



CENTRAL MARKET ECONOMIC STRATEGY



NOVEMBER 2011

AECOM

 **SAN
FRANCISCO**
Office of Economic and Workforce Development



November 30, 2011

Dear Community Members,

Thank you for reading this report, and for partnering with us to strengthen Central Market. The Central Market Economic Strategy is the culmination of over ten months of community outreach, technical research, and collaboration of a diverse group of stakeholders. Please take time to carefully review the action plan presented here, which lays out a vision for the revitalization of the district.

Central Market is key to San Francisco's future as a vibrant, diverse, and economically thriving City. The neighborhood is at a crossroads: we now have a historic opportunity to restore Central Market to its position as a vital commercial center. By leveraging our recent successes in the neighborhood and building on existing community assets, we can create jobs and increase the quality of life for all residents. This document provides a clear road map for the City and our partners that are committed to improving the district.

Central Market will continue to be a top priority for my administration. I have directed City staff and department heads to prioritize the strategies and programs identified in this document and, to the extent that they are able, incorporate them into their regular activities and budgets. My staff is also working closely with the many stakeholders that are dedicated to the neighborhood to ensure that our efforts are complementary and collaborative. I implore the businesses, foundations, organizations and individuals that care about Central Market to direct their resources and energy toward the achievement of the community's priorities for the neighborhood. By working together, we can achieve the ambitious objectives laid out in this document and ensure that Central Market is a thriving and welcoming community for residents, artists, businesses, visitors, shoppers, and all San Franciscans.

Thank you again for your partnership and commitment to Central Market. I hope to see you on Market Street!

Sincerely,

A handwritten signature in cursive script, appearing to read "Edwin M. Lee".

Mayor Edwin M. Lee



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What is the Central Market Economic Strategy?

- A thorough community planning process to prioritize the activities, programs, and policies that will revitalize Central Market
- A **framework** for public sector activities, community-based organizations' activities, and private & philanthropic investment



1 Introduction

Central Market—the stretch of Market Street between 5th Street and Van Ness Avenue also known as Mid-Market—is a vital segment of the urban core of the San Francisco Bay Area. For over a century, the district has served as a regional center for arts, entertainment and retail. Over the past several decades, the district has struggled with high vacancy rates, a lack of private investment, physical blight, and a myriad of social challenges.

In January 2010, then-mayor Gavin Newsom directed the Office of Economic & Workforce Development (OEWD) to increase efforts to revitalize Central Market. OEWD launched the Central Market Partnership, a public/private initiative to strengthen the neighborhood, increase economic opportunities for residents, improve the selection and quality of retail in the neighborhood, and restore Central Market as San Francisco's downtown arts district. The initiative was launched as a partnership in acknowledgement of the fact that the City cannot by itself turn around the district; the revitalization of the neighborhood will require a genuine partnership of residents, businesses, property owners, community-based organizations, public sector agencies, arts groups, and other community stakeholders.

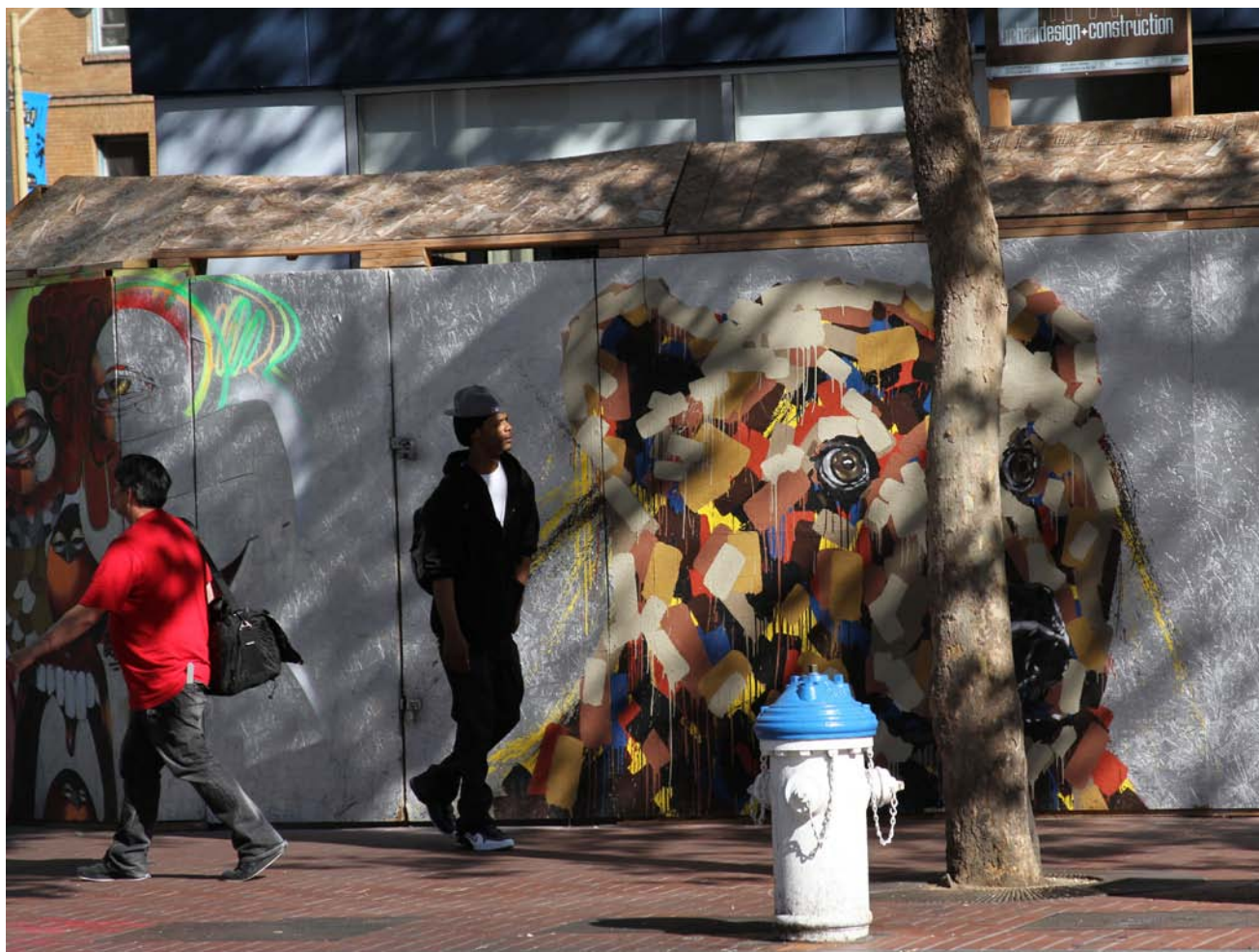
Following the launch of the Central Market Partnership, a number of funders—including the City, National Endowment for the Arts, the Rainin Foundation, Blick Art Materials, and others—invested over \$1 million in the neighborhood in 2010-2011. Those investments, combined with an immense amount of *pro bono* work and sweat equity, have yielded some significant successes, including:

- arts programming, such as the UN Plaza Arts Market, the 24 Days of Central Market annual festival, Art in Storefronts, Lights on Market Street installations;
- technical assistance and funding to enable the expansion or attraction of arts venues and organizations, including the Exit Theater, Luggage Store Gallery, Gray Area Foundation for the Arts, Boxcar Studios, Burning Man Headquarters, Film Commission Film Writing Incubator, Hospitality House Community Art Program, SF Camerawork, and PianoFight;
- attraction of small businesses and large employers, including Twitter, Zendesk, Show Dogs, Huckleberry Bicycles, and Pearl's Deluxe Burgers;
- and neighborhood marketing and promotional campaigns.

As OEWD and its partners engaged in these activities over the course of 2010, it became apparent that there are dozens of organizations and countless individuals working to improve and strengthen Central Market. However, there was no unifying framework to guide this work, and no clear method to ensure coordination and prevent duplication of efforts.

Thus, in early 2011 OEWD launched a community-oriented planning process to enable neighborhood residents and other stakeholders to prioritize the activities, programs and policies that will strengthen and transform the district. This report documents that process and presents the resulting action plan, which can serve as a roadmap for forthcoming efforts to revitalize the district.







2 Economic Strategy Overview

STRATEGY PURPOSE

The purpose of the Central Market Economic Strategy is to prioritize the economic development activities to be carried out in the district by public sector agencies, private sector and philanthropic investors, and nonprofit organizations. It is a strategic framework that can inform the work of a wide variety of stakeholders that are engaged in community and economic development, advocacy, grant-making, and other activities affecting Central Market. It identifies objectives and strategies that can address the current challenges facing the neighborhood, and that have been designated by residents and other stakeholders as the top priorities for action. Additionally, it is an iterative document that will be revised to reflect stakeholder feedback and changing conditions in the neighborhood.

GUIDING PRINCIPLES

Over the course of the project, these guiding principles were identified by residents and other neighborhood stakeholders as central to any neighborhood revitalization efforts:

- **Promote the development of a healthy, economically functional low-income neighborhood.** All San Franciscans deserve a clean, safe community with access to quality and affordable goods and services.
- **Prevent displacement of existing residents and businesses.** The long-term residents, businesses, and organizations that currently reside in Central Market should not be threatened by changes that result from the implementation of economic development activities.
- **Create a more economically diverse community.** Community stability and economic mobility will follow from the integration of economically diverse residents into the neighborhood, including more families and moderate-income households.
- **Maximize economic opportunities for everyone.** Residents should have access to jobs and career paths, and Central Market should be an environment where small businesses, employers, and arts and nonprofit organizations are able to thrive.
- **Focus on what wouldn't happen otherwise.** The energy and resources of the City and its partners should be directed toward catalytic activities. Strategies that are likely to be implemented without intervention should be de-prioritized.
- **Prioritize strategies that are implementable and sustainable.** The Central Market Economic Strategy is aspirational, but should also be realistic, achievable, and fundable.

GEOGRAPHIC AREA

Figure 1 illustrates the geographic areas covered by the Central Market Economic Strategy project. The strategy focus area covers Market Street between 5th and 11th Streets; most of the objectives and strategies in the action plan are primarily focused on improving this segment of Market Street. However, the vitality and well-being of the district are closely linked to the vitality and well-being of the adjacent neighborhoods, the Tenderloin and northwest SOMA. As such, several of the objectives and strategies are relevant to those neighborhoods, and most of the demographic data and other research collected for this study is representative of the larger study area indicated in Figure 1 (which includes the adjacent neighborhoods). The business study area represents the area within which much of the economic and commercial data was collected.

METHODOLOGY AND PROCESS

Beginning in January 2011, a team of OEWD staff, paid and pro-bono consultants, interns, and volunteers ('project staff') conducted a wide variety of activities as part of the Central Market Economic Strategy, outlined below.

Starting Point

In January 2011, OEWD kicked off the project by developing a scope of work, schedule, and list of stakeholders to be engaged throughout the project. The process was intended to:

- build on the momentum and interest developed by previous efforts;
- gather, review, and analyze data regarding the project area for use in developing strategies to stabilize and revitalize the area;
- and launch a widespread community engagement effort for the purpose of refining strategies, and prioritizing the most critical improvements for the district.

