

# BAYVIEW Community-Based Transportation Plan

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## ACKNOWLEDGEMENTS

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**Thank you to the Bayview community for their participation in the Bayview CBTP.**

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Neo Veavea, Samoan Community Development Center

## H. SPECIAL THANKS TO

100% College Prep  
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Bayview Merchants Association  
Bayview Residents Improving Their Environment: BRITE  
Bayview Senior Services  
Bayview YMCA  
Economic Development on Third (EDOT)  
Former District 10 Supervisor Sophie Maxwell  
Girls2000  
Hunters Point Shipyard Community Advisory Committee  
Imprint City  
India Basin Neighborhood Association  
Merchants of Butchertown  
Open Door Legal Services  
Safe Passage  
SF Bicycle Coalition  
SF Housing Development Corporation  
SF Transit Riders Union  
Shekinah Christian Fellowship  
Southeast Community Facility Commission  
Walk SF  
Willie Mays Boys & Girls Club  
Wu Yee Children's Services  
Young Community Developers

## PART I EXECUTIVE SUMMARY

"We are a great community that would hugely benefit from being better connected to this thriving city."

- Lara Pesce Ares

"Bayview is a Food Desert. We need frequent and reliable transportation to get in and out of the neighborhood for daily needs."

- Winter 2019 workshop

"Projects should reflect community input. Changes without input can contribute to the perception that projects drive gentrification."

- Fall 2018 workshop

## PLAN PURPOSE

The Bayview district, one of San Francisco's traditionally African American neighborhoods, is culturally rich and resilient despite its isolation from the rest of San Francisco. Home to greater proportions of low-income residents, people of color, and immigrants than the city at-large, SFMTA recognizes that the members of the Bayview community are in need of a robust and diverse transportation network for access to economic and social opportunities— and are more vulnerable to the impacts of future development.

The Bayview Community Based Transportation Plan (Bayview CBTP) is a community-driven planning effort funded through a Caltrans Sustainable Planning Grant and an allocation from the Proposition K Transportation Sales Tax. The Bayview CBTP seeks to improve physical mobility in this historically underserved and isolated community by focusing on solutions to the needs of existing residents and businesses. Through this plan, we hope to foster a more collaborative and responsive relationship with the residents of the Bayview as well as develop accountability mechanisms to ensure continued community investment.

During a two-year open-ended planning process, SFMTA partnered with residents and community groups to identify transportation priorities which reflect community values and support a growing and resilient Bayview. This plan sought to bring past, ongoing, and future infrastructure efforts together to create a clear picture of community priorities, future demands on the transportation network, and city commitments.

Bringing together SFMTA technical expertise and the local knowledge of the community, the plan created a list of projects that emphasize walking, taking transit, and improving access for transit-dependent groups like seniors and residents of public housing. The Bayview CBTP includes a series of Quick Build projects to respond to needs now, a prioritized 5-year investment plan, and a series of projects funded through Participatory Budgeting.

## PROJECT AREA

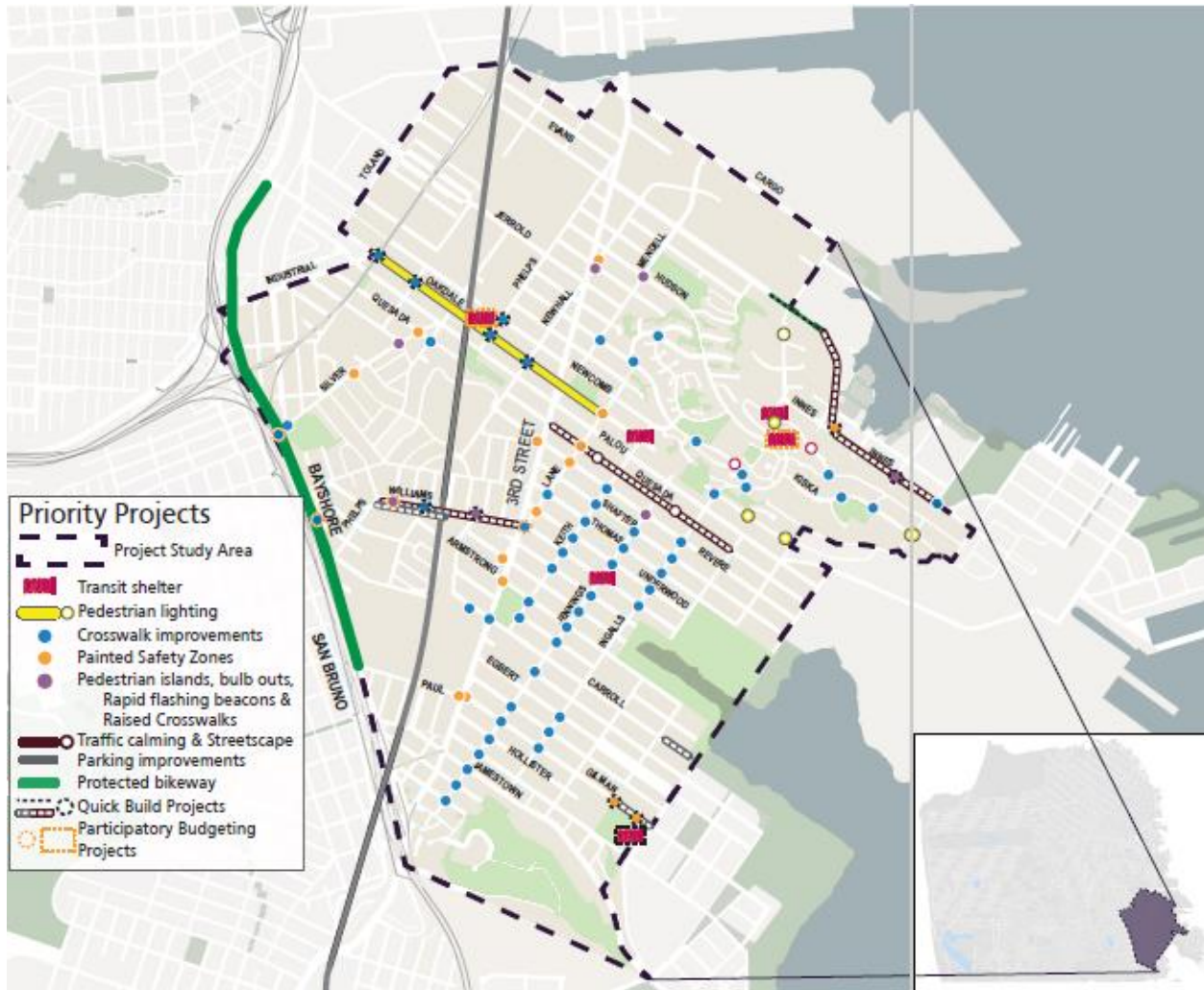


Figure 1: Priority Projects

## ACTION PLAN

The Bayview CBTP prioritizes projects that can deliver long-overdue improvements to safety and access for existing residents – especially those most vulnerable to changes in the transportation network.

THIS PLAN PROGRAMS MORE THAN \$3.63 MILLION IN TRANSPORTATION INVESTMENTS, ALL OF WHICH WERE IDENTIFIED, DEVELOPED, AND PRIORITIZED IN PARTNERSHIP WITH BAYVIEW RESIDENTS, BUSINESSES, AND ORGANIZATIONS.

### QUICK BUILD PROJECTS - \$600,000

A suite of projects that can be delivered quickly and easily, some of these projects will be on the ground before the publication of this plan. This represents an immediate down payment on the SFMTA's commitment to the Bayview.

### PARTICIPATORY BUDGETING PROJECTS - \$750,000

7 funded projects that were developed by residents and voted on in a public ballot in July 2019. In addition to the infrastructure projects on this map, these funds are going to pay for 3 new MTAP transit assistants to provide a greater safety presence on transit lines in the Bayview.

#### 5-YEAR INVESTMENT PLAN - \$2,280,000

Out of 101 total projects identified during the Bayview CBTP outreach process, 53 projects are prioritized through the 5-year investment plan. These projects were developed to directly respond to resident need and residents prioritized which projects were selected.

THE VALUE OF ALL PROPOSED PROJECTS IN THIS PLAN IS \$8.63 MILLION

### POLICY RECOMMENDATIONS

Community needs in the Bayview extend well beyond what the Bayview CBTP can address or fund. Below are the most pressing transportation needs in the Bayview.

**T Third Train Service:** The T Third train is the primary transit link between Bayview and downtown, but its service is slow and unreliable. Service improvements on the T Third are a prerequisite for regaining the community's trust.

**Muni Bus Service:** The Bayview is served by some of the most-delayed transit lines in San Francisco. For low-income residents living in geographically isolated areas of the Bayview served by 1-2 bus lines, reliable service is a critical need.

**Customer Service:** When transit platforms or bus shelter fall into disrepair, and are not fixed over many months, it can make residents feel the City doesn't care about them or their transportation needs. Greater oversight and accountability are needed for the Clear Channel contract for platform and shelter maintenance. Perceptions that fare enforcement is targeted against certain groups, or that drivers mistreat resident, also erodes trust and confidence in government. Residents deserve to feel like Muni is meant for them.

**Community Shuttle:** Bayview residents have keen interest in a community shuttle that can improve access to regional transit, community services and grocery stores. SFMTA will continue exploring funding opportunities and potential partnerships to meet Bayview's transportation needs.

**Oakdale Caltrain Station:** Bayview residents miss the Paul Avenue Caltrain station, closed in 2005. Implementing a station plan for Oakdale Avenue could expand transit connections and options for Bayview residents.

**Parking:** There are more cars than parking spaces in the Bayview. Many cars are parked on sidewalks or blocking crosswalks, creating hazards for seniors and residents with disabilities. Many residents feel like they must drive because transit services can't meet their needs. Any parking solution must include transit service improvements and enforcement must be non-punitive to avoid undue burdens on low-income residents.

**Personal Safety:** Improving access to transportation also means addressing personal safety risk in the Bayview. There need to be more non-policing efforts and investments to support personal

safety, like more street lighting, MTAP (Muni Transit Assistant Program), and Community Ambassadors.

**Displacement & Jobs:** Residents need to know and believe that they will still be around to benefit from transportation benefits once built. Using transportation to fight displacement means we must support local jobs through SFMTA's contracting and support for community-based organizations.

## STATEMENT OF INTENT

### OUR PROMISE TO THE PUBLIC

Developed through dialogue with community leaders, peer agencies, and SFMTA stakeholders, the Bayview CBTP Statement of Intent documents our promise to the public. The Statement of Intent seeks to unify priorities, strategies, and actions to achieve results for the Bayview community.

### ACCOUNTABILITY

A plan that is equitable and can have a measurable impact within the five years of adoption. It defines processes and partnerships needed to ensure the delivery of a final plan that is community-supported.

### TRUST AND TRANSPARENCY

A plan that deepens connections between the Bayview Community and the SFMTA, through inclusive and equitable outreach, a transparent decision-making process, and clear communication of intended and unintended impacts of recommendations.

### PRESERVE THE COMMUNITY'S VOICE

A plan that centers the Bayview community's lived experience and aspirations in the planning process and final plan recommendations. Transportation recommendations should be supported by residents and businesses as assets for the Bayview community to grow and flourish in place.

### COORDINATION

A plan that establishes a framework for the SFMTA to tie intentions and commitments to direct actions. Internal SFMTA partnerships are essential to ensure a final transportation plan that is reflective of the Bayview community's needs and aligns with SFMTA's policies.

## PROJECT SCHEDULE & OVERVIEW

Over 13 months, we connected with Bayview residents, businesses, organizations, and community leaders. Building our outreach plan hand-in-hand with our Community Partners, our focus was "meeting the community where they're at", reducing barriers to participation wherever possible.

### Outreach Summary

- 4,010 people engaged in-person
- 2,300 comments, worksheets, or ballots
- 56 community events or meetings



- 14 interviews with community leaders & elders
- 6 meetings of the Community Steering Committee
- 7 meetings of the Technical Advisory Committee
- 295 staff hours in the community

#### Schedule Summary

- May 2018 – Project starts
- August 2018 – Community Steering Committee formed
- September 2018 – Public engagement: Phase 1
- October 2018 – First community workshop
- January 2019 – Public engagement: Phase 2
- March 2019 – Girls 2000 Youth Summit
- April 2019 – Project list developed
- June 2019 – Public engagement: Phase 3
- June 2019 – Steering Committee finalizes PB ballot
- July to August 2019 – PB Public Vote
- August 2019 – BMAGIC Back to School event
- October 2019 – Draft Plan
- December 2019 – PB project list approved by SFCTA
- February 2020 – Final Plan

#### NEXT STEPS

The Bayview CBTP is meant to be a living document, laying out transportation investments for the next 5 years and identifying outstanding needs for years to come.

QUICK BUILD projects should be completed before plan adoption in February 2020 or completed within the first six months of 2020.

PARTICIPATORY BUDGETING projects will be delivered within 3 years of the plan adoption.

5-YEAR INVESTMENT PLAN projects will be delivered by the SFMTA, in coordination with other city agencies like the Department of Public Works and the Public Utilities Commission. The SFMTA will continue community dialogue and outreach for the projects on the 5-year investment plan to ensure specific project details meet community needs.

CONTINUED ADVOCACY is needed to secure more project funding for the Bayview and ensure community priorities are being met. This plan acts as accountability document for future community advocacy.

#### PART II COMMUNITY PROFILE

"Bayview is geographically isolated from greater SF and needs to see better investment in transit."

- Summer 2019 workshop

## REPORT STRUCTURE

The Bayview Community Based Transportation Plan is an attempt to directly link the needs and values of the Bayview community to direct action and commitments by the SFMTA. By centering the lived experience of Bayview's long-overlooked communities, this plan hopes to build familiarity, trust, and understanding between residents and city agencies. By focusing on a large slate of quickly-delivered small projects, the Bayview CBTP hopes to make a down payment of on-the-ground results to a community that has been long on planning and short on change.

The final plan contains the following chapters:

### EXECUTIVE SUMMARY

A short summary of what we did, who we worked with, what we heard from the community, and what we plan to deliver.

### COMMUNITY PROFILE

A background on the Bayview's history, land use, who is living there today, and the needs of the transportation network.

### PROJECT APPROACH

How we built a project centered on the voice and the needs of Bayview's residents. Our promise to the public, our partners, and our process.

### COMMUNITY ENGAGEMENT

Through a year's worth of events, meetings, and partnerships, we took the needs and values of Bayview's residents and turned them into projects with strong community support.

### PROJECTS AND POLICIES

\$3.63 million worth of projects to deliver over the next five years, all of them prioritized by Bayview residents. We also explore the unmet transportation needs of residents that can't be addressed through this plan or currently committed funding.

### CONCLUSION & NEXT STEPS

Sharing the next steps for project delivery in the Bayview, and how residents can use this plan to keep the SFMTA accountable for our promises to the community.

## WHAT IS A CBTP? WHY BAYVIEW?

**WITHOUT ACKNOWLEDGING COMMUNITY DYNAMICS UNIQUE TO THE BAYVIEW, TRANSPORTATION IMPROVEMENTS WILL NEVER FULLY REFLECT COMMUNITY NEEDS.**

A Community-Based Transportation Planning program, or CBTP, brings local residents, community organizations and transportation agencies together to identify neighborhoods' most important transportation challenges and develop strategies to overcome them. By collaboratively visioning, refining, and prioritizing potential projects with the community, the SFMTA will have a clear roadmap for transportation investments for years to come.

The Bayview CBTP intends to bridge the gap between mobility planning and community needs by elevating the lived experiences of bayview residents who have historically lacked a voice in the transportation planning process.

