

**1. Community Need.** The City and County of San Francisco, Recreation and Park Department (SFRPD) is proposes to develop and implement a Remediation Action Plan (RAP) for 900 Innes Property, Parcel 3B. The 900 Innes Parcel 3B Brownfield Clean-up Project (“Project”) is located in the City and County of San Francisco (“City’ in the bay area metropolitan area. the City to have 852,469 residents living within 47 square miles–equal to 17,397 residents per square mile – making it second only to New York City in population density. San Francisco lacks sufficient open space for our residents and limited undeveloped land has moved the City toward acquiring and redeveloping brownfields to meet the recreational needs of the growing population. The project site, located in Zip Code Census Tract Area 94124, functioned as a boat building and ship repair facility for over 120 years. It is now a fenced-off brownfield with soils contaminated with heavy metals, , biocides and cuprous compound. The site’s access to the bay provides a tremendous opportunity to for a nationally recognized brownfield conversion to park lands..

**1.a. Targeted Community and Brownfield Description**

**Targeted Community -** The project is located in Bayview Hunters Point (BVHP) neighborhood, now a predominantly industrial and residential district, but transitioning to a mixed-use development pattern. Historically, polluting industries were concentrated in the BVHP neighborhood and left a legacy of contaminated sites and physical blight. During WWII, the U.S. Naval Shipyard at Hunters Point attracted workers, many of whom were African Americans who migrated from the South. During the U.S. Navy’s 35-year operation of the Hunters Point Shipyard, hazardous substances and radioactive wastes were released into the environment. After it closed in 1971, the site was leased to a private ship repair company that caused additional contamination.

**Demographic Information and Indicator of Need -** Approximately 4% of the City’s population (Census Tract 023103) reside in the BVHP neighborhood and represent a very diverse population with 79% racial minorities, including 35.1% African American, 28% Asians/Pacific Islander, and 24.8% Latino or Hispanic origin. (see Table 1.)

	BVHP	San Francisco	State of California	National
Population	35,309 <sup>1</sup>	852,469 <sup>2</sup>	38,802,500 <sup>3</sup>	318,857,056 <sup>2</sup>
Whites	19.5% <sup>1</sup>	53.8% <sup>2</sup>	73.2%	77.4% <sup>2</sup>
African-Americans	35.1% <sup>1</sup>	5.8% <sup>2</sup>	6.5% <sup>2</sup>	13.2% <sup>2</sup>
Asians	28.9% <sup>1</sup>	34.9% <sup>2</sup>	14.4% <sup>2</sup>	5.4% <sup>2</sup>
Hispanic/Latinos	24.8 <sup>1</sup>	15.3% <sup>2</sup>	38.6% <sup>2</sup>	17.4% <sup>2</sup>
Percent Minority	79% <sup>1</sup>	58.9% <sup>2</sup>	59.9% <sup>2</sup>	26.8 % <sup>2</sup>

Table Sources: <sup>1</sup> US Census, ACS Demographic and Housing Estimates, 2009-2013 American Fact-finder Survey, ZCTA5 94124. <sup>2</sup>[WWW.Census.Gov/quickfacts](http://WWW.Census.Gov/quickfacts) Beta, California (V2014). <sup>3</sup>US Census, American FactFinder, 2009-2013 American Community 5-year estimates

The BVHP neighborhood faces multiple challenges, including environmental pollution, blight conditions, significant poverty and concentrations of public housing, high health risk, lack of

safe recreational opportunities, residential isolation, at-risk youth, poor performing schools, and high crime rates. These challenges place residents outside the mainstream of San Francisco life.

**Poverty and Affordable Housing** – The BVHP is one of the poorest neighborhoods in San Francisco and the Bay region. Minorities represent 79% of the population with Blacks and Hispanics represent the highest population in this Zip Code Area. These racial groups are generally are twice more likely to be among the working poor than are Whites and Asians <sup>3</sup>. In 2013, the working-poor rates of Blacks and Hispanics were 13.3 percent and 12.8 percent, respectively. BVHP is one of five districts in the Bay Area that have a concentration of “extreme poverty,” with 39% of the residents living below 200% of the Census poverty threshold. The hillside area south of the project site includes three San Francisco Housing Authority developments that provide 267 housing units for low income residents. Increasing housing prices and lack of affordable rental housing contribute to the City’s widening income and poverty disparities. As of August 2015, the average two-bedroom rental unit in San Francisco costs \$3,853 per month. <sup>3</sup> Area poverty is further demonstrated by a significantly lower median household incomes - \$46,322 as compared to \$75,604 citywide. Lack of affordable housing has led to overcrowded conditions and lack of mobility for BVHP residents.

