFMTA’s Neighborways** improves residential streets by calming vehicle traffic, and making streets easier to navigate and friendlier for walking and biking. Street designs are tailored to each neighborhood and include speed humps, traffic circles, crosswalk upgrades, and restrictions on through traffic. This project complements the Planning Department’s Green Connections Network to integrate greening opportunities where possible on neighborhood streets.<sup>3</sup>
- » **The SFMTA 2013-2018 Bicycle Strategy** sets policy targets to make bicycling a part of everyday life. Actions will help meet the SFMTA 2013-2018 Strategic Plan mode share goal: 50 % of all trips made using sustainable modes (walking, bicycle, public transit, and vehicle sharing).
- » **Vision Zero:** Ensuring this policy is adopted on the high injury corridors throughout the Excelsior and Outer Mission is critical to improving pedestrian safety in the neighborhood.
- » **Muni Equity Strategy**, which began in summer 2017, identifies and addresses high priority transit

needs in neighborhoods that rely heavily on transit service by providing tangible solutions that can be implemented quickly (within one to two years) and deliver measurable improvements.

#### NEXT STEPS

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The City will continue to implement existing programs and adopted plans in collaboration with the community. Following the completion of this document, the City will monitor the implementation progress of these programs and plans. The SFMTA and Supervisor Safai’s office plan to establish a District 11 Transportation Working Group that will be a forum to effectively monitor the implementation progress.

- » **Costs:** \$\$\$\$\$
- » **Potential Partners:** SFMTA, Public Works, Planning, District 11 Supervisor’s office, Community Groups

<sup>3</sup> <https://www.sfmta.com/blog/neighborways-new-type-project-create-calmer-more-livable-streets>

## **MOB 2. PROMOTE COMPLETE STREETS THAT BALANCE THE DIVERSE NEEDS OF USERS OF THE PUBLIC RIGHT-OF-WAY**

The Working Group and the community want to promote Complete Streets, an integrated, connected networks of streets that are safe and accessible for everyone and their chosen mode of travel. Street users include: pedestrians, bicycles, motorists, movers of commercial goods, emergency responders, and users and operators of public transit. The majority of streets have been designed for the fast and efficient movement of private vehicles.

The intent of Complete Streets is to reapportion street space to accommodate public transit, pedestrians, and bicyclists.

### **MOB 2.1. IMPROVE WALKABILITY ON MISSION STREET BY ENCOURAGING NORTH-SOUTH VEHICLE TRAFFIC TO USE ALEMANY BOULEVARD**

#### **DESCRIPTION**

The Working Group proposed the idea of reducing vehicle traffic on Mission Street to improve pedestrian safety by encouraging cars traveling through the neighborhood to use Alemany Boulevard rather than Mission Street. The next step is understanding how traffic calming and traffic diversion strategies could achieve this.

#### **NEXT STEPS**

- » The City and community will work together to implement strategies in this document, such as MOB 1.1 and MOB 2.2, that will collectively help reduce cut-thru traffic and improve walkability on Mission Street.



» **Costs:** \$-\$\$\$\$\$

» **Potential Partners:** SFMTA, Community Groups

### **MOB 2.2. DEVELOP A CURBSIDE MANAGEMENT PLAN AND A PILOT PARKING PROGRAM FOR MISSION STREET TO ADDRESS PARKING AND LOADING NEEDS**

#### **DESCRIPTION**

The Working Group wants to holistically evaluate the Mission Street corridor and curb space usage to address the many competing transportation needs and uses including transit, delivery vehicles, ride hailing services, and parking. This would include a study of double parking and illegal loading along Mission Street, which delays transit and causes traffic congestion. The Working Group expressed frustration with a lack of enforcement, stating that the City should enforce parking regulations, including double parking restrictions, to reduce congestion, bus delays, and unsafe lane change. Several Working Group members suggested using innovative solutions like demand-responsive pricing to accelerate parking turnover. Business-owners also identified the limited availability of parking for customers to access businesses as a major challenge.



A parking and loading study would describe the current curbside usage during different times of the day and week by block and help identify existing and future demands for curbside use. As curb management is a citywide issue, the SFMTA is currently studying citywide approaches to manage curbside demand that can be applied to the neighborhood.

The Working Group also requested that public education, signs, and enforcement should accompany a new curbside management plan or a pilot program if and when these plans move forward

**“Time is very precious for many people; finding parking takes up so much time. I don’t even drive to work; I’d rather leave the parking spots for customers.”**

– Merchant Focused Conversation Participant

#### NEXT STEPS

- » **Loading Study (SFMTA):** The SFMTA is conducting a parking and loading study for the Mission Street corridor between Silver and Geneva as part of the SFMTA’s Mission Street Excelsior Safety Project. Based on this study, they will propose curb management changes for the area.
- » **Citywide Curb Management:** The SFMTA is currently studying citywide strategic approaches to manage curbside demand. The Mission corridor could be a pilot area to test new approaches to curb management.
- » **Costs:** \$\$ - \$\$\$
- » **Potential Partners:** SFMTA, Community Groups



THE TEMPORARY SEATING AND PLANTING IN THE PERSIA TRIANGLE AREA, AT THE CORNER OF OCEAN AND MISSION, WAS DEVELOPED IN 2014 THROUGH THE CITY’S PAVEMENT TO PARKS PROGRAM.