The development of the Central Market Economic Strategy was an iterative process. Continuous input from the community, combined with a technical review and analysis of existing physical, economic, and social conditions, together formed the basis for this Economic Strategy. This is a “living document” – meaning that it will be reviewed and updated periodically by OEWD and partner agencies, to indicate the status of the strategies, a reordering or priorities, or a reallocation of resources.

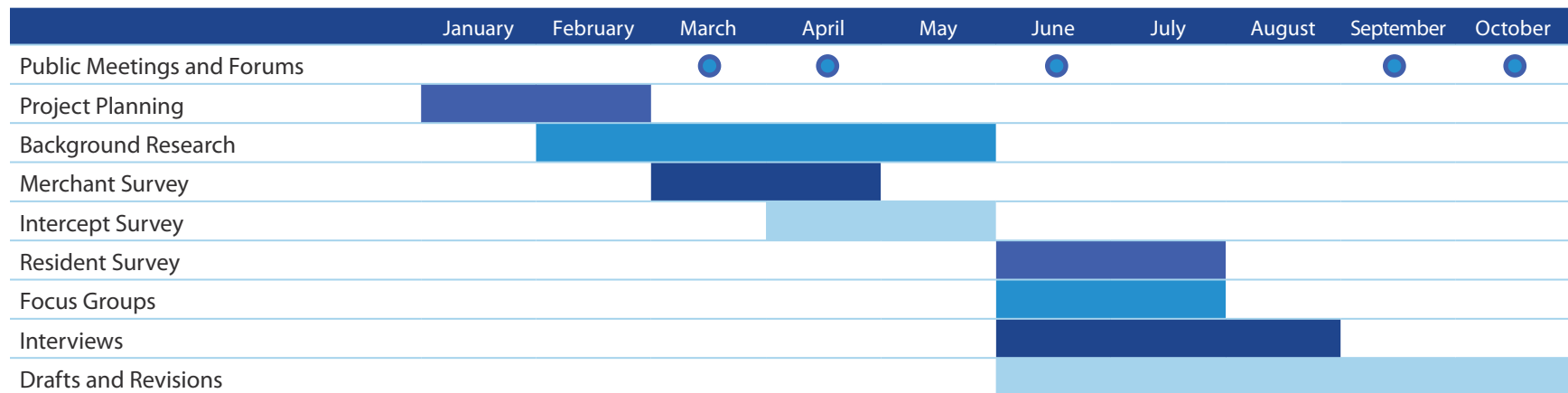


Figure 2. Project Timeline

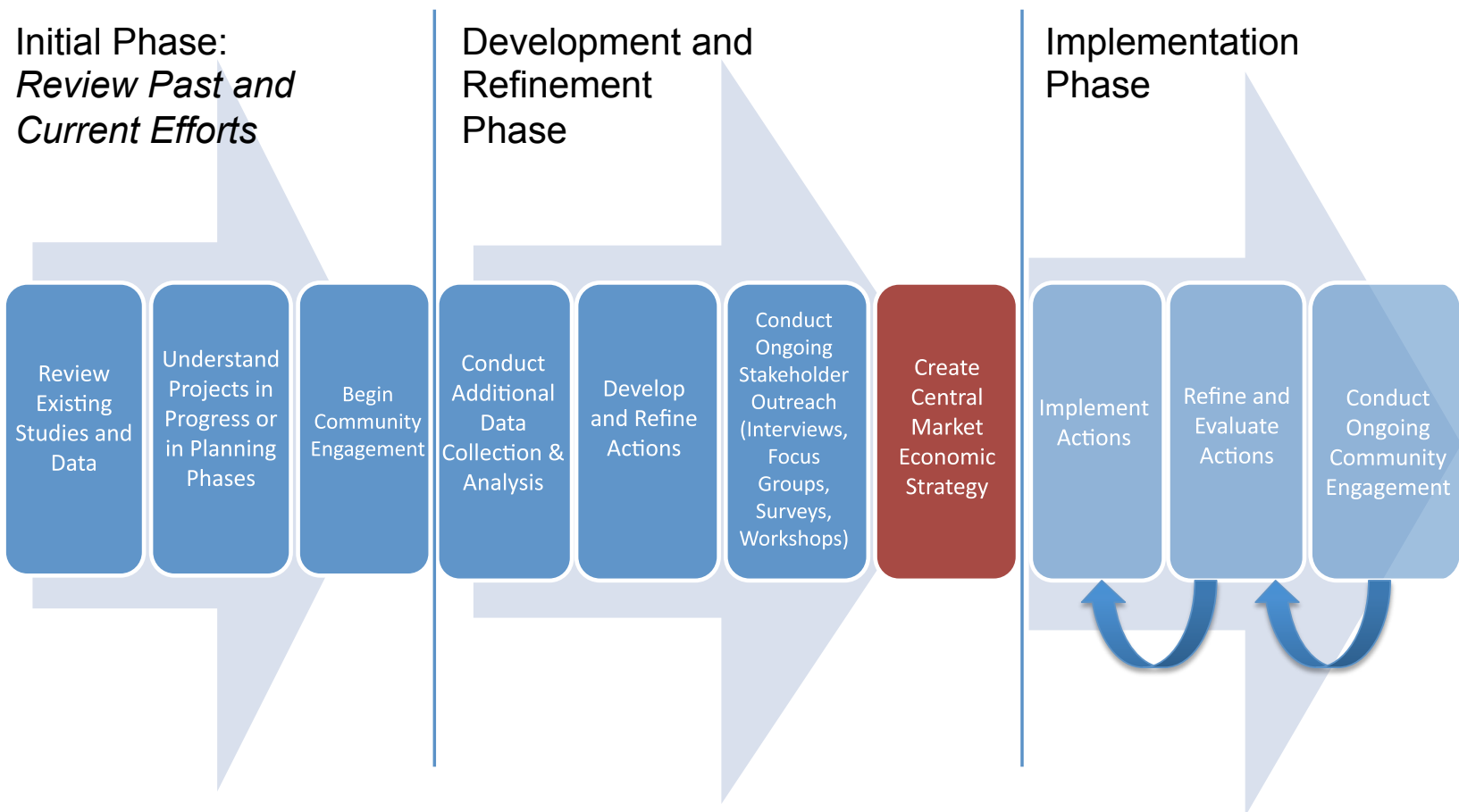


Figure 3. Project Design

Community Engagement

A robust community engagement effort was the cornerstone of the Central Market Economic Strategy process. Over the course of ten months (January - October 2011), project staff conducted four public meetings, three surveys, eleven focus groups, eighteen interviews, and through these activities spoke with nearly seven hundred people about Central Market. The complete process is outlined here:

- **Steering Committee.** On seven occasions between January and October, OEWD convened a steering committee comprised of project team members, representatives from public and nonprofit agencies that are actively involved in revitalization of the Central Market, and other interested community stakeholders. The steering committee acted as an informal advisory board, providing guidance, oversight, review, and feedback on the process and content of the project at each stage. Over time, the steering committee expanded to include more interested stakeholders.
- **Community Meetings.** OEWD and the San Francisco Redevelopment Agency (SFRA) convened a series of four Central Market Partnership meetings to share information, facilitate discussion, and gather feedback on each stage of the project. The topics of presentation and discussion included the project goal and process, research findings, attendees' general feelings and opinions about the neighborhood, and prioritization of economic development strategies. Meeting attendance was typically between 40 and 50 people; attendees included residents, workers, merchants, nonprofit organizations, artists and arts organizations, property owners, and other stakeholders.
- **Merchant Survey.** A team of graduate students at the UC Berkeley Department of City & Regional Planning conducted short interviews with a representative sample of 20 merchants in the district. See Appendix 2 for the full text and analysis of the survey.
- **Resident Survey.** OEWD, in partnership with community housing organizations and other community groups, conducted a survey of residents of Central Market and adjacent neighborhoods (124 respondents). See Appendix 3 for the full text and analysis of the survey.
- **Intercept Survey.** A team of UC Berkeley students conducted a survey of people on the street in Central Market (385 respondents). See Appendix 4 for the full text and analysis of the survey.
- **Focus Groups.** In June and July project staff facilitated 11 focus groups with approximately 110 total participants. Focus groups were generally organized by stakeholder category, including arts groups, land use and economic development organizations, housing and human services organizations, merchants, residents, property owners, historic preservation advocates, city staff, and one final 'catch-all' focus group for any interested party.
- **Interviews.** Project staff conducted 18 interviews with residents, community advocates, housing and economic development professionals, employers, foundation staff, and other key stakeholders.
- **Central Market / Tenderloin Area Citizens Advisory Committee (CAC).** In October 2011, OEWD staff made two presentations to the newly-formed CAC to discuss the project and gather feedback that contributed to revisions of the draft strategy.
- **E-mail List.** OEWD maintains an e-mail list (approximately 600 subscribers as of October 2011) of neighborhood stakeholders. Throughout the process it was used as one of several methods of communication regarding neighborhood events, surveys, etc.
- **Other Meetings and Outreach.** Project staff conducted over 20 additional meetings and presentations at various venues to discuss the project and gather information and feedback from a variety of stakeholders.
- **Website.** In August 2011, OEWD, SFRA, and the design firm Words Pictures Ideas launched www.centralmarketpartnership.org to promote the district, document the economic strategy project, and gather community feedback.

See Appendix 1 for a matrix of agencies and individuals that participated in the various community engagement activities.

Background Research, Data Collection and Analysis

Project staff collected and reviewed nearly 70 primary and secondary sources of information relating to demographics, the arts, business and economic activity, real estate, health and human services, housing, planning, tourism and transportation. Primary data sources included, for example, an inventory of businesses in the district; analysis of sales tax trends; collection and analysis of parking capacity and occupancy data; and an analysis of the provision of social services in the neighborhood. Secondary sources included past community surveys, studies, and plans; environmental impact reports for relevant projects; real estate data from brokers and firms; articles about the neighborhood from newspapers, magazines, and journals; legislation specifically relevant to the district; and other research. In addition to this research, a project consultant conducted case studies of arts and cultural districts around the nation to identify best practices that are relevant to Central Market. For a complete list of research and data sources, see Appendix 5.

Drafts and Revisions

Findings and information from community engagement and research were released periodically throughout the project, via public meetings, steering committee meetings, and dissemination via e-mail and the Internet. The matrix of objectives and strategies (Section 5 of this report) went through three public iterations of draft and revisions. Each iteration included steering committee and public meetings to review and discuss the draft; to gather feedback regarding necessary edits, additions, and deletions; and to identify which elements are the highest priority. In September and October 2011 the project team conducted prioritization exercises—including small group discussions, a written survey, and a web-based survey—whereby residents and other stakeholders were asked to choose their top 5 priorities; the results of that exercise (with approximately 150 participants) helped to inform the prioritization of items in the subsequent drafts.



