

Treasure Island Redevelopment: Promoting Mixed-Income Inclusion through Community Facilities

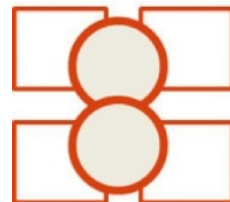
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Introduction

Over the next 15 years, the redevelopment of Treasure Island and Yerba Buena Island aims to integrate both islands into the physical fabric and civic consciousness of San Francisco. In today's era of increasing social polarization and inequity and sharp disparities between the burgeoning wealth of the city's tech sector and the precarious livelihoods of the city's low- and moderate-income dwellers, a critical question is how to use the redevelopment to create a more inclusive, equitable future on the islands. The opportunity to envision and create newly-developed San Francisco neighborhoods on Treasure Island and Yerba Buena offers a once-in-a-century opportunity to advance an inclusive future in what could become some of the most desirable living in the city.

Treasure Island Community Development, the Treasure Island Development Authority and One Treasure Island are boldly committed to realizing this inclusive vision. The Treasure Island master plan calls for up to 8,000 homes, of which up to 27.2% will be affordable housing, along with retail, commercial, community facilities, recreation and parks development. One of the design principles for the redevelopment¹ commits to promote "diverse social interactions, distinct character, housing options, economic opportunity, eclectic beauty, and civic common ground that is welcome to all."

One Treasure Island engaged the National Initiative on Mixed-Income Communities (NIMC) to provide consultation on creating an inclusive and equitable community. Based at Case Western Reserve University, NIMC is the only research center in the U.S. exclusively focused on the subject of mixed-income communities. NIMC has conducted research and evaluation on mixed-income communities in numerous cities and consulted with a range of mixed-income developers, planning departments, initiative funders and community-based organizations. NIMC has been engaged in San Francisco for over a decade providing evaluation and consulting support for the HOPE SF mixed-income redevelopment of four public housing developments in the Bayview area of the city.

We propose that a bold, shared vision for mixed-income inclusion be formulated and adopted to guide the design and implementation of community facilities on the island. The vision should convey the vital importance of shared spaces where people gather and connect on the island. The indoor and outdoor community spaces on Treasure Island will play a leading role in the island's commitment to inclusion and thriving for all residents. We propose a high degree of intentionality by all community facilities operators to promote a welcoming spirit, engage community input and feedback, provide high-quality opportunities accessible and affordable to all, recruit a diverse staff including island residents, maintain flexibility to evolve with the island population, and encourage mingling and interaction to promote opportunities for social relations and community building.

This report focuses on approaches to the community facilities strategy for the island that would help promote mixed-income inclusion among the extreme income mix, multicultural diversity and range of life backgrounds and circumstances that will exist among the future population. The report is structured as follows. We first provide background context regarding the recent history, status and plans for community facilities on the island, including a SWOT analysis of the outlook for community facilities, with implications for mixed-income inclusion. We then provide our point of

¹ Design for Development (2011), p.11.

view on mixed-income inclusion, propose a vision and principles for the community facilities strategy, and recommend key elements of a community facilities strategy for consideration. We then present some key lines of ongoing inquiry with valuable organizations and thought leaders and actors. We conclude with proposed action steps.

Background Context

Current Community Facilities and Project Plans

When the Navy left Treasure Island in 1997, all community services were shut down, such as childcare, recreation, and youth programming. One Treasure Island (One TI) stepped in to develop a Services Plan, including the reuse of existing facilities to provide community services. One TI organized the effort to renovate the Treasure Island Child Development Center and the Treasure Island Gym and recruited operators for both facilities. The gym is currently operated by the YMCA and the Child Development Center is operated by Catholic Charities. One TI arranged for afterschool and summer programming at the Treasure Island School and recruited the Boys & Girls Club to provide those services. The YMCA took over youth afterschool and summer programming in 2015 when the Boys & Girls Club discontinued operations. One TI has operated the Ship Shape, the island community center for close to 20 years. The Ship Shape provides space for community events and meetings, trainings, a weekly food pantry, a free tax preparation site and a free computer lab.

Treasure Island is currently home to a wide array of community facilities that were grouped in the 2011 Community Facilities Plan into five categories: public services, community spaces, community services and amenities, educational and cultural facilities, and open space and recreation facilities.

- Public service facilities include police and fire services.
- Community spaces include the Ship Shape community center and the YMCA.
- Community Services and amenities include the medical clinic and the community garden.
- Educational and cultural facilities include the Catholic Charities child development center, Life Learning Academy, Jobs Corps, the Treasure Island Museum, the Chapel and the Bookmobile.
- Open space and recreation facilities include the Sailing Center, two playgrounds, a dog park, and the Perimeter Path.

The planning firm MIG is currently conducting a Community Facilities Needs Assessment Update. In recent rounds of interviews facilitated by MIG with representatives of existing facilities, providers expressed the many benefits to their island location, their desire to grow and adapt as the island is redeveloped, and the many ways in which they could provide increased services and supports to the current and future island community. As one provider put it: “We have not even scratched the surface of ways we could serve the community.”