The Bayview already suffers the effects of a transportation system that does not serve the needs of residents and businesses. As rapid development brings an increasing number of new residents into the neighborhood, the status quo will force them to private vehicles as their primary means of transportation. Increased congestion would lead to deterioration in existing transit services and compound the already dangerous walking and biking environment.

The land use and demographic changes, and associated economic pressures, facing the Bayview requires a strong community-based vision; this will ensure all residents in this isolated neighborhood have a variety of safe and reliable transportation options that improve access to jobs and opportunities.

"Safe crosswalks aren't something we should have to beg for; it should be a given."

- Summer 2019 workshop

## HISTORY OF THE BAYVIEW

### ***A Brief History of Bayview Hunters Point***

Bayview Hunters Point is a culturally rich and resilient community located in Southeast San Francisco. Once labeled a "forgotten district,"<sup>1</sup> the Bayview has seen a recent spur in new development as the City's population and housing needs continue to grow. The Bayview has long been home to a number of ethnic communities, and been defined by phases of displacement for those communities of color - starting with the native Yelamu (Ohlone) tribes that lived around Candlestick Cove<sup>2</sup>. During the Second World War, the United States displaced a thriving Chinese fishing community to establish a permanent Navy base at Hunters Point<sup>3</sup>. The 1939 acquisition of the shipyard led to an industrial and

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<sup>1</sup> [http://www.sanfranciscohistory.com/BVHP\\_Context.pdf](http://www.sanfranciscohistory.com/BVHP_Context.pdf)

<sup>2</sup> [http://www.foundsf.org/index.php?title=Searching\\_for\\_the\\_Yelamu\\_in\\_San\\_Francisco](http://www.foundsf.org/index.php?title=Searching_for_the_Yelamu_in_San_Francisco)

<sup>3</sup> [http://www.sanfranciscohistory.com/BVHP\\_Context.pdf](http://www.sanfranciscohistory.com/BVHP_Context.pdf)

residential boom in the neighborhood, which quickly became known as San Francisco's Bayview-Hunters Point District.

Through a practice known as "redlining", federal housing policies and bank lending practices in the 1930s created de-facto segregation in cities across the United States. In San Francisco, the practice of redlining barred African Americans from the vast majority of the city, leaving only the Western Addition and the Bayview open to new migrants and home buyers. Redlining also resulted in barriers to investment and lending from banks in the Bayview, resulting in a community ethos of self-sufficiency – because help would come from no place else.

Employment at the Shipyard and prospects of economic opportunity served as catalyst for an influx of African Americans moving to the Bay Area. In 1945 alone, the African American population in San Francisco increased by 665.8 percent, many of whom settled in the Western Addition and Bayview Hunters Point<sup>4</sup>. Temporary public housing constructed to accommodate this population boom was in post-war years converted to permanent public housing.

The Bayview community struggled with disinvestment and lack of resources throughout the 1950s and 1960s. The closure of the shipyard in 1974, which led to the loss of several thousand jobs, shattered the economic stability for many residents of Bayview. Although the closure of the shipyard contributed to a significant decline of local employment, the broader neighborhood remains an industrial hub for the City.

This industrial and naval legacy impacts the Bayview to this day. The impacts of the Southeast Wastewater Treatment Plant are an ongoing community concern. Radioactive and toxic wastes left at the Hunters Point Shipyard have stalled redevelopment plans there and sparked fears of public health impacts for residents living in adjacent affordable housing.

**Despite challenges faced, the Bayview community has a rich history of community organizers advocating for better services such as housing, community centers, and transportation.**

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<sup>4</sup> Ibid

Most notable are the “Big Five”: Eloise Westbrook, Julia Commer, Rosalie Williams, Bertha Freeman, and Océola Washington<sup>5</sup>, who were active in demanding resources for Bayview Hunters Point from San Francisco city officials. The Big Five and other neighborhood activists were integral in securing improved affordable housing for Bayview Hunters Point. Many streets in Hunters View have been named in their honor.

“In [Bayview] Hunters Point, we’re not only trying to build good housing, we’re trying to build... cooperation and communication with other parts of the city, because we do feel like we have been an island by ourselves.”

Eloise Westbrook

June 23, 1969

The “Big Six” (longtime civil rights advocates Dr. Espanola Jackson, Harold Brooks, Eloise Westbrook, Ethel Garlington, Shirley Jones and Alex Pitcher) championed the development of the Southeast Community Facility and community resource center built by the San Francisco Public Utilities Commission as a mitigation measure for the consolidation of wastewater facilities in the Bayview<sup>6</sup>. The Southeast Community Facility still stands as a neighborhood hub for workforce development.

In 2007 the T Third light rail (the city's first fully ADA accessible light rail line) began service between the Bayview and downtown San Francisco. The culmination of city and community efforts to improve transportation access that began in 1993 with the Bayshore Transit Study, the T Third returned streetcar service on 3rd Street, which operated from 1895 to 1940. The T Third, following its opening, suffered from significant service challenges and lengthy travel times to downtown. Many residents who initially advocated for the T Third came to miss the bus service of the 15-Third bus line it replaced.

The Bayview is now in the midst of substantial transformations, with the ongoing redevelopment of both Candlestick Point and the Hunters Point Shipyard. Going back to the formation of the Hunters Point Shipyard Citizen’s Advisory Committee in 1993, the redevelopment of the Bayview’s waterfront has been decades in the making. The

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<sup>5</sup> <http://sfocii.org/sites/default/files/FileCenter/Documents/307-Hunters%20Point%20Shipyard%20A%20Community%20History%20%20February%201996.pdf>

<sup>6</sup> <https://sfwater.org/index.aspx?page=860>

thousands of new housing units and commercial spaces in the combined projects, plus approved development at India Basin, represent a substantial portion of San Francisco's planned housing growth into the future and will place new pressures on the existing Bayview community.

The redevelopment plans for Hunters Point Shipyard and Candlestick Point include investments in roadway infrastructure and new transit service to meet the needs of existing and new Bayview residents alike. Due to these public investments being tied to development milestones, the anticipated delivery of new transportation services is now unclear due to delays in full remediation of contaminated soil on the Hunters Point Shipyard site.

"The people living [in Bayview Hunters Point] now are being forced to move out... We need to stop lying about affordable and what affordable is and need to set [what's] affordable to whom because it's not affordable to low-middle income people."

Dr. Espanola Jackson

Addressing SF Board of Supervisors, Land Use Committee.

July 16, 2007

### A CHANGING BAYVIEW

Bayview Hunters Point is seen by many as San Francisco's last African-American neighborhood: over a fifth of San Francisco's dwindling African-American community resides there. In the 1950's and 1960's, San Francisco Redevelopment Agency's Urban Renewal effort displaced African-American residents from Western Addition/Fillmore to the Bayview. African-American families were restricted by discriminatory housing policy and restrictive covenants, such as the San Francisco Housing Authority's "neighborhood pattern" policy and were not allowed to live in certain parts of the city until 1968.

Bayview was one of the only districts where black families could buy homes and by the 1960s the neighborhood had highest rate of Black homeownership in the city.

**SINCE THE 1980S, THE BAYVIEW HAS SEEN SIGNIFICANT IN-MIGRATION BY BOTH THE LATINX AND ASIAN AMERICAN COMMUNITIES. IN 1980 BAYVIEW WAS OVER 70% AFRICAN-AMERICAN; NOW IT IS 27%.**

In December 2018, after years of advocacy and organizing, the entire Bayview Hunters Point community (zip code 94124) was declared an African American Arts and Cultural District by the San Francisco Board of Supervisors. Through the activities of the Arts & Cultural District, organizers hope to advance, cultivate, enrich and advocate for African American equity, cultural stability, vibrancy and economic vitality.

## **GEOGRAPHY OF THE BAYVIEW**

The Bayview is not a single neighborhood but is instead made up of several communities. The physical geography of the Bayview isolates different areas from each other and creates natural boundary lines between neighborhoods. Bayview land zoned for PDR (Production, Distribution and Repair) industrial uses acts as a barrier between the Bayview and the rest of San Francisco. Highway 101 on the Bayview's western edge also serves as a substantial barrier: on its 3-mile route circumventing the Bayview, only seven roadways and one pedestrian bridge connect across the highway.

### **3RD STREET: HEART OF THE BAYVIEW**

Running like a spine through the community is 3rd Street: the commercial heart of the Bayview, hosting a range of businesses, cultural institutions, and community spaces. Community anchors include the Bayview Opera House, Mendell Plaza, the Dr George W Davis Senior Center, Bay View Park, the Bayview Linda Brooks-Burton Library are all located on 3rd Street, Auntie April's Chicken, Waffles & Soul Food, Radio Africa Kitchen, and Old Skool Café.

### **ISLAIS CREEK**

Islais Creek is a primarily PDR-industrial zoned along the northern edge of the Bayview. Streets in this area are a substantial barrier to walking and biking trips outside the Bayview. Located in Islais Creek is the City College of San Francisco extension campus, the San Francisco Wholesale Produce Market, and the future home of the Southeast Community Facility. The Islais Creek area is also home to the offices of critical community organizations like the Rafiki Coalition, BMAGIC, El Centro, and the A Philip Randolph Institute.

### **HUNTERS VIEW**

Hunters View is the extended ridgeline just south of Islais Creek, going east from 3rd Street to the Hunters Point Shipyard. Hunters View is heavily isolated from the rest of the Bayview by its geography, its circuitous street layout, and its post-war housing development pattern. Hunters View was the location of temporary public housing built for the Hunters Point Shipyard during World War II, and today is home to the majority of affordable housing sites in the Bayview (including Westbrook, Hunters Point East and Hunters Point West). Hunters View is home to three parks, the Willie Mays Boys & Girls Club, and four schools. Hunters View residents have the lowest household median income, the highest unemployment rate, and the largest youth population of any of Bayview's neighborhoods.

### **CENTRAL BAYVIEW**

Central Bayview contains most of the 3rd Street corridor and the neighborhoods east of 3rd Street between Hunters View in the north and Bayview Hill in the south. This neighborhood hosts a substantial PDR area sandwiched by residential areas to the north and south. Many of the Bayview's cultural and community institutions are located in Central Bayview, like the Bayview

YMCA, the Bayview Opera House, the Southeast Community Facility, and the Bayview Linda Brooks-Burton Library. In the southeast of Central Bayview is Alice Griffith, Bayview's other significant affordable housing site, currently in the midst of redevelopment as a HOPE SF site.

### **SILVER TERRACE**

The Silver Terrace area represents the residential areas of Bayview west of 3rd Street and east of Highway 101. Part of Silver Terrace is built on another of Bayview's large hills and is largely isolated from areas to the east. The Silver Terrace community is predominantly Asian American, with many of its residents traveling to Chinatown for their cultural needs. Silver Terrace hosts the Bayview's only full-size grocery store, Foodsco. The Silver Terrace Playground is the only significant park in Silver Terrace, adjacent to Thurgood Marshall High School and Willie Brown Middle School.

### **BAYVIEW HILL**

The Bayview Hill neighborhood is built on the slopes of the hill representing the Bayview's southern boundary and is adjacent to the Candlestick Point State Park. Brett Harte Elementary and the Gilman Playground are located in Bayview Hill, and its residents tend to be more well-resourced than the rest of the Bayview.



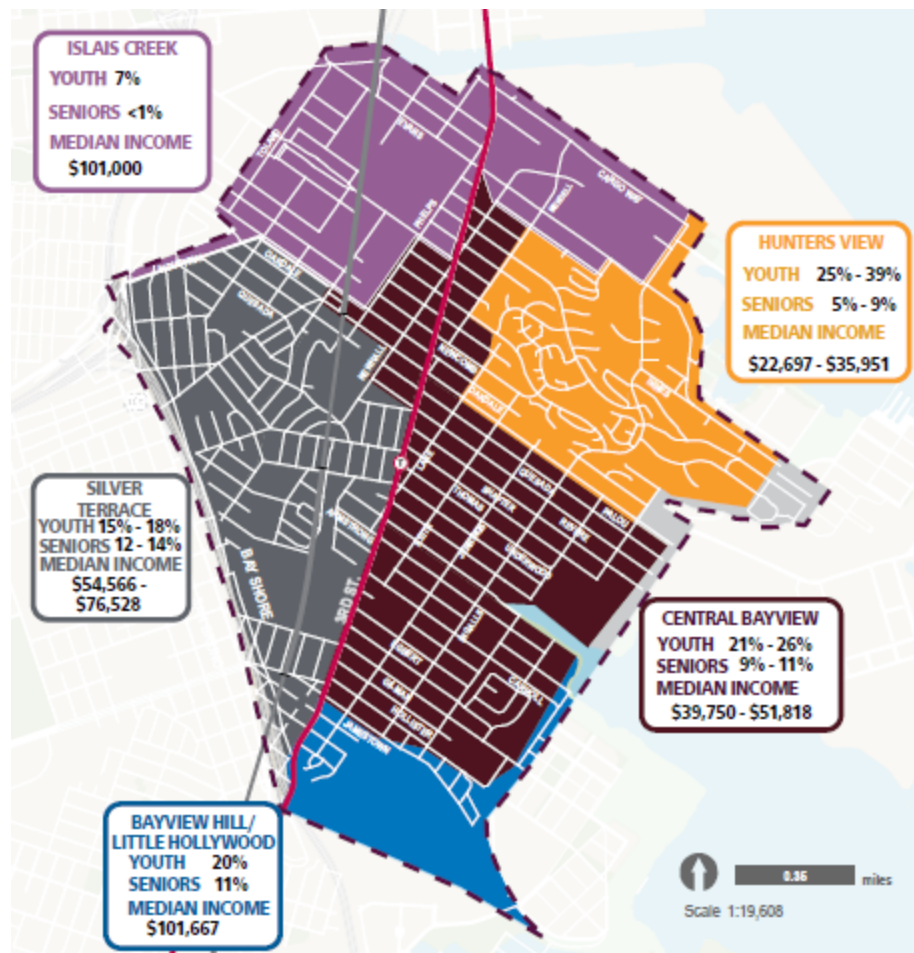


Figure 2: Bayview Neighborhoods

This analysis utilizes 2011 - 2016 American Community Survey estimates prepared by the United States Census Bureau unless otherwise noted. Similarly to MTC’s Community of Concern analysis, data is analyzed at the Census tract level due to the size of the study area.

## COMMUNITY PROFILE

In comparison to San Francisco as a whole, the Bayview is home to a larger proportion of residents of color, youth, seniors, and financially burdened households. However, there are large variations in socio-economic characteristics between neighborhoods, especially in relation to racial demographics.

### ***Race & Ethnicity***

The Bayview, a traditionally African American community, has seen substantial declines in the Black population between 1980 and 2019.

Part of this is due to outmigration of African American residents (either through opportunity or displacement), and part has come from a growing population in the Bayview largely made up of new Latinx or Asian American residents.

**Even with this significant decline in the Black population, Bayview’s Black residents still represent 22% of all African Americans living in San Francisco.**

*Table 1: Race & Ethnicity in the Bayview: 1970 to 2017*

	1970	1980	1990	2000	2010	2016	2017
White	23%	12%	8%	6%	8%	8%	8%
Black	64%	72%	61%	45%	31%	27%	27%
Latino	8%	7%	9%	16%	24%	22%	24%
Native American, Multiracial & Other	0%	1%	1%	3%	6%	5%	4%
Asian & Pacific Islander	6%	7%	21%	30%	31%	38%	37%

Source: US Census, Table B03002 "Hispanic or Latino Origin by Race"

Due to limited data categories for race & ethnicity in historical census data, certain ethnic groups have been combined.

Race & ethnicity demographics vary substantially within the Bayview as well. The Hunters View neighborhood is majority African American and also home to the Bayview's largest Pacific Islander community. Silver Terrace is majority Asian American, and the Central Bayview has a plurality of Latinx residents.

