



London Breed, Mayor
Philip A. Ginsburg, General Manager

Date: August 1, 2018

To: San Francisco Recreation and Park Commission Capital Committee

Through: Philip A. Ginsburg, General Manager

From: Nicole Avril, Project Director, Capital Partnerships

Subject: CEQA Findings and Concept Design for India Basin Shoreline Park/900 Innes

AGENDA WORDING

Discussion and possible action to 1) adopt CEQA Findings for the India Basin Mixed-Use Project; and 2) approve the Concept Design for 900 Innes/India Basin Shoreline Park.

STRATEGIC PLAN

Strategy 1: Inspire Public Space

Objective 1.1: Develop more open space to address population growth in high-needs areas and emerging neighborhoods

Objective 1.2: Strengthen the quality of existing Parks & Facilities

Objective 1.4: Preserve and celebrate historic and cultural resources

Strategy 2: Inspire Play

Objective 2.1: Strengthen the quality, responsiveness, and accessibility of recreation programs

Objective 2.2: Strengthen and promote the safety, health and well-being of San Francisco's youth and seniors

Strategy 3: Inspire Investment

Objective 3.1: Increase public investment to better align with infrastructure needs and service expectation

Objective 3.3: Cultivate increased philanthropic support

Strategy 4: Inspire Stewardship

Objective 4.1: Conserve and strengthen natural resources

Objective 4.2: Increase biodiversity and interconnectivity on City parkland

BACKGROUND

In August 2014, the City of San Francisco (the "City") acquired 900 Innes, which is adjacent to India Basin Shoreline Park, India Basin Open Space, and 700 Innes. 900 Innes, India Basin Shoreline Park, and India Basin Open Space are all managed by RPD. 700 Innes is owned by India Basin Investment, LLC and is being developed by BUILD Inc. ("Build"). RPD and Build (the "Project Sponsors") have undergone a joint environmental review process for the proposed project to develop these properties (the "Project").

At India Basin, RPD endeavors to build a park that is both spectacular and crucial to the health of San Francisco's southeast communities, which have been historically underserved. The development of 900 Innes will transform a post-industrial brownfield into a 21st-century legacy park in a historic waterfront context, with an emphasis on public access, social equity, waterfront recreation, resiliency to sea level rise, and habitat and wetland restoration and enhancement. The proposed plan combines the existing India Basin Shoreline Park area and 900 Innes property into one grand 10-acre waterfront park development that closes a critical gap in the San Francisco Bay Trail. The property is also the mid-point of the one and a half mile-long India Basin shoreline, which is comprised of seven properties totaling 64 acres, six of seven of which are in some stage of development.

Build proposes a mixed-use development on the Project Site that will include a new publicly accessible network of improved parkland and open space incorporated throughout a mixed-use urban village. Build's project will add up to 1,575 housing units to the City's housing stock, including significant numbers of new below-market rate housing units, including housing that could accommodate a range of household incomes and household types (e.g., families, seniors, singles, and formerly homeless), with approximately 394 below-market rate units (approximately 25 percent of all new units), approximately 180 units at a level affordable to low income households, and approximately 139 inclusionary units for moderate income households.

Ultimately, the Project, to be delivered by both RPD & Build, is expected to create an approximately 20.81-acre network of new and/or improved parkland and open space, pathways, trails, ecological, recreational, neighborhood and cultural areas, including: a new shoreline network which would extend the Blue Greenway/Bay Trail and would provide pedestrian and bicycle connections to and along the shoreline, passive open space, recreation areas, piers, fishing areas, plazas, event areas, tidal marshes, facilities for concessions, drinking fountains, restrooms, passive recreational areas for picnicking, shade structures, bicycle parking, wayfinding signage, and historical and educational displays. Along with India Basin Shoreline Park/900 Innes, the Project build-out includes improvements delivered by Build to the existing 6-acre India Basin Open Space and the dedication to the City of 6 acres of private land at 700 Innes that will be developed into what is identified as the Big Green. The Big Green will become part of the City's southeast waterfront network of public parks.