The redevelopment plan calls for keeping and enhancing as many of these community facilities as possible and adding other facilities to serve the expanding population. The plan includes 300 acres of parks and outdoor recreation space. The 2011 Parks and Open Space Plan calls for “an exceptional park system with a diverse array of urban public spaces that are integrated with new

neighborhood development and provide a connection with the ecological and experiential qualities of the Bay.” The plan includes:

- a network of parks and open spaces,
- a continuous waterfront around the island,
- a sports park as the active recreation hub for the island,
- a 20-25 acre urban organic farm,
- and a 5-acre Hilltop Park and natural habitat management on Yerba Buena.

A 2016 Child and Youth Needs Assessment by Facente Consulting confirmed that there are many resources on Treasure Island that are available for children and youth, but they are simply not being utilized. In fact, the perception of residents related to the availability of resources or the policies/logistics of organizations on Treasure Island frequently did not match the reality. Parents expressed more satisfaction with off-island programs than with on-island ones. The assessment identified four potential reasons for the underutilization of youth services that exist on the island:

- some, such as sailing and rugby, do not meet resident interests,
- there are logistical barriers such as facility schedules,
- some residents expressed a sense of not feeling welcome, and
- residents had limited information about what was available.

Providers and parents also raised the major challenge of transportation to and from the island and on the island. A focus group with island service providers conveyed their perceptions of divisions and lack of engagement within the parent community: “an ‘us vs. them’ sense of market-rate families and below-market-rate families” and a “lack of a sense of community – there is no real sense of ownership, trust is at a low, and people don’t feel heard.”

The assessment recommended three ways to promote improved utilization of current and future services: stronger communication, stronger coordination, and building a stronger sense of mutual respect and shared community. The Treasure Island 5-year Youth and Family Services Plan identified five priorities:

- modifying youth services at the YMCA,
- improving publicity and outreach,
- establishing a family resource center on Treasure Island,
- adding and improving existing youth resources, and
- other communications and support changes to improve the experience of Treasure Island youth.

The YMCA has made several improvements to youth services since the 2016 assessment. This includes expanded evening and weekend hours, improved communication with residents and island partners, expanded opportunities to connect youth to off-island programming, and recruiting highly motivated and engaged staff. During the COVID-19 pandemic the YMCA has proven to be a vital island resource for community support and resilience, including serving as a learning hub to enable students to have an alternative facility with technology, supervision and guidance while schools remain closed.

The 2011 Community Facilities Plan by MIG proposed a number of planning principles to guide the renovation and development of facilities on the island. These include:

- supporting the ability of residents to experience a holistic, high quality life,
- supporting a demographically and economically diverse population,
- fostering inclusive, equitable access for all residents,
- planning for changing community needs over time,
- keeping existing facilities in their current location as long as feasible,
- developing infrastructure and community facilities that provide continuous, reliable service to existing residents and businesses,
- balancing the needs of on-island residents with those of the broader Bay Area community.

A resident focus group recently hosted by MIG yielded a number of insights about resident perspectives on community facilities. When asked about their favorite community facility, nearly every resident participating on the call mentioned the Ship Shape Community Center. People appreciate the different services they can tap into at the Ship Shape. Additionally, and arguably more importantly, people mentioned how they feel at the Ship Shape: “this is where the community comes together,” “they know my name,” and “they are open to ideas about things we want to do.” The Ship Shape is seen by current island residents as a central gathering place where they feel seen and valued.

Residents expressed appreciation for places where they can gather, be outdoors, and rejuvenate. Favorite places included the dog park (“BBQ’s are there, it’s a space to gather as a family”) and the gym (“they have Halloween parties, activities for the kids, activities for everyone”). The perimeter path and community garden were noted as quality opportunities for outdoors wellness activity. Residents shared very informative feedback on barriers to using the facilities and suggestions for improvement. First, they called for improved accessibility in the form of more sidewalks, bike paths, better lighting, and more languages spoken (or at least information provided in different languages). They feel that residents who are elderly or differently abled are especially isolated. They also called for improved safety by slowing down traffic, having better signage (especially with the current construction), and improved lighting.

Overall, residents expressed interest in facilities that genuinely welcome them in, provide diverse programming, bring together “every race, color, and nation,” are kid and pet friendly, are open on evenings, weekends, and holidays, and are predominantly outdoors. The residents expressed a crucial request: “We need to do something sooner rather than later. People need places to gather now. Don’t just wait until development is done and there is a new set of residents.”

SWOT Analysis of Community Facilities Outlook, with Implications for Mixed-Income Inclusion

Strengths

- The longstanding legacy of One TI providing organizational leadership and support with a renewed mission to build an inclusive community among the current and future island population.
- Many beloved facilities including the Ship Shape Community Center, a place where residents from all backgrounds feel seen and valued.
- An abundance of outdoor spaces for a diverse community to gather and interact—the BBQ’s, the perimeter path, the dog park, the community garden, the athletic fields.

- Several of the community facilities have clearly articulated visions for their future on the island and desire to be part of the transformation, including the Treasure Island Museum, the Life Learning Academy, the Early Childhood Center, the YMCA and the Sailing Center.
- The island has an incredible rich history and was originally created to celebrate diversity – the theme of the 1939 Golden Gate International Exposition world’s fair was unity among the peoples of the Pacific.