**Unemployment and Educational Attainment**– BVHP high rate of unemployment, 16% <sup>4</sup>, is more than four times higher than San Francisco’s average unemployment rate of 3.5% and three times higher than the National Average of 5.3%. The BVHP also has one of the lowest levels of educational attainment in the City, with 29.6% of residents having no high-school diploma compared to 14.4% of residents citywide.<sup>5</sup> Of all the people in the labor force for 27 weeks or more in 2013, those with less than a high school diploma had a higher working-poor rate (19.2 percent) than did high school graduates with no college (8.9 percent)<sup>6</sup>. Education is inversely related to the degree of exposure to indoor and outdoor pollution. CalEnviroScreen 2.0 study of socioeconomic factors in communities in Florida found that census tracts with Superfund sites had significantly higher proportions of African Americans, Latinos and people employed in “blue collar” occupations than census tracts that did not contain a Superfund site (Kearney and Kiros, 2009).

	BVHP	San Francisco	California	National
Median HH Income	\$50,416	\$75,604 <sup>2</sup>	\$61,094 <sup>2</sup>	\$53,046 <sup>2</sup>
Poverty Rate	22.2% <sup>3</sup>	13.8% <sup>2</sup>	16.4% <sup>2</sup>	14.8% <sup>2</sup>
Unemployment	16% <sup>3</sup>	3.5% <sup>4</sup>	6.17% <sup>4</sup>	5.3% <sup>4</sup>

Table Sources: <sup>2</sup> [US Census Quick facts Beta, California \(V2014\)](#)<sup>3</sup>. US Census, American FactFinder, 2009-2013 American Community 5-year estimates, 2013 Poverty Status in the Past 12 Months <sup>4</sup> Bureau of Labor Statistics, Tuesday, July 14, 2015 (Unemployment Rates for States Monthly Rankings Seasonally Adjusted Aug. 2015<sup>p</sup>)

<sup>3</sup> <https://www.rentjungle.com/average-rent-in-san-francisco-rent-trends/>

<sup>4</sup> San Francisco Indicator Project source: **American Community Survey, 5-year Estimates, 2005-2009**

<sup>5</sup> San Francisco Indicator Project, Bayview Neighborhood.

<sup>6</sup> Ibid., p 3.

**Crime** – BVHP violent crime rates are twice the citywide average with 105.8 violent per 1,000 residents. Witnessing and experiencing community violence causes longer term behavioral and emotional problems in youth and inhibits social interactions and social cohesion. 17 % of BVHP residents surveyed indicated that felt unsafe both day and night in their neighborhood.<sup>8</sup> Parental concerns about neighborhood crime strongly influence their willingness to allow their children to actively commute (e.g. walk or bike) to school, influencing children’s levels of physical activity.

**Brownfields and their Impacts** - The BVHP community has a historic and on-going record of impacts from contaminants. Historically, polluting industries were concentrated in the BVHP neighborhood and left a legacy of contaminated sites and physical blight. The 900 Innes, Parcel 3B site functioned as a boat building and ship repair facility for over 120 years. It is now a fenced-off brownfield with soils contaminated with heavy metals, volatile organic compounds, biocides and cuprous compound. It is located within the India Basin Neighborhood, with residential housing to the north and west of the property, and commercial and open space property to the east of the site. The site is located just east of the Hunters Point Shipyard where hazardous substances and radioactive wastes have been released into the environment. Several areas of the Hunters Point Shipyard were found to be contaminated with polychlorinated biphenyls (PCBs), trichloroethylene and other solvents, pesticides, petroleum hydrocarbons, and metals; and the Shipyard was placed on the National Priorities List as a “Superfund” site in 1989.<sup>ii</sup> Currently, the Shipyard is subdivided into parcels and the U.S. Navy remediating parcels that will be transferred in stages to San Francisco for a 700-acre mixed-use redevelopment project that will create 12,000 housing units, as well as retail and commercial space.<sup>iii</sup>

BVHP has several other brownfield sites.<sup>iv</sup> Based on information from the California Environmental Protection Agency Geotracker and the Department of Toxic Substances Control’s EnviroStar databases, there are more than 850 recorded hazardous materials and petroleum release sites, with approximately 180 open cases and 82 sites where the status is unknown.<sup>9</sup> This has been a heavily impacted area, and while some actions have been completed but there are still a lot of concern from the community about exposure to hazardous materials. Following are examples of contaminated sites in the BVHP area:

- PG&E Hunter’s Point, 1000 Evans Avenue: Voluntary cleanup is currently in progress.
- Hunter’s Point Naval Shipyard, Parcel B (965 acres): Active federal superfund site.
- Yosemite Slough Sediment Site, 1250 Yosemite Avenue
- San Francisco Bay and Islais Creek are both nearby and considered “impaired.
- 900 Innes –Project site

**Cumulative Environmental Issues** - BVHP is disproportionately burdened by environmental pollution from contaminated sites, industrial facilities and mobile sources traveling on nearby freeways. Stationary pollution sources include the toxic contamination and development work at the former Hunters Point Naval Shipyard site, toxic contamination at the former PG&E Hunters Point power plant, the Southeast Sewage Treatment plant, and many under-regulated and unregulated dirty industries, including auto dismantlers, scrap metal recyclers.