**MOB 2.3. LOOK FOR OPPORTUNITIES TO REPURPOSE RIGHTS-OF-WAY TO CREATE PUBLIC SPACES AND ENHANCE CONNECTIVITY FOR PEDESTRIANS, BICYCLISTS, AND TRANSIT**

#### DESCRIPTION

The Persia Triangle project is an example of repurposing the public right-of-way to enhance connectivity and beautify the Mission Street corridor. Mission Street is one of the city’s major north-south connectors and serves many transportation modes– including transit, automobiles, parking/loading vehicles, bicyclists, and pedestrians. At the same time, Mission Street functions as the main commercial street for the Excelsior and Outer Mission neighborhood.

This strategy will use excess right-of-way to promote the comfort of pedestrians, bicyclists, and transit users while effectively managing parking and loading demands on Mission. As discussed in

the Public Realm section (PUB 3.1.B), the Working Group discussed several ideas, including the Persia Triangle area, the Mission/Geneva intersection, and an area around the Mission/Whittier intersection.

#### NEXT STEPS

- » Mission Street Excelsior Safety Project (SFMTA) will look at opportunities to add curb extensions (bulb-outs) at crosswalks to shorten crossing distances and add more pedestrian space that can accommodate public realm enhancements like seating, lighting, and greening.
- » The Mission corridor south of Geneva is not part of the Mission Street Excelsior Safety Project, but in the future when it is identified as a “project” public realm enhancements would be prioritized and studied.
- » **Costs:** \$\$\$\$\$ (staff time + capital improvements)
- » **Potential Partners:** SFMTA, SF Public Works

## MOB 3. IMPROVE AND ENHANCE THE QUALITY OF THE TRANSIT RIDER EXPERIENCE

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Working Group members and Focused Conversation participants shared that many of their experiences on public transit have been negative. Reliability, frequency of service, safety, cleanliness, and courteousness of drivers are all areas that need improvement. Many Working Group members requested constant presence of Muni’s enforcement team on the bus.

Of the 787 respondents to the Excelsior and Outer Mission Neighborhood Strategy survey, conducted in the summer of 2017 less than half agreed with the statement that “Muni service is frequent and reliable enough in this neighborhood for me to rely on it for many trips.” (Appendix B)

In addition, many of the Focused Conversation participants, including monolingual Chinese- and Spanish-speakers and the youth groups who regularly use transit noted several challenges:

- » The experience on the buses and trains can be unpleasant including trash, passengers spilling drinks, fights, aggressive rider behavior, unchecked open consumption of alcohol or cigarettes and negative attitudes of some transit operators.
- » Bus fares should cover more than 90 minutes. For youth, especially, getting to school can be a 2-hour one-way trip. (Note that recently SFMTA increased the transfer time to 120 minutes)
- » Transfers and missed connections can make some trips take hours to complete.

### MOB 3.1. INCREASE ACCESS TO TRANSIT, INCLUDING PARATRANSIT AND ALTERNATIVE TRANSPORTATION TO DECREASE SINGLE-OCCUPANCY VEHICLE TRIPS

#### DESCRIPTION

Some parts of the Excelsior and Outer Mission neighborhood are within walking distance to frequent transit service, while other areas are less well served. The map in the existing conditions section shows transit lines in the neighborhood and is color-coded to the frequency of the line. For seniors, accessibility issues can be compounded by distance, cost, and time.

This strategy proposes that the community work with the SFMTA, BART, paratransit, and providers of active transportation services, such as bike share and scooter share, to identify the largest barriers to accessibility and to address them.

#### NEXT STEPS

- » **Muni Equity Strategy (SFMTA):** This effort aims to address some accessibility issues by increasing Muni service reliability and frequency, enhancing bus stops, and providing real-time arrival information. During Focused Conversations, many students reported that the Line 29 Sunset is too crowded to add more passengers. Some community members stated the reroute of 29 Sunset in 2015 decreased accessibility to the commercial corridor for seniors who live on the hillside. Part of the recommended strategies from the Muni Equity Strategy for Year 2019/20 include increasing service frequency to reduce crowding for Line 29, along with recommendations for Muni lines 8, 14, 43, 49, and 54 that are listed in the Equity Strategy document. Since the Muni Equity

Strategy is an ongoing effort, the community and SFMTA should continue to work together to address Muni service related issues.



#### MOB 3.1.A. SEEK WAYS TO IMPROVE SENIOR MOBILITY

The senior population (ages 60+ years old) in the Excelsior and Outer Mission is 25 % of the population. Mobility is an important part of one's sense of independence and well-being as well as a way of meeting every day needs. The aging population needs safe and accessible transportation options, and the Working Group wanted to highlight the special needs of this population.