Weaknesses

- Transportation on and off the island and around the island is challenging, particular for those with lower incomes and/or disabilities.
- Some providers have challenges of recruiting and sustaining staff given the transportation challenges and costs. This could make it difficult to recruit staff with skills/approach aligned with mixed-income inclusion and difficult to retain strong staff.
- There is lack of knowledge and an underutilization of existing services by residents, which may reduce engagement of the diverse breadth of the island community. Furthermore, schedules of some of the facilities are not conducive for all residents.
- There has been greater satisfaction expressed by some residents with off-island facilities, which may also reduce engagement.
- There is a sense of us versus them among the current island population and a limited shared sense of community among all residents from varied demographic and economic backgrounds.
- There has been some expression of a need for more respectful treatment of residents by facilities staff.

Opportunities

- The redevelopment will bring many opportunities to co-locate facilities and share spaces, activities and constituencies. Facilities could have multiple functions and be hybridized community spaces to bring a diverse constituency into the same spaces.
- Facilities can be designed for intergenerational and lifelong space and activities.
- One TI and facility providers could create a strongly networked and well-coordinated array of facilities.
- The renewed and new facilities could create a unique Bay Area attraction.
- There is great opportunity to innovate with the use of outdoor space, particularly post-pandemic.
- There is an opportunity to establish a special inclusive and equitable “operating culture” among all the facilities on the island.
- The future facilities could cater to an on-demand lifestyle, attracting a broad clientele.
- Future facilities can focus on an impactful combination of health, wellness, individual and community resilience, and environmental sustainability.
- Future facilities could universally promote a holistic healing-centered approach with a trauma-informed lens.
- Future facilities could use arts and culture as a mode of connecting diverse groups.
- Future facilities and their staff and constituencies could be oriented and supported to apply a racial equity lens to their supports, activities and services.
- Future facilities could prioritize resident agency and empowerment.

- Treasure Island museum staff would like the Museum to serve as a “cultural glue” for the island, to help “knit together the community.”
- There is an opportunity to unite residents around the unique history of the island, grounded in respect for diversity and mutual learning.
- The library could serve as a vibrant community hub catering to the full diversity of the current and future island population, with an accessible and high-tech co-working zone.
- Champions and sponsors in the Bay Area could be solicited to invest in innovative facilities on island. There could be naming opportunities for some facilities.
- The island facilities could be innovative models for the region and country.

Threats

- Residents have a need high for additional and enhanced services now, which could get overlooked with the focus on future redevelopment.
- There are many logistical challenges of operations during redevelopment.
- There will be challenges of constantly changing infrastructure and island population over the next 15 years.
- It will be a major initial challenge to raise the funds needed to build and renovate community facilities. The 2011 Development and Disposition Agreement includes a partial developer obligation for some facilities but will not cover the majority of project costs. Operators will need to identify sources of public financing and raise significant private donations to cover capital costs.
- There are current and future challenges due to COVID-19 and the economic downturn. Will facilities be able to survive financially? What does the future look like for them?
- There will now be a regular threat from the effect of extreme climate conditions and temperatures, unprecedented wildfires and sustained poor air quality.
- It is possible that the current operating culture with more isolation and low social cohesion and engagement might endure.
- There could be a possible bifurcation of community facilities into those used by a higher-income population and those used by a lower-income population.
- There could be a focus by some of the community facilities, such as the Museum and Sailing Center, on island visitors to the detriment of a strong focus on residents.

<h2>NIMC Point of View on Mixed-Income Inclusion</h2>
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Based on our research and engagement with mixed-income communities, we have developed the following framework to describe mixed-income success:

- 1) Building and sustaining quality mixed-income housing
- 2) Ensuring the housing is well-integrated into the broader neighborhood
- 3) Avoiding displacement by income and race
- 4) Attracting and retaining an income and racial social mix
- 5) Promoting inclusive social dynamics
- 6) Promoting economic mobility for all

Our basic assessment of the state of the mixed-income field in the US is that:

- There has been strong success in physical transformation and neighborhood revitalization.

- There have often been high levels of displacement of original residents and low rates of return.
- There has been strong success at attracting higher-income residents to move into mixed-income communities, but less success at retaining them over time.
- Rather than inclusive social dynamics, there is often limited interaction, high levels of stigma of the residents of affordable housing and a general “us versus them” dynamic in mixed-income communities. These dynamics are strongly shaped and reinforced by race and ethnicity.
- There has been limited economic mobility for low-income households. Ultimately, instead of integration into the mixed-income development, the broader neighborhood and the social and economic mainstream, low-income families of color in mixed-income developments have experienced what we have called “incorporated exclusion.”

Our general prescription is that promoting inclusive, equitable mixed-income communities will require two fundamental shifts:

- A goal shift from separately-defined goals for the various community stakeholders to a shared and explicit vision for inclusive mixed-income communities which emphasizes the common interests of owners, managers, service providers, and all residents.
- An operating culture shift from a narrow, siloed transactional focus on maintaining compliance, meeting needs and solving problems to a more strategic, intentional, aspirational operating culture designed to create the kind of stewardship and co-investment among owners, staff and residents needed to achieve long-term, sustainable individual and community transformation.

Some key implications for promoting more inclusive and equitable mixed-income communities include:

- Greater attention to developing and cultivating inclusive common spaces and shared amenities and facilities.
- Greater intentionality about integrating the all facets of the housing community into the broader neighborhood.
- Anticipate and prevent not only residential displacement but also “cultural” displacement to make sure that low-income residents feel a sense of belonging and voice in the redeveloped community.
- Establish strong neighboring norms and expectations and train property management for the specific dynamics of a mixed-income community.