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<sup>8</sup> City and County of San Francisco, Office of the Controller - City Services Auditor. 2015 San Francisco City Survey.

<sup>9</sup> Greenaction, “A Toxic Inventory of Bayview Hunters Point, San Francisco” (2004) describing pollution sources in BVHP. See <http://greenaction.org/hunterspoint/documents/TheStateoftheEnvironment090204Final.pdf>

BVHP is also burdened by impacts of air pollution generated by thousands of vehicles traveling daily on two congested freeways that border the community, US Highway 101 and Interstate 280. These freeways are backed up for hours during the morning and evening commute. More than 5,000 heavy-duty diesel trucks travel daily on these two freeways and approximately 1,000 diesel trucks travel daily on BVHP’s local roadways.<sup>v</sup> Episodes with higher levels of fine particulates contributes more than 85% of total inventoried. There is also evidence that the effect of air and traffic-related pollutants on respiratory illness, including childhood asthma, are more severe in communities with high exposure to Particulate Matter 2.5 and Diesel Particulate Matter. Due to these cumulative impacts and sensitive populations concentrated in this area, BVHP has been identified as a disadvantaged community by the California Communities Environmental Health Screening Tool (CalEnviroScreen). The California Environmental Protection Agency (CalEPA) use this tool developed by the Office of Environmental Health Hazard Assessment (OEHHA) to identify communities most burdened by pollution from multiple sources and the most vulnerable to its effects based on geographical, socioeconomic, public health, and environmental hazard criteria. The information on Table 3 describes environmental impacts on the surrounding population. The numbers assigned to each census tract means that the exposure to these environmental conditions in this census tract is higher than X% of the census tracts in California higher.

<b>Table 3 - CalEnviroScreen Indicators for Bayview/Hunter Point Census Tracts 60750</b>				
Indicators	CT 26100	CT 23102	CT 23103,	Indicator Information
Diesel Exposures	71%	92%	92%	Exposure to diesel PM has been shown to have numerous adverse health effects including irritation to the eyes, throat and nose, cardiovascular and pulmonary disease, and lung cancer. Ultrafine Diesel PM is of concern because particles penetrate deeper in the lung. Children and those with respiratory diseases are most vulnerable.
Toxic Release	33%	36%	37%	Toxicity-weighted concentrations of modeled chemical releases to air from facility emissions and off-site incineration.
Traffic Density	80%	12%	7%	Health effects of concern from these pollutants include heart and lung disease, cancer, and increased mortality. Exposure to air pollutants from vehicle emissions has been linked to adverse birth outcomes, such as low birth weight and preterm birth.
Cleanup Sites	0%	84%	96%	BVHP has 3.4 active brownfields and 4.1 leaking underground storage tanks per square mile. Some of these “brownfield” sites are underutilized due to cleanup costs or concerns about liability.
Groundwater Threats	26%	40%	95%	Hazardous chemicals are often stored in containers on land or in underground storage tanks. Leaks from tanks can contaminate soil and groundwater. Leaking tanks can affect drinking water and expose people to contaminated soil and air. The land and groundwater may take many years or decades to clean up.

Solid Waste	38%	41%	69%	Solid waste sites can have multiple impacts on a community. Odors and the known presence of solid waste may impair a community’s perceived desirability and affect the health and quality of life of nearby residents (Heaney et al., 2011).
EnviroScreen Source: California Communities Environmental Health Screening Tool: CalEnviroScreen Version 2.0 (CalEnviroScreen 2.0).				

**1.b. Impacts on the Targeted Community.** Sensitive Populations - BVHP Residents suffer from higher rates of several diseases in comparison to San Francisco as a whole: the adult hospitalization rate for diabetes is three times higher; congestive heart failure is almost two times higher; and asthma is two times higher; when compared to citywide rates.<sup>10</sup> The prevalence of asthma in BVHP is still far above those for the rest of San Francisco, and those for California as a whole. The neighborhood has limited public spaces where community residents can feel safe and socialize with their neighbors. BVHP has also been a food “desert” with very few stores providing fresh produce. Research has conclusively shown that neighborhoods with limited access to fresh food and recreational amenities have higher rates of premature death and avoidable hospitalizations for chronic disease conditions. Combined with poor eating habits and food insecurity are leading to higher obesity rates among the City’s poor and minority groups and are contributing to poor health outcomes.<sup>11</sup>

<b>Table 4 - Health Impacts on Community</b> - The numbers assigned to each census tract means that the exposure to these environmental conditions in this census tract is is higher than X% of the census tracts in California higher.				
Congestive Heart Failure				Health effects of concern from these pollutants include heart and lung disease, cancer, and increased mortality
Asthma	50%	95%	95%	BVHP has a higher prevalence of asthma relative to the country as well
Low Birth Weight	89%	84%	100%	Exposure to air pollutants from vehicle emissions has been linked to adverse birth outcomes, such as low birth weight and preterm birth.
EnviroScreen Source: California Communities Environmental Health Screening Tool: CalEnviroScreen Version 2.0 (CalEnviroScreen 2.0).				