3 Findings



Through the community engagement and research described above, the project team gathered a great deal of information about the neighborhood, including quantitative and qualitative data, distinctive characteristics of Central Market, and a broad range of opinions regarding the neighborhood's strengths and challenges. The key findings are presented below.

KEY NEIGHBORHOOD ASSETS

Early on, through direct research and community engagement, the project team identified a number of neighborhood assets that contribute to the health and vitality of the neighborhood. These include:

- **Central location.** Central Market is centrally located within the City and region, adjacent to other thriving and diverse neighborhoods and commercial districts (e.g., SOMA, Tenderloin, Civic Center).
- **Transit access.** The neighborhood is directly served by several MUNI lines, BART, and Golden Gate Transit, and is within reasonable distance to AC Transit, SamTrans and CalTrain.
- **Diverse population.** The population is reflective of San Francisco's overall population in that it is racially and ethnically diverse. In particular, Central Market and the adjacent neighborhoods have historically been home to a number of communities of people of Southeast Asian origin.
- **Vibrant arts and cultural community.** The neighborhood has historically been home to a variety of arts organizations, including small and large theaters, galleries, rehearsal spaces, and headquarters. Over the past two years, arts entities have increasingly expressed interest in relocating to the district.
- **Housing affordability.** A large percentage of the housing stock in the neighborhood is affordable—developed as permanently affordable housing, or as residential hotels—providing a crucial resource for people who would otherwise be unable to secure housing in San Francisco.
- **Strong nonprofit infrastructure.** Dozens of nonprofit agencies, including several of the City's leading service providers, are headquartered and/or have service sites within the district.
- **Plazas and public spaces.** The neighborhood features several large public spaces (including Civic Center Plaza, UN Plaza, Hallidie Plaza, Mint Plaza, and the Federal Building Plaza) that can be utilized for leisure, arts and performances, commercial activities, and public gathering.

TOP CONCERNS AND CHALLENGES

Residents, merchants, workers, and other stakeholders most frequently cited these items as their top concerns about the neighborhood:

- **Public Safety.** Stakeholders reported feeling unsafe in the neighborhood, and concern about the high level of criminal activity.
- **Vacant Storefronts.** Central Market suffers from higher vacancy rates than any other commercial corridor in San Francisco: approximately 30% for retail storefronts, and 50% for office space.
- **Cleanliness.** Community members cited graffiti and poor upkeep of the sidewalks as negative impacts on their experience in Central Market.
- **Homelessness.** Homelessness was one of the top concerns cited by community members, especially area residents and merchants.

When listing their top concerns, stakeholders may have cited ‘cleanliness’ and ‘homelessness’ as proxies for negative behaviors in the public realm, such as aggressive panhandling, public urination and defecation, and criminal behavior (e.g., drug dealing). Observers frequently misperceive the people engaging in these street activities to be homeless, whereas many of the people engaging in these activities in Central Market actually live in the neighborhood, in other neighborhoods, or other jurisdictions.

RESIDENTS

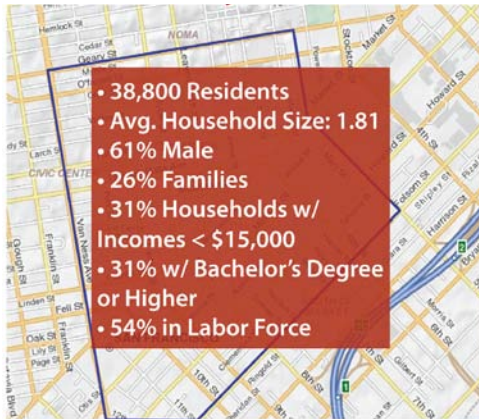
There are nearly 39,000 residents in the study area, and the demographics of the area differ from the City overall in a number of ways, as highlighted in figure 4. Compared with the City overall, the average household size in the study area is considerably smaller, there are fewer family households, and a greater percentage of the population is male. A lower percentage of the population in the study area is participating in the labor force. The percentage of households with income less than \$15,000 is 31%, which is more than three times the City average. In some areas within the district, more than half of the population is living in extreme poverty, as demonstrated in figure 5.

OEWD, in partnership with local housing organizations and neighborhood groups, conducted a survey of residents during June and July, 2011¹. When asked what they liked most about the neighborhood, residents most frequently cited the location, accessibility, and local social services. Top concerns included homelessness, dirtiness of area, lack of public amenities, and that they feel unsafe in the neighborhood. When asked about their desired improvements for the neighborhood, residents asked for cleaner streets, safe public spaces, improved public safety, and more housing, both affordable and market rate.

Residents were also surveyed regarding their opinions about local businesses, economic development, and the arts. Survey respondents frequently referenced the need for a full-service grocery store, a greater variety of retail and more restaurants. Increased employment opportunities are a high priority, particularly jobs for disadvantaged populations. When asked what type of arts programming they would prefer, residents cited displays of visual arts, public performances and festivals, and community-oriented programming.

¹ See Appendix 3 for the complete text and analysis of the resident survey.

Study Area



San Francisco



Figure 4. Demographics, Study Area and San Francisco

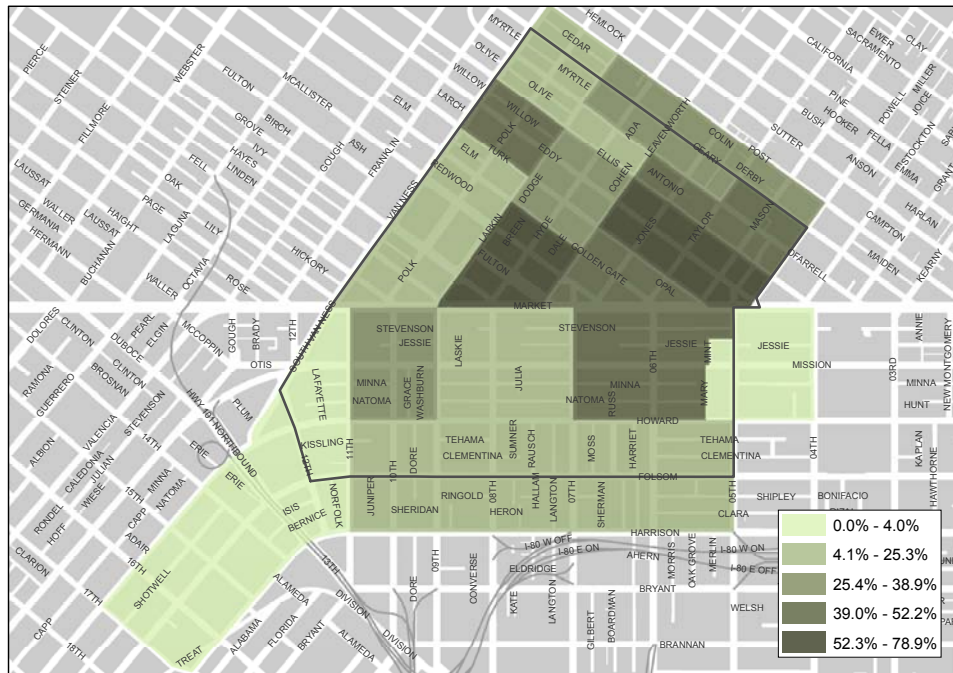


Figure 5. Percentage of Households Earning \$15,000 or Less

BUSINESSES

The project team partnered with graduate students at UC Berkeley's Department of City & Regional Planning to study the businesses in the district. This research included an analysis of employment and business data and trends; an inventory of all observable businesses, organizations and non-public institutions in the business study area; and a survey of a representative sample of twenty merchants, conducted via in-person interviews.

Industry	Jobs		
	1991	2000	2008
Arts, Entertainment and Recreation	85	116	150
Information	1,593	2,635	1,606
Finance and Insurance	1,306	1,118	1,204
Professional, Scientific & Technical Services	496	675	1,390
Public Administration	292	893	1,830
Retail	159	588	661

Table 1. Employment Trends By Industry, 1991-2008
Source: UC Berkeley Analysis of Dun & Bradstreet NETS Dataset

Table 1 demonstrates that, as of 2008, the largest sources of employment within the district were the information, finance and insurance, professional services, and public administration sectors. Finance and insurance employment has remained steady since 1991; information technology spiked upwards in 2000, then returned closer to 1991 levels by 2008. From 2000 to 2008, employment in professional services and public administration experienced large growth. Similar trends are demonstrated by sales data during the same period.

Project staff had access to localized job data only through 2008. OEWD business development staff reported evidence of these recent trends (2008-2011) in Central Market:

- Growth of institutional employers, including education and health care;
- Rebound of the technology and retail sectors;
- and stagnant growth in the finance and insurance sectors, and other professional services.

OEWD compared the Central Market business inventory with similar studies conducted in different commercial districts in San Francisco (Bayview, Bernal Heights, Excelsior, Inner Richmond) and Oakland (Fruitvale, Lakeshore, Temescal). By comparison, Central Market features a higher percentage of liquor stores, used/thrift/discount stores (including pawn shops), and clothing stores, as illustrated in figure 6. The comparison also demonstrated Central Market has relatively fewer service business (e.g., dry cleaning, banking, personal services).

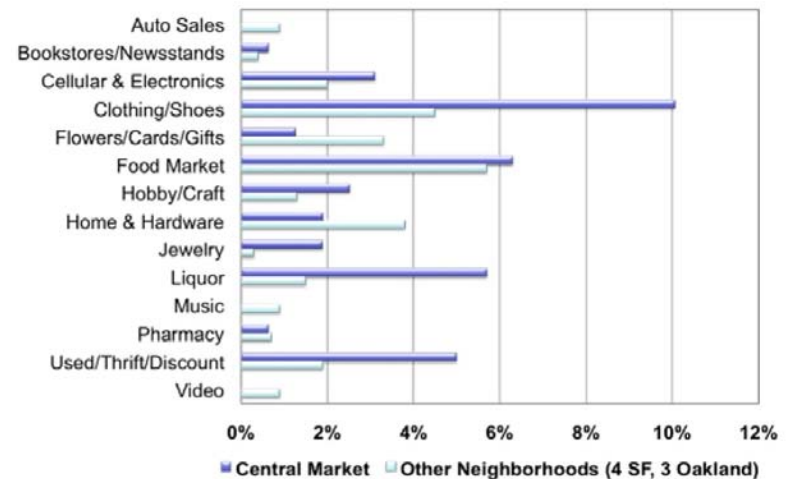


Figure 6. Retail Comparison, Central Market and Other Bay Area Commercial Corridors

Findings from the merchant survey² include the following:

- Vacancies were cited as the most important issue affecting business. One merchant stated, “The vacant buildings make the area seem run-down. There would be more activity with businesses along the street.”
- When asked to identify disadvantages to locating in the neighborhood, the merchants’ top responses were the homeless and transient population, and lack of public safety.
- Several respondents noted the relationship between retail hours of operation, customer presence, and sense of safety. One respondent said that there is little business in the evening, specifically after 8pm, as retail stores close early because customers feel unsafe. Most felt that the area was safest during the daylight, noting that business was best around lunchtime, especially for restaurants. Seven respondents mentioned that the sense of safety in the neighborhood is directly correlated with the hours that businesses are open.
- Many respondents noted strong transit access as a great benefit to Central Market. While some said parking should be more available, many others explicitly said that parking is not a problem, describing the area as very accessible and the parking supply as sufficient. Regardless of their position on parking, most respondents felt that transit accessibility was a benefit to their business.
- Many businesses expressed a belief that they benefited from the “destination” sites in the area, specifically noting improved visitation during tourist season and when nearby theaters offer steady performances.
- 19 of 20 respondents felt that arts expansion would improve business. One respondent said, “we benefit from the arts, cultural businesses, restaurants, and really just anything that makes people stop.”