The diversity of Bayview also reflects a diversity of languages spoken. 54% of Bayview residents speak a language other than English, and 14% of Bayview households speak little to no English. Spanish and Chinese are the two largest language groups in the Bayview, with small enclaves of Vietnamese, Tagalog, and Samoan speakers.

*Table 2: Bayview Neighborhoods by Race & Ethnicity, 2017*

	Silver Terrace	Hunters View	Central Bayview
Black	14.3%	56.3%	25.7%
Asian	59%	12.6%	20%
Latinx	16.7%	15.6%	39.3%
Pacific Islander	1%	6.9%	1%

Source: US Census, Table B03002 "Hispanic or Latino Origin by Race"

## ***Youth and Seniors***

The Bayview is one of the last San Francisco communities with a large youth population; 24% of Bayview residents are 17 years old or younger, double the rate of San Francisco. The share of seniors in the Bayview (12%) matches closely with San Francisco at large (15%).

A high proportion of children of color are also located within the Bayview. About 40% of San Francisco African American youth resides in the Bayview, and close to 40% of the population of Hunters View are youth.

Table 3: Youth & Seniors, San Francisco vs. Bayview

	Bayview	San Francisco
Youth	24%	13%
Seniors	12%	15%

Source: ACS 2012-2017 5-Year Estimate, Table S0101 "Age and Sex"

### ***Income and Poverty***

The isolation of the Bayview is economic as well as spatial: over 30% of Bayview households make less than \$30,000 a year. The share of Bayview households living in poverty (42%) is almost double that of San Francisco (24%), and only 30% of Bayview households make more than the San Francisco median income of \$96,265.

### **THE UNEMPLOYMENT RATE IN THE BAYVIEW IS 10.1%, ALMOST FIVE TIMES THE RATE OF SAN FRANCISCO.**

Almost half of African American households and almost a quarter of Asian American households in the Bayview earn less than \$30,000 per year. Almost 60% of white households, in contrast, earn more than \$100,000 per year.

For some areas of the Bayview, the percentage of families living in poverty is well over half. In Hunters View, over 75% of households are living below 200% of the federal poverty limit, and in Central Bayview more than 50% of households are below 200% of the federal poverty limit.

Table 4: Bayview Household Income by Race & Ethnicity, 2017

	White	Asian	Black	Latinx	Other	Multiracial	Pacific Islander
Less than \$30,000	9%	27%	49%	31%	26%	45%	65%
\$30,000 - \$49,999	6%	10%	15%	14%	17%	8%	18%
\$50,000 - \$74,999	19%	17%	12%	19%	23%	17%	0%
\$75,000 - \$99,999	9%	11%	7%	5%	4%	1%	6%
\$100,000 - \$149,000	24%	16%	7%	16%	15%	17%	11%
\$150,000 or more	34%	19%	10%	15%	14%	11%	0%

Source: ACS 2012-2017 5-Year Estimate, Table B19001B - B19001I "Household Income"

## **Vehicle Ownership**

In the Bayview, almost half of all households own two or more cars, almost double the rate of San Francisco. This high rate of vehicle ownership reflects the geographic isolation of the community and the level of transit service. As the Bayview's population has greatly expanded over the last few decades, high rates of vehicle ownership have led to areas of the Bayview being extremely over-parked. Cars parked on sidewalks, across driveways, and across crosswalks are a frequency occurrence, creating significant hazards for pedestrians with mobility challenges. Vehicle ownership rates are highest in Silver Terrace and Bayview Hill.

Within the Bayview, vehicle ownership varies greatly; in Hunters View over half of households do not own a vehicle. Given the substantial geographic challenges of Hunters View and its limited transit access, this further isolates these low-income residents.

*Table 5: Rates of Vehicle Ownership, San Francisco vs. Bayview*

	No vehicles	1 vehicle	2 vehicles	3+ vehicles
San Francisco	30%	41%	21%	8%
Bayview	21%	35%	28%	16%

Source: ACS 2012-2017 5-Year Estimate, Table B08201 "Household Size by Vehicles Available"

## **Households in the Bayview**

During the 1960s the Bayview had one of the highest rates of homeownership in San Francisco, especially among Black households. In the present day, about 37% units in the Bayview are owner-occupied, compared to 52.2% citywide. Home ownership in the Bayview is concentrated in the comparatively wealthier Islais Creek, Silver Terrace, and Bayview Hill areas, while renters are concentrated in the lower-income Hunters View and Central Bayview. About 72% of households in the Bayview are family households compared to 46% citywide.

## **Commute**

Commuters traveling from the Bayview are most likely to drive alone to work (51%) compared to San Francisco (35%), and less likely to take transit (27% in the Bayview vs 34% citywide). Bayview residents were also more likely to carpool and much less likely to walk or bike.

Commuting trends within the Bayview varied significantly by income. Residents making less than \$50,000 a year are almost twice as likely to take transit to work than residents making more than \$75,000 a year. This further reinforces that, even with a lower rate of transit use than the rest of the city, transit service is a critical lifeline for Bayview's most vulnerable residents.

Table 6: Commute to Work, San Francisco vs. Bayview 2017

Commute Mode	Drove Alone	Carpool	Public Transit	Walked	Biked	Work from home	Taxi, Motorcycle or Other
San Francisco	35%	7%	34%	11%	4%	6%	3%
Bayview	51%	12%	27%	3%	1%	4%	2%

Source: ACS 2012-2017 5-Year Estimate, Table B08181 "Means of Transportation to Work by Age"

Table 7: Travel times to Montgomery BART from the Bayview

	Driving	On Transit	On Bicycle
From Hunters View	20 minutes	53 minutes	30 minutes
From Mendell Plaza	18 minutes	39 minutes	26 minutes
From Alice Griffith	24 minutes	60 minutes	34 minutes

## MOBILITY CONDITIONS

### ***Transportation in the Bayview***

As the Bayview continues to expand, transportation challenges will get worse if rates of vehicle ownership and drive-alone commuting do not change significantly. Deficiencies in the pedestrian network, bike network, and transit service all need to be addressed to significantly change the way Bayview residents get around.

### ***Street Network***

Streets in the Bayview are defined by their irregularity, with neighborhoods spread across hillsides and hilltops, and isolated from the rest of the city by freeways, railroad right-of-way, waterways, and industrial areas. Neighborhood connectivity relies on a circuitous and poorly connected street grid with frequent dead-ends. There are few connecting streets between the Bayview and the rest of San Francisco, with many of them traveling through industrial areas unfriendly to walking and biking trips.

Much of Bayview's east-west streets are broad but underutilized, with travel lanes 50 percent wider than a standard freeway lane. Such wide streets facilitate speeding and reckless driving, creating a hostile environment for people walking and biking. In response, many of the streets across Central Bayview are outfitted with speed humps.

Historically, the Bayview has been the site of industrial land uses and associated heavy duty trucking. Poor air quality in the Bayview is exacerbated by freeway proximity and diesel emissions from heavy vehicles. Heavy-duty trucking vehicles must use some residential streets to access industrial areas, with industrial vehicles only restricted from streets with steep slopes. Though not permanent, construction at the Southeast Treatment facility, and in the Hunters Point Shipyard

and Candlestick areas, increase strain on the community by increasing heavy duty vehicle road use, road closures, and noise and debris outputs.

The Bayview also has many “unaccepted streets” – streets that were not built to the City’s standards, and thus cannot be accepted for ongoing maintenance by the Department of Public Works. This further complicates efforts to bring infrastructure improvements to the Bayview, and can further the public’s perception that the city is neglecting this area.

### ONGOING PROJECTS: JERROLD AVENUE CLOSURE

The Public Utilities Commission is in the process of refitting their Southeast Treatment Plant in the industrial northwest area of the Bayview. As part of this project, Jerrold Avenue will be closed for a period of up to three years. As one of the few connecting streets between the Bayview and the rest of San Francisco, the closure of Jerrold Ave will create serious disruptions for mobility and transit access in the Bayview. As part of the project, Jerrold Ave will be rebuilt with improved sidewalks, landscaping, and pedestrian lighting.



Figure 3: Bayview Street Network

### ***Pedestrian Network***

Hilly topography, indirect streets, inconsistent (or missing) sidewalks, widespread sidewalk parking, and limited lighting pose serious challenges for seniors and persons with mobility disabilities.

Safety concerns are also significant barriers to pedestrian activity in the Bayview, with missing crosswalks and narrow and poorly maintained sidewalks adjacent to high-speed arterial corridors. These concerns are supported by San Francisco's High Injury Network (HIN) data, with 3.4 miles of Bayview streets falling within the City's Vision Zero designation. There are 125 miles of streets on San Francisco's High Injury Network; HIN streets in the Bayview represent 2.7% of the total High Injury Network.

Third Street, the Bayview's primary commercial and transit corridor that attracts high volumes of pedestrians, is also on the High Injury Network. Over 20 percent of pedestrian collisions in the Bayview happen on Third Street. Pedestrian-vehicle collisions account for about 19 percent of total collisions in the Bayview.

Safety concerns in the Bayview are not limited only to traffic collisions; many Bayview residents are unwilling to walk or wait for transit at night due to personal safety concerns. Violent crime is committed almost exclusively against pedestrians in the Bayview; violent crime in the evening is largely concentrated around the northern end of Third Street and the western half of Hunters View. During this process, Bayview residents repeatedly expressed a desire for more street lighting and non-police safety presence on Third Street to help increase personal safety for pedestrians.

### **ONGOING PROJECTS: PALOU STREETScape**

The SF Public Works Department is currently under construction for the Palou Streetscape project. This project will bring pedestrian bulb-outs, improved crosswalks, new landscaping, and pedestrian-scale lighting to Palou Avenue from Barneveld Ave in the west to Griffith Ave in the East. The project also includes the closure of Quint Street at a 5-way intersection with Sliver Ave to improve pedestrian safety.

### **ONGOING PROJECTS: TRAFFIC CALMING**

The Traffic Calming program at SFMTA attempts to complete 50 traffic calming projects per year across San Francisco. Recent and ongoing traffic calming projects in the Bayview include Newcomb Avenue between Lane St and Keith St, Hudson Avenue between Mendell St and Youngblood Coleman Park, and the intersection of Newcomb Ave at LaSalle Ave.



Figure 4: Bayview Pedestrian Conditions

### **Transit Network**

The Bayview is served by a single light-rail line and nine bus routes. The T Third and the 9R San Bruno Rapid, which runs along Bayshore Blvd in the Bayview, are part of the Muni Rapid network. While some Bayview neighborhoods have strong transit coverage, residents use transit less frequently than other areas of San Francisco; residents often cite low reliability and long travel times as key factors.

The T Third has the lowest on-time performance of all SFMTA light rail lines (36% on-time during 2019). Being in the extreme southeast of the City, the Bayview also acts as the terminus for almost all of the bus lines running through it. Many of the buses in the Bayview are cross-town lines, and their long distances often result in service delays and unreliable arrival times. Service frequency is also a concern, particularly during off-peak hours. Many Bayview residents work



multiple jobs and non-standard work hours; low-frequency routes during off hours affects these residents the most.

The SFMTA provides free and reduced-price transit passes to qualifying seniors, youth, residents with a disability, and low-income residents. Almost one third of Bayview residents (11,944) are enrolled in one of these four Muni Pass programs. The highest rate of enrollment is among eligible seniors (89%) and eligible youth (74%). Eligible residents with a disability and low-income residents in the Bayview are enrolled at much lower rates (58% for both programs).

There are no regional transit stops located within the neighborhood, forcing residents to cross 101 to access BART or Caltrain. Two bus lines, the 44 O'Shaughnessy and the 23 Monterey, provide access to Glen Park BART. A Caltrain stop at Paul Avenue was closed by the Caltrain Joint Powers Authority in 1999; the rationale was low ridership, but this was largely the result of the Baby Bullet bypassing the Paul Avenue station – with as few as 4 trains a day stopping at this station.

*Table 8: Transit Routes Serving the Bayview*

Route	Direction	Rush hour frequency*	Midday frequency*	Night frequency*	Weekend frequency*
T Third	North-South	8-9 minutes	9 minutes	15-20 minutes	12-15 minutes
9 San Bruno	North-South	12 minutes	12 minutes	15-20 minutes	12-15 minutes
9R San Bruno Rapid	North-South	9 minutes	9 minutes	No Service	No Service
19 Polk	North-South	15 minutes	15 minutes	20-30 minutes	15-20 minutes
23 Monterey	East-West	20 minutes	20 minutes	30 minutes	30 minutes
24 Divisadero	North-South	9 minutes	9 minutes	15-20 minutes	15-20 minutes
29 Sunset	East-West	10-12 minutes	11 minutes	15-20 minutes	15-20 minutes
44 O'Shaughnessy	East-West	10 minutes	11 minutes	15-20 minutes	15-20 minutes
54 Felton	East-West	20 minutes	20 minutes	20 minutes	30 minutes
91 Owl	All City	No Service	No Service	30 minutes	30 minutes

\*Refers to scheduled frequency for transit, actual frequency will vary



Figure 5: Bayview Transit Network

## ONGOING PROJECTS: T THIRD RAIL SERVICE IMPROVEMENTS

The SFMTA acknowledges T Third line reliability needs to improve. Since the opening of the T line, the Agency has been actively engaged in a process of continuous improvements to find the best available solutions to decrease travel time on the Third St Corridor.

The current conditions of the route make the T Third very susceptible to delays, including:

- The route is the longest in the metro system due to its interlining with the K Ingleside.
- The T Third passes through two complicated surface intersections at Saint Francis Circle and at 4th and King.

- **The T Third is often delayed entering and exiting the subway, as well as navigating through the congested Muni Metro Tunnel.**
- **The route passes through 68 traffic lights and 21 intersections along 3rd Street, many of which have a multiple dedicated turning phases, that lengthen wait times.**

#### T THIRD SPEED IMPROVEMENTS

To improve reliability and travel time the SFMTA has made improvements across the entire length of the route. Improvement projects include retiming signals along 3rd Street to speed up the T Third.

Decreasing the number of crossings and left turns on 3rd Street is an opportunity to further improve reliability on the T-Third, but may come with tradeoffs to traffic and access to neighborhoods along the line. Further study and dialogue will be needed with the community before such options can be considered.

#### T THIRD SERVICE IMPROVEMENTS

In addition to traffic and signal changes, the agency has increased the T line to 2-car trains in 2018 and adjusted the scheduled travel time in August 2019 to improve reliability. Improved warning signage and lighting has been installed along Third Street to reduce the number of auto-muni collisions on 3rd Street, which cause significant transit delays.

In April 2019, the SFMTA announced with Mayor London Breed and Supervisor Shamann Walton a plan to end the practice of regular "switchbacks" on the T Third line, a practice where T Third traincars are turned around at 23rd Street station just north of the Bayview<sup>7</sup>.

#### ONGOING PROJECTS: CENTRAL SUBWAY

The Central Subway will improve reliability of the T Third line. Since the T is currently interlined with the K Ingleside line, travel time is the longest in the metro system, it passes through two portals, it crosses the time-consuming 4th and King intersection and it travels through the congested Market Street subway. For these reasons the reliability of the T line is vulnerable to many potential delays.

With Central Subway the route will have a shorter travel time and 19% of the line will be underground in a brand-new subway. This segment will be disconnected from the congestion of the Market Street subway, freeing it from conflicts with other lines. A key consideration in the

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<sup>7</sup> <https://www.sfexaminer.com/the-city/breed-walton-announce-plan-to-end-dreaded-switchbacks-on-muni-t-third-immediately/>

development of the Central Subway service plan has been ensuring that the Bayview will see an increase in transit reliability.

