

MEMORANDUM

May 18, 2017

TO: MEMBERS, PORT COMMISSION
Hon. Willie Adams, President
Hon. Kimberly Brandon, Vice President
Hon. Leslie Katz
Hon. Doreen Woo Ho

FROM: Elaine Forbes
Executive Director

SUBJECT: Informational presentation on the San Francisco Recreation and Parks Department India Basin open space planning; the proposed BUILD mixed-use development project at 700 Innes Avenue; and interagency coordination with the Port

DIRECTOR'S RECOMMENDATION: Information Only – No Action Required

Executive Summary

On February 19, 2016, the Port Commission received an informational briefing on the India Basin Open Space Planning process, led primarily by the San Francisco Recreation and Parks Department (RPD), in coordination with the Port, BUILD, Pacific Gas & Electric Company (PG&E) and the Office of Economic Workforce and Development (OEWD).¹ That briefing focused on RPD's planning efforts at 900 Innes Avenue. This second informational briefing provides an update to the RPD's open space planning at 900 Innes Avenue and two adjacent RPD properties (India Basin Shoreline Park and India Basin Open Space), as well as a briefing on BUILD's proposed mixed-use development project at 700 Innes Avenue, and the Port's involvement going forward, including a potential Public Trust land exchange.

Background

The India Basin Shoreline is comprised of seven properties (listed below), six of which are in varying stages of development, and three of which are owned by RPD. These properties are part of the Blue Greenway system. As such, RPD, The Trust for Public Land (TPL), BUILD and the San Francisco Parks Alliance (SFPA) led a public-private

¹ A copy of the Port Commission staff report and associated exhibits is available at:
<http://sfport.com/meeting/san-francisco-port-commission-february-23-2016-supporting-documents>

process to create The India Basin Waterfront Study: Parks, Trails and Open Space (“Waterfront Study”) to address the 1.5-mile-long India Basin shoreline which includes:

1. Heron’s Head Park (Port, existing)
2. Hunters Point Shoreline (PG&E, no plans)
3. *India Basin Shoreline Park (RPD, existing)*²
4. *900 Innes (RPD, proposed)*
5. *India Basin Open Space (RPD and Port, existing)*
6. *700 Innes – The Big Green (BUILD, proposed)*
7. Northside Park (Hunters Point Shipyard – Lennar, proposed)

(See Exhibit 1: Site Plan) The central goal of the Waterfront Study is to ensure that all seven properties eventually look, feel and operate as an integrated parks system. The Waterfront Study also includes specific proposals for public programming, access and circulation, habitat restoration, and ecological and sea level rise strategies.

Upon completion of the Waterfront Study, RPD, TPL and SFPA launched a Design Ideas Competition for 900 Innes and India Basin Shoreline Park. A task force comprised of over thirty Bayview Hunters Point community organizations and City agencies (“Task Force”) selected five firms as finalists of the competition. The finalists presented their submissions publicly and a seven-member jury³ ranked them and finally selected Gustafson Guthrie Nichol as the winner.

The Port has been working collaboratively with RPD, OEWD and TPL, and also participates on the India Basin Task Force. The Port’s role is to make certain that the new open space programming in each of the future India Basin open spaces is compatible with the program of Heron’s Head Park and that future amenities are integrated appropriately. The Port is also assisting in stakeholder outreach to make sure constituents are well-informed of the planning process.

Since February 2016, the Task Force, designers, agencies, and landowners have advanced the designs for RPD’s 900 Innes and India Basin Shoreline Park. During this same timeframe, BUILD, in coordination with the India Basin community and City of San Francisco (“City”) staff, and with input from the Port, completed a conceptual design package for its mixed-use development project at 700 Innes and India Basin Open Space. The Port participated in the community planning and Task Force to ensure that the conceptual design extends and compliments components of Heron’s Head Park, with programs such as family picnic and natural habitat opportunity, while also providing space for more active recreation. The design allows for a natural transition between the various owner/agency park areas.