Proposed Vision and Guiding Principles for the Mixed-Income Inclusion Strategy

A clear and compelling vision statement is a key tool to ensure that the community facilities strategy promotes mixed-income inclusion. Based on our review of documents, information-gathering and discussions with Treasure Island stakeholders, we propose the following draft vision for the community facilities strategy.

Treasure Island Community Facilities Vision Statement - Example

Core to every strong community are shared spaces where people gather and connect – to relax, to have fun, to learn, to exercise, to enjoy nature, to create, to serve. In mixed-income communities, it can be challenging to create and manage community spaces that are truly welcoming to the racially and economically diverse members who live, work and visit there. Community spaces on Treasure Island will play a leading role in the island’s commitment to inclusion and thriving for all residents.

Our vision is that indoor and outdoor community spaces on Treasure Island will be:

- *accessible, safe, and welcoming for all residents and community members,*
- *designed, cultivated, and maintained with in collaboration with residents and community members,*
- *flexible enough to accommodate varying and changing needs and opportunities,*
- *staffed by a diverse mix of employees, most of whom live on the island,*
- *designed to encourage mingling and interaction to promote opportunities for social relations and community building,*
- *geared to provide high-quality, affordable opportunities for residents with different financial means.*

The MIG 2011 Community Facilities Plan presented a set of planning principles to guide the development of the community facilities on Treasure Island. For stakeholder consideration, we have modified and added to this list to create a proposed set of principles to guide the day-to-day operations of current and future community facilities.

Proposed Guiding Principles

- Open space and recreational facilities will provide an outstanding array of recreational opportunities for all ages, accessible and welcoming to all residents and community members.
- Community facilities and spaces will prioritize the ability of all residents to experience a holistic, high quality of life, focused on healthy living, sustainability, and overall wellness.
- Facilities will be designed, managed, programmed and adapted over time to foster inclusive and equitable access and enjoyment by all residents. This includes:
 - Strong and ongoing stewardship of facilities by residents and community members.
 - Intentional communication of belonging.
 - Strong marketing and engagement of current and future residents and community members.

- Specific strategies to facilitate meaningful connection between people of different backgrounds.
- The provision and focus of community facilities will balance the needs and interests of on-island residents and community members with those of island visitors.
- Community facilities will be located to optimize operation and maintenance costs, sustainability and overall accessibility, attract a diverse population, and may include co-location of facilities, sharing of space and creating synergies of use, purpose and values.
- Community facilities will be developed to balance community needs with the need to achieve cost recovery in the provision of services, using sliding scales based on income and activities at a variety of price points.
- Community facilities will ensure that core needs and interests can be met on-island and will also expose and connect residents to amenities and resources off-island.
- Community facility design, mix, and location will take advantage of the island’s natural beauty and promote a sense of place and community that all can enjoy.

In addition to the guiding principles for community facilities on the island, we recommend that each facility be encouraged and supported to develop its own values statement. Development of underlying values or operating principles is a process that should be unique to any enterprise. The existing community facilities on Treasure Island can lay the groundwork for other facilities by adopting and living clear, behavior-based actionable values needed to convert the above stated vision into reality.

<h2 style="margin: 0;">Key Elements of Community Facility Mixed-Income Inclusion Strategy</h2>
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1. Communicate belonging

A key to mixed-income inclusion is that community facilities make it very clear that all are welcome. There should be visual clues that explicitly show people of all background that they are welcome in this space. What signals “welcome” and what signals “stay out”?² The architectural design of buildings should communicate openness and access rather than security and exclusiveness. Thoughtful, community-informed decisions should be made about colors, art and decorations. For example, the [Holy Family Day Home in San Francisco](#), which was noted for successfully attracting and retaining a mixed-income client population, has gay pride and trans flags clearly visible when families enter.

Beyond design and visual cues, it is important that organizational boards and staff reflect the diversity of the community. Residents and community members should see people who look like them when they enter and engage with the facility. When feasible, signage and activities should be available in languages are spoken by current and future residents and community members on the island.

Community facilities should stay vigilant about whether they are achieving belonging and who is inadvertently being excluded. Facilities should regularly compare the demographics of their user

² Nina Simon, founder [OF/BY/FORALL](#) former ED of the Santa Cruz Museum of Art and Culture, TEDx talk titled [The Art of Relevance](#).

population to the island and visitor population. Ask who isn't showing up in the spaces and work with the community to develop strategies to broaden participation.³ At Regent Park in Toronto, leaders noticed recognizing that Muslim women in particular were not using the [world-class aquatic center](#) that had been created. They discovered that Muslim women wanted more privacy than the large glass windows allowed. Therefore the developer adding retractable shades to the windows and scheduled a special time when these community members would have the pool to themselves. In conversations with MIG, leaders of existing facilities, such as the Treasure Island Museum, acknowledged that they were not reaching the existing island population effectively and has begun exploring partnerships with other Island-based organizations to expand programming that is more relevant to Island residents.