The Central Subway is currently scheduled to begin service in 2021.

### **ONGOING PROJECTS: 29 SUNSET**

As one of the longest Muni bus routes in San Francisco, the 29 Sunset is a workhorse line that carries almost 19,000 daily passengers. Spanning from Bayview to the Presidio, this line moves through some of the most diverse neighborhoods in the city with over 70% of riders identifying as people of color and over 60% identifying as low-income. The 29 Sunset is included as a priority line in the Muni Service Equity Strategy, which focuses on identifying service improvements for Muni lines throughout San Francisco that serve higher transit need neighborhoods.

Many San Franciscans, especially students of all ages, rely on this line to get to school but they experience pass-ups and crowding on the 29, especially during school hours. Hearing these concerns, we're taking a deeper look into the service of the 29 Sunset to evaluate opportunities for improvement.

We recently kicked off outreach with local community stakeholders to identify solutions that deliver reliable service and reduced travel times. The goal is to incorporate service recommendations into the next budget cycle, with improvements to service coming as soon as Fall 2021.

### **ONGOING PROJECTS: MUNI FORWARD & MUNI SERVICE EQUITY STRATEGY**

The Muni Service Equity Strategy (MSES) is focused on transit service improvements for eight Communities of Concern in San Francisco, one of which is the Bayview. The MSES is updated every two years to refocus transit service improvements on current community priorities. Active MSES projects in the Bayview have improved T Third travel time through signal retiming, improved travel time and reliability for the 19 Polk, and increased mid-day frequency on the 29 Sunset. Another MSES project will increase frequency on the 44 O'Shaughnessy, planned for summer 2021. [Find more information here.](#)

Muni Forward aims to improve service on the city's most in-demand transit routes and the Muni Rapid network. So far, Muni Forward projects have improved frequency on the T Third, and improved service reliability on the 8 Bayshore and the 9R San Bruno Rapid.

### **ONGOING PROJECTS: SOUTHEAST MUNI EXPANSION**

The Southeast Muni Expansion is a planning project to bring more transit service to the Bayview. The transit service improvements will be funded by increased revenues from the Candlestick Point and Hunters Point Shipyard developments, and the SFMTA is seeking additional funding to implement some of the service improvements in advance of the development timelines. After

more than a year of engagement with Bayview residents, the project is recommending new transit service to downtown and a direct transit route to the Mission District, high priority improvements advancing before the development project to serve the needs of current residents. Additional implementation of transit improvements would occur in conjunction with developer milestones anticipated to begin in the next five years.

### ***Paratransit Service Network***

The Bayview area is home to a variety of transit users including seniors and residents with disabilities. Paratransit services are meant to ameliorate the barriers to transportation experienced by residents with disabilities.

San Francisco Paratransit is a van and taxi program for people unable to independently use or access public transit because of a disability or disabling health condition. Muni has provided paratransit services for more than 40 years across the entire city, including Treasure Island.

Shop-a-Round is available to all seniors and residents with a disability; eligibility is granted to those over 65 and disabled persons with the Regional Transit Connection (RTC) Discount ID card used for discounts on Muni.

Van Gogh is a van shuttle service provided by SF Paratransit for groups of seniors and/or people with disabilities to attend social and cultural events in San Francisco.

### ***Bicycle Network***

The Bayview's bike network is heavily fragmented and disconnected from the rest of the City's bicycle infrastructure. Connections to the rest of the city are limited and often travel through industrial areas on roads shared with large vehicle traffic, making bicycling an unappealing and stressful choice to most residents. This is reflected in the low bicycling mode share in the Bayview (1 percent, compared to almost 4 percent citywide). The only area of the Bayview with a high bicycle mode share is Islais Creek, which has better facilities (the Cargo Way protected bike lane) and better access to the rest of San Francisco via the Illinois St bridge.

While 22.6 miles of streets in the Bayview are designated bicycle routes within the city's network, just 7.6 miles are rated comfortable for most adults and experienced children on the Level of Traffic Stress scale. Many Bayview bicycle facilities are classified as moderate to high level stress in the SFMTA Bicycle Comfort Index. Within the Bayview, Third Street is designated as the main north-south bike route, but consists of sharrows on a busy road shared with transit and private vehicles. Few San Francisco neighborhoods have such constrained route options without dedicated space provided to bikes.

Bicycle facilities have been a source of contention in the Bayview in the past. After the implementation of bike lanes on Paul Avenue, community outcry resulted in the removal of bike

lanes on one side of the street to preserve street parking. During conversations for this plan, many residents expressed that opposition to bike facilities largely comes from the belief that bike projects are not meant for the existing community – and that any future efforts should start with fostering an organic culture of bicycling so that demand for bike projects come from the community.

Bicycle mobility options have grown in recent years in the Bayview with the introduction docked bikeshare and dockless bikeshare. In permitting for mobility companies, SFMTA has prioritized increasing access for low-income communities like the Bayview. Dockless and electric mobility options have particular potential for increasing mobility options for the isolated and hilly neighborhoods of the Bayview. As newly-permitted scooter companies increase their fleet distribution, SFMTA has required that their coverage areas include the Bayview.



Figure 6: Bayview Bicycle Network & Conditions

## PART III PROJECT APPROACH

"Transit service quality should be of the utmost importance. After a hard day at work, commuters shouldn't have to dread their trip home."

- Fall 2018 workshop

### PUTTING COMMUNITY FIRST

The Bayview, despite its powerful community resiliency, is a place with a high risk of displacement for its most vulnerable residents. The SFMTA acknowledges the role that transportation and infrastructure investments can play in exacerbating or accelerating displacement pressures. In this community with a long history of disinvestment and rigorous efforts to plan for new development, perceptions are that any new transportation investment is on behalf of future, better-resourced residents.

Community trust is the most critical component of the Bayview CBTP. At the outset of our project, we made some very clear choices:

#### **MEET THE NEEDS OF CURRENT RESIDENTS**

The Bayview CBTP boundaries exclude all future development areas. Every major development has its own transportation investment plan. This plan is for the people living here today.

#### **CENTER THE NEEDS OF THE MOST VULNERABLE**

The Bayview CBTP prioritizes the voices and the needs of residents both most in need of, and most vulnerable to, changes in the transportation system. This primarily means Youth, Seniors, Residents with a Disability, and Residents living in Affordable Housing

#### **MINIMIZE BURNOUT**

The Bayview has been over-planned and under-delivered; planning fatigue is all too real. We must lower the barriers to access and meet residents where they're at. Coordinate with all active projects and planning efforts in the Bayview - don't force residents to go to another workshop next week for a different plan.

#### **REFLECT COMMUNITY VOICE THROUGHOUT**

Projects and policy recommendations must directly link back to the input and perspective of residents. To gain the trust of the community, we must prove that their voice is the determining factor.

### COMMUNITY INTERVIEWS

#### ***Learning from Leaders & Elders***

Between March and June of 2018, the project team conducted interviews with community leaders, supplemented by interviews conducted by the SFCTA D10 Mobility Study team. The

purpose of these interviews was to establish a strong context for the needs of Bayview residents, build trust and familiarity with the project in the community, and test what kinds of outreach approaches and messaging would resonate best with Bayview residents.

From these interviews came specific direction for community engagement approaches, key groups in the Bayview to reach, focus areas for the plan, and a need to visibly align SFMTA goals with a community-centric definition of success. This input led directly to our Statement of Intent.

#### Interview List:

- Tim Chan & Chris Waddling, Bayview CAC Commissioners
- Cathy Davis, Executive Director, Bayview Senior Services
- Taylor Booker, Resident Services Coordinator, SFHDC
- Christina Olague, Family Services Coordinator, El Centro Bayview
- Diane Gray, Southeast Community Facility Commission
- Tyra Fennel, Founder, Imprint City
- Sophie Maxwell, Former District 10 Supervisor
- Michael Janis, Executive Director, SF Wholesale Market
- Shamann Walton, Young Community Developers (current District 10 Supervisor)
- Earl Shaddix, Director, Economic Development on Third
- Jackie Flin, Executive Director, A Philip Randolph Institute
- Tacing Parker, Assistant Executive Director, Bayview YMCA
- Shakirah Simley, Executive Director, Southeast Community Facility
- Rey Guerrero, La Laguna Taqueria, Bayview Merchants Association
- James Evans, Operating Manager, Bayview Moves
- Takai Tyler, Executive Director, Hunters Point Family
- Andre Aikins, Operations Manager, Alive & Free
- Eddy Zheng, Community Youth Center

"You cannot just make it harder for people to drive, [you] need to incentivize and provide other options that are reliable and affordable. If you don't have a transit corridor that works, meaning that it is reliable, affordable, efficient, and gets you where you need to go – then you have a car in the Bayview."

**- Sophie Maxwell,  
Former D10 Supervisor**

"Bike lanes make people think of gentrification and they don't like it. In response, [SFMTA] should have seen this context, and found a way to show residents that they are for them, not just new residents, by doing targeted outreach and training on bikes/bike lanes."

**- A Philip Randolph Institute**

"There's a lot of violence around bus stops. Not just petty fights, but actual murders. People need to feel safe if you want them to use transit."

**- San Francisco Housing Development Corporation**



“The concern of being displaced can hold priority over the concern about transportation.”

- **Alive & Free**

## PROJECT APPROACH

### ***Building a Promise to the Public***

Earning trust in the Bayview requires a documented and accountable commitment to reflect and support the community. Definitions of success for the Bayview Community Based Transportation Plan must be shared by both Bayview residents and the SFMTA.

**THE TIME AND EFFORT SPENT BY THE COMMUNITY IS THIS PLAN’S MOST VALUABLE ASSET. THE STATEMENT OF INTENT ENSURES COMMUNITY VOICE IS RESPECTED AND DIRECTLY SHAPES THE OUTCOME OF THE PLAN.**

In the spring of 2018, the Bayview CBTP team led workshops with peer city agencies and SFMTA divisions to explore the findings of our community interviews and develop a shared vision and statement for transparency, accountability, and commitment to the Bayview. The Statement of Intent, a promise to the public meant to guide all stages of our work, is the result.

## ACCOUNTABILITY

**The community feels respected when they understand the decision-making process.**

The final plan must be equitable, community-supported, and make a measurable impact.

HOW DO WE STAY ACCOUNTABLE?

- Explain the "how" and "why" behind funding and project decisions
- Prioritize feedback and input from those most vulnerable to transportation changes
- Deliver timely projects and transit services once the plan is adopted
- Ensure projects outcomes have a measurable impact for those most in-need

## TRUST AND TRANSPARENCY

The final plan must have transparent decision-making processes and build trust in the Agency’s ability to deliver tangible transportation solutions. **Transparency around impacts and benefits** of transportation projects, both intended and unintended are critical for gaining the trust of the community.

HOW DO WE BUILD TRUST AND SHOW TRANSPARENCY?

- Clearly communicate expectations for community input and control
- Lead an inclusive and accountable public engagement process
- Clearly describe the tradeoffs and benefits for all proposed projects
- Show how each all proposed projects link directly back to resident input

## PRESERVING THE COMMUNITY'S VOICE

**The plan must prioritize the authenticity of the community's lived experience and aspirations.** Quantitative data does not always provide a complete picture of the daily transportation experience of historically underserved communities.

### HOW DO WE PRESERVE COMMUNITY VOICE?

- Demonstrate that the final plan has support from the community
- Value the qualitative data of lived experience equally with quantitative data
- Community partners and leaders guide project prioritization & evaluation metrics
- Respect the cultures, values, and needs of residents throughout the plan process

## COORDINATION

**The plan must tie intentions and commitments to direct actions.** The SFMTA is committed to working together across divisions to speak and act as one agency connected, and to frequent and direct communication with other city agencies.

### HOW DO WE EFFECTIVELY COORDINATE?

- Commit to transportation projects that address historical inequities & structural racism
- Develop strong partnerships with other agencies working in the Bayview
- Explore alternative solutions and funding sources to align with community needs
- Coordinate outreach efforts for projects in the Bayview to reduce "outreach fatigue"

## PLAN REVIEW

**"DON'T ASK US WHAT WE WANT, BECAUSE WE'VE ALREADY BEEN TELLING YOU THAT FOR YEARS. TELL US WHAT YOU'RE GOING TO DO ABOUT IT INSTEAD."**

To build a successful plan, we first needed to understand the work that came before us. More than that, we need to show respect to the Bayview community and their history of advocacy. A Plan Review for the Bayview CBTP is an opportunity to reflect the voice of the community, and to reflect on the successes and failures of previous planning processes to deliver real results to the Bayview community. The Plan review provides the context within which the Bayview CBTP operates.

In total, **22 plans and studies conducted 2007-2019** were reviewed, including three ongoing planning projects. The focus areas on the right are the combined priorities identified in each of these plans and studies.

### Plans Reviewed:

- Cargo Way Conceptual Design Study (2008)
- India Basin Shoreline Subarea Plan (2009)

- San Francisco Bicycle Master Plan (2009)
- Bayview Hunters Point Area Plan (2010)
- Bayview Neighborhood Transportation Plan (2010)
- India Basin Shoreline: The Community Vision (2010)
- Hunters Point Shipyard Phase 2 Development Infrastructure Plan (2012)
- Bayview Hunters Point Mobility Solutions Study (2013)
- Bi-County Transportation Study (2013)
- San Francisco Health Care Services Master Plan (2013)
- Geneva Harney BRT Feasibility Study (2015)
- Muni Service Equity Strategy, 2016-2018 (2016)
- BMAGIC Landscape Analysis (2017)
- Bayshore Multimodal Facility Study (2017)
- Candlestick-Hunters Point Shipyard Phase 2 – Transportation Plan (2018)
- Muni Service Equity Strategy, 2018-2020 (2018)
- District 10 Mobility Study (2018)
- Muni Transit Effectiveness – Muni Forward (Ongoing)
- Southeast Muni Expansion (Ongoing)
- Islais Creek Adaption Strategy (Ongoing)

#### 10+ YEARS, 20+ STUDIES & PLANS, 10 RANKED PRIORITIES

1. **Transit Service** - Transit service is frequently delayed and unreliable. Riders experience service gaps and crowding on lines including the T Third, 23-Monterey, 29-Sunset, 19-Polk, 24-Divisadero, 44-O'Shaughnessy, 54-Felton.
2. **Development Impacts** - Anticipated development on India Basin, Hunters Point Shipyard and Candlestick Park may contribute to area congestion. Strong transit connections are essential to limiting congestion and parking impacts.
3. **Transit Connectivity** - Lack of transit connections to local and regional destinations, goods, and services.
4. **Bicycle Connectivity** - Lack of connectivity and poor circulation of bicycle network. Need to improve bicycle connectivity to other neighborhoods.
5. **Pedestrian Connectivity** - Lack of connectivity and poor circulation of pedestrian network. Need to improve pedestrian connectivity to transit.
6. **Traffic Congestion and Parking** - Need to maintain a system for easy movement of people and goods. Traffic congestion and parking conflicts will increase as population and development increases.
7. **General Connectivity** - Improve street network to better serve existing and future residents. Create affordable transportation options that connect people to services, places, and opportunity.
8. **Pedestrian Comfort/Safety** - Improve pedestrian safety for those walking along and across Third Street. Address safety issues at high collision locations. Increase safety and comfort for pedestrians to move throughout the neighborhood.

9. **Mobility** - Improve mobility for community members with no or limited automobile access. Reduce mobility barriers with emerging services and technologies, like ride-sharing, car-sharing, and chartered vehicle service. Increase access to affordable transportation options.
10. **Cyclist Comfort/Safety** - Improve safety for those biking, especially on Third Street. Address safety issues at high collision locations. Increase safety and comfort for cyclists to move throughout the neighborhood.