#### NEXT STEPS

SFMTA's paratransit service can and does address some of the barriers of senior mobility, but most of the paratransit services are geared towards seniors who have disabilities which limit their use of Muni. Many seniors want additional transportation options for those who are not ADA-eligible. Current non-ADA transportation services available through the SF Paratransit program for registered seniors include: a group van and taxi service 'Shop a Round' for trips to grocery stores, the 'Van Gogh service' which can be used by seniors/persons with disabilities going as a group to social and cultural events, and a limited taxi subsidy program called Paratransit Plus for those who have significant challenges using Muni.

Transportation network companies (TNC) such as Uber and Lyft may also be able serve seniors who want additional transportation options. This would require further study and planning, accessibility of vehicles for those needing features such as ramps for wheelchairs would be an important consideration as would

be any additional training needed for meeting the seniors needs. In addition, TNCs requires individuals to have access and knowledge of using a smartphone, which may be difficult for some seniors. A concierge phone service for those without smart phones may be needed to connect seniors to these transportation services.

- » **Costs:** \$\$\$ (staff + subsidizing service and vehicle improvements)
- » **Potential Partners:** SFMTA, Office of Aging, HSA, Community Groups, Advocacy Groups like San Francisco Senior & Disability Action

 **MOB 3.1.B. IMPROVE MUNI SPEED, RELIABILITY AND TRANSFERS**

Survey respondents, Working Group members and Focused Conversation participants all discussed the need for improved reliability of Muni and the ability to seamlessly transfer between two lines.

**“Bus times should match up so that if you have to catch a connecting bus you wouldn’t have to wait over 30 minutes.”**

*–Youth Focused Conversation participant*

The bus stops at the intersection of Geneva Avenue and Mission Street have the highest daily ridership in the area, with over 4,100 riders boarding inbound and over 3,800 riders alighting outbound. Many riders transfer between the 14/14R and 8/8BX lines, and many people run across the intersections to transfer to another bus. The high volumes of traffic and transit ridership make it important to prioritize pedestrian safety at this intersection.

To improve transit riders’ experience and encourage the use of public transit, Muni’s reliability and

safe and seamless transfers should be improved where possible. The SFMTA is working on two capital projects to improve the speed and reliability of Muni, as described in Next Steps.

**NEXT STEPS**

- » **Mission Street Excelsior Safety Project and Muni Equity Strategy (SFMTA):** These projects will include capital improvements and program changes to improve Muni service travel times, reliability and transfers.
- » **Costs:** \$\$ - \$\$\$
- » **Potential Partners:** SFMTA

**MOB 3.2. IMPROVE TRANSIT CONNECTIONS BETWEEN MUNI AND BART SERVICE SUCH AS TIMED TRANSFERS**

**DESCRIPTION**

The Working Group wants easy transfer between the Muni and BART systems and suggested establishing timed transfers between these two transit systems. Improved frequency and reliability of transit service could also ensure ease of transfers and reduce waiting times.

**NEXT STEPS**

- » **SFMTA’s Muni Equity Strategy** effort can help increase Muni service reliability and frequency, enhancing bus stops, and providing real-time arrival information around BART stations.
- » In addition, BART is working with the City to redesign the passenger drop-off plaza at the Balboa Park Station. BART and City staff are also coordinating on a Geneva-San Jose Intersection Study,<sup>4</sup> I-280 Interchange Modifications, and Geneva Car Barn plan to

<sup>4</sup> <https://www.bart.gov/about/planning/balboa-park>

improve experiences for passengers, including those transferring between BART and Muni.

- » **Costs:** \$\$ - \$\$\$
- » **Potential Partners:** BART, SFMTA

**MOB 3.3. ENHANCE PEDESTRIAN CONNECTIONS BETWEEN THE NEIGHBORHOOD COMMERCIAL DISTRICT AND THE BALBOA PARK AND GLEN PARK BART STATIONS**

**DESCRIPTION**

The two BART stations are assets for the community, but the lack of safe pedestrian connections and heavily trafficked arterials hinder the use of these stations. Regional transit connections, such as those provided by BART, give neighborhood residents a car-free way to access schools, shopping, medical services, entertainment, and more. It is rare for a resident to meet all their needs within their neighborhood.

Roads leading to the Balboa Park BART station are major transit routes and arterials with heavy vehicle traffic. Opportunities for wider sidewalks and buffered landscapes are limited, but simple improvements, such as art, wayfinding signage, greening, lighting, and crossings can create a more pedestrian-friendly environment.

**NEXT STEPS**

- » **Ocean and Geneva Avenue Corridor Design:** In 2015, the Planning Department published the Ocean and Geneva Avenue Corridor Design Plan that recommends pedestrian and bicycling improvements along Ocean Avenue between Manor Drive and Mission Street.<sup>5</sup> These improvements will require funding.