**1.c. Financial Need.**

**1.c.i. Economic Conditions.** The 900 Innes Park project is unique in that it is the first SFRPD project that involves acquiring contaminated property for development into a park - an acquisition process that took more than ten years. The SFRPD priority has always been addressing our aging park system, rather than new park development. With 220 parks and

<sup>10</sup> SF Department of Public Health’s Bayview Hunters Point Community Health Status data submitted to SF Environment for the San Francisco Healthy Homes project (Oct. 2011)

<sup>11</sup> SF Department of Public Health, Promotion and Prevention, Shape Up San Francisco, Obesity Fact Sheet (2008), showing percentage of AfricanAmericans in San Francisco had a BMI of 30.0 or higher was almost 3 times higher, at 34.2%, and the percentage of Latinos/Hispanic with BMI of 30.0 or higher was almost 2x higher, at 27.0% compared to 14.8% citywide.

recreation facilities more than 50 years old, our capital funding, secured through general obligation bonds, must be used for replacing unsafe playgrounds, addressing seismic safety and improving access for all. Even with three park bonds issued (2002, 2008, 2012), there is still more than \$1 billion in deferred maintenance and modernization needs remaining. In general, an educated, vocal public steers the direction of park investment toward their neighborhoods with matching funds secured by donations. Sadly, disadvantaged communities, like BVHP, do not have these resources to present their community needs, which means less investment in these communities. The site cleanup funded by the US EPA Brownfield Cleanup Grants, and conceptual plan and cost estimates funded by the Priority Conservation Area Grant will make this project a strong candidate for the 2016 Park Bond and competitive for additional site development funding through local, state and federal funding sources.

**1.c.ii. Economic Effects of Brownfields.** Southeastern San Francisco was once an economically thriving community and the industrial heart of the city from the 1850's to the mid 1900's, and included manufacturing, industry, power generation, and civilian and military ship and boat building and repair facilities, among other heavy industrial uses. San Francisco residents are now negatively impacted by contaminated vacated land that contributes to community blight. The decrepit structures on the project site have led to trespassers and vandalism on the property and to adjacent property owners. The area has been a homeless encampment and increased illegal dumping and graffiti requires more City investment in abatement programs. For decades, the neighborhood has experienced disinvestment, physical deterioration of the community, high unemployment, persistent crime and violence, and negative health impacts as described earlier. These environmental conditions and limited public spaces where community residents can feel safe and socialize with their neighbors has led to poor health outcomes. Research has conclusively shown that neighborhoods with limited access to recreational amenities have higher rates of premature death and avoidable hospitalizations for chronic disease conditions.

## **2. Project Description and Feasibility of Success**

**2. a.i. Existing Conditions.** 900 Innes, Parcel 3B is a subsection of a 4.4 -acre site that includes approximately 2 acres of undeveloped rights-of-ways. The site functioned as a boat building and repair facility for several companies spanning over 120 years, particularly through the historic 1875 to 1930 period of marine-based cargo transportation in San Francisco. The site's soil is contaminated with materials typically associated with the boat building and repair industry including marine coatings and antifoulants, and abrasive blasting. These include, but are not limited to, heavy metals such as lead, nickel, zinc, and copper; biocides such as tributyltin (TBT) and cuprous (copper) compounds; waste engine fluids such as oil, hydraulic fluids, lubricants; and general solid wastes. The site has been most recently used for construction equipment storage, and is now fenced off. There are five abandoned structures (four wooden structures and one corrugated aluminum structure (representing 4,760 SF) on the parcel that create potential public safety hazards due to their deteriorated conditions.

**2.a.ii. Proposed Cleanup Plan.** Remedial activities for Parcel 3B (APNs 4646003A, 4646019, 4646002, and 4646001) will include construction of a physical barrier excavation and disposal of contaminated soil, representing a combination of Alternative 2 and 3 outlined in the Weston Solutions Analysis of Brownfield Cleanup Alternatives published in September 2013.. The results from the WESTON Phase II Environmental Site Assessment will be used to prepare a

Feasibility Study/Remedial Action Plan (FS/RAP) for Parcel 3B. The FS/RAP will include an evaluation and methodology development for the excavation and disposal of soil from Parcel 3B. The FS/RAP will also assess the feasibility and cost of constructing an onsite disposal cell to evaluate potential cost savings of not having to haul material offsite for disposal. This is a remedial alternative that is typically employed on sites where there is no residential development proposed for the site. It is also a strategy that is sometimes used in Green Remediation approaches to keep and manage site contamination on Site and to reduce the carbon footprint of the remediation by reducing greenhouse gas generation associated with off site trucking and disposal. It is not anticipated that sea level rise would affect the remedial approach or design for Parcel 3B. However, it will be considered along with the proposed redevelopment plans in developing the FS/RAP. Other documents that would have to be prepared subsequent to approval of the FS/RAP would include an EPA approved Site Specific Quality Assurance Project Plan (QAPP) and Site Specific Health & Safety Plan (HSP).