This staff report provides an update on the design and program for each of the four open space projects.

² The four italicized parks are discussed in this staff report and will be the subject of the informational briefing on May 23, 2017.

³ The jury was comprised of three community members from the Task Force, one representative appointed by Supervisor Cohen, and three professional experts. More information on the Design Ideas Competition can be found here: <http://ibwaterfrontparks.com/competition/>.

India Basin Shoreline Park (RPD)

Along Hunters Point Boulevard, the existing 5.6-acre India Basin Shoreline Park includes two play structures, a basketball court, vehicular access, a turnaround and drop-off, parking spaces, swings, a 30-foot slide, lawns and trees, a segment of the Bay Trail, artwork by young local artists and high school students, barbecue grills, a water fountain, education signage, shoreline access, wetlands and upland plantings, and seating areas.

The park would be redesigned to better serve the surrounding community and enhance citywide programs (see *Exhibit 2: India Basin Shoreline Park and 900 Innes*). The park would be connected with a new Class 1 bike path to Hunters Point Boulevard and the park space at 900 Innes. Proposed park features include:

- A large adventure play area, adult fitness stations, quarter-mile loop, informal walking trails, skate trails and basketball courts;
- A Marineway Pier with floating dock and ADA-accessible human-powered boat launch and an Outfitter Pavilion to allow for kayak rentals and RPD waterfront recreation boat storage;
- A heritage garden and historic shorewalk promenade which traces the pre-fill shoreline at India Basin;
- A sloped lawn for lounging, playing and hosting events which terminates into the water at a gravel beach;
- A restored marsh edge replacing the existing hard riprap edge and creating a soft, vegetated buffer to provide habitat for birds and animals and allowing the park to better adapt to sea level rise and storm surges.

900 Innes Property (RPD)

In August 2014, the City acquired the 900 Innes property. The City and RPD envision a new park on the 900 Innes site, which will create the last segment of the Blue Greenway. 900 Innes is approximately 2.4 acres, 1.8 acres of which is on land. The property would be developed as a new waterfront park providing a connection between India Basin Shoreline Park to its north and India Basin Open Space to its south (see *Exhibit 2: India Basin Shoreline Park and 900 Innes*).

The park would include:

- The restored historic Shipwright's Cottage at the entry at Innes Avenue to serve as the welcome center and gallery space;
- A covered Overlook Pavilion, opening both onto Innes Avenue and the boatyard with space for food vendors;

- Scow Schooner Boatyard with a repurposed “Shop” for boat building workshops and other “maker” classes, areas of shoreline planting, small water feature, areas for seating and picnic tables, and restored artifacts from the boatyard; and
- Class I bikeway and public restrooms throughout.

700 Innes Avenue and the Big Green (BUILD)

BUILD is proposing redevelopment of approximately 17.12 acres of privately-owned land plus approximately 5.61 acres of existing publicly-owned rights-of-way (ROWs) into a mixed-use community with residential, retail, commercial, office, institutional, flex space, and recreational and art uses (see *Exhibit 3: India Basin Open Space and 700 Innes*). The proposed project would be built in phases and include 1,240 residential units in buildings ranging one to 14 stories, and up to 275,000 gross square feet of commercial, institutional (school), retail or flex spaces at select ground-floor locations. The project would also include up to 1,800 parking spaces, and several transportation improvements including a transit plaza at Arelious Walker and Innes Avenue, a Class 1, grade-separated commuter bike path linking the future PG&E development to Northside Park, and at least 2 bike share pods on the site.

BUILD’s project would include 5.6 acres of new open space (the “Big Green”) adjacent to 700 Innes and the India Basin Shoreline Open space. The Big Green would include:

- Pathways in the form of boardwalks, trails and stairways;
- Children’s play areas, a fitness loop, children’s play area, several sculptures, a dog run and several small gathering spaces; and
- Natural grasslands, stormwater wetlands, a wet meadow and a grove of trees.