2. Facilitate connection

Achieving mixed-income inclusion requires intentionality about spaces, opportunities and moments for people of different backgrounds to interact and build meaningful connections. The challenge is that many community facilities have their hands full with managing their day-to-day realities and ensuring they are serving their primary participants effectively. Some organizations, like One TI, have an explicit mission to promote inclusion and connection. But for most facilities, there is usually little time and energy to think creatively and expansively about ways to attract a broader mix of participants and how to design programs and activities that promote meaningful interaction across lines of race and class.

Food is a tried and true means of bringing people together. Holy Family Day Home has monthly community breakfasts, attended by about 80% low-income and homeless families with the remainder higher-income families. These meals provide a setting for parents to connect with each other over the commonality of their love for children. In the MIG conversation, the SF Parks & Recreation representatives proposed the importance of having a well-designed onsite kitchen at the community center to prepare and serve meals, hold community cooking classes, and conduct nutrition and wellness programs, all of which could appeal to a diverse population. At the Regent Park mixed-income redevelopment in Toronto, the [Friends of Regent Park](#) resident-based group advocated for and manages a [community bake oven](#) that was created in a local park. Ethnic groups use the oven for baking activities. A Make Bread, Break Bread event hosted at the oven has become a great tool for promoting community cohesion. A standout community activity is the [Taste of Regent Park](#), which showcases the diversity of cultures and foods among the residents of Regent Park every Wednesday night in the summer. A meal is organized by a different group from the [Regent Park Catering Collective](#) and served for \$4 per meal. The food tables are surrounded by craft tables with various ethnic groups selling things that they have made, including the [Regent Park Sewing Studio](#).

Regular shared interests and common daily activities and routines are also effective ways to foster social mixing that, without intentionality and cultivation, can often happen in segregated ways. In a [UC Berkeley “social seams” study of social interaction at Garfield Park](#) in San Francisco, the observational research documented that people with children or dogs (or both!) were most likely to interact across lines of difference while in the park. How can the community facilities and shared spaces of Treasure Island be highly intentional about fostering opportunities for residents and community members to conduct their personal interests and daily routines in spaces that bring them into comfortable, frequent and extended interaction with each other?

³ Nate Hommel, University City District, Philadelphia.

Shared service and creative activities are another good means of connecting across lines of difference. In the MIG conversation, Life Learning Academy staff spoke about their success building community through service activities that bring people together around a common goal. For example, youth at the school have done volunteer activities in the community, which has helped mitigate their sense of isolation. [University City District](#) in Philadelphia has recognized the need to “teach people how to use the space” through free events and programming.

3. Develop an inclusive operating culture

High intentionality about the way things work within organizations, facilities and community spaces, what we refer to as “operating culture,” is a core element of a mixed-income inclusion strategy. What are the norms and expectations for how individuals treat each other and engage with each other? What is the vibe and spirit of the places and spaces on the island? We are all living through a particularly fearful and divisive time in our society but that larger ethos of fear of the other, disconnection from others, and extreme caution and risk aversion has been reflected in the operating cultures of our organizations and communities for many decades. Underlying that operating culture is a history of structural racism that is baked into systems, policies and societal conventions. Without intentionality, vigilance and mutual accountability, that adverse operating culture can seep into our organizations and communities despite the best of intentions of the staff and community members.

As noted earlier, we call for an operating culture characterized by aspiration, connection and creativity. One TI and its partners should determine its aims for a positive operating culture that aligns with the island’s best attributes. Community facilities should be encouraged, supported and held accountable to likewise aligning with that operating culture as well as adding their own distinctive, positive tone. The vision, principles and value setting and communicating is a concrete way to explicitly establish an influential operating culture.

The [Trek Development Group](#), a mixed-income real estate developer and property manager in Pittsburgh was guided by Trusted Space Partners to develop a [Hospitality Covenant](#) pledge that is signed by executives and employees throughout the company and by residents in its housing communities. [Embarcadero YMCA](#) is a San Francisco community facility noted for its success drawing a diverse membership. Representatives of the Embarcadero YMCA described the importance of establishing a cohesive sense of shared community and their members making a conscious choice to be part of a community. Representatives from Holy Family Day Home indicated that they talk explicitly about their organizational values with staff and clients all the time. A key element of operating culture in an inclusive mixed-income community is encouraging all staff and all participants to take responsibility for making sure everyone feels welcome.⁴

[East Bay Meditation Center](#) was founded to provide a welcoming environment for people of color, members of the LGBTQI community, people with disabilities, and other underrepresented communities. Their mission is to foster liberation, personal and interpersonal healing, social action, and inclusive community building. Rooted in their commitment to diversity, they “operate with transparent democratic governance, generosity-based economics, and environmental sustainability.”

⁴ Alcoholics Anonymous Responsibility Declaration by members: “When anyone, anywhere, reaches out for help, I want the hand of AA always to be there. And for that: I am responsible.”

4. Expand beyond community *facilities* to community *spaces*

The 2011 Community Facilities Plan covers both indoor facilities and outdoor amenities and there is room to be even more expansive in the strategies for using the incredible natural beauty of Treasure Island, the 300 acres of open space, and all the spaces between buildings as inclusive community building opportunities. Particularly in this COVID-19 era and with the advantage of a relatively moderate climate much of the year on the island, it is vital to maximize the value and impact of the outdoor spaces on the island to advance the vision of mixed-income inclusion.