²See Appendix 2 for the complete text and analysis of the merchant survey conducted by the UC Berkeley team.



HOUSING

According to the 2010 Census, there are 21,462 housing units in the study area. There is a high concentration of housing in the study area; at 49.3 dwelling units per acre, residential density is over four times the rate of San Francisco overall. A high percentage of the units in the study area are occupied by renters: 87%, compared with 61% for the City overall. Approximately 40% of the units in the study area are permanently affordable housing units.

There is also a high concentration of residential hotels (also known as single-room occupancy hotels, or SROs) in the study area, as demonstrated in figure 8. Approximately 31% of the City's residential hotels, including 51% of total SRO rooms, are located within the study area. Figure 9 demonstrates the percentage of housing units by block group that are single-room; in many area of Central Market the average is over 50%, compared to a Citywide average of 10%.

Residential hotels are an important resource for the City; they provide access to low-cost housing for people who are otherwise unable to secure housing, including people with very low or no income, ex-offenders, people with behavioral health problems, and people who are recently homeless. Yet many residential hotels are very old buildings (typically constructed over eighty years ago) and are often in poor condition, with limited accessibility, and are unlikely to survive a major earthquake.

Many affordable housing and SRO units are subsidized by various Department of Public Health and Human Service Agency housing programs, which serve people who are recently homeless, people with behavioral health diagnoses, and other vulnerable populations. There are 5,593 such supported housing units located in the study area, representing over 90% of these units citywide.

A notable amount of market rate housing has been constructed in the neighborhood over the past several years. Two projects completed in 2008—the SOMA Grand and the Argenta—included 425 new housing units. Additional projects slated for development over the next five years will result in over 3,000 new housing units in the neighborhood.

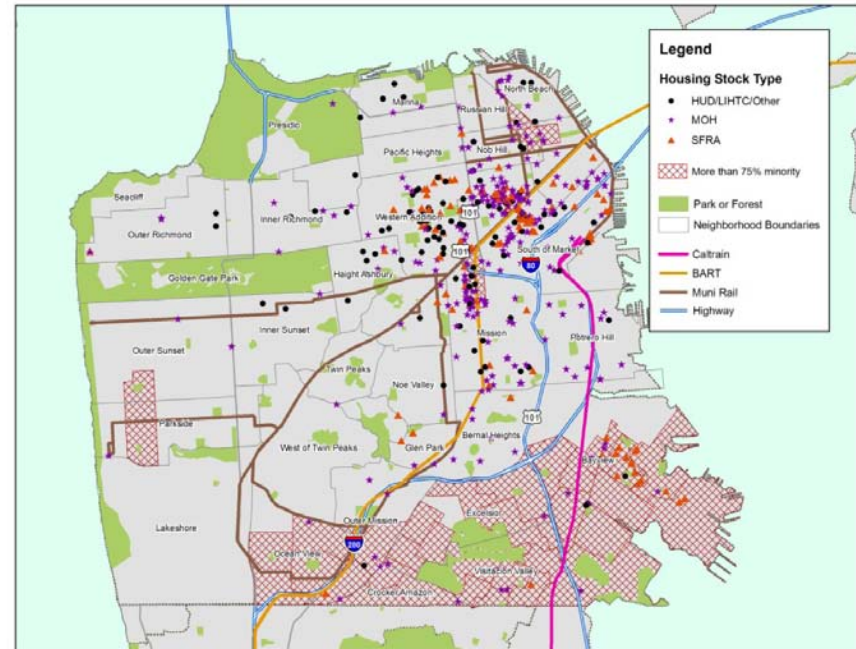


Figure 7. Affordable Housing Units in San Francisco
Source: Mayor's Office of Housing

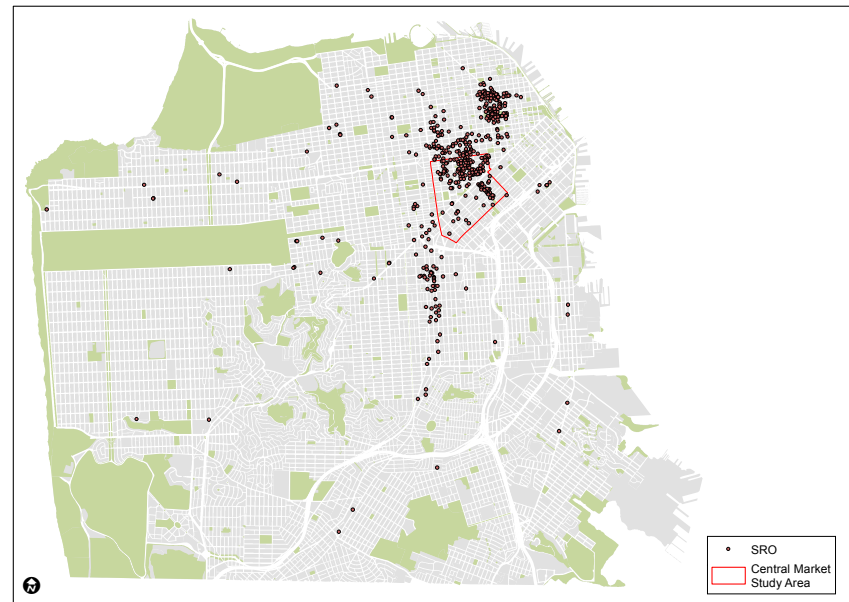


Figure 8. Residential Hotel Distribution

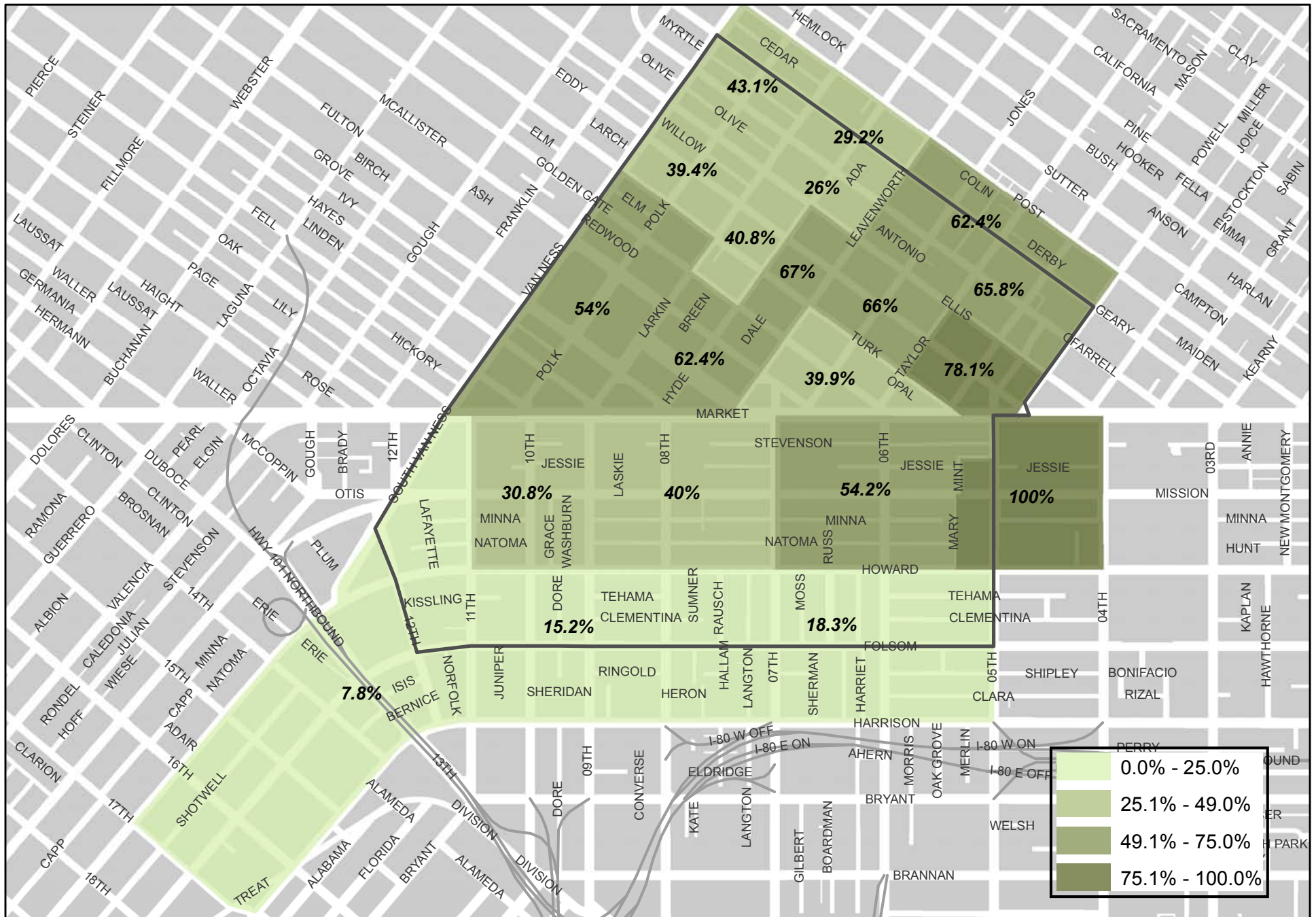


Figure 9. Percentage of Housing Units with 1 Room, By Census Block Group

COMMERCIAL REAL ESTATE

The vacancy rates in Central Market are the highest citywide: approximately 30% for retail storefronts, and 50% for office space. Vacancies diminish the experience and perception of the neighborhood, attract crime, and discourage investment.

Several currently occupied office buildings are expected to be vacated over the next two years; these will result in additional vacancies totaling nearly one million square feet, putting further downward pressure on the local office market.

There are a number of 'opportunity sites' in the district, including historic buildings that are currently vacant and could be upgraded to provide office space, retail, arts and entertainment uses, or housing. Many of these vacant properties are in poor physical condition and require significant rehabilitation (e.g., seismic retrofit, upgraded plumbing and electrical systems, ADA compliance, historic preservation) in order to be occupied. Additionally, some large, vacant office buildings may also require investment in order to become leasable for large employment uses. Given the current average leasing rates (as illustrated in tables 2 and 3), in many cases these investments are not justified by the potential return; in other words, the projects do not 'pencil'. Therefore, without various methods of intervention, many of these properties are likely to remain vacant and continue to contribute to neighborhood blight and depress revitalization efforts.