**2 .a.ii. Alignment with Revitalization Plans.** Preparation of the FS/RAP will be initiated in January 2017. The RAP will be based on the redevelopment plan and final schematic design for the park to ensure that the proposed remedial objectives align with the proposed redevelopment.

## **2.b. Task Description and Budget Table**

### **Task 1 Project and Grant Management**

Work will be performed by SFRPD staff:

- a. Provide Grant management and reporting using ACRES.
- b. Procure technical consultant firm to prepare Remedial Action Plan (RAP) accordance with ASTM protocols and 900 Innes Analysis of Brownfield Cleanup Alternative (ABCA)
- c. Secure contractor to implement the remediation action plan
- d. Attend Brownfield conference and workshops as feasible.

Item a. b. and c. will be funded with Open Space Acquisition Funding.

Task 1 Outputs ACRES reports, Final ABCA, Remedial Action Plan, RAP plan development and Remediation Implementation. Participate in Conference/Workshop Events.

### **Task 2 – Public Outreach and Engagement**

Work Performed by SFRPD staff and non-profit organizations:

- a. Coordinate community participation by providing information and opportunities for feedback.
- b. Document community concerns, and incorporate feedback into the remediation plan.

Items a. and b. will be funded with Open Space Acquisition Funding.

**Task 2 Outputs -** Three public meeting or opportunities for public comment on remediation plan

### **Task 3 - Plans & Permit**

Work Performed by Consultant:

- a. Preparation a Feasibility Study/Remedial Action Plan (FS/RAP) based on the site redevelopment plan and using existing and supplemental data to develop and evaluate remedial alternatives for the site.
- b. Select alternative based on protection of human health and the environment; effectiveness (long-term and short-term); ability to implement; cost; and sustainability.

- c. Prepare Construction Quality Assurance Plan (CQAP) and a Sampling and Analysis Plan (SAP). These documents will be reviewed and approved by the SFDPH and the Cal. State Regional Water Quality Control Board
  - d. Prepare Site Specific Health and Safety Plan (HASP) will be developed in accordance with Code of Federal Regulations (CFR) 29, Part 1910.120 to cover health and safety aspects of the remedial activities.
- Items a through D are funded with US EPA grants awarded in 2015.

**Work Performed by SFRPD staff:**

- e. Submit the FS/RAP, CQAP, SAP to the San Francisco Department of Public Health (SFDPH) and Cal. State Regional Water Quality Control Board for review and approval.
- f. Secure construction-related permits and required permits from the Bay Conservation and Development Commission (BCDC).

Items f. and g. will be funded with Open Space Acquisition Funding.

**Task 3 Outputs** - CQAP, SAP, and HASP documents. Approval of FS/RAP by SFDPH and other stakeholders, and CQAP and SAP approval by RWQCB. Construction and BCDC Permits Plans.

**Task 4 - Site Remediation Activities Work Performed by Contractor:**

- a. Site Remediation performed by (s) procured in accordance with all applicable local, state, and federal requirements. The conceptual remedial approach, based on the Analysis of Brownfield Cleanup Alternatives (ABCA) developed for the site, includes excavation and offsite disposal of soil from 2 below ground surface, covering of soil in place, and backfilling of soil excavation areas.

**Task 4 Outputs** - .77 acres of land remediated and .77 acres of site ready for development 3,325 tons of soil excavated and disposed. 3,703 tons of clean soil, compThe amount is based on consultant estimates and the square footage of Parcel 3B . (33,670 SF)

**Task 4 Budget**

Partial Excavation and Disposal of Unpaved Areas to 4 ft. bg	\$8.34 <sup>1</sup> sf X 33,670 SF	\$280,807.00
Backfill, grading, and Compaction	\$1.05 sf x 33,670 sf	\$35,353.50
<b>Total Task 4</b>		\$316,160.50
<b>Total to be Funded by EPA Grant</b>		<b>\$200,000.00</b>
Match to be funded by Open Space Acquisition Funds		\$40,000.00
Additional by Open Space Acquisition Funds beyond match		\$76,160.50

**Task 5 Remediation Oversight & Report. Work Performed by Contractor:**

- a. Oversight and management of site remedial activities.
- b. Ensure conformance with the approved RAP and CQAP. Activities include collection and analysis of confirmation samples in accordance with the CQAP and SAP and required environmental monitoring specified the HASP.
- c. Prepare and submit to the lead regulatory oversight agency for review and approval Remedial Action Completion Report (RACR) documenting the results of the remedial activities.