## PROJECT COORDINATION

### ***Coordinate with Active Plans***

From 2018-2020, multiple city-led planning processes were active within the Bayview. The Bayview CBTP team sought to coordinate efforts with all ongoing plans to reduce community fatigue, maximize resources and community engagement, and demonstrate an unified commitment to the Bayview that spans across city departments.

## SOUTHEAST MUNI EXPANSION

The Southeast Muni Expansion includes new Muni bus routes, Muni bus route extensions and reroutes, and more frequent service on existing Muni bus routes in San Francisco's southeastern neighborhoods - Bayview, Hunters Point, and Visitacion Valley. Service increases will be funded by increased revenues from the Candlestick Point-Hunters Point Shipyard development projects, or other sources as available.

The Bayview CBTP team and the Southeast Muni Expansion team coordinated for joint staffing at many of the Bayview CBTP outreach events in 2018 and 2019, providing an opportunity for residents to provide input on both transportation infrastructure and transit service needs.

## DISTRICT 10 MOBILITY MANAGEMENT STUDY

The D10 Mobility Management Study took place during 2018, led by the San Francisco County Transportation Authority. The goal of the study was to identify non-infrastructure strategies to reduce vehicle miles of travel in the district through partnerships between community organizations, developers, and emerging mobility providers.

The Bayview CBTP team shared resources, event staffing, and data with the D10 Mobility Management Study team. In particular, the two teams share community leader interview notes and organized multiple co-led workshops.

### ***Coordinate with Future Development***

## DEVELOPMENT ON THE WATERFRONT

The Bayview will facilitate a large amount of San Francisco's future housing growth. The redevelopment of the Hunters Point Shipyard, Candlestick Point, and India Basin shoreline will

bring thousands of new residents and jobs to the Bayview. The potential impact of future development on the current residents of the Bayview is a common concern. In addition to traffic and parking impacts, residents are also concerned about the potential for displacement and the chance that construction activities will subject existing residents to toxic air quality.

These new development projects have substantial commitments, both in roadway infrastructure and increased transit service, to help mitigate the impacts of new residents. Many roadways in the Bayview will be rebuilt in coming years, in step with construction milestones. **When developing projects for this plan, the Bayview CBTP team tried to identify short-term improvements on roads that will be rebuilt by developers at a future date, improving conditions for residents today without precluding more permanent roadway reconstruction in the future.**

#### CONCURRENT DEVELOPMENT

A number of other active projects will significantly impact transportation in the Bayview, and the project team developed plan recommendations with these projects in mind. These projects include:

- Southeast Wastewater Facility construction, requiring the closure of Jerrold Avenue for at least 3 years.
- The relocation of the Southeast Community Facility from Oakdale Avenue to the intersection of Third Street at Evans Avenue.
- The redevelopment of SF Market (formerly the Wholesale Produce Market), which will include the closure of Jerrold Avenue and the construction of alternative through routes to the north (Innes Ave) and south (Kirkwood Ave).

#### EQUITY INDEX

A commitment to prioritizing the needs of those most vulnerable to transportation includes a spatial, as well as social, component. The Bayview is not a monolith, and the location of transportation investments matter just as much as what is getting built.

In an effort to locate projects where they would provide the greatest benefit to the highest number of vulnerable residents, the Bayview CBTP created an **Equity Index Map**. The Equity Index started with data and methodology used by the Metropolitan Transportation Commission (MTC) in their "Communities of Concern" metric, which maps vulnerable communities across the Bay Area. This data, broken down to the Census Block Group level in the Bayview, measures the following groups:

- **RESIDENTS OF COLOR** (all non-white and/or Latinx populations)
- **YOUTH 0-19**
- **SENIORS 75+**

- **RESIDENTS WITH A DISABILITY**
- **SINGLE PARENT HOUSEHOLDS**
- **ZERO VEHICLE HOUSEHOLDS**
- **RESIDENTS WITH LIMITED ENGLISH PROFICIENCY**
- **RENT-BURDENED HOUSEHOLDS** (>33% of income dedicated to rent)
- **LOW—INCOME RESIDENTS** (making less than 200% of the federal poverty level)

#### EQUITY, DEFINED BY THE COMMUNITY

Any attempt at geographically prioritizing equity in the Bayview must be driven and defined by the community itself. We took this map to the community and asked them to identify which groups face the greatest transportation challenges. We also engaged community leaders, elders, and key organizations in the Bayview. Armed with a new definition from the community, we recalibrated scoring of data, leading to a new Equity Index map.

We also asked **how much should the equity index influence project selection?** Equity Index scoring would be balanced against direct resident input, helping ensure unheard voices are still represented.

#### PARTICIPATORY BUDGETING

##### WHAT IS PARTICIPATORY BUDGETING?

**In Participatory Budgeting, Bayview residents come together to brainstorm ideas, turn them into real proposals for a public ballot, and vote on which proposals to fund. Participatory Budgeting brings the community together, supports direct democracy for underserved communities, and promotes community control of where to allocate funding.**

The MTC launched a pilot program for Participatory Budgeting (PB) in 2018 with a \$1,000,000 set-aside from its Lifeline Transportation Program, a program that supports transit and access to transportation for low-income communities. The pilot program was developed with the goal of democratizing transportation planning and investment for the Bay Area’s most marginalized communities. The SFMTA was one of two partners for the pilot program and received \$600,000 to allocate through PB, which will be matched with \$150,000 in Proposition K Transportation Sales Tax funds for a total of \$750,000.

PB provided the project team an opportunity to directly respond to the needs of Bayview residents. While most sources of transportation funding can only be used for transportation infrastructure, Lifeline Transportation Program grant funding is flexible and may be used for transit operations. By integrating PB into the project, this secured funding for the greatest stated community need.

The project team partnered with the Bayview community-based organization BMAGIC to help lead and facilitate the PB process in the community. This included the formation of a Community Steering Committee, the development of a PB Rulebook, informing the public outreach process, reviewing PB outreach results, promoting PB within the community, developing a public ballot and voting process, and conducting a public vote within the Bayview community in the summer of 2019.

This structure set a truly community led process overseen by the Community Steering Committee, facilitated by community-based organizations, and funded by partnering city and regional agencies.

## COMMUNITY PARTNERS

### WORKING WITH COMMUNITY PARTNERS

The Bayview CBTP is part of a larger effort by the SFMTA to center equity for disadvantaged residents in our investments and transit service. To support this goal, we teamed up with five community-based organizations in the Bayview. These organizations helped us to identify hard-to-reach groups in the Bayview and to give voice to the needs of residents most vulnerable to transportation changes. These organizations are BMAGIC, El Centro Bayview, Community Youth Center, Hunters Point Family, and BAYCAT.

Beyond just outreach, our community partners were active collaborators throughout the plan process. We recognize that reputations are put on the line when local organizations work with the SFMTA; our commitment to building lasting trust and relationships in the Bayview meant our local partners were equal team members with the power and authority to shape every aspect of the work they share with us.

Community Partner roles included:

- **Full collaboration on our Public Outreach Plan**
- **Co-designed three stages of public engagement events**
- **Co-hosted engagement events in the community**
- **Reviewed all outreach materials for cultural competency, clarity & accuracy for Spanish/Chinese translations**
- **Reviewed all Plan project recommendations**
- **Facilitated Participatory Budgeting process**

**Our work with these community partners is just the first step in our commitment to build trust, improve communication, and create co-power with residents of the Bayview.**

PROFILE: BMAGIC

Bayview Hunters Point Mobilization for Adolescent Growth in our Communities (BMAGIC) coordinates and develops community resources and opportunities to support service providers and community members in response to the educational, economic, health deficiencies and juvenile justice matters in the San Francisco neighborhood of Bayview Hunters Point.

***What is your role within the Bayview CBTP and what do you consider the most important outcome of your involvement?***

BMAGIC convened a Community Steering Committee, hosted community meetings, worked with other community based organizations, coordinated and recommend recruitment of Project Champions, connected the project to our community network, assisted with balloting and voting responsibilities, and relayed final results to community and steering committee.

The CBTP was a great tool that provided insight and access to community. We were able to leverage our broad community network to reach the most vulnerable populations who rely solely on public transportation to navigate throughout the Bayview and the San Francisco.

***What is a message you would like to share with the City about transportation needs in the Bayview?***

Some proposals for Participatory Budgeting did not make the ballot, though they had been identified as needed in the community. Hills and other physical barriers discourage walking for seniors or residents in isolated areas. A shuttle between the Senior Center, public housing, other isolated locations, 3rd Street, and key transit lines is still needed in the Bayview.

***Do you think the Bayview CBTP will help meet transportation needs in the Bayview? If so, how?***

The CBTP has provided insight and awareness of gaps in service, transit quality, and needs of the community. We are confident that the proposals submitted, discussed and passed on for voting in the steering committee meetings are representative of community in the Bayview, but acknowledge that that they are not all inclusive of the needs and concerns identified.

We have seen quick turnaround in addressing the safety and infrastructure concerns identified on major transportation corridors and Muni stops. However, the unaddressed concerns need a solution that benefits all the community.



PROFILE: CYC

Community Youth Center of SF (CYC) was founded 50 years ago to empower and strengthen a diverse population of high need youth and their families by providing comprehensive youth development through education, employment training, advocacy, and other support services. Our CYC Bayview Branch office focuses on helping minorities and underserved populations at all ages by providing various services.

***What is your role within the Bayview CBTP and what do you consider the most important outcome of your involvement?***

Our role was to get as many community members as possible to participate and get involved in community-wide planning. It makes a great impact to have all voices heard. The Bayview Community Based Transportation Plan is a huge project for the better future of Bayview; therefore, CYC as one of a few non-profit organizations that provides services to monolingual Chinese residents in Bayview is dedicated to collect feedback and suggestions from hard-to-reach populations, especially the Chinese seniors who take public transit daily. It was easy for us to organize workshops for seniors at our office. We successfully collected many surveys and feedback from the Chinese community to make sure that the CBTP is as inclusive as possible.

***What is a message you would like to share with the City about transportation needs in the Bayview?***

In the Bayview, safety has always been the biggest concern for our clients. Many have expressed that transportation in Bayview is not as safe as in other parts of the city, especially double-parking on Third Street. Safety on public transit is also an issue; many seniors have had their personal belongings stolen on buses. Wait times for Muni is long, as buses are usually late and behind schedule. Many bus stops do not have shelters or seating, which makes it difficult for the vulnerable populations to wait for Muni under the sun.

***Do you think the Bayview CBTP will help meet transportation needs in the Bayview? If so, how?***

From what we have heard from our clients who participated, the Bayview CBTP will absolutely help meet transportation needs in the Bayview. The CBTP addresses many of their concerns directly and they are overall quite satisfied with all the changes that SFMTA is willing to make and they are looking forward to the plan implementation.

PROFILE: EL CENTRO BAYVIEW

El Centro Bayview, established in October 2017, is a comprehensive Family Resource Center (FRC) collaborative. Through a partnership with Mission Neighborhood Centers (Lead Agency), Good Samaritan FRC and Mission Economic Development Agency, the center was developed by the San Francisco Latino Parity and Equity Coalition, in response to the growing number of Latino community members in the Bayview. El Centro Bayview primarily serves Latino Families in the Bayview Neighborhood and District 10.

***What is your role within the Bayview CBTP and what do you consider the most important outcome of your involvement?***

Our primary role was to provide information in Spanish to Latino families living in the Bayview regarding transportation plans and to breakdown sometimes complicated concepts in a manner that a lay person can grasp.

We gave voice to a population that is frequently left out of policy conversations when it comes to transportation planning. We were able to involve families in a manner that provided them with a platform to share their needs and priorities.

***What is a message you would like to share with the City about transportation needs in the Bayview?***

The Bayview is isolated from the rest of the City. Many families struggle to get to work and school. Food access is an issue; the Bayview is still a food desert, so connecting with basic needs is a challenge. Many families we work with who have infants or toddlers in strollers shared that taking the bus can be difficult. They are sometimes left at the bus stop, especially when the bus is overcrowded. Public safety is important, so increased lighting at the transit stops was requested. Finally, community shuttles could assist in connecting families to school, work, and food in a less stress-filled manner.

***What is a message you would like to share with the City about transportation needs in the Bayview?***

I think that it is always important for City agencies to be inclusive and respectful of those who are most impacted by its policies. It takes time to shift culture, but this is a start. Funding is frequently an issue, and it is important to educate families about transportation and transportation policy.

**PROFILE: HUNTERS POINT FAMILY**

Hunters Point Family is a grass-roots, community-based organization that provides holistic programs supporting education, leadership and workforce development to low income At-Risk youth.

***What is your role within the Bayview CBTP and what do you consider the most important outcome of your involvement?***

Our role was to provide community outreach along with our youth from one of our programs "Girls2000" during Phases 1 and 2. The most important outcome was seeing the video "Next Stop" come to life.

***What is a message you would like to share with the City about transportation needs in the Bayview?***

The Bayview has long been overlooked, mistreated and undervalued. We hope that with the demographics changing, the City will no longer look down on the Bayview, but treat it as it has always deserved. The Bayview has its share of issues like many other communities in the City. However, we do also have hard working taxpaying citizens that work and are educated outside of the Bayview, and after a long day of work they should have the same service that people from other areas have.

***Do you think the Bayview CBTP will help meet transportation needs in the Bayview? If so, how?***

Not really. Some things will be fluffed up because of the newer demographics but the Bayview is still the Bayview. We'll maybe see a few shiny new things being done to make it seem like there is a change, but it won't last. After all the Bayview is just the Bayview.

PROFILE: BAYCAT

BAYCAT exists to end racial, gender and economic inequity by creating powerful, authentic media while diversifying the creative industry. BAYCAT is changing the stories that get told and the storytellers who get to tell them by educating and employing low-income youth, young people of color and young women in the Bay Area, and by being story strategists for organizations that tackle the world's problems.

***What is your role within the Bayview CBTP and what do you consider the most important outcome of your involvement?***

BAYCAT's role is to use storytelling to amplify important messages from our youth and the greater Bayview community. In Spring 2019, our youth Crew partnered with SFMTA and Girls 2000 to create a video that offers Bayview-Hunters Point youth a platform to express their concerns and hopes for the future when it comes to equitable transportation.

The video can be viewed at: <https://youtu.be/S8X3hTRt624>

GIRLS2000 PROGRAM & YOUTH SUMMIT

The youth voice is commonly overlooked in the planning process despite being some of the most vulnerable to transportation changes. As a part of youth engagement for the Bayview Community Based Transportation Plan, SFMTA worked closely with Hunters Point Family's GIRLS2000 program and BAYCAT Academy to encourage youth to "sound off" on transportation challenges. The collaborative project, entitled **Next Stop: GIRLS2000 + SFMTA**, was youth-led from beginning to end.

Over the course of three months, students from BAYCAT Academy and GIRLS2000 worked together to produce a short documentary – taking the lead from inception to production. Through the film, students advocated for improved access to transit, safety on Muni, and a call to action to their peers, encouraging them to reach out to government leaders or organize at school to help prioritize transportation needs for youth in the City.

Students from GIRLS2000 also participated in a curriculum designed for the Bayview CBTP to expose youth to careers in transportation engineering and planning, including outreach activities and a youth transportation workshop. As part of the program, youth ambassadors from the GIRLS2000 held a pop-up outside of Foods Co, the only major grocery store in the Bayview. The pop-up provided informational materials about the project and solicited input from residents via the priorities and participatory budgeting worksheets.

