Date: March 1, 2017

To: Recreation and Park Capital Committee

Through: Philip A. Ginsburg, General Manager

From: Nicole Avril, Project Director, Capital Partnerships

Subject: India Basin Proposed Concept Design

AGENDA WORDING
Presentation and discussion only of the 900 Innes/India Basin Shoreline Park, India Basin Open Space and 700 Innes Concept Designs.

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
In August 2014, the City of San Francisco (the “City”) acquired property, 900 Innes, which is adjacent to India Basin Shoreline Park and India Basin Shoreline Open Space. 900 Innes Avenue consists of 2.4 acres, 1.8 of which is on land. Innes Avenue and neighboring areas have been included for planning purposes in the Bayview Hunters Point Area Plan and the India Basin Shoreline SubArea Plan, in addition to the San Francisco Bay Trail Plan and the Port of San Francisco’s 13-mile Blue Greenway Plan.

Waterfront Study and Task Force
900 Innes is the mid-point of the 1.5 mile-long India Basin shoreline. The India Basin Shoreline is comprised of seven properties (described below), six of which are in varying stages of development, and three of which are owned by the Recreation and Park Department (RPD). As such RPD, The Trust for Public Land (TPL), Build Inc. and the San Francisco Parks Alliance (SFPA) led a public-private process to create The India Basin Waterfront Study: Parks, Trails and Open Space (“Waterfront Study”). The Waterfront Plan includes Heron’s Head Park (SF Port), Hunters Point Shoreline (PG&E); RPD’s existing India Basin Shoreline Park, 900 Innes, RPD-owned India Basin Open Space, Build Inc.’s proposed “Big Green” Park located at 700 Innes, and the future Northside Park (Five Points).

Mayor Edwin Lee, Supervisor Malia Cohen, and RPD General Manager Philip Ginsburg, asked all of the relevant property owners and key regional and Bayview Hunters Point community stakeholders to work together to develop the Study. This effort built upon the tremendous work done over the past decade by community groups to envision the future of India Basin.

A central goal of the Waterfront Study is to ensure that all seven properties eventually look, feel and operate as an integrated parks system. The Study also includes specific proposals for public programming, access and circulation, habitat restoration, and ecological and sea level rise strategies. Phase 2 of the Study will include public-private funding and stewardship proposals, and public signage and branding.

Design Competition
Using the Waterfront Study, RPD, in partnership with TPL, Build Inc. (who sponsored the competition) and the San Francisco Parks Alliance, and led by David Meckel as Competition Advisor, launched a Design Ideas Competition for 900 Innes and India Basin Shoreline Park. Five firms were selected as finalists by the Task Force. Finalists included AECOM, Gustafson Guthrie Nichol, Surface Design Inc., SWA and Stanley Saitowitz/Natoma Architects and Tom Leader Studio

This ‘ideas’ method of selecting a firm was not intended to select a design. Rather it was intended to allow the community and the jury to see how the firms think and might approach this particular design opportunity. Finalist submissions were exhibited at the EcoCenter for a month, which included an Open House at which the finalists were present.

The selection jury was comprised of seven people - four community members and three professional experts. Finalists presented their ideas both at SPUR and Brett Harte Elementary in the Bayview. After these presentations and interviews, the firms were evaluated by the jury on
how clearly they communicated, through both their ideas and words, their ability to best serve the community’s ambitions for the site.

The jury selected Gustafson Guthrie Nichol, an internationally recognized landscape architecture firm whose portfolio includes the Bill & Melinda Gates Foundation Campus in Seattle, the Lurie Garden at Millennium Park in Chicago, North End Parks in Boston, Connecting Downtown Cleveland, the civic park at Hemisfair in San Antonio, Texas, and several projects with the Smithsonian Institution in Washington, D.C.

900 INNES/INDIA BASIN SHORELINE PARK DEVELOPMENT PROJECT

900 Innes and India Basin Shoreline Park: Existing Conditions
900 Innes is a former maritime industrial site that contains the historic Shipwright’s Cottage and Scow Schooner Boatyard, Griffith Street and Hudson Street ROWs, and several underwater parcels. With a rich history of boat building and repair, the site was first organized to facilitate the transfer of boats into and out of the water by utilizing a sloped concrete, wooden, and steel marineway rails, many of which are still intact today. While the sites adjacent to 900 Innes have been filled in over time, a small length of the original shoreline of the Hunter’s Point peninsula still exists within the boatyard today. Several buildings, docks, and ruins remain on the site in various states of disrepair.

The existing India Basin Shoreline Park consists of upland and shoreline habitat, areas of tidal marsh, riprap, shrub and tree plantings, as well as turf areas. The park’s existing design encompasses rolling topography, winding pathways, and vehicular access. Current park amenities include a basketball court, picnic and barbecue areas, play areas, seating, and parking along the vehicular drive. There are no existing buildings, structures, or facilities at India Basin Shoreline Park.

Proposal for 900 Innes Property
The 900 Innes property would be developed as a waterfront park providing a connection between India Basin Shoreline Park and India Basin Open Space. Anchored by the restored historic Shipwright's Cottage as a welcome center and gallery space, the proposal for the 900 Innes site aims to preserve the character of the existing boatyard and honor the site's past while allowing direct access to the water via a gravel beach (pending environmental testing) and floating dock.

Along Innes Avenue, the ADA accessible entry path into the park is flanked by two small structures, the Shipwright’s Cottage and the new Overlook Pavilion. The Overlook Pavilion is a covered area, which both opens onto Innes Avenue and overlooks the boatyard and provides space for food vendors to operate as well as an ADA restroom. A larger set of multi-stall public restrooms on the lower level face toward the boatyard. Just off the sidewalk of Innes Avenue a set of porch swings hanging from a trellis structure look out onto the boatyard below.