In mid-2011, Twitter signed a lease to relocate its offices to the San Francisco Mart building at 1355 Market Street. The company, which currently has over 400 employees and projects to grow to over 2,000 employees within two years, has leased 200,000 square feet (with an option for an additional 200,000) and will move in May 2012. Another technology company, Zendesk, leased 35,000 square feet at 989 Market Street in August 2011. There is a significant opportunity to lease additional office buildings in the district by capturing continued growth of the technology sector.

Union Square	\$47.43
North Beach	\$40.49
Nob Hill	\$33.41
Financial District	\$31.82
Van Ness Corridor	\$26.78
Central Market	\$25.30

Table 2. Retail Real Estate Submarkets: Average Rent Per Square Foot Per Year, Q3 2011
Source: CoStar

SOMA	\$30.43
Financial District	\$33.53
Union Square	\$31.08
Yerba Buena	\$26.41
Civic Center Submarket	\$21.11

Table 3. Office Real Estate Submarkets: Average Rent Per Square Foot Per Year, Q3 2011
Source: CoStar

There are a number of large-scale commercial and residential development projects in the district that are entitled, under construction, or recently completed, as illustrated in figure 10. At build-out these projects will potentially add over 3,000 new housing units, over 300,000 square feet of new retail, and thousands of new jobs in the neighborhood. As they are completed they will contribute to neighborhood revitalization, supporting local retail and improving public safety by bringing in much needed feet on the ground and eyes on the street. However, these projects are in various phases of development; some are having difficulty securing financing in the current economic climate. Furthermore, anticipation of some of these projects is likely contributing to a current stall in leasing, as property owners and brokers have expectations of higher rent returns once those projects come online.



Figure 10. Development Activity in the District

NONPROFIT & ARTS ORGANIZATIONS

A distinguishing feature of Central Market is the prevalence of arts and nonprofit organizations. According to the inventory conducted by UC Berkeley students, 20% of observed establishments are arts and nonprofit organizations. Many of the City's largest housing and human services organizations are headquartered and provide services in the study area, including GLIDE, Tenderloin Neighborhood Development Corporation, Community Housing Partnership, Mercy Housing California, St. Anthony's, Tenderloin Housing Clinic, and many others.

There are nearly 50 behavioral health service providers located in the study area, annually serving approximately 9,000 clients with substance abuse and mental health issues. As demonstrated in figure 11, 26% of those clients live in the district or an adjacent neighborhood; 57% travel to Central Market from another, non-adjacent area or outside City.

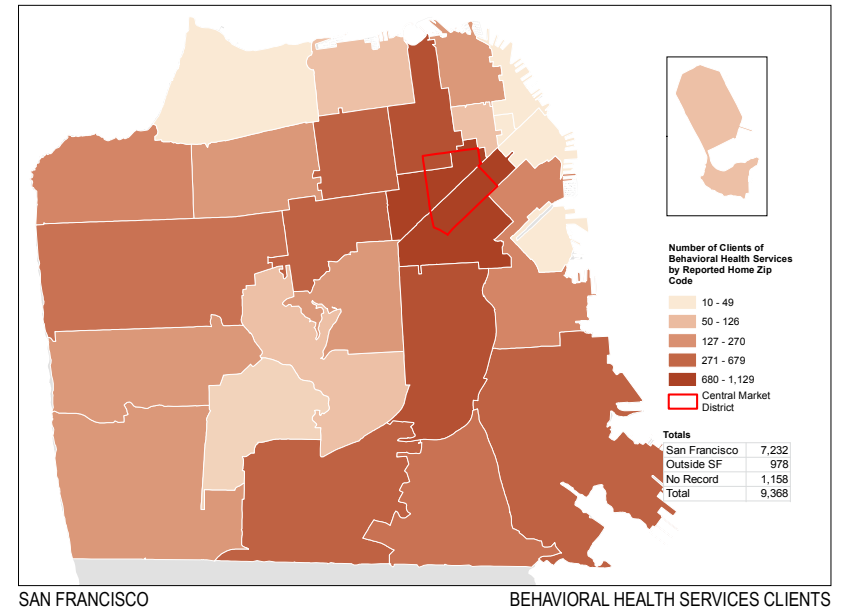


Figure 11. Clients of Behavioral Health Service Organizations Located in the Study Area, by Home Zip Code

Many of the City's arts venues and organizations are clustered in the northeast quadrant of the City, including the study area, as illustrated by figure 12. Figure 13 maps some of the many arts organizations and assets that are located on and immediately adjacent to Market Street. These include many different types of facilities and entities, including small galleries, rehearsal spaces, theaters of all sizes, museums, culturally-specific institutions, and arts education. A wide variety of performing, visual, and other creative artists and organizations are active in the neighborhood; while some are recent arrivals, others have had a presence in the neighborhood for decades.



Figure 12. Arts-Related Organizations in San Francisco
Source: Bay Area Cultural Asset Map

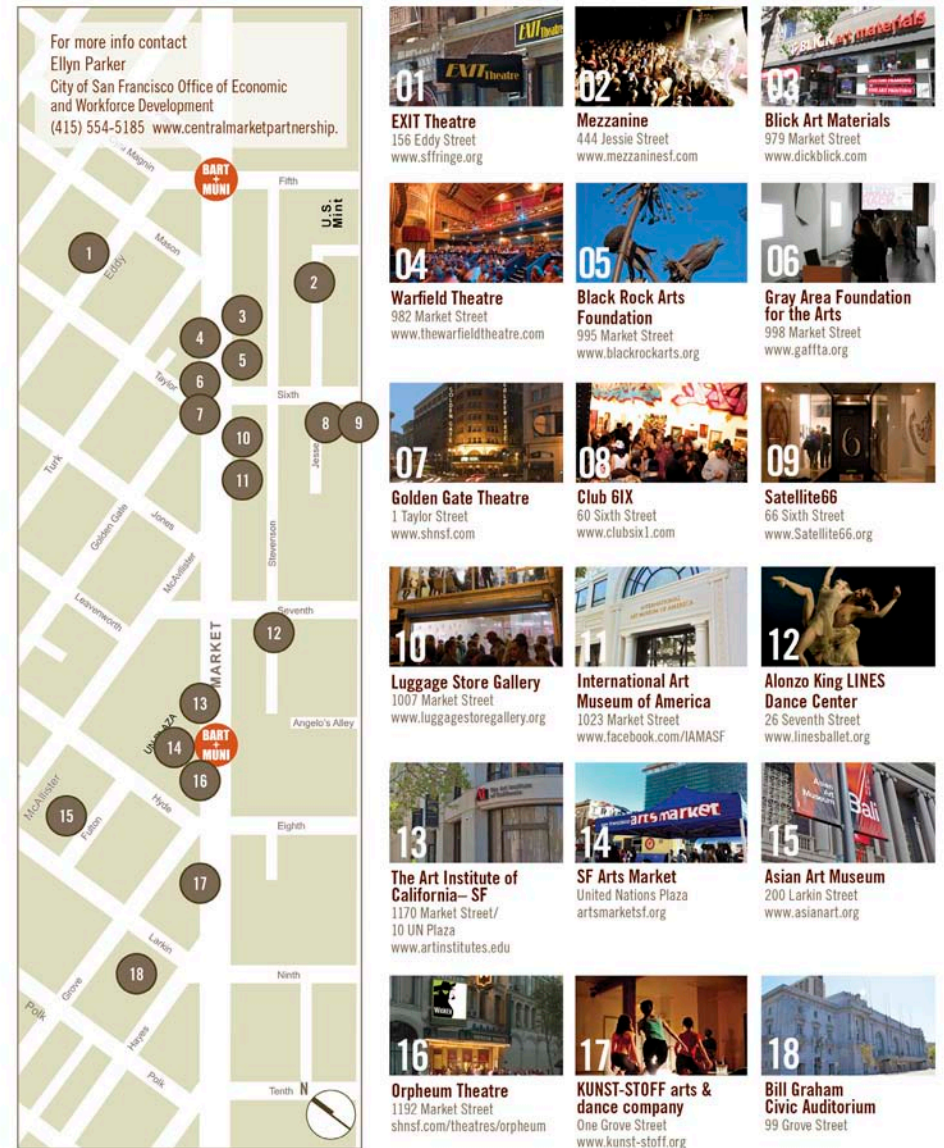


Figure 13. Arts Organizations and Assets On and Adjacent to Market Street

SIDEWALK ACTIVITY & SAFETY

The project team collected a great deal of information related to sidewalk activity and public safety within the district.

Figure 14 describes average transportation volume along Market Street by mode during the peak 5-6pm weekday period. Pedestrian activity drops dramatically beyond 5th Street; there are nearly four times as many pedestrians traveling between 4th and 5th Streets than between 6th and 7th Streets during the same period.

In March 2011 a team of UC Berkeley students conducted an intercept survey of people on the street within the strategy focus area³. Figures 15 and 16 demonstrate some of the results. As with the resident and merchant surveys, top concerns included homelessness, the physical condition of streets, and public safety. Over 50% of respondents felt that the outdoor environment in Central Market is worse than in other neighborhoods.

Number of People Along Market Street by Mode—Peak Weekday, 5–6 PM

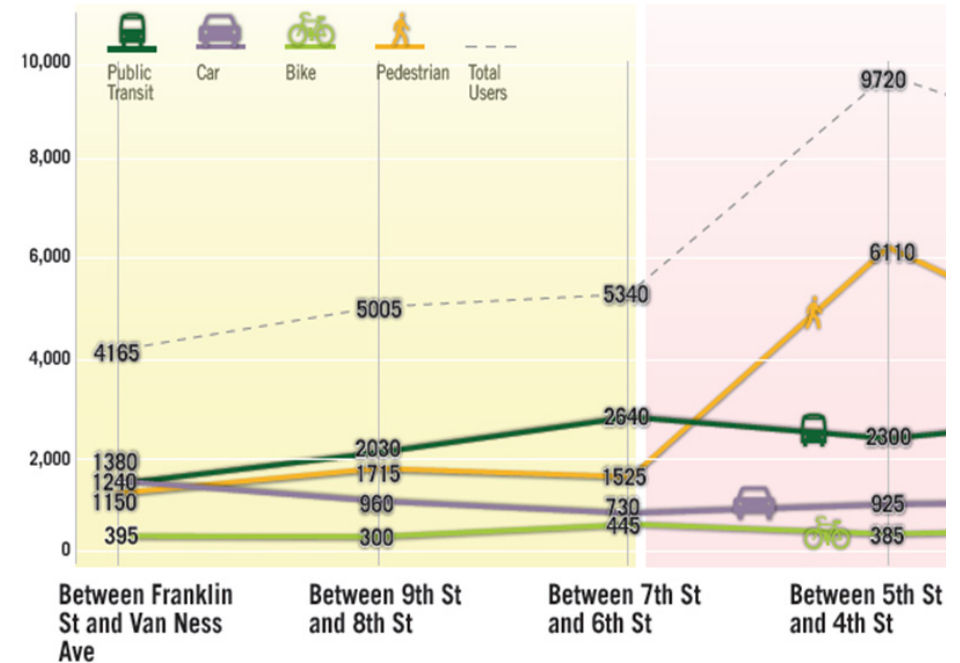


Figure 14. Transportation Volume on Market Street, By Mode

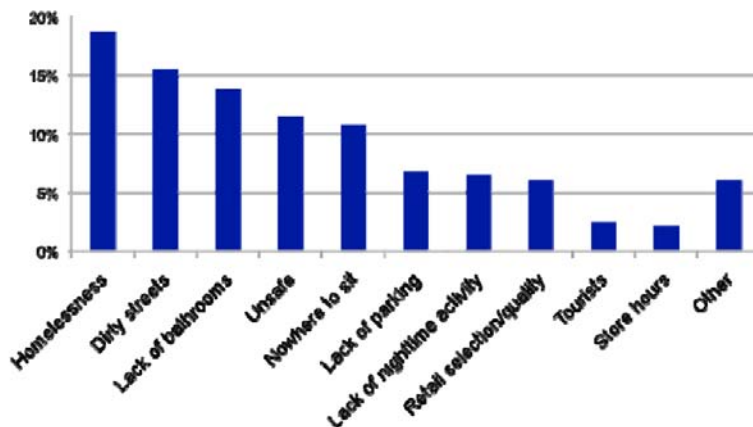


Figure 15. Intercept Survey: What do you Like Least about Central Market?