<sup>5</sup> <https://sf-planning.org/ocean-avenue-corridor-design>

## SFMTA Ocean Avenue Safety Project

This project is improving safety, accessibility, and comfort for people walking and biking on Ocean Avenue between Geneva Avenue/Phelan Avenue and San Jose Avenue. The Project will build off the recommendations from the SF Planning Department’s *Ocean Avenue Corridor Design*. The project has two goals: develop and implement a set of near-term improvements - cost-effective measures that can be quickly installed to immediately improve safety for people on Ocean Avenue; and design and approve a long-term vision for an Ocean Avenue redesign that can be coordinated with other ongoing projects or a future Muni re-rail project.

**Ocean Avenue Safety Project**  
Improving safety and comfort for people walking and biking on Ocean Avenue from Geneva/Phelan to San Jose

**PROJECT OVERVIEW**  
This project is aimed at improving safety, accessibility, and comfort for people walking and biking on Ocean Avenue between Geneva Avenue/Phelan Avenue and San Jose Avenue. The Project will take the recommendations from the SF Planning Department’s Ocean Avenue Corridor Design as a starting point for discussion and request for community input that went into that past planning effort. The goal of this project will be to take that input and use it to develop and implement a set of near-term improvements - cost-effective measures that can be quickly installed to immediately improve safety for people on Ocean Avenue. General will be design and approve a long-term vision for an Ocean Avenue redesign that can be coordinated with other ongoing projects or a future Muni re-rail project.

**GOALS**

- ▶ Increase safety for people biking and walking on Ocean Avenue from Geneva/Phelan to San Jose
- ▶ Increase safety for all roadway users at the intersections of Ocean Avenue and Ocean/Geneva/Phelan
- ▶ Work with the community to identify priorities, design, and construct immediate near-term improvements for safety on Ocean Avenue
- ▶ Coordinate with ongoing SICTA, City College, Balboa, and other projects to design and approve a long-term vision for a safer Ocean Avenue

**SCHEDULE**

- Spring 2018 - Project Development, Stakeholder Outreach
- Summer 2018 - Winter 2019 - Planning and Conceptual Design, Public Open House Meetings
- Spring 2019 - SICTA Board Approval
- Summer 2019 - Near-term Project Construction
- 1920 - Long-term Streetscape Construction

**Map Labels:** Merge sidewalk on north side of Ocean, Way legal intersection, crossing and complex pedestrian crossings at Geneva/Phelan, Parking buffering access on north side of Phelan - difficult to navigate, Green neighborhood intersection with Ocean - difficult, pending, poor signage, City College of San Francisco, Balboa Park, Balboa Park pedestrian connections, Project Area, San Jose Avenue, Ocean Avenue, Geneva Avenue, Phelan Avenue, Lack of protected bicycle infrastructure on Ocean Avenue, Evaluate Neighborhood Traffic Calming Improvements.

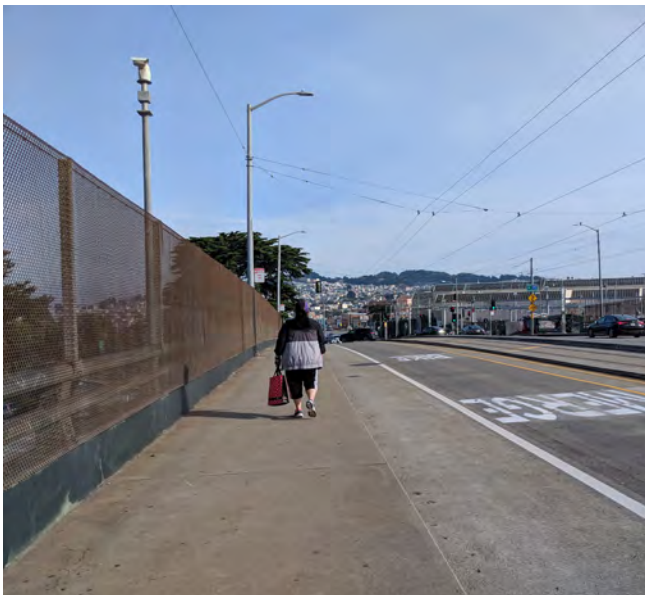
We welcome your input, please email Project Manager Charlie Ream with your comments on safety/comfort for people biking and walking on Ocean between Phelan and San Jose.  
For more information, please contact Charlie Ream at [charlie.ream@sfmta.com](mailto:charlie.ream@sfmta.com) or 415-701-4605. [www.sfmta.com/Ocean](http://www.sfmta.com/Ocean)



- » **Ocean Avenue Safety Project (SFMTA):** This project will improve safety, accessibility, and comfort for people walking and biking on Ocean Avenue between San Jose Avenue and Geneva