Careful consideration should be given to the balance of active open space and passive open space. And in both forms of open community space, it should be clearly determining how the norms and expectations for appropriate use of the space, that respect the property and nature as well as respect other community members, will be upheld. For an equitable and inclusive community among a racially diverse population, it would be ideal if neighbors and community members can maintain “informal social control” in sensitive, diplomatic and affirming ways over the open space, rather than the community resorting to managing behavior through policing, security services, security cameras and other formal monitoring processes.⁵ While cameras and security patrols may discourage crime, they also make some people, particularly lower-income community members of color, feel less welcome. University City District employs a concierge who is well known to community members and frequent visitors and serves more as a welcome attendant and helping hand, but can call on police if needed.

It is also essential that residents and community members be fully engaged in informing the design and equipping of outdoor space and amenities. For example, at the Golden Gate National Recreation Area/Parks Conservancy when the community was asked to provide feedback on the [Presidio Tunnel Tops](#) project, constituents requested a BBQ area with a sink, protection from the sun, a wash up station, gender neutral restrooms and outdoor lockers.

5. Approach new spaces as flexible and evolving

Accommodating the needs and interests of a dynamically evolving and diverse island population will require high flexibility and adaptability in the use of space. Where possible, design in a way that provides room for growth and modification. Consider in what instances it is possible to start with a lower-stakes plan and then listen to your users over time for guidance on how to adapt. Residents and community members can help shape the space and programming with their feedback, will feel heard, and will be more bought into any improvements. In University City District (UCD) in Philadelphia, the flagship space, [The Porch at 30th Street Station](#), was formerly a bleak parking lot outside of iconic 30th Street Station, the country’s third busiest Amtrak station. The UCD team wanted a better way to welcome visitors to Philadelphia, so they started by putting out simple, moveable tables, chairs, umbrellas, plants, and adding some basic activities programming to attract visitors. Over the years, they used [rigorous and creative data collection and analysis to make the space more appealing](#) by adding swings, food options, diverse arts performances, and thousands upon thousands of plants, and have been rewarded with increasing numbers of visitors. One of UCD’s models was Times Square in New York City where planners were highly intentional about gradually experimenting with the use of the space over time after it was closed to cars and collecting

⁵ Robert J. Chaskin and Mark L. Joseph. 2011. *Whose Space? Whose Rules? Social Challenges in Mixed-Income Developments*. Mixed-Income Development Study Research Brief #4.

data about space usage and pedestrian flow. That data was used to build trust with municipal authorities and city stakeholders who originally had resisted the idea.⁶

[The Hall in San Francisco](#) is another excellent example of a community space that evolved over time. Originally intended as a temporary use of space that was undergoing the permit process for mixed-use redevelopment, The Hall ended up lasting for three years. The developers of The Hall experimented in its early months with how to keep it as active as possible. They came to realize that multi-functional spaces are critical. The Hall’s pop-up food establishments were busy at lunch time and dinnertime. To keep the space active, they began to host job fairs in the space from 2-4:30pm. These timing constraints drove creativity about feasible activities. The space came to feel like a “clubhouse for the community.” Community members were invited to come and to plan their own events there. There was an effort to community members feel like they had agency, ownership and equal access over the space.

Representatives of the San Francisco Public Library reinforced their lessons learned about importance of the building being very flexible and adaptable. Rooms are able to have multiple uses depending on the time of day and the nature of the visitors at that time.

Specific Ideas for Community Facility Strategy

In addition to the approaches to mixed-income inclusion discussed above, some specific ideas for the Treasure Island community facility strategy emerged from our information gathering and reflection.

1. Enhance ONE Treasure Island’s role as the lead organizational steward for mixed income inclusion. ONE TI could build on its current leadership role to add efforts to develop and promote the adoption of a shared vision, principles and values by all community facilities, support for staff training and peer-to-peer learning and accountability among organizations, awards, competitions and other recognition for island facilities with particularly strong efforts at mixed-income inclusion, as well as modeling the cycle of planning, tracking data, learning, evaluation and refinement.

2. Community ambassadors for open community spaces

We proposed this same program for the retail strategy. This would be a team of community ambassadors who serve on a rotating basis to provide informational support to residents and visitors and promote and maintain community norms. The ambassadors should reflect the income and cultural diversity of Treasure Island, including the languages spoken by residents. This would be an excellent opportunity to engage and build capacity among the youth and there should be high intentionality in the formation of ambassador teams and relationship building. The ambassadors could receive stipends or in-kind benefits for service. The position should feel like an honor and a privilege to serve the community. The intentional mixing and relationship building of community ambassadors would serve as a model for others living and working on the island.

San Francisco has a robust [community ambassadors program](#) that could be modified and expanded onto Treasure Island. Another strong example is the [ambassador program](#) in University City

⁶⁶ Nate Hommel, Director of Planning and Design, University City District.

District, Philadelphia. Both of the programs have public safety as a clear focus. For Treasure Island, while promoting public safety and norms should be a clear function, the priority focus could be community-building and promoting a sense of welcome and belonging among a diverse population of residents and visitors.

3. Friends of Treasure Island fundraising group. Consider creating a Friends of Treasure Island Facilities group charged with raising and stewarding funds to support the community facilities and activities. That group should strategize about leveraging the Bay Area’s abundance of longtime and emergent philanthropists to raise funds for island community facilities. Naming rights for buildings and facilities should be considered. This could be modeled on the Friends of the San Francisco Public Library.

