Southeast Community Facility and Greenhouses
A Summary of Stakeholder Engagement and Preferences

October 11, 2016
Executive Summary Highlights

From January through September 2016, the San Francisco Public Utilities Commission (SFPUC) initiated a broad-based stakeholder engagement. The purpose was to gather input from residents and community stakeholders about their future vision for and use of the Southeast Community Facility (SECF) and Greenhouses. The community engagement helped to inform the SFPUC decision about options to invest into the SECF and Greenhouses. This report summarizes the results of the stakeholder engagement.

The objectives of the outreach and engagement process were to:

- Identify a community preference on the option to renovate the existing SECF or build a new community facility
- Determine an interim plan to provide Greenhouse-related programming
- Engage diverse residents in the Southeast in a transparent, robust and inclusive community outreach process
- Provide the SFPUC with the community’s preferences to fully inform their decision-making

As the SFPUC makes significant capital improvements to the Southeast Wastewater Treatment Plant (SEP), located in the Bayview Hunters Point neighborhood and adjacent to the SECF and Greenhouses, the SFPUC undertook this outreach effort to work with facility tenants, community organizations and residents to assess the SECF and Greenhouses.

Four engagement strategies were executed to maximize participation: grassroots outreach, partnerships with community organizations, communications and media content, and collaboration with the Southeast Community Team.

Outreach efforts, in collaboration with 16 community partners, included:

- **1,006** in-depth surveys were collected, two-thirds of which came directly from residents who reside in the 94124 zip code
- **1,250** stakeholders attended 45 public meetings (13 focus groups, 11 presentations and 21 community events)
- **2,470** residences were reached through door-to-door campaigns and 1,200 basic awareness surveys
- **27,000** impressions were generated through online engagement tools

These outreach efforts revealed a common vision for how the SECF and Greenhouses can play a key role in helping the SFPUC fulfill both its mission and the Community Benefits and Environmental Justice policies.
Key Findings
Out of the survey respondents who indicated a preference:

- 71% prefer to build a new community facility
- 63% prefer a grants program as an interim Greenhouse strategy

Top Three Community Recommendations

1. **BUILD new facility at Third and Evans**
2. **IMPLEMENT a Grants Program**
3. **CONTINUE stakeholder engagement**

What Happens Next?
The Southeast Community Facility Commission and Wastewater Citizens’ Advisory Committee passed resolutions urging the SFPUC to proceed with the three community recommendations. On November 8, 2016, the SFPUC formally endorsed the results of the public outreach and engagement process. The SFPUC requested that staff begin the planning and design process for a new proposed SECF at 1550 Evans along with the development of an interim Greenhouse grants program.
The Southeast Community Facility (SECF) and Greenhouses were constructed in the 1980s as part of an agreement between the City and County of San Francisco and residents of the Southeast\(^1\) to mitigate the adverse environmental and social impacts of the mandatory expansion of the Southeast Water Pollution Control Plant (SEP), which occurred during the 1970s and 1980s. The SECF and Greenhouses were intended to provide a benefit to the residents of the Southeast through educational, skills-building and workforce development opportunities.\(^2\)

The Southeast Community Facility Commission (SECFC) is comprised of community leaders who live or work in the Southeast. It was established to provide leadership and guidance regarding operations of both SECF and Greenhouses and to ensure that the community continues to benefit positively from the facilities.\(^3\) In 1996, the City transferred responsibility of the facilities from the Department of Public Works to the San Francisco Public Utilities Commission (SFPUC).

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\(^1\) Bayview Hunters Point is also known as the Southeast sector of San Francisco.


\(^3\) Learn more about the SECFC at [http://sfgov.org/efacility/](http://sfgov.org/efacility/)
Community Benefits and Environmental Justice Policies Guide Community Reinvestment

In 2009, the SFPUC became the first public utility in the nation to adopt an Environmental Justice Policy and in 2011, a Community Benefits Policy, which together guide the SFPUC’s commitment to being a “good neighbor.” These policies also guide the SFPUC’s efforts to provide positive impacts in the communities that are directly affected by its operations. An assessment of the SECF and Greenhouses was undertaken at the request of community leaders and conducted simultaneously with SFPUC’s implementation of the Sewer System Improvement Program (SSIP). The SSIP is a comprehensive rebuild of the wastewater collection and treatment system. This includes a significant investment in improvements to the SEP, which is located adjacent to the SECF and Greenhouses.