India Basin Open Space (RPD and Port, redeveloped by Build, Inc.)

BUILD also plans to redevelop 6.2 acres of property (“India Basin Open Space”) along the shoreline and adjacent to its development at 700 Innes, into enhanced wetlands, a boardwalk, and an elevated beach (see *Exhibit 3: India Basin Open Space and 700 Innes*). The lower edge of the shoreline would largely remain in a natural state with some enhancements for public access and ecological function. The proposed enhancements could include sand dunes, bird islands, a recreational beach area, a boat launch (directly from land), a bioengineered breakwater, and new wetlands and ponds. The shoreline would be adaptable to accommodate and embrace projected sea level rise.

State Lands Public Trust Land Exchange – 700 Innes and India Basin Open Space

The 700 Innes and India Basin Open Space parcels within the proposed BUILD Project Site include a patchwork of uplands, submerged lands, accepted and unaccepted ROWs, public trust property under the jurisdiction of the Port, and parcels of uncertain and potentially disputed public trust status. BUILD is proposing a public trust settlement agreement (“Settlement Agreement”), to resolve some of these disputed trust uncertainties to support their mixed-use development project.

As the trust is presently configured on these parcels, most of the lands on or adjacent to the shoreline are either free of the trust or have uncertain trust status, and the trust status of most of the adjacent submerged lands is also uncertain. At the same time, the filled lands proposed for development are further inland and cut off from the water, and therefore are not useful to the trust, yet they are encumbered with disputed trust claims. The goal of the Settlement Agreement would be to rationalize the public trust parcels in a manner that achieves various trust objectives, including shoreline and habitat restoration and protection, public access to the India Basin shoreline and the creation of important linkages between open spaces and trails along the India Basin shoreline. As shown in Exhibit 4: Pre-Settlement Designation and Exhibit 5: Post-Settlement Designation, upland parcels with uncertain or confirmed trust status and proposed for BUILD's project would be removed from the trust and made available for development. In exchange, filled, shoreline parcels with uncertain or non-trust status and proposed for park development would be confirmed in the trust to achieve trust objectives.

The Settlement Agreement would need to be approved by the City (including the Port and RPD) and the State Lands Commission. If approved, the Port could become the trustee of approximately 6.81 acres of upland filled areas and possibly 16.19 acres of adjacent submerged parcels. As a condition to the Port becoming the trustee of any lands placed or confirmed in the public trust, the exchange must be structured in a manner that protects the Port and the trust from liability for hazardous materials that may be present. The Port is in early discussions with BUILD, OEWD, RPD, and the City Attorney on the Settlement Agreement and will return to the Port Commission with further details as this advances.

SCHEDULE AND NEXT STEPS

The Draft EIR for the India Basin mixed-use development project is anticipated to be published in June 2017, with certification expected in December 2017. Simultaneously, BUILD will be working with the City to negotiate a Development Agreement (DA) that will outline the project's public benefits and deal terms. The DA, Final EIR, and a set of entitlement documents governing future development will be brought to the Board of Supervisors for approval in early 2018.

BUILD will continue to work with OEWD, the Port and RPD on the Settlement Agreement, including environmental due diligence for any lands proposed to be placed or confirmed in the public trust. In Spring 2018, it hopes to bring a final staff-negotiated Settlement Agreement for State Lands Commission, City and Port Commission approval, as well as present its shoreline permit package to the State and Federal regulatory agencies with jurisdiction over the shoreline and Bay. Port staff will return to the Commission at that time with more details on the Settlement Agreement.

Prepared by: Ming Yeung
Waterfront Planner

David Beaupre
Senior Waterfront Planner

For: Diane Oshima
Deputy Director, Planning

EXHIBITS

Exhibit 1: Site Plan

Exhibit 2: India Basin Shoreline Park and 900 Innes

Exhibit 3: India Basin Open Space and 700 Innes

Exhibit 4: Pre-Settlement Designation

Exhibit 5: Post-Settlement Designation