Avenue/Phelan Avenue. This project would not address the entire Ocean Avenue between the BART station and Mission Street but will improve one of the critical pedestrian connections at San Jose/Ocean. It will also explore a long-term vision for an Ocean Avenue redesign based on the SF Planning Department’s Ocean Avenue Corridor Design that can be coordinated with other ongoing projects or a future Muni re-rail project.<sup>6</sup>

- » **Costs:** \$\$\$\$\$ (signage, art, greening, lighting improvements + SFMTA Ocean Avenue Safety Project)
- » **Potential Partners:** Public Works, Planning, OEWD, Arts Commission, SF PUC, Community Groups, SFMTA



<sup>6</sup> <https://www.sfmta.com/projects/ocean-avenue-safety-project>

## **MOB 4. BIKE CONNECTIONS TO AND THROUGH THE NEIGHBORHOOD COMMERCIAL DISTRICT ARE SAFE, INVITING, AND FREE FROM COLLISIONS WITH VEHICLES**

Bicycling offers a cheap and fast option for short distance trips, as well as an opportunity for exercise.. The bike network in the Excelsior and Outer Mission has gaps and the I-280 freeway is a major barrier for bike connections to the west side of the city. The gaps in the bike network and the lack of safe bike facilities are major impediments to bicycling. During Focused Conversations, many residents and students expressed a desire for safer bike facilities. The following strategies will help achieve safe and inviting bike connections to and through Mission Street. (A bicycle map is included in the Existing Conditions chapter.)

“I like riding a bike, but I don’t use it because we don’t have bike lanes—we need bike lanes here, like in the Mission.”

–Spanish-speaking Focused Conversation participant

“I think it’s important to have access to bike lanes, more encouragement to be healthier and exercise.”

–Youth Focused Conversation participant

## MOB 4.1. IDENTIFY AND CREATE SAFER BIKE CONNECTIONS FROM NEIGHBORHOODS TO THE NEIGHBORHOOD COMMERCIAL DISTRICT

### DESCRIPTION

The Working Group discussed bicycle connections to Mission Street from the surrounding neighborhoods and identified gaps in the bicycle network. Much of the neighborhood's bicycle network is on busy arterial streets – Alemany, Ocean, and Geneva - which either require bikers to share the lane with buses and vehicles or ride right next to high speed traffic without a physical buffer. However, Ocean, Geneva, and Alemany have high volumes of motorized vehicles. Providing more room for bicyclists may impact other modes, further analysis is needed. Different street grid systems merge in the neighborhood, creating irregular “T”-intersections. Combined with steep topography, they make it challenging to create a clear, connected bike network. Bike signage and better intersection crossings at major streets, like Mission Street, Geneva, and Alemany, can help shape a safer bike environment.

### NEXT STEPS

- » **Excelsior Neighborhood Traffic Calming Project (SFMTA):** See MOB 4.1.A below
- » **Ocean Avenue Safety Project (SFMTA):** This project will propose safety improvements along the Ocean Avenue segment between San Jose and Geneva Avenues. This project will start its public outreach in 2018/2019.
- » **Alemany Boulevard (SFMTA):** The SFMTA plans to add buffers to Alemany bike lanes after street repaving in the next several years.
- » **Costs:** \$\$ (near-term improvements) - \$\$\$\$ (major changes to arterial streets)

» **Potential Partners:** SFMTA, Community Groups



### MOB 4.1.A. EXPLORE CREATING BIKE-FRIENDLY STREETS AND PLACING TRAFFIC CALMING MEASURES IN KEY LOCATIONS. FOR EXAMPLE, CAYUGA AVENUE

There are opportunities to improve the biking conditions in the area. Many residential streets have low traffic volumes which are more comfortable for bicycling. Some streets could use some minimal improvements and upgrades to ensure that they are more fully integrated into the bicycle network. The Working Group discussed one such example on Cayuga Ave. Without significant street reconfiguration, this street could be an alternative to Alemany.. Minor improvements could include clear signage and bike markings. More significant improvements could include changes to the intersections at major streets, including Mission Street, Geneva, Ocean, and Alemany.

### NEXT STEPS

- » **Excelsior Neighborhood Traffic Calming Project (SFMTA):** The project creates safer and calmer neighborhood streets for people accessing schools, parks, transit, and nearby commercial corridors by foot or bicycle. The residential streets included in the study are Cayuga, Amazon-Seneca, Lisbon-Russia-Moscow, Brazil, and London streets. Potential street design measures include speed humps, sharrows, traffic circles, crosswalk upgrades, and restrictions on through traffic.<sup>7</sup> This project also plans for near-term spot improvements, including Continental crosswalk upgrades, speed humps, and raised crosswalks, based on community input in 2018.<sup>8</sup>

<sup>7</sup> <https://www.sfmta.com/projects/excelsior-neighborhood-traffic-calming-project>

<sup>8</sup> [https://www.sfmta.com/sites/default/files/reports-and-documents/2018/03/excelsior\\_tc\\_open\\_house\\_boards\\_final.compressed.pdf](https://www.sfmta.com/sites/default/files/reports-and-documents/2018/03/excelsior_tc_open_house_boards_final.compressed.pdf)