The GIRLS2000 program also helped coordinate a youth transportation summit with SFMTA engineer Ariel Ward. District 10 Supervisor Shamann Walton made a surprise appearance at the summit to publicly unveil the SFMTA “Ride for Rosa” campaign, celebrating the contributions of civil rights leader Rosa Parks during Women’s History Month. The event included a panel discussion featuring diverse SFMTA staff discussing their career path and suggestions for youth interested in transportation.

The students were invited to the SFMTA office in April 2019 to share about their experience helping with the transportation plan and be acknowledged by executive leadership. The students offered invaluable insight, wit and much laughter to the Bayview Community Based Transportation Plan.

We are especially grateful to Roslyn Bell from Hunters Point Family and GIRLS2000.

## PART IV COMMUNITY ENGAGEMENT

"To prevent our community from feeling alienated, it takes more than a community meeting and serving refreshments at the launch."

- Dee Hillman

### Phase 1

#### **PLAN PRIORITIES**

##### **Approach**

The project team took the top 10 themes from the Plan Review and asked residents to order those themes to express their highest transportation priorities. By reordering priorities, the exercise helped residents understand how their current priorities may not actually align with the stated priorities of previous plans and studies. Display boards and worksheets were translated into Spanish and Chinese, available online and in paper.

##### **Data**

The results from the Plan Priorities showed significant variations from the order of themes identified in the Plan Review. Focus on safety, especially for pedestrians and transit users, were the predominant priorities among residents. Improved transit service and congestion solutions also ranked highly. New mobility options and bicycle infrastructure and safety ranked lowest among residents.

## **PRIORITY CORRIDORS**

### **Approach**

21 “priority corridors” were assembled from a combination past plan data, the High Injury Network, community interviews, and resident input. Worksheets asked residents to identify streets in the Bayview regardless of “priority corridor” identification, and indicate what modes of travel they use, and up to 3 things they like or don’t like about the street today. Worksheets were translated into Spanish and Chinese, available online and in paper.

### **Data**

Third Street had by far the highest priority, followed by Evans Avenue/Hunters Point Boulevard. 60% of worksheets selected a pre-identified priority corridor, 30% identified another street in the Bayview, and 10% identified streets outside the study area. 10% of worksheets identified specific intersections in need of improvements.

16 of the original 21 priority corridors were selected by residents, as well as an additional 16 non-priority corridor streets.

### ***Outreach Summary***

The first phase of outreach for the Bayview Community Based Transportation Plan stretched from July 2018 to October 2018, during which time we:

- Attended 21 events
- More than 100 SFMTA staff hours in the Bayview
- Engaged with over 1,500 residents
- Collected 234 ideas for participatory budgeting
- Conducted a plan priorities exercise with 284 residents
- Conducted a priority corridors exercise with 137 residents
- Collected over 200 comments from residents

### ***Event Highlights***

#### **Bayview Live**

Bayview Live is an annual arts & music festival held on Egbert Avenue in the southern area of the Bayview. The Bayview CBTP team staffed a table at this event.

#### **Community Workshop**

A coordinated effort between SFMTA, BMAGIC, CYC, and El Centro, the workshop was held at the Dr. George W. Davis Senior Center with promotion from community partners, District 10

Supervisor's Office, Streetsblog, Hoodline, and other news outlets. The workshop featured meals, childcare, and Spanish and Chinese interpreters, with the intention of removing barriers to participation.

### **Hunters Point West Back to School Backpack Giveaway**

The Hunters Point West Back to School backpack giveaway was organized by the SF Housing Development Corporation where free backpacks and school supplies were given in exchange for tabling engagement. The Bayview CBTP team staffed a table that included a priorities game and a prize wheel.

### **Alice Griffith Housing Development Tenant Meeting**

The Alice Griffith housing development is a former public housing property, and current HOPESF project, with new mixed-income development replacing the original buildings. The Bayview CBTP and Southeast Muni Expansion teams attended the Alice Griffith tenants meeting and shared project information, took comments, and circulated participatory budgeting worksheets.

### **Foods Co. Pop-Up**

Foods Co. is one of the only grocery stores in the Bayview Hunters Point neighborhood. In partnership with Hunters Point Family and four youth ambassadors from their Girls2000 program, the project team held a three hour pop-up outside of Foods Co. The pop-up provided informational materials about the project and solicited input from residents via the priorities and participatory budgeting worksheets.

### **Top 10 Corridors**

Based on Phase 1, the project team filtered down the top 10 streets to focus on for infrastructure solutions. These corridors were:

- 1. 3rd Street**
- 2. Evans Avenue/Hunters Point Boulevard/Innes Avenue**
- 3. Oakdale Avenue**
- 4. Silver Avenue**
- 5. Williams Avenue**
- 6. Quesada Avenue**
- 7. Carroll Avenue**
- 8. Hudson Avenue/Kiska Road**
- 9. Phelps Street**
- 10. Jennings Street**

## **PHASE 2**

### **COMMUNITY PROJECT PREFERENCES**

#### **Quick Build Project Preferences**

Using Phase 1 corridors, the project team identified potential Quick Build project locations across the Bayview for implementation in late 2019 and early 2020. Residents were asked to rank

locations for order of implementation. Project locations included 3rd Street, Oakdale Ave, Williams Ave, Evans Ave, Carroll Ave, and Innes Ave. Worksheets were translated into Spanish and Chinese, available online and in paper.

### **Long-Term Project Preferences**

Long-term project preference worksheets focused on projects for specific corridors. Residents were asked to score potential projects on a scale of Important to Not Important, as well as offering a “Don’t Build It” option for projects to which they strongly objected. The project team included potential impacts and trade-offs of future investments for a more nuanced assessment of projects by residents. Worksheets were translated into Spanish and Chinese, available online and in paper.

Crosswalk improvements on Williams Avenue & Innes Avenue, lighting & bus stop improvements on Oakdale Avenue, and traffic calming on streets in Hunters View ranked highest with residents.

### **EQUITY INDEX**

To help ensure project would provide the greatest benefit to the Bayview’s most vulnerable residents, the project team developed an “Equity Index”: a map depicting the concentration of different vulnerable groups within the Bayview. Areas with higher percentages of vulnerable residents would be prioritized for the location of proposed projects.

During Phase 2, residents were asked to define “vulnerable communities” to better represent need in the Bayview and calibrate the Equity Index to realities in the community. Worksheets were translated into Spanish and Chinese, available online and in paper.

During community calibration of the Equity Index, residents were also asked how much an Equity Index should figure into project selection versus direct resident input.

### ***Outreach Summary***

The second phase of outreach for the Bayview CBTP stretched from January 2019 to March 2019. During that time, the Bayview CBTP Team:

- Attended 20 events
- More than 125 SFMTA staff hours in the Bayview
- Engaged with over 1,100 residents
- Signed up 41 residents to develop proposals for Participatory Budgeting
- Collected 261 worksheets on short-term and long-term project preferences
- Collected input from 257 residents on Prioritizing Investments
- Collected over 200 comments from residents (non-worksheet input)

## *Event Highlights*

### **Shekinah Christian Fellowship**

Through a connection with Dee Hillman, project information was shared to the full congregation of approximately 80-100 residents before a service. Residents expressed strong interest in transit improvements, especially the T Third and 54.

### **Black Cuisine Festival**

The Festival is an annual event organized by Bayview Senior Services, featuring a wide range of foods, Bayview restaurateurs, live music, and vendor booths. The Bayview CBTP team sponsored and hosted a table during the event. Over 750 people attended the Festival.

### **Lunar New Year & Black History Month**

The Lunar New Year & Black History Month Celebration is an event jointly hosted by CYC and the Bayview YMCA. The event celebrates Asian & African American culture in the Bayview by bringing the two groups together. The Team partnered with youth volunteers who were bilingual in Cantonese and able to walk residents through the worksheet materials.

### **Youth Transportation Summit**

The project team jointly organized a transportation summit with outreach team member Hunters Point Family and the Girls2000 program. The Summit included a professional panel, an urban design workshop, and the unveiling of the "Ride for Rosa" initiative to celebrate the contributions of civil rights leader Rosa Parks during Women's History Month.

## PHASE 3

### **PROPOSED PROJECTS**

The project team used outreach data to develop an exhaustive list of all potential projects in the Bayview. The list was then filtered for Priority Corridor locations identified in Phase 1, project type preferences identified in Phase 2, and areas with high Equity Index scores. This resulted in 101 discrete projects ranging from crosswalk enhancements, new bikeways, improved street lighting, new bus shelters, and traffic calming measures.

Because of the large area of the Bayview study area and the large number of proposed projects, worksheets were split into four geographic quadrants. Each worksheet displayed an updated map showing all projects within a single quadrant with voting and comment options.

#### **NORTHWEST**

**Projects focused on two key corridors: Oakdale and Evans, and the residential areas between Phelps and 3rd.**

#### **NORTHEAST**

**Projects focused on improving crosswalk safety and transit access for affordable housing residents in Hunters View.**



## **SOUTHWEST**

**Projects spanned a wide range of modes including bike, pedestrian, and traffic calming improvements.**

## **SOUTHEAST**

**Projects focused almost exclusively on pedestrian safety & access improvements along north-south corridors.**

### ***Outreach Summary***

The third phase of outreach for the Bayview Community Based Transportation Plan stretched from May 2019 to August 2019. During that time, the Bayview CBTP Team:

- Attended 23 events
- More than 70 SFMTA staff hours in the Bayview
- Engaged with 1,275 residents
- Worked with over 45 Project Champions to craft 19 eligible proposals for a public ballot
- Collected 368 public ballots for Participatory Budgeting
- Collected 212 Proposed Project worksheets
- Collected over 200 comments from residents

### ***Event Highlights***

#### **Rafiki Coalition Black Health & Healing Summit**

Monique LeSarre, executive director of the Rafiki Coalition, serves on the Participatory Budgeting Community Steering Committee and invited the project team to attend this event. The annual event featured vendors, booths, live music, performances, free food, and a slate of speakers. Approximately 250 residents attended the summit.

#### **Community Youth Center Chinese Language Workshop**

The team attended a CYC-organized luncheon for a largely Chinese-speaking group of seniors. CYC provided interpreters and invited three Chinese-language news outlets to cover the event.

#### **El Centro Bayview Spanish Language Workshops**

The El Centro workshop was attended by 15 mothers and their children. Comments focused on safety, transit access, and Muni bus policies that they felt were unfriendly to mothers with children.

The project team later attended an El Centro back-to-school event and got input from over 50 families. El Centro provided interpreters for the event.

## **BMAGIC Back to School Event**

The project team staffed a table with multiple display board activities as well as worksheets and PB ballot materials. Families attending the event were provided a “passport” that needed to be stamped by specific tables across the event before they could receive a free backpack & school supplies.

## **Bayview YMCA Senior Lunch**

After meeting Bayview YMCA coordinator Shervon Hunter at the Rafiki Black Health & Healing Summit, the Bayview CBTP team was invited to attend a monthly seniors lunch hosted at the Bayview YMCA. Approximately 120 seniors attended the event.

## **PARTICIPATORY BUDGETING**

### ***Overview***

The Bayview CBTP conducted a Participatory Budgeting (PB) exercise to democratize the use of \$750,000 in transportation investments allocated to the PB effort. Funded through a Lifeline Transportation Program grant and Proposition K Transportation Sales Tax funds, the exercise is meant to make government more responsive to community needs and build greater capacity and understanding of local government work in low-income communities.

The PB exercise for the Bayview CBTP was held in parallel with our year-long public engagement process. The three stages of Participatory Budgeting (idea gathering, proposal development, and public vote) were aligned with the three stages of public outreach to ensure maximum engagement with PB and minimize burnout or confusion among residents. PB schedule below:

- FORM STEERING COMMITTEE - June 2018 - August 2018
- COLLECT IDEAS - September 2018 - December 2018
- DEVELOP PROPOSALS - January 2019 - June 2019
- PUBLIC VOTE! - July 2019 - August 2019
- FUND, IMPLEMENT, MONITOR - January 2020 - January 2023

## **COMMUNITY STEERING COMMITTEE**

The MTC Lifeline Transportation Program guidelines required the formation of a Community Steering Committee as part of participation in the PB exercise. The purpose of the Community Steering Committee was to finalize the Rulebook for PB, review and comment on PB activities during all stages, and to inform and promote public engagement with the community. The

Community Steering Committee was assembled in August 2018 and met five times between September 2018 and June 2019.

The guiding principles for the Community Steering Committee were:

- **THE COMMITTEE MUST REFLECT THE COMMUNITY** – Committee members were chosen intentionally to represent the full diversity of the Bayview.
- **COMMITTEE WORK MUST BE VALUED** – Committee members were offered compensation for their participation. The deep community roots and insight have critical value to our work, and they deserve payment for the value they bring.
- **COMMITTEE WORK MUST HAVE POWER** – The Community Steering Committee was empowered beyond the requirements of the MTC Lifeline guidelines. The committee held approval power over the ballot layout, the voting process, and which eligible proposals were placed on the ballot.

## **IDEA GATHERING**

In summer/fall of 2018, residents were asked to share their ideas for how Lifeline funding could improve transportation for the Bayview community. Over 250 ideas were collected and reviewed by our agency partners for funding eligibility. The eligibility results were reviewed by our Community Steering Committee, which contested two determinations of ineligibility. After review, both ideas were ruled eligible for funding.

**The remaining eligible project ideas were consolidated and filtered down to 11 types of projects (such as transit service, transit safety, or intersection improvements) that could receive Lifeline funding.**

## **PROJECT CHAMPIONS**

In the winter/spring of 2019, 50 residents were recruited as “Project Champions” to help turn project ideas into real proposals with scopes, schedules, and budgets. Project Champions signed up for any number of the 11 types of eligible projects and were organized on Google Groups to develop proposals. Each group was provided key information, critical prompt questions, and additional resources for their project types. Each group was assigned an SFMTA liaison that could answer questions and provide technical assistance.

## **PROPOSAL DEVELOPMENT**

Over the spring of 2019, Project Champion groups worked on proposals for review by the Community Steering Committee. In total, 19 eligible proposals were submitted. The Community Steering Committee reviewed proposals for eligibility according to the PB Rulebook and eventually voted on which eligible proposals to place on the public ballot. The Community

Steering Committee voted down 4 eligible transit service proposals and 1 eligible transit safety education program. Committee members felt the transit proposals were too costly for the small service increases provide; Committee members objected to the transit safety education proposal because it was championed by an organization outside the Bayview. 15 total proposals were approved for the PB ballot.

Given the eligibility restrictions of the grant, there were a wide range of community priorities that did not make the ballot – many of them because their budget was larger than the funding available through Participatory Budgeting. Many of those community priorities are reflected in our Policy Recommendations section of the plan, the most prominent among them being: a community shuttle, a T-Rapid bus line, and increased T Third service.

## **PUBLIC BALLOT**

In addition to approving the proposals for the public ballot, the Community Steering Committee also informed the public voting process, including the duration of the voting period, rules for voter eligibility, ballot box locations, and approval of ballot layout & voting materials.

The voting period took place from July 1st to August 17th in 2019. There were 19 ballot boxes distributed across the Bayview, with ballots available in English, Spanish and Chinese. Ballots in all 3 languages were also made available online. Over 2,000 flyers promoting the voting period were distributed across the Bayview and an ad was taken out in the SF Bay View newspaper.

**At the end of the voting period, 368 ballots were collected – comparable in size to previous Participatory Budgeting exercises in District 10.**

In-person voting represented about two thirds of the total ballots cast. There were striking disparities between the profile of online voters versus in-person voters.

In-person voters were overwhelmingly people of color, had greater representation from youth and seniors, and more than two thirds of in-person voters qualify for low-income Lifeline transit passes.