Development of 900 Innes/India Basin Shoreline Park Concept Design

In 2015, Mayor Edwin Lee, Supervisor Malia Cohen, and RPD General Manager Philip Ginsburg asked key regional and Bayview Hunters Point community stakeholders and all relevant property owners to participate on the India Basin Waterfront Task Force. Building on the work of the Task Force, the concept design process was a cooperative effort led by RPD, the San Francisco Parks Alliance (SFPA) and the Trust for Public Land (TPL), with support from A. Phillip Randolph Institute (APRI), 94124 and the Green Action Network, all local non-profits with expertise in engaging this community.

RPD staff presented the Commission with a 900 Innes/India Basin Shoreline Park Concept Design in March 2017. In response to feedback from community members, environmental organizations, regulatory agencies, and RPD Staff, RPD modified the design and presented the concept design again to the Commission for discussion on March 7, 2018 (see Exhibit A). At this time, Build also presented preliminary concept designs for the Big Green and improvements to India Basin Open Space (see Exhibit B).

Highlights of the 900 Innes/India Basin Shoreline Park Concept Design

The park design for 900 Innes/India Basin Shoreline Park is an inspired and elegant design comprised of six zones – The Neighborhood Edge, the Historic Shorewalk, The Marineway, The Sage Slopes, the Marsh Edge and The Boatyard. The park design also includes a significant segment of the Bay Trail.

The Neighborhood Edge/Historic Shorewalk

India Basin’s steep banks and corridor-like street system closes India Basin off and discourages walking between the shoreline and the public housing on the surrounding hills. By creating vital connections between the hills and the water, the Neighborhood Edge design encourages the surrounding hillsides to become walkable, coastal “hill towns.” The Shorewalk connects the new park to the neighborhood edge by a garden walk that uses California native, drought tolerant plantings and that follows the original, pre-filled, 1938 shoreline. It will be lined with benches, porch swings, and areas for picnic tables and gathering.



The Marineway

The Marine Way will accommodate casual recreational activities and events and terminates in a gravel beach from where park users can play in the water and launch kayaks, canoes and paddleboards. Nearby, visitors can rent canoes and kayaks from the “Outrigger Building,” which will also house RPD waterfront programming equipment for area youth.

The Marineway features a 600 foot-long pier and dock, with an ADA-accessible human-powered launch. An excellent place to observe the Bay, the dock will also serve as an outdoor classroom and a place for bird- watching. Along the Bay Trail, as it traverses the Marineway, visitors can stop at the Shipwreck Overlook Deck, whose dimensions mirror the Bay City shipwreck buried below and from the edge of which there is seating to gaze at the ship’s visible remnants.



The Sage Slope/Marsh Edge

On either side of the Marineway are the Sage Slopes and the Marsh Edge. Nestled within the Sage Slopes are native California sage scrub planting, a large adventure play area, adult fitness stations, a quarter-mile recreational loop, skate trails, basketball courts, walking trails, and smaller hiking trails for marsh-life observation. The Sage Slopes transition to a restored marsh edge that replaces the hard riprap edge along India Basin Shoreline Park to create a soft, vegetated buffer providing habitat for birds and animals and allowing the park to better adapt to sea level rise and storm surges.

The Boatyard

At the center of the India Basin Shoreline, the Boatyard is reached by the Historic Shorewalk, the Bay Trail running through the Sage Slopes, or from Innes Avenue. At the Innes Avenue entrance, visitors are welcomed to the park by the Shipwrights Cottage. A San Francisco City Landmark, it was the first Victorian- era workers cottage in the area. It will be used as a welcome and education center and will have a casual café on the lower level looking out at the water.

Honoring many BVHP residents' Southern roots, just off the Innes Avenue sidewalk a set of porch swings hanging from a trellis structure look out onto the boatyard below, reinforcing community connections and strengthening the neighborhood edge. A light and airy Overlook Pavilion both opens onto Innes Avenue and overlooks the Boatyard and provides space for BVHP-based food vendors to operate, providing economic opportunities and concessions to a neighborhood lacking access to fresh, healthy food options.