**Task 5 Outputs-** The number of confirmation samples collected, amount of environmental monitoring conducted, and RACR preparation. Remediation oversight and RACR Prep work represents 48 staff hrs @\$125/hr. and is funded by a combination of the US EPA grants awarded in 2015 and open space acquisition funds.

**Task 6 Regional Water Quality Control Board (RWQCB)**  
 Work Performed by RWQCB, State Environmental Agency:  
 Provide oversight of the Remedial Action Plan (RAP) and Site Certification.

**Task 6 Outputs -** Number of site inspections conducted by RWQCB, review and comments on the RAP and CEQA documents, and review of the completion report. Agency Oversight 100 hrs @ \$150/hr.

<sup>1</sup> Weston Solutions, Inc. Analysis of Brownfield Cleanup Alternatives, pp.3-7, cost have been escalated 3 years at 5%

Programmatic costs only	[Task 1]	[Task 2]	[Task 3]	[Task 4]	[Task 5]	[Task 6]
	Grant Mgmt and Reporting	Public Outreach	Plans & Permits	Site Remediation Activities	Remediation & Oversight Reporting	Regulatory Oversight & Site Cert (RWQCB)
Personnel						
Travel						
Contractual				\$240,000*		
Total Fed. Funds				\$200,000		
Cost Share				\$40,000		
Total Budget				\$240,000		

\*Only represents grant and cost share. The cost basis presented in this grant is from the ABCA prepared by Weston which includes excavation and off-site disposal of contaminated soil above the proposed cleanup criteria.

**2.c. Leveraging of Resources.** The EPA’s brownfields Cleanup grant will leverage by the sources listed in Table 7. The work completed by these identified sources will be used to leverage development funding through the 2018 City Park Bond Program and State and Federal Grant Funding sources.

Funding Source	Amount	900 Innes Project Contribution	Status
2014 Priority Conservation Area Grant	\$500,000	Conceptual planning, public outreach, biological resources assessment, environmental studies geomorphology and landscape hydrology studies	closed
2012 U.S. EPA Communitywide Brownfield Assessments (CBA)	\$100,000	The City’s Communitywide Brownfield Assessment Grant funded Phase I and Phase II site assessments of the 900 Innes, the DRAFT remediation plan and will fund additional soil sampling at the site.	Active

2015 U.S. EPA Brownfield Cleanup Grant	\$400,000	The City and County of San Francisco was awarded two U.S. EPA Brownfield Clean-up Grants for Parcel 1 and Parcel 2 of the 900 Innes Site.	Active
2016 Open Space	\$764,000	The City and County of San Francisco is providing up to \$764,000 in Open Space Acquisition Funds for Site Remediation.	Active

**3. Community Engagement and Partnerships**

**3.a. Target community: Communicating Progress.** The outreach process will be a cooperative effort led by 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. These organizations will distribute multilingual flyers and posters to local businesses, schools, community centers, and public housing projects. This method will assure the more isolated residents have an opportunity to learn about the project and meetings. All notices, key documents and meetings will be 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 will also be provided for distribution at community events and through a network of non-profit organizations serving the BVHP community. Public meetings will be announced SFRPD website, <http://sfrecpark.org/project/india-basin-capital-improvements/> and the India Basin Waterfront website, located at [www.ibwaterfrontparks.com](http://www.ibwaterfrontparks.com).

To date, SFRPD has held five public meeting and participated in five public events to engaged communities and neighborhood groups on a variety of levels. We have also launched a Community Task Force comprised of City, regional, non-profits, and Bayview community stakeholders, to guide the Project Site remediation, as well as future site programming and the park design process. The Task Focus is working with RPD on the India Basin Waterfront Study (IBWS), that includes the the Project Site, RPD-owned India Basin Open Space, Build Inc.’s proposed “Big Green” Park located at 700 Innes, the future Northside Park (part of the Shipyard-Candlestick development plan), Heron’s Head Park (SF Port property), and the 100’ shoreline zone within PG&E’s former power plant site. The IBWS will be a comprehensive planning document that presents a clear vision for the parks, trails and open space system founded on specific data, research, analysis, and technical studies and includes ecological principals, sea level rise planning, programming, access and circulation. The Project Team proposes to conduct three additional formal community meetings, each focusing on iterative stages of the brownfield clean-up as well as the larger site planning process. The public meetings will provide opportunities to discuss site clean-up plan and measures incorporated into the plan to minimize air quality and impacts on sensitive populations, such as those with respiratory conditions and near-by residents and businesses. SFRPD will provide an online portal for reviewing meeting materials, and provide input. During the public process we will explain how clean-up plan will include measures to minimize air quality impacts on those sensitive populations with respiratory conditions such as asthma. This will be achieved by minimizing vehicle trips, reducing idling times of trucks, and dust suppression measures on the site.