## **FUNDING AND FINAL REVIEW**

After counting votes, seven projects were awarded funding through the Participatory Budgeting exercise. After approval from both the SFCTA Board of Directors and the MTC Commission, funding for these projects will be disbursed to SFMTA. The SFMTA will implement all projects within three years and will monitor the ongoing progress of Transit Assistant staffing.

Table 9: Approved PB Projects

FUNDED PROJECTS	VOTE SCORE	PROJECT COST
3 Transit Assistants*	489	\$620,000
Crosswalk upgrade: Bayshore Blvd at Silver Ave	432	\$10,000
Crosswalk upgrade: Williams Ave at Apollo St	415	\$75,000
Crosswalk upgrade: Bayshore Blvd at Donner Ave	340	\$25,000
Crosswalk upgrade: 3rd Street at Van Dyke Ave	305	\$25,000
New bus shelter: Oakdale Ave at Phelps St	301	\$7,500
New bus shelter: Hudson Ave at Ingalls St	258	\$7,500

\*the highest vote-getting proposal, a service increase for the 44 O'Shaughnessy, was ultimately funded through another funding source at the request of Supervisor Walton. This allowed for the next-highest ballot item, Transit Assistants, to receive funding.

#### PART V PROJECTS & POLICIES

"If Third Street doesn't have room for a protected bike lane, Bayshore Blvd could be a good north/south route, connected to the rest of the Bayview on quieter east/west streets."

- Spring 2019 workshop

PROJECT MAP

All Proposed Projects - \$8.63 Million

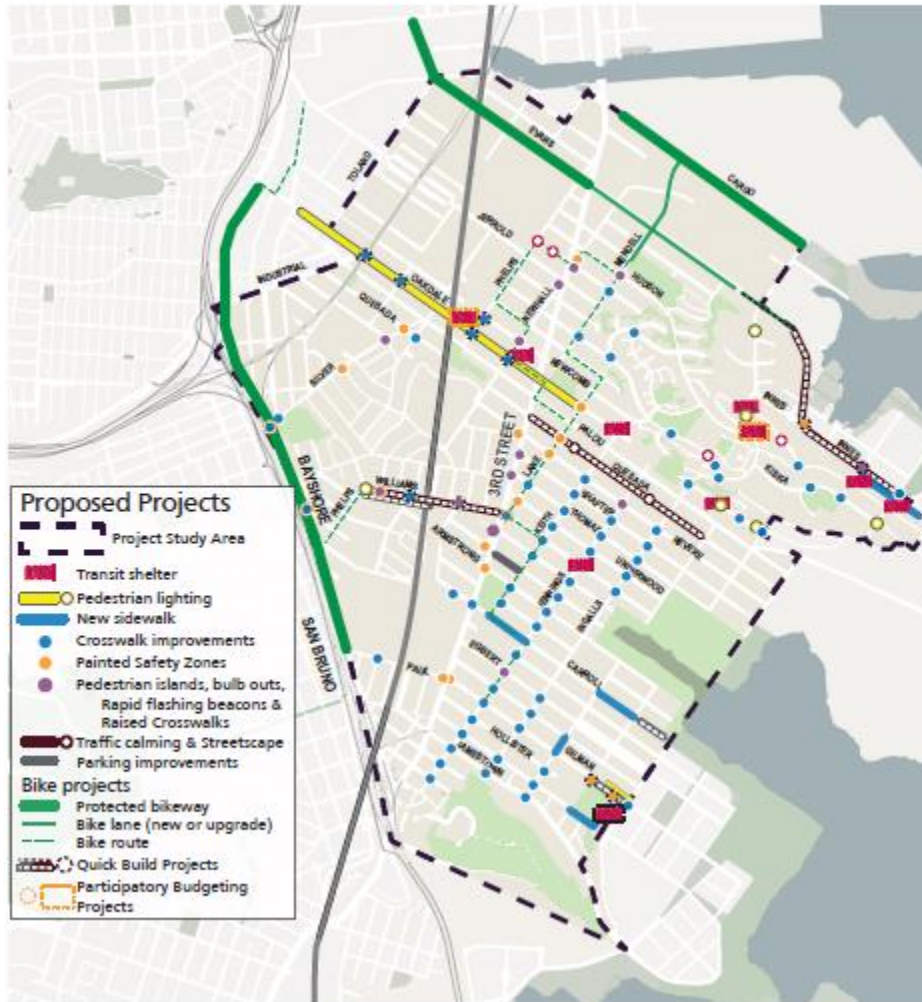


Figure 7: Proposed Projects

## All Prioritized Projects - \$3.63 Million



Figure 8: Prioritized Projects

### FUNDING

#### FUNDING SOURCES AND RESTRICTIONS

Identified funding falls into three categories for project work, representing \$3.63 million of investment in transportation improvements for the Bayview. These categories are:

**QUICK BUILD - \$600,000** – Projects meant to be delivered as a rapid response to identified community need. Typically uses low-impact or temporary treatments like paint and post bollards, with the intent of implementing additional permanent solutions in concrete at a later date.

**PARTICIPATORY BUDGETING - \$750,000** – Projects co-developed with the community through a Participatory Budgeting process and voted on in a public ballot. The project list includes funding for Operations and funding for Capital projects. Funds must be expended within a 3-year Lifeline Transportation Grant timeline.

**5-YEAR INVESTMENT PLAN - \$2,280,000** – A list of capital infrastructure projects developed and prioritized by residents during one year of public engagement events. Over fifty projects are identified for implementation over the next five years, representing the highest priorities of the Bayview community.

Project funding comes from two sources. Proposition K funding will be utilized for Quick Build and 5-year Investment Plan projects identified in the Bayview CBTP. Prop K is a half-cent sales tax administered by the SFCTA. It includes 21 programmatic categories such as street resurfacing, new signals and signs, and transit enhancements. Bayview CBTP funding comes from the Traffic Calming category, a program to improve neighborhood streets so they are safer for all users - pedestrians, cyclists, transit riders, and drivers. Eligible uses include projects and programs that reduce auto traffic speeds and improve pedestrian and bicyclist safety and circulation.

The funding for projects chosen through Participatory Budgeting come from the MTC's Lifeline Transportation Program. Projects funded by this program must address transportation gaps or barriers identified by community-based transportation plans or other local planning efforts. This funding source is designed to meet mobility and accessibility needs and to serve the Bay Area's low-income communities. \$150,000 in Proposition K sales tax funds will serve as the required 20% local match for the \$600,000 in Lifeline Transportation Program funding.

### **ENVIRONMENTAL CLEARANCE**

Over the course of the last 2 years, a three-stage public engagement process was held to develop and refine the program areas, strategic actions and recommendations. The Plan reflects the shared priorities and actions that will need to be prioritized and implemented in the years ahead to meet community-defined goals.

The investments recommended by the Plan would not commit the City to a definite course of action in carrying out any individual proposal; these actions may be considered, evaluated as appropriate under the California Environmental Quality Act (CEQA), and finally approved or disapproved individually by the applicable decision-making body at a future time.

### **FUNDING OPPORTUNITIES**

There are many funding sources outside of Lifeline and Prop K sales tax that supply funding for work carried out by the SFMTA, Public Works, and other city agencies. A table of funding sources for capital projects carried out by the SFMTA as well as a description of each one can be found in the SFMTA's Capital Improvement Program updated every other year (pages 168-187 in the current version).

SFMTA staff are responsible for matching funding to projects and programs as optimally as possible while serving all of San Francisco's residents. The SFMTA also pursues competitive funding sources and submits grant applications for specific projects and programs.

**Prop B** - Proposition B was approved by San Francisco voters in 2014 requiring the city to increase General Fund contribution to the SFMTA by a percentage equal to the City's annual population increase, accounting for both daytime and nighttime populations.

**GO Bond** - The \$500 million Transportation and Road Improvement General Obligation (GO) bond was approved by San Francisco voters in 2014 and funds critical capital investments to upgrade the transit system, improve service, enhance safety and accessibility, and renovate Muni's maintenance and storage facilities. This funding source is utilized by the SFMTA to supply its services to all of San Francisco including the Bayview.

**NTIP** - As part of the Proposition K sales tax program, the Neighborhood Transportation Improvement Program (NTIP) allows each member of the Board of Supervisors to set priorities for \$100,000 per five years of planning funding and \$600,000 per five years of capital funding for transportation projects within their districts.

**Prop AA** - Proposition AA is a ten-dollar San Francisco Vehicle Registration Fee that generates about \$5 million a year for transportation since it was approved by voters in



2010. Funds are administered by the San Francisco County Transportation Authority to local projects in three program areas: Street Repair and Reconstruction 50%, Pedestrian Safety 25%, and Transit Reliability and Mobility Improvements 25%.

**Prop K** - Proposition K is a half cent sales tax administered by the San Francisco County Transportation Authority funding transit, paratransit, streets and traffic safety, and transportation systems management/strategic initiatives. This funding is divided into 44 expenditure plan categories.

**ATP** - The Active Transportation Program (ATP) is a statewide grant funding source for the construction of projects encouraging active transportation. This grant source is specifically interested in funding projects in disadvantaged communities that have been vetted by the community through thorough outreach processes. The Bayview directly qualifies as a disadvantaged community in the City of San Francisco.

**MTC and SFCTA Lifeline** - The Lifeline Transportation Program (Lifeline) funds projects that expand mobility options for all Bay Area residents. The program goal is to fund transportation projects that are developed by a collaborative, inclusive process to meet mobility and accessibility needs in the Bay Area's low-income communities.

**STEP Grant** - The California Air Resource Board (CARB) Sustainable Transportation Equity Project (STEP) is a new transportation equity pilot that aims to reduce greenhouse gas emissions increase transportation access, and address community needs. For 2019-2020, \$20 million is available for implementation and \$2 million for planning statewide.

**Many community needs, especially those relating to transit service, are outside the committed funding sources for this plan. These needs must be addressed in future allocations of funding, either through pursuit of outside grant funding sources or through reallocation of SFMTA operating funds.**

## TYPES OF PROJECTS

The projects recommended through Quick Build, Participatory Budgeting, and the 5-Year Investment Plan span a range of types of infrastructure. Infrastructure recommendations, in response to community preference, are strongly focused on safety and access improvements for transit riders and pedestrians.

## STREET LIGHTING

Street lighting is critical for promoting the personal safety of pedestrians and transit riders at night and early in the morning. Street lighting is proposed in tandem with all proposed bus shelter installations. Residents also showed the most support of all projects for increased street lighting on Oakdale Avenue. Further outreach and community coordination will be necessary to determine the type of lighting installed.

## PAINTED SAFETY ZONES & PEDESTRIAN BULB-OUTS

A Painted Safety Zone (PSZ) is an area around a pedestrian crossing where paint and plastic posts have been applied in the roadway. A PSZ helps to increase pedestrian visibility and reduces vehicle speeds while making turns at an intersection. In the Bayview, many intersection locations with perpendicular parking immediately adjacent to the crosswalk have been identified for a PSZ.

A Pedestrian Bulb-Out is an extension of the sidewalk at a pedestrian crossing to improve pedestrian visibility and safety. Pedestrian Bulb-Outs also narrow the roadway, reducing vehicle speeds. Many locations where PSZ's have been installed are good candidates for future Pedestrian Bulb-Outs.

#### RAISED CROSSWALKS

A Raised Crosswalks is a crosswalk that has been raised to the level of the sidewalk. This treatment prioritizes pedestrians and slows down vehicles when approaching the raised crosswalk. An example of a raised crosswalk in the Bayview is on Hudson Avenue at Youngblood Coleman Park. Raised Crosswalks are recommended in locations with a history of pedestrian collisions.

#### RECTANGULAR RAPID FLASHING BEACONS

A Rapid Rectangular Flashing Beacon (RRFB) is a flashing sign at an uncontrolled crosswalk meant to alert drivers to the presence of pedestrians. RRFBs, when combined with other crosswalk improvements, substantially increase the rate of drivers yielding to pedestrians trying to cross the street. The SFMTA typically seeks to install RRFBs at locations that may receive full signalization at a later date.

#### TRAFFIC CALMING MEASURES

Many of the east-west streets in the Bayview are overly wide and encourage unsafe driving speeds. A range of traffic calming measures are recommended to reduce vehicle speeds and improve pedestrian safety. Speed humps, lane striping, and intersection reconfigurations are all traffic calming measures proposed in the Bayview. On some of the Bayview's overly-wide east/west streets, converting parallel parking to angled or perpendicular parking can help calm traffic while providing greater availability of street parking.

#### NEW BUS SHELTERS

Bus shelters can provide seating, shade, and cover from wind or rain for transit riders. Especially in low-frequency areas with many seniors or residents with a disability, bus shelters are critical for transit rider comfort. Bus shelter installation can also allow for the installation of NextBus displays, providing riders with greater certainty on the arrival times for transit. Bus shelters are installed and maintained by Clear Channel as part of their advertising contract with SFMTA. Bus shelters can be a personal safety hazard if they are not provided with enough street lighting. All proposed bus shelter installations in this plan also include additional street lighting.

## CONTINENTAL CROSSWALK & CURB RAMP IMPROVEMENTS

Many intersections in the Bayview have transverse crosswalks (two white lines) or no crosswalks at all. Continental crosswalks are a striped zebra pattern at pedestrian crossings, which provides much higher visibility of pedestrians by drivers. Curb ramps are breaks in the sidewalk curb at crosswalks that allow pedestrians with mobility disabilities or wheeled devices like strollers to safely access a pedestrian crossing. Many intersections in the Bayview are either lacking curb ramps or have curb ramps that no longer meet city standards.

## BIKE NETWORK IMPROVEMENTS

Bike network improvements in the Bayview include a wide range of treatments tailored to the context of the neighborhood. On major streets and key access routes to and from the Bayview, protected bike lanes that physically separate people on bikes from traffic are proposed. In the residential neighborhoods in the Bayview, bike routes that have a lighter footprint and don't require the removal of parking or travel lanes are proposed. Bike network improvements in this plan focus on robust bike network around the edges of the Bayview connecting to the rest of San Francisco and creating low-stress neighborhood bike route options for north-south streets so people on bikes can avoid Third Street.

## HOW PROJECTS WERE DEVELOPED

### PROJECT PROCESS DURING PUBLIC ENGAGEMENT

The project list was developed through a process that was anchored in the priorities of the community during each stage of public outreach, as documented in Chapter 4. At each stage, we built off of what we'd previously learned to build a set of projects that validates and reflects the community.

- Summer 2018 – Plan Review & Mobility Conditions (SFMTA)
- Fall 2018 – Validate Transportation Priorities (Public Input)
- Fall 2018 – Identify Priority Corridors (Public Input)
- Fall 2018 – Collect PB Ideas (Public Input)
- Winter 2018/19 – Develop Project Concepts on Priority Corridors (SFMTA)
- Winter 2018/19 – Refine PB Ideas into eligible project types (SFMTA)
- Winter 2018/19 – Rank Quick Build project options (Public Input)
- Winter 2018/19 – Rank project concepts, including tradeoffs & benefits (Public Input)
- Winter 2018/19 – Sign up Project Champions for eligible PB projects (Public Input)
- Spring 2019 – Community-defined Equity Index (Public Input)
- Spring 2019 – Develop Quick Build projects (SFMTA)
- Spring 2019 – Develop Proposed Projects map (SFMTA)
- Spring 2019 – Project Champions develop PB proposals with SFMTA staff (Public Input)
- Spring 2019 – SFMTA confirms commitment to eligible proposals (SFMTA)

- Summer 2019 – Community Steering Committee approves PB ballot (Public Input)
- Summer 2019 - Prioritize Proposed Projects (Public Input)
- Summer 2019 – Public vote on PB proposals (Public Input)
- Fall 2019 – 5-year Investment Plan (SFMTA)
- Fall 2019 – PB Project List (SFMTA)

#### QUICK BUILD PROJECTS

There are four types of projects recommended in this plan, differentiated by funding source or implementation schedule. Combined, these four project types represent more than \$8.35 million in project need across the Bayview. Because committed funding sources only total \$3.63 million, there is a funding deficit of \$5 million to achieve full implementation of all plan recommendations.