Between the Shipwrights Cottage and Overlook Pavilion, the ADA-accessible entry garden path as well as a grand timber stairwell bring visitors into the Boatyard as well as join a landing where a Class I bikeway and the Bay Trail converge and connect to the adjacent parks. From there, the Boatyard extends toward the water. Much of the existing boatyard concrete surface will be refurbished, and the remainder will be transformed into tidal marsh wetlands.

The boatyard's former Paint Shop will be repurposed into the "Shop," which will offer boat building workshops and other maker- and life-skills classes for area youth. The Boatyard will also feature

shoreline plantings, a small water feature, areas for seating and picnic tables, and restored boatyard artifacts such as the historic marineway rails.



Environmental Review

The Project Sponsors filed an Environmental Evaluation Application for the Project with the San Francisco Planning Department in December 2014.

Pursuant to and in accordance with the requirements of Section 21094 of CEQA and Sections 15063 and 15082 of the CEQA Guidelines, the Planning Department, as lead agency, published and circulated a Notice of Preparation (“NOP”) on June 1, 2016, which solicited comments regarding the scope of the EIR for the proposed project. The NOP and its 30-day public review comment period were advertised in a newspaper of general circulation in San Francisco and mailed to governmental agencies, organizations and persons interested in the potential impacts of the proposed project.

The Planning Department held a public scoping meeting on June 16, 2016. During the 30-day public scoping period that ended on July 1, 2016, the Planning Department accepted comments from agencies and interested parties that identified environmental issues that should be addressed in the EIR. Comments received during the scoping process were considered in the preparation of the Draft EIR (the “DEIR”).

The Planning Department prepared the DEIR, which describes the DEIR Project and the environmental setting, analyzes potential impacts, identifies mitigation measures for impacts found to be significant or potentially significant, and evaluates alternatives to the DEIR Project. The Planning Department published the DEIR on September 13, 2017 and provided notice as required by law.

The Planning Commission held a public hearing on October 19, 2017 to solicit testimony on the DEIR during the public review period. The Department also received written comments on the DEIR, which were accepted until October 30, 2017.

The Planning Department then prepared the Comments and Responses to Comments on the DEIR document (the “RTC”). The RTC includes copies of all of the comments received on the DEIR and written responses to each comment, and was published on July 11, 2018 and distributed to the Recreation and Park Commission (the “Commission”).

In addition to describing and analyzing the physical and environmental impacts of the revisions to the Project, the RTC document provided additional, updated information, clarification and modifications on issues raised by commenters, as well as Planning Department staff-initiated text changes to the DEIR.

The Final EIR, which includes the DEIR, the RTC, the Appendices to the DEIR and RTC, and all of the supporting information, has been reviewed and considered. The RTC and appendices and all supporting information do not add significant new information to the DEIR that would individually or collectively constitute significant new information within the meaning of Public Resources Code Section 21092.1 or CEQA Guidelines Section 15088.5 so as to require recirculation of the Final EIR (or any portion thereof) under CEQA.

On July 26, 2018, the Planning Commission reviewed and considered the Final Environmental Impact Report (FEIR) for the Project and found that the contents of the report and the procedures through which the FEIR was prepared, publicized and reviewed complied with the California Environmental Quality Act (Public Resources Code section 21000 et seq.), the CEQA Guidelines (14 Cal. Code Reg. section 15000 et seq.), and Chapter 31 of the San Francisco Administrative Code.

The Planning Commission found the FEIR was adequate, accurate and objective, reflected the independent analysis and judgment of the Planning Department and the Planning Commission, and that the summary of comments and responses contained no significant revisions to the DEIR, and certified the Final EIR for the Project in compliance with CEQA, the CEQA Guidelines and Chapter 31.