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4 The SSIP is a 20-year, billion-dollar citywide investment to upgrade San Francisco’s aging sewer system and provide a more reliable, sustainable, and seismically safe sewer system now and for future generations.
A New Vision for the Southeast Community Facility

In 2011, at the request of community members and facility tenants (shown in Figure 1) who felt the building was underutilized, the SFPUC initiated a community engagement process to gain a better understanding of existing conditions and potential improvements to the SECF and Greenhouses.

SECF: Key Milestones to Date

- **2011**: The community assessment conducted in 2011 in partnership with the SEFC and tenants, residents and community leaders identified that the then 25-year-old building needed substantial physical improvements and improved programming to be utilized. The decision was made to renovate the building in two phases. A smaller renovation on the Phelps Wing would be completed before embarking on a renovation of the entire building.

- **2014**: When planning for Phase II renovations began in late 2014, the overall cost, efficiency and impact of Phase I investments were evaluated. The cost for Phase II renovations was estimated at $35-40M. Despite the size of the investment in Phase II, the outdated plumbing and mechanical systems, confusing layout, lack of natural lighting, and key building systems would not be fully addressed.

- **2014**: Also in 2014, the SFPUC began plans to renovate a vacant five-acre property on the corner of Third and Evans (1550 Evans) for the purpose of providing office space to SFPUC wastewater personnel, whom are currently dispersed in multiple leased locations in the Southeast.

- **2015**: In 2015, the SFPUC explored with tenants and key stakeholders the options of (1) building a new SECF at Third and Evans or (2) renovating 1800 Oakdale. There was the possibility of adding an adjoining academic building in partnership with potential educational partners (including San Francisco State University, City College and SFUSD) at Third and Evans. Stakeholders viewed the option to build a new SECF favorably but wanted a longer outreach process that clearly identified the pros and cons of both options.

- **2016**: Continued renovations at 1800 Oakdale would have limited impact, while a new center at Third and Evans would provide additional space for more educational programming at a location with better accessibility. The SFPUC halted plans to move wastewater operations to Third and Evans and began exploring the option to build a new facility as an alternative to renovating. This site is on the Third Street corridor and is less than a mile from the existing SECF.
Executive Summary

Tenants’ long-term leases expired in 2011; they were notified that there would be a competitive process to determine future leases.

In 2013, Request for Interest (RFI) Letters were issued asking for community input for programming that would align the Greenhouses with the intent of the mitigation and connect it to programming at the SECF.

In early 2015, the SFPUC commissioned a comprehensive facilities assessment to understand the physical condition of the Greenhouses. The study\(^5\) identified health and safety concerns that warranted asking the tenants to vacate the facility.

In May 2015, the SFPUC informed the tenants of the results of the condition assessment and initiated discussions on relocation assistance, while the SFPUC works to determine the long-term options to continue to meet the workforce development and environmental justice objectives of the Greenhouses.

The tenants have identified new locations for their businesses and are scheduled to vacate the premises by the end of 2016.

A New Vision for the Greenhouses

The Greenhouses were built to provide hands-on workforce development and skills-building opportunities. Another intended purpose of the Greenhouses was to make beneficial re-use of some of the SEP’s by-products, such as methane gas to power the Greenhouses. Unfortunately, the technology for this intended use was not available when the facility was built. Therefore, the full vision for the Greenhouses was never realized.

Three commercial tenants have occupied the Greenhouses since 1986 and operated wholesale commercial horticulture businesses. As part of the tenants’ lease for space at below market rates, a provision in their lease required them to hire at least 50% of all new nursery jobs from residents of the 94124 zip code and assume all maintenance and repair for the Greenhouses. Since 2011, efforts have been made to align the programming at the Greenhouses with the SECF, as it was originally intended in the mitigation.

Greenhouses: Key Milestones to Date

- **2011**
  - Tenants’ long-term leases expired in 2011; they were notified that there would be a competitive process to determine future leases.