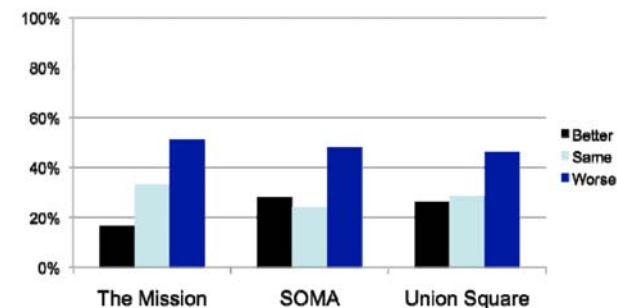


Figure 16. Intercept Survey: How Does the Outdoor Environment in Central Market Compare to Other Neighborhoods?

There is a high concentration of crime in the study area, as demonstrated in figure 17. Figure 18 compares the volume of violent crimes (assault and robbery) and vice crimes (narcotics, alcohol and prostitution) in Central Market during a recent 1-week period with that of the Union Square area.

A common theme that emerged through the community engagement and research analysis is the existence throughout the district of ‘hotspots’ of negative activity and criminal behavior. Residents, merchants, workers, and visitors noted that they frequently encounter aggressive panhandlers, public urination and defecation, criminal activity, and other negative behavior in these ‘hotspots’. Various stakeholders attributed to a variety of different causes, including out-of-town criminals, homeless and transient populations, liquor stores, and the presence of social services.

Representatives from the police department noted that there are a number of challenges relating to enforcement in the district. The police department lacks the resources that would enable more regular presence and visibility. Additionally, due to insufficient resources within the justice and rehabilitation systems, charges against offenders—even repeat offenders—are often dropped rather than pursued.

³ See Appendix 4 for the complete text and analysis of the intercept survey.

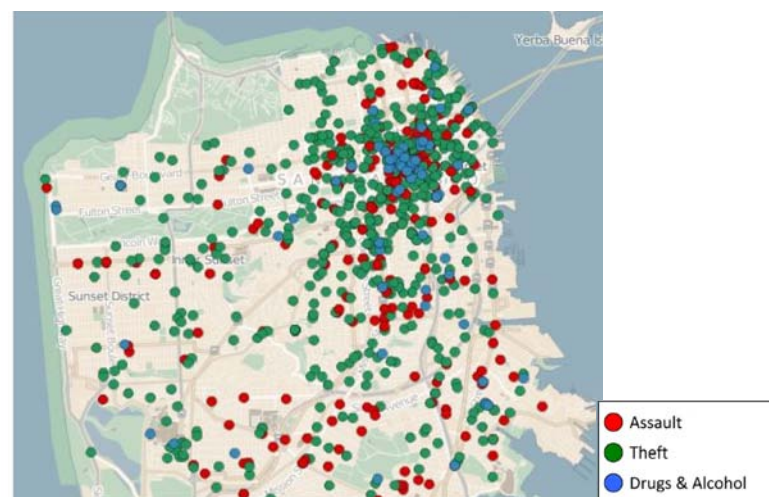


Figure 17. Crime in San Francisco, October 15-21, 2011
Source: <http://sanfrancisco.crimespotting.org>

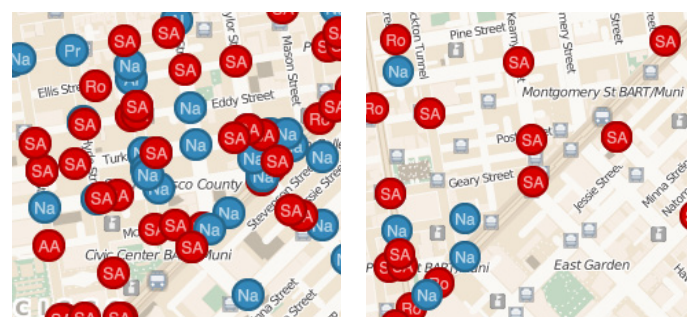


Figure 18. Crime in Study Area vs. Union Square Area, October 15-21, 2011
Source: <http://sanfrancisco.crimespotting.org>

ARTS & CULTURAL DISTRICT CASE STUDIES

In order to inform efforts in Central Market, Deborah Frieden, a cultural project planning consultant specializing in arts and cultural districts and facilities, researched community revitalization efforts that centrally incorporate arts, cultural activities, and institutions along with community stabilization. Her research included a literature review and over 30 interviews with key community leaders and participants in revitalization efforts. The initial survey included 14 cities, and eventually focused on three cities (Miami, Cleveland, and Columbus) and three key projects (Queens Museum of Art, Austin Ballet, and Youngstown Cultural Center). See Appendix 6 for the complete report, “Arts & Cultural District Strategies”.

No strategy or initiative from another community can be imported wholesale into San Francisco; however, many of the ideas and programs implemented elsewhere are worthy of consideration and could potentially be effective if adjusted to fit the unique creative spirit of San Francisco’s arts community and the specific needs of the neighborhood. The practices and lessons listed below are most relevant to Central Market.

Arts & Community Development

- **The Arts Can Contribute to Community Outcomes.** Efforts to enhance an arts community or layer on arts programming cannot by themselves address public safety issues or improve quality of life for underserved residents. However, by partnering with affordable housing providers, social service providers, and other neighborhood stakeholders, arts organizations in other districts have greatly improved the quality of housing for residents, improved the social services available, and reduced the concentration of criminal activities. Anchor arts organizations are able to develop key partnerships and use their resources, organizational skills, and connections to civic officials and funders to undertake initiatives aimed at fully integrating the arts with social development efforts. They can build a sense of community by providing education, internship and job training for local residents that might not otherwise be available.
- **Community Stabilization.** When increased arts activities—such as the development of new arts facilities, or an influx of new artist residents—threatens the displacement of low-income communities, efforts can and should be taken to stabilize those communities early in the process.
- **Incentives for Arts & Social Inclusion.** Many cities are interested in implementing incentives for development projects to include either or both arts and social development programs. Few have found legislative or formulaic methods, preferring “softer” efforts of encouragement. Some cities focus on removing barriers to the production of housing for artists and cultural workers while others focus on development incentives to support nonprofit arts organizations.



Community Organizations & Leadership

- **Private Leadership is Key.** In all the case studies and catalytic projects covered by this research, private sector leadership was essential. While city departments and elected officials played key roles at strategic moments, such as providing funding for the public realm improvements or implementing key zoning changes necessary to spur desired development, private sector leaders are critical to the development and success of an arts district. Private sector leadership can come in many forms, from community benefit districts, to individual artists, to developers.
- **Multi-Use Large Anchors Promote Community Development.** Large anchors that employ significant community-focused programs can be not only catalytic to the creation of the district but also help to support existing communities and improve quality of life. Additionally, these projects provide stability as long-term stakeholders that have resources and the ability to draw large audiences. However, large anchors by themselves do not create vibrant communities but rather strengthen them.
- **Shared Tenancy Projects Create Energy.** Shared tenancy projects can create opportunities to forge meaningful partnerships among diverse arts, cultural and social development organizations. They can create a safe place where community members can explore their own potential, engage with practicing artists, and improve their education through a variety of art forms and experiences. Shared tenancy projects also support small nonprofits with the potential to grow in service to their communities. Additionally, they can increase the diversity of arts programming, and help to create a sense of place.
- **Centralized Arts District Organizations.** In many communities, a centralized organization or entity fills a key role as a coordinator of activities, sustainer of private sector initiatives, and leader of marketing efforts.

- **New Models for Housing Creative Communities.** In almost all of the original 14 cities studied, efforts have been employed or are planned to provide stable housing for artists and cultural workers. These efforts vary in form, addressing project financing, land use controls, and the physical qualities of residences and workspaces. It has been widely recognized that artists are not only key players in the emergence of arts districts; they are social actors, often deeply engaged with their communities, and vital contributors to the creative economy.

Layering of Arts & Cultural Components

- **Scale and Timing are Important.** The vitality of each district is created by the district's unique blending of physical and temporal events. If scaled appropriately and relevant to the local community, the potential to engage both the local community and draw visitors from across the region is increased.
- **Branding Must Be Unique and Authentic.** An arts district's identity and brand must be unique and authentic to that place. Logos and banners are not enough to create an environment of innovation and entertainment that will engage local residents and draw new creative residents, innovative businesses or visitors seeking a new experience.



4 Central Market Action Plan



ABOUT THE ACTION PLAN

The findings from the background research and input from community stakeholders form the basis of the actions contained in the matrix. Each item in the matrix has been identified as a priority by neighborhood stakeholders. It is an aspirational document; most of the strategies currently lack a specific source of funding or implementation plan, but are listed here to illuminate the community's needs and priorities in order to inform public sector staff, nonprofit organizations, foundations and corporate investors, and other City partners and neighborhood stakeholders.

There is variance in the specificity of the strategies and action items listed below. For some action items, the path toward implementation is clear and the key actors have already assumed responsibility and are actively engaged. For other elements the determination of next steps will require continued research and dialogue, to be facilitated by OEWD, the Mayor, the District Supervisor's Office, and other key stakeholders.

Some of the strategies listed below could ultimately lead to the adoption of new legislation, land use changes, or even a new community plan (e.g., a redevelopment plan). Each of those types of action would require additional public outreach and review processes; in no instance would that process be bypassed. Any distribution of funds to nonprofit organizations or private contractors for the purpose of implementing activities listed below would trigger request for proposals and qualifications in full accordance with existing laws and transparent operating procedures.