- » **Costs:** \$\$ (near-term spot improvements)
  - \$\$\$\$ (major changes to intersections if studied and approved)
- » **Potential Partners:** SFMTA, Community Groups

**MOB 4.2. IMPROVE BICYCLE CONNECTIONS BETWEEN THE NEIGHBORHOOD COMMERCIAL DISTRICT AND REGIONAL TRANSIT HUBS (BALBOA PARK AND GLEN PARK BART)**

**DESCRIPTION**

To help cyclists access jobs or more distant destinations, bicycle connections to the commercial districts and BART stations should be enhanced. Improved bicycle infrastructure can include a variety of treatments: sharrows, dedicated lanes, separated lanes, or other measures to define safe bike routes. Working Group members identified several possible approaches to improving cyclist access to transit, which are listed below:

- » Study reconfiguration of rail tracks on Ocean Avenue or redesign rail tracks to avoid bike tires being caught in the rail
- » Consider removing parking along some segments of Ocean Avenue to provide more space for safe bike facilities and to better serve people on bikes
- » Study a bike-friendly crossing at Lyell and Alemany Boulevard for northbound bicyclists, including a bike box.
- » Consider adding a bike connection from France Avenue to Alemany Boulevard utilizing the Safeway development opportunity.

These ideas could be incorporated into SFMTA's current projects. However, not all the ideas are feasible or implementable. For example, redesigning rail tracks requires more analysis and resources.

**NEXT STEPS**

- » • **Excelsior Neighborhood Traffic Calming Project (SFMTA) & Ocean Avenue Safety Projects (SFMTA):** These two SFMTA projects can make some bicycle infrastructure improvements. However, to complete safe connections to the stations, additional analysis and resources will be required beyond the two projects.
- » **Costs:** \$\$\$ (near-term improvements) - \$\$\$\$\$ (major changes to arterial streets)
- » **Potential Partners:** SFMTA, Community Groups

**MOB 4.3. EXPLORE OTHER INNOVATIVE WAYS TO GET AROUND THE NEIGHBORHOOD: ELECTRIC-ASSIST BIKE SHARE, BIKE SHARE WITH CARGO, ETC.**

**DESCRIPTION**

Bicycling can seem inaccessible to many people. Perhaps a solo ride is feasible, but a parent with two kids or a resident hauling groceries might opt to drive rather than bicycle even for a short trip. Electric-assist bikes, bike share, cargo bikes, and other active transportation options can overcome these barriers.

Ford GoBike, which has both standard bicycles and electric-assist bicycles, is the largest bike share operator in San Francisco. As of fall 2018, there are no stations in the Excelsior and Outer Mission neighborhood. Several future stations are anticipated along Mission Street and Alemany Boulevard (Figure 5.10 in the existing conditions section). Residents and business owners want to ensure that the bike share expansion is coordinated with neighborhood needs and desire further discussions on specific locations.



Cities have also seen an increase in both private cargo bike usage and electric assist cargo bike usage. These types of bicycles can carry larger loads and children and make it easier to commute longer distances.

#### NEXT STEPS

##### **Bike Share Station Expansion (SFMTA):**

Coordination with neighborhood stakeholders should take place to determine preferred locations. Community members have organized conversations with Ford GoBike to ensure an extensive community engagement process for their launch in the Excelsior and community benefits.

##### **Dock-less bicycles and electric-assist bicycles:**

Coordinate with bike share companies, including Jump Bike and Lime, to provide their services in the Excelsior and Outer Mission neighborhoods. Community organizations can work with the SF Bike Coalition to inform residents about the benefits of e-assist cargo bikes.<sup>9</sup>

- » **Costs:** \$-\$\$\$\$
- » **Potential Partners:** SFMTA, Ford GoBike, Bike share companies, Community organizations

<sup>9</sup> <https://sfbike.org/wp-content/uploads/2014/03/SF-Bicycle-Coalition-FamilyBikingGuide.pdf>



Photo credit: Young Chau



Claddagh Coffee

Little Caesars

SANTO BREAD

PHARMACY

OPEN

CHAPTER 6

# Implementation



# Implementation

## REALIZE THE STRATEGY YEAR-BY-YEAR

The Excelsior and Outer Mission Neighborhood Strategy identifies a wide variety of goals, strategies, and action items all under the Working Group vision: *“as our neighborhood changes, we support, sustain, and enhance what makes our neighborhood special: Our families and elders, economic and ethnic diversity, small businesses, and local gems.”*

Implementation of the goals, strategies, and action items in this document will require work by many City agencies and ongoing commitment and participation of the community to prioritize, develop, and implement these ideas. All strategies and action items identify “next steps.” City agencies and community organizations have not fully scoped out and budgeted the strategies and action items because they are indeed new ideas that were identified through this process. Next steps are identified to ensure that even if funding and commitment are not available, steps can be taken to advance priority strategies.