4. Central organizational steward role for The Treasure Museum. The Treasure Island museum is an incredible one-of-a-kind cultural resource with an abundance of ideas and assets that could be a hallmark of educational and enjoyable experiences for island residents and visitors. The Museum preserves the legacy of the island which was steeped in honoring diversity and it provides a window into the challenges and opportunities of issues of diversity and race today. The Museum representatives see the Museum as a potential “cultural glue” for the island, providing connections between the history of the island, the landmarks of the island and the geography and evolution of the island itself. The Museum could be supported to bring heightened intentionality about engaging current and future residents across race, class, age and other lines of difference. The Parks Conservancy in San Francisco is an excellent resource to learn from about playing this steward type role.

5. Central organizational steward role for the Life Learning Academy. The LLA is hoping that the redevelopment of the island will also provide an opportunity for the expansion of the school and for a more engaged role for the school and its students with the broader island community. School staff and students could play a key role as ambassadors for the island. Perhaps in partnership with the Museum, the students could play a role as tour guides for the island landmarks and docents at the Museum.

Key Lines of Inquiry and Contacts for Possible Follow-Up

Our information collection identified several lines of inquiry for further exploration and numerous contacts who could be valuable connections and ongoing sources of information as the Treasure Island redevelopment proceeds. We would like to discuss and prioritize these contacts for further conversations directly with members of the Treasure Island team.

1. How to most effectively signal belonging to people as they approach and enter community spaces and facilities?

- [Nina Simon](#), founder of [OE/BY/FORALL](#) former Executive Director of the [Santa Cruz Museum of Art & History](#). She is the author of two books: *The Participatory Museum*, and *The Art of Relevance*.
- [Holy Family Day Home](#) Executive Director Heather Morado is thinking about this in the running of her early childhood education center that is 80-90% very low income / homeless families and the remainder market rate. They call it a co-mingled model.

- [Christy Rocca](#) at the [Parks Conservancy](#). They have been intentional since the beginning of developing the Crissy Field center of engaging with the community and hiring and developing staff that reflect the diversity of San Francisco. She is currently leading the development and programming for the Tunnel Tops.
 - Nate Hommel, Director of Planning and Design of [University City District](#). They have created a tool to determine who is not coming into the space. With that information, they explore barriers to engagement.
2. **How do we design community spaces that are flexible and adaptable? How do we effectively engage the community in this ongoing process? How is this different for outdoor spaces and indoor facilities?**
- Nate Hommel, Director of Planning and Design of [University City District](#). See [reflection document](#) on the first 9 years of the Porch. Lesson #3 is called “Launch. Test. Measure. Fail. Tinker. Succeed. Repeat.”
 - [Ilana Lipsett](#), who managed [The Hall](#) in SF, spoke about experimenting and adapting to maximize the use of the space and engage the community.
3. **How can community spaces serve to more than just bring different people together, but to also help those people connect in meaningful ways?**
- Nate Hommel, Director of Planning and Design of [University City District](#). [5 lessons learned](#) document.
 - [Christy Rocca](#) at the [Parks Conservancy](#). They have been very successful in bringing diverse people to spaces, but not in getting them to mingle and connect. That is a key goal with the new Tunnel Tops project now under construction. They have invited local nonprofit [Loco Bloco](#) to lead on developing programming for the new space.
 - [Trusted Space Partners](#) affiliations
 - Bill Traynor and Frankie Blackburn created [Qniversity](#) in Lawrence, MA, a new physical and figurative space for regular people to come together to share good life where the motto was “wisdom was everywhere.”
 - [Lawrence Community Works](#) founded by Bill Traynor.
 - [Impact Silver Spring](#) founded by Frankie Blackburn.

Proposed Action Steps for Treasure Island Community Facilities

1) Consider explicitly enhancing the role of One Treasure Island to elevate its function as the lead island steward for mixed-income inclusion. Identify ways that organizational staffing, infrastructure and services could be enhanced to emphasize inclusion. For example, review job descriptions, staff roles, staff training and supports, member agreements and supports and all community activities with the lens of maximizing the focus and intentionality about mixed-income inclusion.

Roles: Collaboration between One TI, TIDA and TIDG to agree upon an enhanced role for One TI. One TI would then incorporate into their vision, job descriptions, agreements, etc.

2) Clarify the roles of TIDG and TIDA in promoting mixed-income inclusion in community facilities. Consider how upcoming redevelopment decisions and processes can be used promote the strategies recommended in this report. As with the retail strategy, leases and ground leases for community facilities could be used draw attention to the mixed-income inclusion vision and principles for community facilities and require facility operators to develop their own inclusion values statements and commitment.

3) Identify the key lead organizational partners to help steward mixed-income inclusion and establish shared understanding and support. For example, accept and leverage the Treasure Island Museum and Life Learning Academy’s expressed interest in serving a cross-cutting role on the island.

Roles: One TI, with input from NIMC and MIG, could identify and initiate conversations with potential lead partners on the island.

4) Identify key local champions for the community facilities strategy and form a community facilities task force. Bring in some fresh, visionary energy from Bay Area stakeholders. Include representatives of the existing island community facilities identified above as well as residents. Review and discuss NIMC community facilities strategy report. Consider a subcommittee or perhaps framing the whole task force as a Friends of Treasure Island Facilities fundraising group.