#### QUICK BUILD PROJECT PROCESS

Quick Build projects are a way to demonstrate commitment to the Bayview community and build trust in the plan process. In spring of 2019 the project team identified six potential Quick Build projects, with residents given the opportunity to rank their preference for implementation. The streets identified for Quick Build were 3rd Street, Evans Avenue, Innes Avenue, Oakdale Avenue, Williams Avenue, and Carroll Avenue.

In the summer of 2019, three additional projects were added to Quick Build at the request of District 10 Supervisor Walton: Hunters Point Boulevard, Quesada Avenue and Alice Griffith. All three streets closely align with proposed projects prioritized by the community.

OAKDALE AVENUE QUICK BUILD includes a updated crosswalks on Oakdale Avenue at Selby St, Rankin St, Phelps St, and the intersection of Phelps St at Newcomb Ave. It is anticipated for completion in by Winter 2020.

HUNTERS POINT BOULEVARD QUICK BUILD includes a road diet, bike lane improvements, and pedestrian crossing improvements. It is anticipated for completion in by June 2020.

WILLIAMS AVENUE QUICK BUILD includes a road diet, pedestrian refuge islands, crosswalk improvements, and converting parallel parking into angled parking. It is anticipated for completion by June 2020.

QUESADA AVENUE QUICK BUILD includes the removal of traffic islands that have become roadway hazards, their replacement with speed humps, new roadway striping to visually narrow the roadway for drivers, and crosswalk improvements. It is anticipated for completion in Fall 2020.

ALICE GRIFFITH QUICK BUILD seeks to improve parking availability for the extremely isolated Alice Griffith HOPESF housing site. This project includes conversion of parallel parking on Carroll Avenue and Gilman Avenue to angled and perpendicular parking, traffic calming elements on

Gilman Avenue, and painted safety zones for crosswalks. It is anticipated for completion in Summer 2020.

Remaining Quick Build locations are anticipated for completion in Fall of 2020.

## PB PROJECTS

### PB PROJECT LIST PROCESS

The PB Project List was developed through the Participatory Budgeting process, led by the Community Steering Committee and the PB Rulebook developed and adopted by the committee. Following a public ballot period in the summer of 2019, PB vote results and project list recommendations were shared with agency partners at SFCTA, MTC, and District 10 Supervisor Walton.

At the request of District 10 Supervisor Walton, an alternative source of funding was found for the implementation of the highest vote-getter: a service increase on the 44 O'Shaughnessy. With alternative funding in place, this allowed for funding of the next-highest scoring project: staffing three additional MTAP Transit Assistants on transit lines in the Bayview. Transit Assistants provide an unarmed safety presence on transit lines as well as transit wayfinding assistance, a high priority among the Bayview community. Due to the difficulty of securing MTAP funding, this seemed like an optimal use of funds that still maintained fidelity to the public's voting preferences.

In addition to the MTAP Transit Assistant staffing, PB voting resulted in funding for four intersection projects and two bus shelter installations. The remaining five unfunded PB ballot items were included for consideration for funding in the 5-year Investment Plan.

## 5-YEAR INVESTMENT PLAN

### 5-YEAR INVESTMENT PLAN PROCESS

The 5-Year Investment Plan reflects residents' prioritization of the Proposed Projects Map presented during Phase 3 outreach. During the summer of 2019, residents were presented with 101 different proposed projects and asked to share their priorities for implementation.

**The scoring of projects by residents led to the selection of 53 projects across the Bayview representing \$2.47 million in transportation investment.**

In the interests of truly reflecting the voice of the community, **only resident scoring** was used in the prioritization of projects.

Table 10: Total Projects & Prioritized Projects, by Type

	Total Projects	Total Cost	Prioritized Projects
Pedestrian Projects	70	\$3,556,800	42
Streets & Lighting Projects	9	\$1,695,700	3
Transit Access Projects	13	\$426,900	7
Bike Network Projects	9	\$2,201,000	1
PB Capital Projects	6	\$150,000	6
Quick Build	4	\$600,000	4

**THE FULL LIST, REPRESENTING \$8.63 MILLION OF POTENTIAL PROJECTS IN THE BAYVIEW, CAN JUSTIFY IN THE COMING YEARS ADDITIONAL PROJECT FUNDING ALLOCATIONS TO THE BAYVIEW.**

#### POLICY RECOMMENDATIONS

##### COMMUNITY PRIORITIES & POLICY RECOMMENDATIONS

During a year’s worth of talking to residents in the Bayview, we heard a lot of needs from members of the community that the Bayview CBTP process is unable to address, but that can be brought into other planning programs or efforts so that these needs are not lost. To give those needs a voice, we are documenting all of the community’s priorities, policy recommendations for future action by the SFMTA, and current SFMTA actions supporting these goals.

#### IMPROVE MUNI BUS SERVICE

##### WHAT WE HEARD:

Muni service is slow, unreliable and infrequent. Residents feel ignored, and that other communities in San Francisco get better transit service. Certain affordable housing sites have only 1 or 2 bus lines nearby and they run infrequently during nights and weekends. Transit service doesn’t meet the needs of residents living in isolated areas, seniors, residents with disabilities, and residents with atypical work schedules.

##### POLICY RECOMMENDATIONS:

- Transit service needs to be improved for the Bayview, especially for routes to downtown, BART, and the Mission district.

- Greater frequency and reliability is needed for Lifeline bus lines like the 29 Sunset, the 44 O’Shaughnessy, and the 54-Fulton – bus lines that provide a critical link for low-income populations living at the Alice Griffith, Hunters Point East, and Westbrook affordable housing sites.

#### SFMTA ACTIONS:

- The Muni Service Equity Strategy is planning a series of transit service increases across the Bayview, pending additional staffing for bus operators.
- The Southeast Muni Expansion project will bring new bus service to the Bayview in coming years, tied to development milestones at Hunters Point Shipyard & Candlestick Point. The SFMTA is seeking funding to implement some of the recommended transit service improvements sooner, in advance of the development projects.
- The SFMTA is currently exploring service increase and route improvements for the 29 Sunset, especially for residents of the Alice Griffith affordable housing site.

### **T THIRD TRAIN SERVICE**

#### WHAT WE HEARD:

T Third train service is too slow and unreliable, with frequent train switchbacks north of the Bayview. Residents often see multiple N-Judah 2-car trains cycle through 4th & King before a single, overcrowded 1-car T Third train arrives; this makes residents feel like their needs aren’t being prioritized. Long-time residents still miss the 15-Third bus; they feel like it provided faster and more reliable service to downtown. Residents have expressed a desire for the return of the 15-Third or a new T-Rapid bus line to complement the T Third.

#### POLICY RECOMMENDATIONS:

- Prioritize signal retiming, signal priority, and other short-term measures to improve T Third speed.
- End the practice of switching back T Third trains north of the Bayview.
- Prioritize 2-car trains on the T Third line.
- Find permanent solutions to improve travel times and service on the T Third.

#### SFMTA ACTIONS:

- T Third signal retiming improvements completed in August of 2018.
- T Third began running 2-car trains starting in Fall 2019 to provide additional capacity.
- T Third switchbacks ended in April 2019, in an agreement with Supervisor Walton, as a pilot program. Consider making no-switchback policy permanent.

- Prioritize completion of the Central Subway to improve T Third travel times to downtown.

## **COMMUNITY SHUTTLE**

### **WHAT WE HEARD:**

Residents in the most geographically-isolated areas of the Bayview need a community shuttle; a bus stop even 3 blocks away can be too far when it involves going up or down steep hills. Residents need a shuttle service that can connect them to groceries, services, and regional transit. The Bayview Moves program could serve the transportation needs of community-based organizations, but needs funding and support from the City.

### **POLICY RECOMMENDATIONS:**

- Pursue grant funding opportunities to support a community shuttle program in the Bayview.

### **SFMTA Actions:**

- Continue work done during Participatory Budgeting to developing a feasible Community Shuttle program.
- Explore partnerships with potential providers for community shuttle service.

## **CUSTOMER SERVICE**

### **WHAT WE HEARD:**

Residents tell us bus shelters and transit platforms are rarely cleaned, maintained or repaired. Broken plexiglass, broken seating, graffiti, or trash can be unaddressed for months at a time. When your bus stop isn't maintained, it makes you feel like the City doesn't care about you.

Seniors, residents with disabilities, and mothers with strollers feel mistreated by some bus drivers on Bayview routes; either being denied entry to buses or bus drivers not willing to wait for them to reach the bus stop before leaving. Latinx residents have expressed concerns with bias in fare enforcement and frustration with the process of contesting tickets. For low-income residents, especially for undocumented residents that may not be willing to contest, a ticket can be a crushing burden.

### **POLICY RECOMMENDATIONS:**



- Prioritize greater emphasis & more frequent maintenance of shelters and platforms in the Bayview (shelter & platform maintenance the responsibility of Clearchannel as part of their advertising contract with SFMTA).
- Increase the number of bus drivers to allow for more service, which would provide for more flexibility and space on each coach.
- Work with residents (particularly the Latinx community) on fare enforcement concerns, how to contest tickets, and how to report biased behavior from fare enforcement officers.

#### SFMTA ACTIONS:

- Strictly enforce Clearchannel contract obligations and revisit contract terms during next negotiation.
- Assign more bus drivers to Bayview routes when the new class of operators graduates.
- When possible, assign drivers that live in the Bayview to Bayview routes.

## **PARKING**

#### WHAT WE HEARD:

The Bayview is over-parked, with more cars needing parking than legal on-street spaces. Parking is hard to find, and it's not safe to park your car far away from where you live. Prevalent sidewalk parking is hazardous for citizens with mobility issues and double-parking on 3rd Street creates transit delays and safety hazards. But without better transit service, residents feel like a car is necessary for living in the Bayview.

#### POLICY RECOMMENDATIONS:

- Boost transit service to reduce car dependence.
- Prioritize street lighting in areas with high rates of car break-ins.
- Seek non-punitive enforcement mechanisms to reduce sidewalk parking.
- Encourage community-oriented solutions to vehicle access (carshare, carpooling, etc)

#### SFMTA ACTIONS:

- Work with the Curb Management program and Parking Control Officers to develop non-punitive parking enforcement program with an emphasis on creating a safe right-of-way on sidewalks for pedestrians.
- Prioritize installation of street lighting in the implementation of the Bayview CBTP.

## **PERSONAL SAFETY**

### **WHAT WE HEARD:**

Residents frequently feel unsafe traveling in the Bayview. This is especially the case while waiting at bus stops or while riding on transit. At the same time, disagreement exists within the community over increased policing. Safety solutions need to be holistic and comprehensive.

### **POLICY RECOMMENDATIONS:**

- Provide a greater non-police safety presence, especially near transit stops and on transit.
- Install more street lighting, especially around bus stops.

### **SFMTA Actions:**

- Hire additional MTAP Transit Assistants to ride on Bayview lines. Explore program expansion to ride lines during morning commute and at night.
- Support the Community Ambassadors program.
- Prioritize installation of street lighting in the implementation of the Bayview CBTP.

## **DISPLACEMENT & JOBS**

### **WHAT WE HEARD:**

When transit investments are made in the Bayview, they are not for the residents who currently live there. Investment in the community can and should bring much needed employment opportunities to residents of the Bayview. Investments for the existing community won't do any good if they aren't there to enjoy them in five years.

### **POLICY RECOMMENDATIONS:**

- Support local jobs, training and hiring with SFMTA investments.
- Utilize SFMTA assets like bus shelter adspace to support local business.
- Explore partnerships with community-based organizations for locally-owned transportation services like bikeshare, community shuttles, or bike repair.

### **SFMTA ACTIONS:**

- Prioritize MTAP hiring from the Bayview
- Develop a Community-Based Organization on-call contract to directly hire local CBOs to support future SFMTA projects

- Explore opportunities for future Bayview CBTP implementation to be contracted through local Bayview companies.

## **BIKES IN THE BAYVIEW**

### **WHAT WE HEARD:**

Better bikeways are needed in the Bayview, but should not be the SFMTA's focus due to low ridership and cultural barriers to bicycling. A culture of bicycling must be organically developed within the Bayview so that demand for bike facilities comes from current residents. Without that, bicycling will be seen as "other".

### **POLICY RECOMMENDATIONS:**

- Support and partner with local organizations conducting culturally-relevant bike programming.
- Conduct a bike-specific planning process to identify and overcome cultural, social, and policy barriers to bicycling in the Bayview.

### **SFMTA ACTIONS:**

- Partner with SFBC for bicycle education classes in the Bayview.
- Introduce bicycle-specific programming in Safe Routes to School work in the Bayview.

## **PART VI CONCLUSIONS & NEXT STEPS**

### ***A Living Document***

The Bayview CBTP seeks to represent the values, the needs, the challenges, and the priorities of the diverse members of the Bayview community. Through this plan process, the SFMTA hopes to foster a more collaborative and responsive relationship with the Bayview. With a focus on accountability, trust and transparency, preserving the community's voice, and full city coordination, this plan provides a roadmap for the SFMTA to deliver on our promises.

This Plan is meant to be a living document: a tool for continued advocacy, accountability, and positive change for transportation in the Bayview.

### **Additional Funding**

\$8.63 million worth of projects have been identified in this plan, with only \$3.6 million currently available for plan implementation. This plan will be used in future years to advocate for additional funding be allocated to the Bayview for project implementation.

### **Policy Recommendations**

Policy Recommendations clearly lay out transportation priorities of Bayview residents that cannot be addressed through the work of the Bayview CBTP. It should provide a concise summary of future transit service, policy reform, and funding efforts to align SFMTA with the needs of the Bayview community.

### **Accountability & Impact**

The Statement of Intent document lays out a series of accountability mechanisms for the delivery of projects that come out of the Bayview CBTP, as well as an evaluation of the impact of these projects in the community.

### **Roadmap for Community Co-power**

The partnerships developed with Community Based Organizations were essential to the success of the Bayview CBTP. Similar engagement models should be considered for future work in the Bayview and elsewhere in San Francisco.

### ***Putting the Plan into Action***

In the coming years, the SFMTA Livable Streets subdivision will pursue the implementation of capital projects in the Bayview, coordinating where necessary with SF Department of Public Works and other implementing City partners.

For all future project implementation, the SFMTA will engage in further communication with Bayview residents to reconfirm support for projects and maintain connections built through the Bayview CBTP plan process.

### **Quick Build Implementation**

Quick Build projects are currently active. All Quick Build projects are anticipated to be implemented by Fall 2020.

### **PB Capital Projects Implementation**

PB Capital Projects will be implemented on a staggered schedule, due to funding availability. A portion of the capital projects funded through PB will be implemented during 2020, and the remainder will be implemented between summer 2021 and winter 2021.

**PB Transit Assistant Implementation**

MTAP Transit Assistants are scheduled to be hired and trained in spring of 2020. Following a 90-day field training period, hired Transit Assistants will be in service starting summer 2020. MTAP Transit Assistant contracts run for 3-year periods.

**5-Year Investment Plan Implementation**

Funding for design of projects identified in the 5-Year Investment Plan will become available in summer 2020. Funding for project implementation in the 5-Year Investment Plan will become available in summer 2021.

**Continuing Community Action**

The SFMTA will prioritize needs identified through the Policy Recommendations section through various initiatives and ongoing programs. The SFMTA will be responsible for reporting back to the community on progress made.