Importantly, the community and City agencies will need to prioritize which strategies and action items to undertake. There are over 86 goals, strategies and action items in this document. Some are short-term, inexpensive, easy to achieve items, while others are long-term, more extensive, and more costly.

At the Open House on November 15, 2018, the prioritization process will begin. Community members and City agencies will identify

strategies and action items that are high priority and easy to implement, high priority and harder to implement, and low priority.

## IMPLEMENTATION OF THE STRATEGY 2018-2020

This document is conceived as a starting point. To have this be an ongoing forum for the City and the community to continue working on implementation of each and every goal, strategy and action item, the City will do two things. First, the Office of Economic and Workforce Development (OEWD) and the Planning Department will coordinate amongst City agencies responsible for implementing these programs for the first two years. Second, on an annual basis, the Planning Department and the OEWD will work with the community to produce a community event and/or a public progress report on the Excelsior and Outer Mission Neighborhood Strategy that will:

1. Evaluate what progress has been accomplished to date on the prioritized goals and strategies
2. Solicit ideas from the community and City agencies regarding priorities for the coming fiscal year

This process creates accountability as agencies and community partners reflect on the previous year’s accomplishments. This process also allows the community, Supervisor, city agencies, and local partners to be nimble and respond each year to the needs of the community and to build on success from the previous years. Over time, goals and strategies will be accomplished and new priorities identified.

**IMMEDIATE NEXT STEPS:  
YEAR 1 PROJECTS**

On July 1st of each year, the City’s budget is adopted and departments begin implementing the programs and projects funded by that budget. Some of the items included in the FY2018-2019 budget (Figure 6.1) and in City Agency’s priorities will help realize the goals and strategies in this document. Some are new items funded this year, while others are ongoing items from prior years.

the fiscal year (2018-2019), sufficient progress and agreement had been reached on the goals and strategies such that several new projects related to the Strategy were adopted into the current year’s budget. In addition, some existing or ongoing projects and programs align well with goals and strategies identified in this document. Many of these projects will launch soon and help create an ongoing process for community involvement in planning for the neighborhood.

While the Neighborhood Strategy was not completed in advance of the budget process for

**Figure 6.1**  
**EXISTING AND NEW PROGRAMS OR PROJECTS**

PROJECT	DESCRIPTION	IMPLEMENTING AGENCY/ COMMUNITY PARTNER	TIMELINE
Projects or Programs Targeted to the Excelsior and Outer Mission			
Mission Street Excelsior Safety Project	This project focuses on pedestrian safety, Muni reliability, and business enhancements. Through near-term and long-term improvements, the project will make it safer and more pleasant to walk, shop, and live along Mission Street from Geneva Avenue to Alemany Boulevard and along Geneva Avenue from Mission Street to Moscow Street.	SFMTA	2018-2020
Ocean Avenue Safety Project	This project is aimed at improving safety, accessibility, and comfort for people walking and biking on Ocean Avenue between Geneva Avenue/Phelan Avenue and San Jose Avenue. The Project will start with the recommendations from the SF Planning Department’s Ocean Avenue Corridor Design, which was informed by community input.	SFMTA	2019-2021
Excelsior Traffic Calming Project	This project will create safer and calmer neighborhood streets for people accessing schools, parks, transit, and nearby commercial corridors by foot or bicycle. The residential streets included in the study area are Cayuga, Amazon-Seneca, Lisbon-Russia-Moscow, Brazil, and London streets. Potential street design measures include speed humps, sharrows, traffic circles, crosswalk upgrades, and restrictions on through traffic.	SFMTA	2017-2020
Streetscape Design Guidelines for Mission Street (formerly known as Mission Better Street Action Plan)	The Streetscape Design Guidelines will build on the Mission Street Excelsior Safety Project by creating a streetscape design that will green the public realm and add amenities such as benches. Created with community input, the plan will need capital funding to be implemented.	Planning & Public Works	2019-2020
Housing Financial Feasibility Study	Funded by the Metropolitan Transportation Commission, this study examines the financial feasibility of constructing housing in the neighborhood. The analysis will help the City better understand the challenges and opportunities to building housing and make recommendations to address challenges.	Planning	2018-2019