- **2013**
  - In 2013, Request for Interest (RFI) Letters were issued asking for community input for programming that would align the Greenhouses with the intent of the mitigation and connect it to programming at the SECF.

- **2015**
  - In early 2015, the SFPUC commissioned a comprehensive facilities assessment to understand the physical condition of the Greenhouses. The study\(^5\) identified health and safety concerns that warranted asking the tenants to vacate the facility.

- **2016**
  - In May 2015, the SFPUC informed the tenants of the results of the condition assessment and initiated discussions on relocation assistance, while the SFPUC works to determine the long-term options to continue to meet the workforce development and environmental justice objectives of the Greenhouses.
  - To ensure minimal impact on any local residents who work at the Greenhouses, the SFPUC is partnering with the Office of Economic and Workforce Development to provide job placement support for Bayview residents who are impacted.

\(^5\) Due Diligence Assessment Report, AECOM/Parsons JV, January 2015
The outreach and engagement efforts were conducted to help the SFPUC answer these two questions:

1. Should the SFPUC renovate the existing center at 1800 Oakdale or build a new Southeast Community Facility at Third and Evans?

2. What interim Greenhouse-related programming will best serve the community?

View the video that captures the outreach efforts at: http://sfwater.org/index.aspx?page=956
Four outreach and engagement strategies

To ensure a transparent process and maximize participation from stakeholders, the SFPUC executed four major outreach and engagement strategies:

<table>
<thead>
<tr>
<th>Grassroots Outreach</th>
<th>Partnerships with Community Organizations</th>
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<tbody>
<tr>
<td>• Community Events</td>
<td>• Focus Groups and Presentations</td>
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<td>• Door-to-door Outreach</td>
<td>• Youth Charrette</td>
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<tr>
<th>Communications and Media Content</th>
<th>Community Team</th>
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<tr>
<td>• Social &amp; Community Media</td>
<td>• Partnerships with Key Stakeholders,</td>
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<tr>
<td>• Email Blasts</td>
<td>including facility tenants, community</td>
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<tr>
<td>• Video</td>
<td>leaders and community-based</td>
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<td>• Website</td>
<td>organizations</td>
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<tr>
<td>• Flyers</td>
<td>• Tours of Local Community Centers</td>
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<tr>
<td>• Door Hanger</td>
<td>to Learn Best Practices</td>
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<td>• Interactive Brochures</td>
<td>• Provide Guidance on Outreach</td>
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<td>• Metroquest Interactive Survey</td>
<td>Process</td>
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<td>• Branded Giveaway Items</td>
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<td>• Community Newspapers</td>
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Results from Outreach
Part I: Quantitative Results

SECF
Out of the survey respondents who indicated a preference, 71.29% prefer building new, or approximately 2.5 times more than those who prefer to renovate. Additional input confirms a strong preference for a new building, including the following:

- 62% prefer a brand new center with modern architecture compared to 23% preference for renovation of a 1980s building
- 66% prefer more on-site parking and accessibility by the light rail and bus/Muni (vs 17%)
- 62% prefer a green building that is energy efficient over 21% who prefer interior retrofit of a building to improve energy efficiency
- 54% prefer a community center along the commercial Third Street Corridor over 26% who prefer a residential setting
- 65% prefer a building with more open green space (vs 18%)
Greenhouse Interim Plan
Respondents were asked to indicate a preference for an interim plan that would provide environmental and workforce development benefits to the community while the SFPUC endeavors to develop a long-term plan for the permanent Greenhouses. These were the three options for the interim plan for the Greenhouses:

- Grants Program: fund existing community-based organizations in Bayview that support urban agriculture, land-use and workforce development
- Greenhouses in Gardens: install several smaller greenhouses imbedded within existing community gardens in the Bayview
- Centralized Greenhouses: create a centralized area with one larger or many smaller pre-fabricated/ pre-built greenhouses elsewhere on SFPUC land in the city

Out of the respondents who indicated a preference, 63% prefer a Grants Program.
Survey Methodology

Stakeholders who were unable to attend in-person meetings had an opportunity to share their input online through an interactive online survey platform—Metroquest. The community was encouraged to provide feedback through comment fields, and the survey was available in four languages: English, Spanish, Mandarin, and Tagalog.