The six objectives for Central Market are interrelated and interdependent. Without stabilizing the community and improving community safety, efforts to reduce vacancies will be undermined; building community capacity will ultimately lead to more efforts to activate the public realm. OEWD and its partners recognize the necessity of implementing strategies that support each of the six objectives; objectives must be pursued concurrently in order to ensure equitable outcomes for neighborhood stakeholders and maximize public benefit.



Figure 19. Objectives for Central Market.

Action Plan Key:

Objective	
1) Objective—a strategic objective that should be addressed at the district-wide level.	Listed partners might play a role in implementation, funding, advocacy, etc.
A. Strategy—an action, initiative, or program which aims to achieve the goal set out by the objective <ul style="list-style-type: none"> - Action Item—an action item that is more specific, and builds on and/or helps to implement the strategy. (Note that listed action items are presented as examples that have been identified as priorities, rather than an exhaustive list.) - Strategies highlighted in light blue have been identified by neighborhood stakeholders as top priority items. 	Bolded indicates 'lead partner' List is not intended to be exhaustive

OBJECTIVES & STRATEGIES

Objective 1) Stabilize the Existing Community	
Lay the groundwork for an equitable neighborhood revitalization process by stabilizing the existing community. Ensure that Central Market and the adjacent neighborhoods are healthy, welcoming and affordable places for low income residents to live, and foster coexistence between social service providers, businesses, and arts venues.	Lead Agency and Partners
<p>A. Ensure the existence of a multi-tiered workforce development system that provides opportunities and training for local residents.</p> <ul style="list-style-type: none"> - Expand supported employment programs to offer day labor opportunities for neighborhood residents. Leverage local businesses, property owners, and other stakeholders to generate casual labor tasks for people with barriers to regular employment. - Engage a local workforce development organization to create clear pathways for local residents to access Firstsource jobs and other job opportunities. - Work with businesses in the district to identify permanent job placement, education and training opportunities. 	<p>OEWD, TBD</p> <p>OEWD, UCSF, various CBOs, CBDs</p> <p>OEWD, TBD</p> <p>OEWD</p>
<p>B. Launch an initiative to improve conditions in SROs.</p> <ul style="list-style-type: none"> - Continue to target the “worst offender” SROs by addressing management issues and citing all code violations (safety, visitor policy, and cleanliness). - Identify resources to implement an SRO rehabilitation program that improves living conditions and draws on lessons from previous programs and initiatives. - Leverage DPH-funded beds to incentivize code compliance and improve the environment for supportive services. - Continue to conduct outreach and legal programs that assist and facilitate SRO residents’ participation in the code enforcement process. 	<p>DBI, MOH, SFRA, DPH</p> <p>DBI, SRO Collaboratives, Other CBOs</p> <p>MOH, SFRA, DBI</p> <p>DPH, SRO Collaboratives, CBOs</p> <p>DBI, SRO Collaboratives</p>
<p>C. Reactivate and expand interagency task force (including City Attorney, SFPD, DPW, DPH, HSA, MOH, and other grantor agencies) that will better utilize existing City tools to crack down on illegal activity hot spots on sidewalks, storefronts, transit stations, and inside buildings.</p>	<p>TBD, Various City Agencies</p>
<p>D. Stabilize and preserve the existing affordable and rent-controlled housing stock in order to prevent the displacement of the neighborhood’s existing residents.</p> <ul style="list-style-type: none"> - Study the feasibility of implementing the new “small building acquisition” affordable housing program in the study area. - Study the trend of ‘hotelization’—the conversion of residential units to hotel use—and explore potential methods to protect housing stock through enforcement of existing policies and/or new laws. - Assign point persons in the Mayor’s Office of Housing, San Francisco Redevelopment Agency, Department of Building Inspection, and Human Services Agency to act as liaisons for housing strategies in the Central Market district. 	<p>MOH, SFRA</p> <p>MOH, SFRA</p> <p>Planning, DBI, Treasurer & Tax Collector</p> <p>MOH, SFRA, DBI, HSA</p>
<p>E. Explore opportunities to increase income diversity in the neighborhood by diversifying unit types and affordability levels in affordable housing rehabilitations or new developments.</p> <ul style="list-style-type: none"> - Develop affordable housing that targets families. - Designate Central Market as a priority area for the development of new student housing and production of onsite and/or offsite BMR units as defined by Planning Code Section 415. 	<p>MOH, SFRA</p> <p>MOH, SFRA</p> <p>MOH</p>
<p>F. Reduce negative behaviors in the public realm by providing more positive activities for residents.</p> <ul style="list-style-type: none"> - Encourage the development of “Home Room” drop-in facilities that are based in existing local residential hotels, social service centers, and other accessible facilities. - Expand access to local urban gardening programs and identify sites for new gardens. 	<p>MOH, DCYF, OEWD, CBOs</p> <p>MOH, Planning, DBI, CBOs</p> <p>MOH, Department of the Environment (DOE), CBOs</p>
<p>G. Explore the creation of a tax increment financing district, either via an Infrastructure Finance District or a Redevelopment Area, to fund development programs that are aligned with the objectives and strategies outlined in this document.</p>	<p>SFRA, OEWD</p>

Objective 2) Enhance and Activate the Public Realm

Enhance the quality of the public realm to transform Central Market into an area that is attractive, pedestrian-friendly, and reflective of the eclectic arts and cultural district forming there. Create an active and engaging street life with regular day- and night-time programming that focuses on arts and culture.

Lead Agency and Partners

<p>A. Enhance sidewalk and plaza cleanliness and graffiti abatement programs.</p> <ul style="list-style-type: none"> - Expand Department of Public Works (DPW) programs to supplement sidewalk cleaning done by CBDs and ensure property owners maintain their areas. - Leverage existing programs by educating property and business owners about 3-1-1 and CBDs. 	<p>DPW, CBDs</p> <p>DPW, CBDs</p> <p>CBDs, OEWD, Urban Solutions</p>
<p>B. Develop new programming for plazas and public spaces, specifically for UN Plaza, such as additional markets; regular dance, music, and theater performances; and physical fitness classes such as tai chi, dance, and martial arts.</p> <ul style="list-style-type: none"> - Streamline permitting in order to make it easier and more cost-effective for programming to occur in Hallidie, Mint, Federal Building and UN Plazas. Consider establishing special management structures, such as a ground-lease program to a community-based organization that can more effectively manage the space. 	<p>SF Arts Commission (SFAC), Grants for the Arts (GFTA), Community-Based Organizations (CBOs)</p> <p>Department of Real Estate (DRE), GSA, OEWD</p>
<p>C. Ensure the implementation of the Better Market Street project and ensure that the design gets specifically tailored to Central Market's needs and emphasizes the district's unique identity. This should specifically include bold public art and design.</p> <ul style="list-style-type: none"> - Improve pedestrian and bicycle access, mobility and safety within the district, with a particular focus on problem areas (e.g., the intersection of Sixth & Market Streets). - Include minor physical improvements to UN Plaza and Hallidie Plaza (e.g., street furniture, landscaping) that will enhance the usability of the area. - Ensure the availability of space on sidewalks and plazas to accommodate public art installations. 	<p>DPW/Planning/MTA, Better Market Street CAC</p> <p>DPW/Planning/MTA, Walk SF, SF Bike Coalition</p> <p>DPW/Planning/MTA, SF Beautiful</p> <p>DPW/Planning/MTA, SFAC</p>
<p>D. Expand neighborhood green spaces and sidewalk seating (e.g., parklets) and other pilot programs for public realm enhancement.</p>	<p>CBDs, DPW, OEWD</p>
<p>E. Increase access to restroom facilities in the neighborhood.</p> <ul style="list-style-type: none"> - Launch a campaign to make more ground-floor restrooms available for public use, publicize the availability of existing restrooms, and decrease public urination. - Consider the development of a centrally-located public restroom facility with full-time staffing. 	<p>Tenderloin CBD, Other CBDs</p> <p>Tenderloin CBD, Other CBDs</p> <p>CBDs, DPW</p>

Objective 3) Enhance the Creative Arts Community

Build upon existing arts organizations and programs and establish Central Market as a creative center with diverse and thriving arts, cultural, and creative organizations and programs that engage the local community as well as the broader San Francisco Bay Area region.	Lead Agency and Partners
<p>A. Implement and promote large-scale, high-quality arts programs, such as public art, pop-up galleries, performances, or other temporary creative activities.</p> <ul style="list-style-type: none"> - Streamline permitting for temporary projects. - Create a large-scale annual event or festival, or enhance an existing event, with an arts and/or cultural focus, that engages local residents. - Support culturally-specific arts programming that represents and serves existing residents. - Create a mini-grant program to fund artists and arts organizations that will implement this type of programming. 	<p>SFAC, OEWD, Various community-based arts groups</p> <p>OEWD, various City agencies</p> <p>To be determined (TBD), neighborhood CBOs, SFAC</p> <p>SFAC, GFTA, community-based arts groups</p> <p>SFAC</p>
<p>B. Encourage the development of one or more multi-tenant arts facilities that provide shared space for small organizations and community serving spaces at reasonable rates, especially smaller venues and organizations with educational programming.</p> <ul style="list-style-type: none"> - Develop the capacity of one or more organizations to build and manage a multi-tenant facility. 	<p>Northern California Community Loan Fund (NCCLF), Theater Bay Area, Tenderloin Economic Development Project (TEDP), Grants for the Arts, SFRA</p> <p>NCCLF</p>
<p>C. Facilitate partnerships that enable arts organizations (new and existing) to engage the community through arts, education, and social programs, especially for youth.</p>	<p>TEDP, Intersection for the Arts</p>
<p>D. Provide financial, leasing and other technical assistance to nonprofit arts organizations that desire to locate and/or remain in the district.</p> <ul style="list-style-type: none"> - Identify arts and cultural organizations with potential to be anchor institutions and build their capacity to acquire space. - Prioritize attracting and maintaining arts organizations with educational and community based programs that serve the needs of low-income communities. 	<p>NCCLF, Grants for the Arts</p> <p>NCCLF, Grants for the Arts</p> <p>NCCLF, TEDP</p>
<p>E. Create incentives for developers and property owners to develop and maintain facilities for arts organizations and uses.</p>	<p>Planning, OEWD, SFAC</p>
<p>F. Foster collaborations between creative sector companies and nonprofit arts organizations, artists, and arts programming entities in order to maximize the impact of the arts in the district and to expand the district's creative identity.</p> <ul style="list-style-type: none"> - Establish a programmatic link between the 5M Project at 5th and Mission and the Central Market corridor. 	<p>TEDP, Intersection for the Arts</p> <p>Intersection for the Arts, Central Market CBD</p>
<p>G. Partner with nonprofit arts organizations to pilot privately-funded development projects that rehabilitate vacant buildings to create studios with ancillary uses for low-income artists that engage with the local community.</p>	<p>TBD, OEWD, Grants for the Arts</p>

Objective 4) Reduce Vacancies

Address the high rate of commercial/storefront vacancies and leverage introduction of large employers in the district by catalyzing development of additional large employers; supporting arts organizations; attracting independent retailers, restaurants, and nightlife; and bringing in much-needed neighborhood retail and services.