The Planning Commission, in certifying the FEIR, found that the Project and/or the variant described in the FEIR will have the following significant and unavoidable environmental impacts:

- Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco Planning Code.
- Combine with past, present, and reasonably foreseeable future projects in the vicinity of the project site, to substantially contribute to significant cumulative impacts related to cultural resources.
- Combine with past, present, and reasonably foreseeable future projects in the vicinity of the project site, to substantially contribute to significant cumulative impacts related to transportation and circulation for transit delay.
- Noise from surface transportation sources associated with operation of the Project would result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project.
- Combine with past, present, and reasonably foreseeable future projects in the vicinity of the project site, to substantially contribute to significant cumulative impacts related to noise.
- Generate emissions of criteria pollutants and precursors during construction, operations, and overlapping construction and operational activities that could violate an air quality standard, contribute substantially to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria pollutants.
- Generate emissions that could expose sensitive receptors to substantial pollutant concentrations.
- Combine with past, present, and reasonably foreseeable future development in the project area, to contribute to significant cumulative regional air quality impacts.

- Combine with past, present, and reasonably foreseeable future development in the project area, to contribute to significant cumulative health risk impacts on sensitive receptors.
- Alter wind in a manner that substantially affects public areas or outdoor recreation facilities.

Also on July 26, 2018, the Planning Commission conducted a duly noticed public hearing at a regularly scheduled meeting to consider the approval of the Project. The Planning Commission heard and considered the testimony presented to it at the public hearing and further considered written materials and oral testimony presented on behalf of the Project, the Planning Department staff, expert consultants and other interested parties.

The Planning Commission has reviewed the entire record of this proceeding, the Environmental Findings regarding the alternatives, mitigation measures, environmental impacts analyzed in the FEIR and overriding considerations for approving the Project, and the proposed Mitigation Monitoring and Reporting Program which material was made available to the public.

Because of the significant impacts discussed in the FEIR, the Commission is being asked to adopt CEQA findings, including a statement of overriding considerations, and a Mitigation Monitoring and Reporting Program (MMRP) as part of its approval of the proposed Project. (See Attachment C for Draft Resolution, including CEQA Findings and MMRP.)

In particular, the EIR identified one significant and unavoidable impact as a result of the Project components that is solely within the jurisdiction of the Recreation and Park Commission: a significant and unavoidable impact to the India Basin Scow Schooner Boatyard Vernacular Cultural Landscape (at the India Basin Shoreline Park and 900 Innes Properties). The EIR also included a mitigation measure to reduce, but not remove, the Project's impact on the India Basin Scow Schooner Boatyard Vernacular Cultural Landscape: Retaining the Boatyard Office Building. However, the Statement of Overriding Considerations found that the mitigation measure would be infeasible as implementation would impede ADA access to the park; impede safety of the Project by blocking sight lines to the park and from the proposed terraced garden between Innes Avenue and the water; and detract from the entry experience along Innes Avenue.

Development Agreement/Community Facilities District

The proposed Project will be constructed under a Development Agreement ("DA") between Build and the City. The DA requires the consent of the relevant City agencies including the Recreation and Park Commission. This consent is expected to be before the Commission in September for its review as the parties are still negotiating the DA. The final agreement is expected to authorize Build to proceed with the Project in exchange for their delivery of certain public benefits, including the creation of the approximately 6 acre Big Green Open Space and improvements to the existing India Basin Open Space natural area (Exhibit B) and the creation of a Services CFD that will yield \$1.5 million dollars annually, for maintenance and operations support for India Basin RPD-owned Parks and Open Spaces and site-wide public realm.

Public Trust Exchange and RPD/Port Memorandum of Understanding

On March 7, 2018, RPD staff presented an overview of the Public Trust Exchange to the Commission for discussion only. To recap, certain lands in the India Basin Parks and Open Space network are subject to the public trust for commerce, navigation and fisheries (the "Public Trust") but some lands arguably are

not. Where the Public Trust applies, land uses such as housing are not permissible but open space and certain other park recreation uses are allowed. The City and the California State Lands Commission will enter into a public trust title settlement agreement (the “Public Trust Exchange Agreement”) to place or confirm the Public Trust on land that has maximum trust value, along the waterfront, and to free the Public Trust from the housing development parcels. This agreement will be subject to the approval of RPD and Port Commissions, and the Board of Supervisors.