The SFPUC focused on reaching residents most impacted by the proposed project. This effort is demonstrated by the fact that two-thirds of survey respondents were from the 94124 zip code. An effort was also made to reach out to a broad cross-section of the neighborhood, including long-time residents, new neighbors, all age groups, and various ethnic groups. To accomplish this, the SFPUC utilized partnerships with community-based organizations with expertise in engaging traditionally hard-to-reach populations.

Who Took the Survey

2 out of 3 survey respondents reside in 94124

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<thead>
<tr>
<th>Ethnicity</th>
<th>Years spent living in 94124</th>
<th>Age Ranges</th>
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<tbody>
<tr>
<td>45% African-American</td>
<td>&lt;5 29%</td>
<td>&gt;34 30.4%</td>
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<tr>
<td>9% Asian</td>
<td>6-20 31%</td>
<td>35-54 35.4%</td>
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<tr>
<td>2% Pacific Islander</td>
<td>21-30 14%</td>
<td>55-64 18.7%</td>
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<tr>
<td>8% Latino</td>
<td>&gt;30 26%</td>
<td>&lt;65 15.5%</td>
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<tr>
<td>4% Mixed</td>
<td></td>
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<tr>
<td>1% Other</td>
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<td>2% Am. Indian/Alaskan</td>
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<tr>
<td>9% White</td>
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<tr>
<td>3% Prefer not to say</td>
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Results of Outreach
Part II: Qualitative Results

Desired Qualities of a Community Center

Through our engagement with stakeholders at focus groups, presentations, events, door-to-door outreach, as well as the comments submitted through the survey, the following are among the top priorities identified for the SECF.

SECF
Location
• On a commercial site that is closer to other services and accessible to everyone
• Develop a “state of the art” destination
• Develop an innovative and cultural hub

Design
• Flexible spaces
• Energy efficient and sustainable with abundant natural light

Programming
• An inclusive space with adaptive rooms that can accommodate a wide range of activities
• Effective programming and services
Results of Outreach
Part II: Qualitative Results

Desired Elements of a Greenhouse Interim Grants Program

- Help address the gap in workforce development, particularly for youth in zip code 94124
- Work with local existing community organizations with proven track records of serving the Southeast
- Must have an accountability plan to ensure sustainability

“Building a community center that actually gets used by everyone in the neighborhood, is a gem at the ‘entrance’ to the neighborhood, and is accessible to many more people seems like a natural win.”

— Survey Comment
Final Recommendations

The 2016 eight-month outreach process reached more than 29,000 people (2,500 in-person conversations and 27,000 online engagements). It affirmed many of the findings of the initial outreach efforts conducted in 2011 and 2015. The quantitative and qualitative input identified a preference for a new building for the SECF and a neighborhood-centric approach to workforce development and environmental education as an interim plan for the Greenhouses.

The Southeast Community Facility Commission and the SFPUC Citizens’ Advisory Committee were provided with the key findings obtained through this process. Both groups passed resolutions urging the SFPUC Commission to move forward with these three community recommendations:

1. Build a new SECF at Third and Evans (1550 Evans)
2. Move forward with an interim Greenhouse-related Grants Program to support existing community-based organizations that provide programming at the intersection of urban agriculture, land-use and workforce development
3. Continue a transparent stakeholder engagement process

Next Steps

A summary of the stakeholder engagement and preferences was presented to the Commissioners on October 11, 2016. The SFPUC endorsed the results of the public outreach and engagement process. On November 8, 2016, the SFPUC acknowledged the endorsement through a resolution and requested that staff begin the planning and design process for a new proposed SECF at 1550 Evans along with the development of an interim Greenhouse grants program. Stakeholder engagement in 2017 will focus on design elements for the SECF and criteria and approach for the Request for Proposals for the interim Grants Program.

“Thank you for the partnership we desperately needed in order to bring this to fruition. Our community needs a first-class facility.”

— Public testimony of Dr. Veronica Hunnicutt, Chairwoman, Hunters Point Shipyard CAC; Former Dean, Southeast Campus of City College of San Francisco