**3.b. Partnerships with Government Agencies.**

The San Francisco, **Department of Public Health (SFDPH)**, Environmental Health will provide environmental regulatory oversight to this part of the City under delegated authority from two branches of the California Environmental Protection Agency - the **Department of Toxic Substances Control** and the Regional Water Quality Control Board. SFDPH will provide guidance through the clean-up Project. The Department of Toxic Substances Control (DTSC) ( See Attachment A) will provide cleanup oversight. SF Environment has supported this Project by allocating US EPA Brownfields Communitywide Assessment Grant (2012) funds to support the ABCA, sediment testing for 900 Innes Parcel 1 and 2, and the development of the ABCA for the Shipwrights Cottage. The Port of San Francisco who developed the Blue Greenway Planning and Design guidelines, is providing consultation on sea level rise strategies and wetland development and management. The San Francisco Bay Coastal Conservancy provided a \$500,000 grant for public outreach, park planning and environmental studies. The Bay Conservation and Development Commission a long-time supporter of the SF Bay Trail (<http://baytrail.org/>) and the SF Water Trail (<http://sfbaywatertrail.org/>), provides general project support. The proposed park project improves access to both of these trail systems.

**3.c. Partnerships with Community Based Organizations and Non-Profits.** Following is information on our CBO partners with letters of commitment for each partner in Attachment C

- *Parks 94124* (Attachment C.1): A trusted organization with deep roots in the community will provide guidance for an effective community planning process within and for the focus community.
- *Trust for Public Land (TPL)* (Attachment C.2): A national non-profit organization with years of experience working with the City on public park projects. TPL will lead the Park planning project. They will be donating their time in-kind re: outreach for the brownfield clean-up directly, when we present the RAP to the community.
- *Hunters Point Family (HPF)*( Attachment C.3): A grass-roots, community-based organization that provides holistic programs supporting education, leadership and workforce development, arts enrichment, and recreation to at-risk African American youth and young adults living in the Bayview Hunters Point community of San Francisco. RPD will determine if the project can provide opportunities for graduates from the Hunter Point Family Environmental Workforce Development and Job Training Program. ( Attachment C.4)
- *Aquarium by the Bay -Eco Center of Herons Head Park* (Attachment C.4): A non-profit organization that will support public outreach efforts by providing a location to host community meetings.
- *San Francisco Parks Alliance (SFPA)* formerly Neighborhood Parks Council (C-5) : A non-profit organization with more than 30 years of experience in capacity building and development of playground initiatives. SFPA spearheaded the Blue Greenway project and secure the 2010 USEPA Areawide Planning Grant (2010), that identified this project site for redevelopment. They will coordinate public input, and play a key role in park planning.

#### **4. Project Benefits (20 Points)**

**4.a.i Health and/or Welfare and Environment.** This site provides a tremendous opportunity to address health and social equity issues in this underserved neighborhood. Converting the brownfield into a regional park and Bay Trail expansion will create usable park and open space for the BVHP neighborhood. The park design will improve the community's access to this new outdoor space and opportunities for physical fitness. Local children and adolescents need a safe,

inviting space for active play and exercise. This physical activity can help residents maintain a healthy weight, lowering the risk of heart disease, colon cancer, and Type 2 diabetes, and other health conditions resulting from inactivity and obesity. Studies also show that physical activity increases self-esteem and decreases stress and anxiety.

Non-motorized circulation through the neighborhood to existing and planned amenities will be available through the Bay Trail. The removal of the deteriorated structures on site will eliminate the potential for trespassing, vandalism, homeless encampments and discourage litter and illegal disposal in the area. Rehabilitation of the “blighted” Shipwrights Cottage will acknowledge the historical significance of this part of the area and instill pride in the neighborhood through the improved aesthetics. Interpretive signage will introduce residents of all ages to the history of their neighborhood and local environment, thus instilling the appreciation for their local landscape. Greening the space can reduce crime. Evidence suggests that the presence of trees and well-maintained lower understory vegetation can transform barren spaces lands into pleasant, welcoming, well-used places. Such common spaces serve to strengthen ties among residents, increase informal surveillance, and deter crime, thereby creating healthier, safer urban communities.<sup>12</sup>