The Port will remain and act as trustee of the Public Trust, with the right to ensure that uses are consistent with the Public Trust while RPD will be responsible for operation and maintenance of park properties, including the right to enter contracts for programming, maintenance, management and land uses. RPD and the Port will also enter into a Memorandum of Understanding to further define their roles and responsibilities as outlined in the Declaration, and to address other matters related to the construction and governance of the parks and open spaces pursuant to the DA. Staff expects to bring the draft Public Trust Exchange Agreement and MOU details to the Commission in September.

Community Engagement

A total of 24 public meetings and outreach events regarding the project have been held. To encourage meeting attendance, RPD, SFPA, TPL and APRI distributed multilingual flyers and posters to local businesses, schools, community centers, and public housing projects. All notices, key documents and meetings have been translated into Spanish and Chinese, which reflect the primary demographics of the area. Additional outreach methods include social media, dedicated email lists, local print and e-newsletters. Meeting materials have also been provided for distribution at community events and through a network of non-profit organizations serving the BVHP community. Public meetings have also been announced on the RPD website, and the India Basin Waterfront website, located at www.ibwaterfrontparks.com.

A summary of all meetings is as follows:

- EPA Brownfield Grant Application Presentation: December 2, 2014
- India Basin Waterfront Task Force Meeting #1: February 12, 2015
- Sunday Streets Booth: April 12, 2015
- Hunters Point Shipyard Community Advisory Committee, June 4, 2015
- Black Love Festival Booth; July 18, 2015
- India Basin Waterfront Task Force Meeting #2: August 27, 2015
- India Basin Waterfront Task Force Meeting #3: October 7, 2015
- India Basin Waterfront Task Force Meeting #4: November 5, 2015
- India Basin Waterfront Task Force Meeting #5: December 3, 2015
- Design Competition Finalist Submission Exhibition: Jan 13 - Feb 13, 2016
- Design Competition Finalist Submission Open House: January 23, 2016
- Design Competition Finalists Presentation #1: January 26, 2016
- Design Competition Finalists Presentation #2: January 26, 2016
- 900 Innes/IBSP Concept Design Meeting #1: May 10, 2016
- 900 Innes/IBSP Concept Design Meeting #1: June 21, 2016
- 900 Innes Brownfield Conditions Meeting: July 14, 2016
- 900 Innes/IBSP Concept Design Meeting #1: July 27, 2016
- BCDC Design Review Board Meeting: November 7, 2016

- EPA Brownfield Grant Application Presentation: December 3, 2016
- India Basin Waterfront Task Force Meeting 6: February 21, 2017
- Bayview Hunterspoint Environmental Task Force Meeting, April 20, 2017
- Bayview Hunterspoint Environmental Task Force Meeting, July 19, 2017
- India Basin Neighborhood Association Meeting, November 4, 2017
- Bayview Hunterspoint Community Advisory Committee, Wednesday June 6, 2018

Support

APRI

Hunters Point Family

India Basin Neighborhood Association

Parks 94124

Office of Economic and Workforce Development

Office of Supervisor Malia Cohen

San Francisco Parks Alliance

Trust for Public Land

Opposition

There has been no individual, organizational or institutional opposition to the overall park development. There remains some individual opposition to specific design features, such as, but not, limited to, the elimination of the Tool Shed and Office Building, and the inclusion of porch swings.

Attachments and Exhibits

Exhibit A: Concept Design for 900 Innes/India Basin Shoreline Park

Exhibit B: Concept Design for Big Green and India Basin Open Space

Exhibit C: Draft Resolution, including CEQA Findings and MMRP