Roles: One TI could lead the creation of this task force with input from various stakeholders.

5) Establish an explicit aspirational vision and principles for community facilities on Treasure Island. Review and modify proposed vision and principles in NIMC community facilities strategy report.

Roles: As an early assignment, the task force mentioned above could draft this aspirational vision and principles.

6) Maintain close collaboration between MIG, NIMC and community facilities task force with One TI and other stakeholders as community facility planning proceeds. Incorporate an explicit mixed-income inclusion strategy with key strategy elements shared in NIMC report. Include explicit plans to sustain and enhance existing community facilities.

Roles: One TI could facilitate collaboration between these stakeholders and will be the lead voice on Treasure Island to ensure that an inclusion strategy is woven into all planning and implementation efforts.

7) Initiate early pilots of mixed-income inclusion strategies and activities with existing community facilities. Activate the task force in brainstorming ways that current community facilities could promote greater engagement from a more diverse clientele. Practice the key element of keeping spaces flexible and evolving. Recognize in advance that it won’t be perfect at first. Be willing to fail, listen to input, and adjust.

Roles: Task force could identify one to two early pilots to start. One TI could seek funding for these “social experiments” and, along with the task force, to lead the cycle of planning, monitoring and evaluation.

Appendix A: Reference List of Exemplary Community Facility Models

Santa Cruz Museum of Art and History

Santa Cruz, CA

<https://www.santacruzmah.org/abbott-square>

Nina Simon, former ED, TEDx talk titled [The Art of Relevance](#)

Kroc Center

San Francisco, CA

<http://www.krocsf.org/index.html>

Contact: Jen Arens

Golden Gate Parks Conservancy and Crissy Field Center

San Francisco, CA

<https://www.parksconservancy.org/programs/crissy-field-center>

Contact: Christy Rocca crocca@parksconservancy.org

Holy Family Day Home

San Francisco, CA

<https://www.holyfamilydayhome.org/>

Contact: Heather Morado hmorado@holyfamilydayhome.org

Eureka Valley/Harvey Milk Memorial Public Library

San Francisco, CA

<https://sfpl.org/locations/eureka-valley>

Contact: Casey Crumpacker evamgr@sfpl.org

Regent Park, Toronto, Canada

Aquatic Center

Community Center

Daniels Spectrum Arts and Culture Center

Regent Park Athletic Fields

University City District

[University City District: Inclusive Infrastructure and the 21st Century BID](#)

William “Holly” Whyte in His Own Words, “The Social Life of Small Urban Spaces” (1980)

- Book and [video summary](#)
- Recommended by Karen Chapple and Nate Hommel - method for observing patterns

Betty Sells-Asberry

Associate Executive Director Community Engagement

Shih Yu-Lang Central & Embarcadero YMCA

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bsells-asberry@ymcasf.org

People we have not yet been able to contact:

[South of Market Childcare Center](#)

Jennifer De Palm, Executive Director

Recommended by Ingrid Mezquita, Director SF Office of Early Childcare and Education and Graham Dobson, Policy Analyst, with Office of ECE

[St. Francis](#)

Sally Large, Director

Recommended by Ingrid Mezquita, Director SF Office of Early Childcare and Education and Graham Dobson, Policy Analyst, with Office of ECE

[Telegraph Hill](#)

Nestor L. Fernandez II, CEO/Executive Director

Recommended by Ingrid Mezquita, Director SF Office of Early Childcare and Education and Graham Dobson, Policy Analyst, with Office of ECE

[Park Branch](#) and [Western Addition](#) branch of SF Public Library

Recommended by Cathy Delneo, SF Public Library, Chief of Branches and Michelle Jeffers, SF Public Library, Chief of Community Partnerships and Programs

Appendix B: Useful Literature and Resources

[Mixed-Income Communities Need Mixed-Income Early Care and Education](#)

Matthew R. Tinsley and Mary Ann Dewan Santa Clara County Office of Education

[Ten Urban Design Strategies for Fostering Equity and Inclusion in Mixed-Income Neighborhoods](#)

Emily Talen, University of Chicago

[University Lawrence: Sparking a New Network of Diverse Friends and Mutual Support](#)

Bill Traynor and Frankie Blackburn, Trusted Space Partners

[Social Seams in Mixed-Income Neighborhoods: A Case Study of Garfield Square Park](#)

Tessa Munekiyo, Graduate Research Fellow, Center for Community Innovation; and

Karen Chapple, Faculty Director, Center for Community Innovation

University of California Center for Community Innovation

Palaces for the people : how social infrastructure can help fight inequality, polarization, and the decline of civic life

Klinenberg, Eric

Generation priced out : who gets to live in the new urban America

Shaw, Randy

Soft City: Building Density for Everyday Life

David Sim

Inclusive Healthy Places: A Guide to Inclusion & Health in Public Space: Learning Globally to Transform Locally

Gehl Institute

Scan of Community Centers and Hubs in Mixed-Income Developments

National Initiative on Mixed-Income Communities

[Museum 2.0 Blog](#). Explores making museums and other public facilities inclusive for all.

The Porch at 30th Street Station: 5 years, 5 lessons