A pair of timber stairs and paved paths brings visitors down to a landing where the Class I bikeway and Bay Trail converge to connect to the adjacent India Basin Open Space and 700 Innes. From there the Scow Schooner Boatyard extends toward the water. Much of the existing boatyard concrete surface will remain in place, and the remainder – selective crumbling areas of
concrete – will be transformed into tidal marsh wetlands. The boatyard’s former Paint Shop will be repurposed into the “Shop” providing room for boat building workshops and other “maker” classes. The Boatyard will also feature areas of shoreline planting, a small water feature, areas for seating and picnic tables, and restored artifacts from the boatyard like the marineway rails.

Proposal for India Basin Shoreline Park Property
Along Hunters Point Boulevard, India Basin Shoreline Park is highlighted by the wood deck of the Entry Plaza with arbor and porch swings, a basketball court, a Class I Bikeway, and vehicular access (at the existing drive). Park users are invited further into the site through the heritage garden and onto the Historic Shorewalk. Tracing the pre-fill shoreline at India Basin, the Historic Shorewalk is a wide stone-paved promenade adjacent to the garden. The Historic Shorewalk is lined with benches, porch swings, and areas for picnic tables and gathering.

Extending out from the Historic Shorewalk to the water, the Sage Slopes and Marineway provide two different park experiences to access the water. Nestled within native California sage scrub planting, a large adventure play area, adult fitness stations, quarter-mile loop, informal walking trails, skate trails and basketball courts provide recreational opportunities as well as smaller trails for marsh-life observation.

The Marineway provides an area of level and sloping lawn for active and passive recreation and terminates in the water at a gravel beach for people to access the water or kayakers to launch boats during high tides. The Marineway Pier extends out into India Basin to meet a floating dock, which provides bird-watching and bay-related educational space, as well as human-powered boat access and an ADA-accessible boat launch. A Outfitter Pavilion will allow for kayak rentals and RPD waterfront recreation boat storage.

The restored marsh edge replaces the hard riprap edge along the 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. Two multi-stall restrooms are provided in India Basin Shoreline Park, one near the paly area and one along the Bay Trail closer to the Marineway Pier and vehicular turn-around.

7OO INNES DEVELOPMENT
BUILD plans to develop 17.12 acres of privately owned land plus 5.94 acres of developed and undeveloped public rights-of-way (ROWs) in phases with residential, retail, commercial, office, institutional, flex space (space that can be used for small local retail or office and residents), and recreational and art uses. BUILD also has plans to redevelop 6.2 acres of RPD property along the shoreline and adjacent to privately owned land, known as India Basin Open Space, into enhanced wetlands, a boardwalk, and an elevated beach. Two BUILD development options are being considered: a residentially focused mixed-use development (the “proposed project”) and a commercial variant, with fewer dwelling units and more commercial development.

In the proposed project, up to 1,240 residential units would be developed in buildings ranging from one to 14 stories. Approximately 275,000 gsf of commercial, institutional (school), retail, or flex space would be developed at select ground-floor locations and would be phased in as the residential units are built to achieve a mixed-use development pattern.
India Basin Open Space, which currently consists of benches, upland habitat, tidal salt marsh, mudflats, sand dunes, and native vegetation, would remain in a natural state with some enhancements for public access, recreation, and ecological function. Approximately 2.5 acres of this property is currently occupied by tidal wetlands. The proposed enhancements could include sand dunes, bird islands, a recreational beach area, a boat launch (directly from the land), a bioengineered breakwater, brackish lagoons, scrub upland planting, tree stands for wind buffering, and new wetlands and ponds. Proposed improvements would be informed by technical studies, and then finalized by RPD and regulatory agency review and approvals.

Pathways in the form of boardwalks, trails, and stairways would connect the India Basin Open Space property with an approximately 5.63 acre, publicly accessible open space area, referred to as the “Big Green,” which is adjacent to India Basin Open Space on the 700 Innes property. The Big Green would retain its natural character and could include grasslands, stormwater wetlands, a wet meadow, and groves of trees. It would also include children’s play areas, a fitness loop, and small gathering spaces. In addition to the Big Green, under the proposed project, the 700 Innes property would provide approximately 4.66 acres of publicly accessible open space, including pedestrian-focused pathways, streets, and plazas. These features would provide connections within and outside the property.

**CEQA**
RPD and Build Inc. have agreed to undergo a joint environmental review process for both RPD’s and Build’s properties. It is expected that the Draft Environmental Impact Report will be published in June 2017.

**OUTREACH**
A total of 19 public meetings and outreach events have been held regarding the project, including six public Waterfront Study Meetings were held as well as four Concept Design Meetings.

The public outreach process has been a cooperative effort led by RPD, the San Francisco Parks Alliance and the Trust for Public Land, with support from Green Action Network and the A. Phillip Randolph Institute, both local non-profits with expertise in engaging this community. To encourage meeting attendance, these organizations have 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 reflects 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, where the public can also review meeting materials, and provide input.

A summary of all meetings is as follows:
- EPA Brownfield Grant Application Presentation (Public): December 2, 2014
- India Basin Waterfront Task Force Meeting #1 (Public): February 12, 2015
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
Appendix A: Waterfront Study
Appendix B: Existing Conditions
Appendix C: Proposed Concept Design
Appendix D: Program Plan