Lead Agency and Partners

<p>A. Expand and continue to implement technical assistance and loan programs for new and existing small businesses in the area.</p> <ul style="list-style-type: none"> - Attract and develop unique, independent restaurants, nightlife and retail establishments that complement the arts and culture district and neighborhood-serving retail and services. - Create a façade and tenant improvement program that strengthens existing Central Market small businesses and helps recruit new small businesses to the area. - Encourage and support the development of the following industries/businesses in the area: <ul style="list-style-type: none"> - light manufacturing companies, e.g., apparel - nightlife/entertainment/music - worker-owned cooperative food businesses (e.g. bakery) 	<p>OEWD, Urban Solutions, SFRA</p> <p>OEWD, Urban Solutions, SFRA</p> <p>OEWD, Urban Solutions, SFRA</p> <p>OEWD, SFMAde, Urban Solutions</p>
<p>B. Continue efforts to pursue a full-service grocery store to locate in the neighborhood that is affordable to residents (e.g., at the Taylor & Eddy site).</p>	<p>OEWD, TNDC, Supervisor's Office, TBD</p>
<p>C. Market existing funding and incentive programs to property owners in order to restore and upgrade historic buildings, facades, and theater marquees.</p> <ul style="list-style-type: none"> - Continue to market and award funding from the Central Market Cultural District Loan Fund (HUD Section 108) to property owners and tenants. - Identify opportunities to bundle state and federal incentives for historic preservation, renovation, and energy efficiency. - Educate local property owners about the Mills Act historic preservation benefit. Encourage applications from the Central Market district that are aligned with the objectives and strategies outlined in this document. - Establish a point-person to coordinate the marketing of incentive programs and aggressively pursue potential applications for Federal Historic Tax Credit programs. 	<p>TEDP, SFRA, OEWD, NCCLF</p> <p>OEWD</p> <p>Planning, SF Architectural Heritage, SFRA, TBD, DOE</p> <p>Planning, SF Architectural Heritage, SFRA, NCCLF, TBD</p> <p>TEDP, NCCLF, TBD</p>
<p>D. Explore the possibility of non-monetary incentives to facilitate the rehabilitation of vacant buildings that face huge barriers to occupancy.</p> <ul style="list-style-type: none"> - Study the feasibility of piloting an adaptive reuse program in the district. 	<p>Planning, OEWD, SFRA</p> <p>Planning, SF Architectural Heritage, OEWD, SFRA</p>
<p>E. Provide support to catalytic commercial and housing development projects—including arts and culture establishments as stand-alone or mixed-use projects—that transform large portions of vacant property and convey a significant community benefit.</p> <ul style="list-style-type: none"> - Assign a point person at the Mayor's Office to act as a liaison for these projects. 	<p>OEWD, TEDP, SFRA, Various City Agencies</p> <p>OEWD</p>

Objective 5) Build Community Capacity

Build district identity, improve communications, and foster partnerships among neighborhood stakeholders in order to realize neighborhood vision, build pride of place, and attract new visitors.	Lead Agency and Partners
<p>A. Develop a Central Market working group that includes residents, businesses, social service organizations, and arts organizations; ensure that the group meets regularly to address neighborhood issues, strengthen relationships, and cultivate leadership.</p> <ul style="list-style-type: none"> - Agree on a set of 'sidewalk standards' to improve the coexistence of arts, commercial and social service activities. 	<p>OEWD, CBDs, CBOs, Businesses, Residents</p> <p>Central Market Working Group</p>
B. Continue and expand efforts to brand the neighborhood and market small businesses and arts activities.	CBDs , Central Market Arts, OEWD
C. Connect new and existing businesses with community groups and arts organizations.	TEDP , OEWD
<p>D. Create an inter-CBD Council focused on Central Market to enable the local CBDs (North of Market, Central Market, and Civic Center) to work together and maximize their impact on Central Market and adjacent areas.</p> <ul style="list-style-type: none"> - Assist the existing CBDs to augment their capacities and budgets to maintain and promote the area. - Assist CBDs in pooling funds to conduct joint marketing campaigns, safety programs and other cooperative activities. - Assist Sixth Street property owners to create CBD or join an existing one. 	<p>OEWD, CBDs</p> <p>OEWD, CBDs</p> <p>OEWD, CBDs</p> <p>OEWD, SFRA, CBDs, Urban Solutions</p>
<p>E. Expand the existing merchants association to include large and non-retail businesses and employers.</p> <ul style="list-style-type: none"> - Coordinate joint promotions designed to generate positive identity and foot traffic to the neighborhood. 	<p>Central Market CBD, Other CBDs</p> <p>Merchants Association</p>

Objective 6) Improve Safety

Improve safety to enhance the quality of life and desirability of Central Market for residents, workers, shoppers and visitors, and to reduce crime rates in the neighborhood to be in line with citywide averages.	Lead Agency and Partners
A. Ensure the Mid Market police substation gets built in 2012 and that it is allocated adequate staffing.	SFPD , SFRA, Urban Solutions
<p>B. Increase the police presence and visibility in the Tenderloin and Central Market.</p> <ul style="list-style-type: none"> - Conduct more foot and bicycle patrols. 	<p>SFPD</p> <p>SFPD</p>
C. Expand community ambassador programs by increasing staffing, geographic coverage, and hours of program operation.	Office of Community Engagement , CBDs, OEWD
D. Implement land use controls such as conditional use permits to ensure adequate review of new 'nuisance' retail and entertainment (e.g., liquor stores, adult uses, pawn shops, medical cannabis dispensaries), to ensure a balance of uses in the district.	Planning
E. Improve pedestrian-scale lighting on Central Market as well as on certain highly-trafficked side-streets and alleys, i.e. from employers' offices to parking lots.	DPW , OEWD, CBDs
F. Establish Stevenson Alley as a safe and pleasant thoroughfare for Central Market building tenants, visitors to the area, and residents.	SFPD , DPW, Planning, Homeless Outreach Team
<p>G. Bring charges against criminals who are repeatedly cited for violations in the neighborhood.</p> <ul style="list-style-type: none"> - Identify a point person at the District Attorney's office to act as a liaison regarding issues in the Central Market district. 	<p>District Attorney</p> <p>District Attorney</p>



5 Implementation & Evaluation

GENERAL STRATEGIES FOR IMPLEMENTATION

Many of the strategies and action items listed in this document are already underway. The action plan indicates lead agencies and key partners for each of the listed strategies and action items; representatives from these various agencies and organizations have already indicated their commitment to the work, and in many cases are leading it now. For some strategies the implementation path is clear, while for others there is need for ongoing dialogue and planning. OEWD will continue to commit staff energy and resources toward the revitalization of Central Market, convening and communicating with residents and community partners and facilitating the efforts of the many stakeholders that are invested in the future of the district.

OEWD and other agencies will utilize the following community forums and workgroups to create opportunities for discussion, collaboration, and community planning:

- **Central Market Partnership.** OEWD will continue to convene regular Central Market Partnership community meetings and subcommittees to discuss key neighborhood issues and mobilize volunteers to implement specific action items.
- **Mid-Market Project Area Committee.** As of November 2011 the future of Redevelopment Agencies in California is in limbo, subject to a ruling by the California Supreme Court that is expected to be decided in January 2012. Nevertheless, the Mid-Market Project Area Committee (MMPAC) is a representative body of community members and stakeholders that can play a crucial coordinating role. The MMPAC will continue to meet as is appropriate, and potentially expand its activities pending the court decision.
- **Interagency Workgroup.** OEWD will convene an interagency team of City staff every other month to track progress toward the objectives and strategies outlined above, share information, and identify and respond to emerging community needs.
- **Central Market Street / Tenderloin Area Citizens Advisory Committee.** The CAC meets at least four times per year to review community benefits agreements and to advise the Mayor and Board of Supervisors on policies, programs and initiatives in the neighborhood that relate to economic development, local employment, sustainability, and preventing displacement. OEWD will present to the CAC every six months to report on progress and discuss additions and revisions to the action plan.

FUNDING STRATEGIES

There is no singular City funding source dedicated to economic development in Central Market. Over the past several years public sector budgets have been shrinking rather than expanding. Given that reality, the City and its partners will have to pursue creative and bold solutions in order to achieve the objectives and strategies prioritized by community members.

Potential funding sources include the following:

Funding Source	Description	Lead Agencies
Tax Increment Financing	Establish a Tax Increment Financing (TIF) district to restore and tenant the existing building stock by financing public and private infrastructure and development projects.	SFRA OEWD
State & Federal Grants	Designate Central Market as a priority for the City's grant applications.	Mayor's Office
Local Program & Grant Prioritization	Encourage City agencies, for three years, to prioritize funding for programs and projects that benefit the district and align with the objectives and strategies outlined in the Central Market Economic Strategy.	Mayor's Office
1% for the Arts	Expand the program (which currently requires developers of commercial projects to dedicate 1% of project costs to public art installations) so that a significant portion of the proceeds can be directed to fund arts activation and capital projects in Central Market.	Planning Arts Commission
Community Benefit Agreements	Leverage community benefit agreements with large employers claiming the Central Market Payroll Tax Exclusion to support the objectives and strategies outlined in the Central Market Economic Strategy.	City Administrator
Central Market Partnership Funders Collaborative	Launch a collaborative of foundations, corporate donors, social investors, and other private sector and commercial partners that will contribute and align funds to support projects outlined in the Central Market Economic Strategy.	Mayor's Office OEWD Grants for the Arts TEDP

EVALUATION AND ADJUSTMENT

The Central Market Economic Strategy is a “living document”; it will be reviewed and updated periodically by OEWD and partner agencies. Many elements from the list of strategies and action items serve as clear targets and, as they are achieved, indicators of progress. For some strategies, OEWD, the identified lead agency and other community partners will develop a multi-year work plan with specific milestones. Over time, the Central Market Economic Strategy will be revised to reflect emerging and changing community needs.

OEWD will recruit an independent third party evaluator to conduct a thorough, longitudinal evaluation to track the progress of neighborhood revitalization efforts. This will include specific quantitative metrics, such as number of leases signed, number of local residents engaged in arts programming, and total investment dollars leveraged. The evaluation will also incorporate an annual survey in order to evaluate qualitative goals, including residents’ and visitors’ perceptions and experience of the neighborhood.





6 Acknowledgements

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Randy Shaw, Tenderloin Housing Clinic
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7 Appendices

Appendices are available for download at <http://centralmarketpartnership.org/central-market-economic-strategy>



- 1 Outreach Matrix
- 2 Merchant Survey & Analysis
- 3 Resident Survey & Analysis
- 4 Intercept Survey & Analysis
- 5 Primary & Secondary Source List
- 6 Arts District Case Studies