**Figure 6.1**  
**EXISTING AND NEW PROGRAMS OR PROJECTS (CONTINUED)**

PROJECT	DESCRIPTION	IMPLEMENTING AGENCY/ COMMUNITY PARTNER	TIMELINE
Tenant Outreach	MOHCD awarded a grant (with a start date of October 1, 2018) to Excelsior Works! to educate tenants about their rights and offer eviction counseling. A more detailed scope of work and budget is being developed.	OEWD & MOHCD	Ongoing
Play Streets	This program transforms residential city blocks on a regularly occurring schedule into car-free spaces for children, families and neighbors to come together and get active. Three Play Streets took place in the Excelsior and Outer Mission in 2018.	SFMTA	2018-TBD
Merchant Capacity Building	Work with local organizations to build their capacity and merchant membership.	OEWD	2018-2019
Business Attraction	In partnership with local organizations, develop plans and strategies to fill vacant storefronts in the Excelsior. Subsequent activities include ongoing vacancy assessments, showings, and connecting entrepreneurs to City, non-profit, and other resources.	OEWD	2018-2020
Technical Assistance & Business Retention	Work with local organizations to provide technical assistance for existing small businesses, ensuring that they have the support, tools, referrals, and coordinating services to meet their needs.	OEWD	2018-2020
Vacancy Activation through Art	Partnered with Youth Arts Exchange and Artspan to occupy a long standing vacancy in the Excelsior. This has activated the storefront with youth art programs and will house artist studios.	OEWD	2018-2019
Artspan	Program vacant and non-vacant storefronts in the Excelsior for the holidays and spring with professional artists.	OEWD	2018-2019
Affordable Housing Development	Construction of 100% affordable housing developments at 4840 Mission and the Upper Yard	MOHCD and nonprofit partners	Ongoing
Fix It & Neighborhood Ambassadors	There are currently six Public Works Corridor Ambassadors in the Excelsior and Outer Mission Neighborhood. They work Friday through Monday from 8am to 7pm cleaning sidewalks and tree wells and reporting illegal dumping.  Supervisor Safai has committed \$250,000 to additional cleaning throughout Excelsior and Outer Mission for fiscal year 2018/19. This will include an investment in trees and landscaping as well as sidewalk cleanliness services, such as litter removal, bulky item pickup and power washing along sidewalks and at bus shelters.	Fix-It Team & Public Works	Ongoing
Geneva Avenue/San Jose Avenue Intersection Study	This study will develop conceptual design improvements to address safety issues near the intersection. The analysis will include a focus on passenger access to Muni's M Ocean View Line, which terminates within the Cameron Beach Yard on San Jose Avenue between Geneva and Niagara Avenues. This study will build upon past analyses and develop recommendations for improvements consistent with known plans.	SFMTA	Outreach will begin 2018/2019
Balboa Park BART Station Modernization Plan	As part of our Station Modernization effort, BART is currently developing design and construction cost estimates for Balboa Park Station. The goal of the project is to develop and prioritize potential station improvements to upgrade and modernize the station's function, safety and security, capacity, sustainability, appearance, and improve the customer experience.	BART	Outreach began 2018/2019

Figure 6.1

**EXISTING AND NEW PROGRAMS OR PROJECTS (CONTINUED)**

PROJECT	DESCRIPTION	IMPLEMENTING AGENCY/ COMMUNITY PARTNER	TIMELINE
Ongoing Projects or Programs Citywide			
Community Stabilization and Anti-Displacement Strategy	This effort will make recommendations to address issues of displacement, gentrification, and growth citywide. The recommendations will be comprised of feedback arrived at through data analysis, community organization workshops, and City agency workshops. The strategy will contain recommendations to enhance or modify existing programs and policies to improve their efficacy and make recommendations for new tools.	Planning	Ongoing
Housing Affordability Strategy	The Housing Affordability Strategy (HAS) will provide a framework to help city staff, policy makers, and the public evaluate how our housing policies and plans work together to address housing affordability for our diverse population. The project will develop numeric goals and an inventory and assessment of current and potential tools to improve housing affordability.	Planning	Ongoing
MUNI Equity Strategy	The Muni Equity Strategy project aims to identify and address high priority transit needs in neighborhoods that rely heavily on transit service by providing tangible solutions that can be implemented quickly (within one to two years) and deliver measurable improvements.	SFMTA	Ongoing
SF Shines Program	Provide grants, design assistance and project management through the SF Shines program to improve storefront façades and business interiors. The SF Shines Program is an economic development service that provides focused, customized assistance to help small businesses thrive, increase quality of life, improve physical conditions, and build community capacity.	OEWD	Ongoing
SF Shines Express	Expedited storefront and sidewalk beautification improvements for the Excelsior	OEWD	2018-2019
Legacy Business Program	Legacy Business Registry works to improve longstanding, community-serving businesses that serve as valuable cultural assets. The Registry can be used as a tool in the Excelsior for providing educational and promotional assistance to Legacy Businesses to encourage their continued viability and success.	OEWD	Ongoing
Sunday Streets	Supporting local organizations and fund small businesses to integrate into Excelsior Sunday Streets.	OEWD	2018-2019
Citywide Public Space Initiative	OEWD's Citywide Public Space Initiative will coordinate interagency relationships, streamline policy decisions and facilitate external partnerships to respond to the specific needs of public spaces in San Francisco. The Citywide Public Space Initiative will establish a new citywide non-profit entity that will partner with government agencies and community stakeholders to improve and manage a variety of public spaces across the City. Persia Triangle is being considered as a "pilot" public space for this Initiative, meaning that programing could begin in 2019. .	OEWD	2019