**4. a.ii. Environmental Benefits.** With citywide population growth expected to approach 1 million by 2032<sup>13</sup> and more than 12,000 new housing units planned for this section of the City, the conversion of 900 Innes Brownfield Property provides a tremendous opportunity to meet the growing recreational needs of this area. The park design community process taking place in 2016 will prioritize the protection and enhancement of important habitats and ecosystems of this urban open space through the following ecological improvements: 1) Increase livability and local-scale biodiversity by reintroducing native plant species; 2) Develop multi-use trails to connect communities and help reduce GHG emissions from transportation; and 3) Implement a neighborhood stormwater management with Low Impact Development (LID) features, in coordination with adjacent parcel owners to protect residents from potential flooding, while improving water quality in the Bay. The park design will consider the importance of facilitating urban ecosystem processes and innovative adaptation strategies to minimize the effect of climate change on resources and livability. Access to the Blue Greenway (a network of parks, trails, beaches and bay access points along 13 miles of San Francisco’s southeastern waterfront<sup>14</sup>) and Regional Bay Trail System (a five hundred mile trail system that will someday encircle the entire San Francisco Bay<sup>15</sup>) creates alternative transit opportunities.

#### **4. b. Environmental Benefits from Infrastructure Reuse/Sustainable Reuse**

**4.b.i. Policies Planning or Other Tools.** The neighborhood is in transition to a mixed-use development pattern and is located in a *Priority Development Area (PDA)*, an integral part of the regional *Plan Bay Area*, that integrates land use and transportation planning to address accommodating population growth while keeping the region housing affordable, preserving open spaces, protecting our environment, accommodating transportation needs, and reducing greenhouse gas emissions. PDAs have access to regional funding for new developments but also

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<sup>12</sup> Kuo, F.E. 2003. The Role of Arboriculture in a Healthy Social Ecology. *Journal of Arboriculture* 29, 3:148-155.

<sup>13</sup> Association of BayArea Governments,

<sup>14</sup> <http://www.sfparksalliance.org/our-work/blue-greenway#sthash.vRdiefZF.dpuf>

<sup>15</sup> <http://baytrail.org/>

require a local commitment to develop more housing and create a pedestrian and public transit friendly environment for residents.

The India Basin Waterfront Study, a public-private initiative born out of the partnership between SFRPD, TPL, SFPA, and Build Inc. (a private, for-profit developer), has created a clear vision for the integrated development of all publicly accessible parks, trails and open space along the India Basin Shoreline. The scope of the Waterfront Study includes programming, public access and circulation, habitat restoration, ecological and sea level rise strategies, public-private funding and stewardship proposals, and public signage and branding. SFRPD and TPL are conducting a design ideas competition for 900 Innes and India Basin Shoreline Park that will result in the selection of a design team and subsequent concept design for 900 Innes, including the Shipwright's Cottage, and India Basin Shoreline Park. In terms of **reuse of infrastructure**, the cleanup plan will consider the feasibility and cost effectiveness of innovative, alternative techniques. The design team will explore and weigh the opportunities and constraints of various approaches with community input. The site has the potential to demonstrate an integrated green infrastructure program that begins with site cleanup and builds a healthy, self-sustaining ecology. The proposed concept plan for the new park at 900 Innes will include the extensive greening and beautification of the neighborhood. Landscape performance benefits will focus on sustainability, minimizing water and fertilizer usage for maintenance, and increasing the Project area's effectiveness in capturing and treating stormwater runoff, as well as providing climate change-related mitigation at the neighborhood scale, such as alleviating the urban heat island effect. Integration of these sustainability features are well-timed given the extensive clean-up and remediation that is occurring at and near the Shoreline. The proposed open space Project will also enhance non-motorized connectivity throughout the BVHP neighborhood, linking residents to a continuous section of the Bay Trail, along with park amenities, and other neighborhood points of interest. By providing for improved neighborhood circulation via bike and pedestrian enhancements, the Project will help to lower GHG emissions at the local level. In addition, the Project plans for intensive climate adaptation interventions, including vegetating the Project area with native habitat to provide improved stormwater management, and to protect local air and water quality.

**4.b.ii. Integrating Equitable Development or Livability Principles.** The project will be advance the following livability principles:

1) The project places a high value on the unique characteristics of the communities that make up the BVHP neighborhood. The City has engaged, informed and encouraged community-based organizations that represent the diverse ethnicity of groups that comprise this community to participation in both the Brownfield Cleanup and larger park planning effort. The proposed concept plan for the new park at 900 Innes will include extensive greening and beautification of the neighborhood. The physical characteristics and historical structures on the site will be evaluated by historical preservation professionals to determine which structures can be repurposed and incorporated into the park design with the intent to interpret the historical significance of this area. 2) The project will enhance the BVHP community by repurposing a vacated blighted property into a new park. 3) The project has leveraged three earlier investments from US EPA, a Brownfield Areawide Planning Grant, the Community-wide Assessment (which proposes to secure federal transportation funding for Bay Trail Improvements on the project site) and a Green Infrastructure Grant. 4) The two U.S. EPA Brownfield Cleanup Grants will

remediate Parcel 1 and 2 in preparation of additional public works investments that will make the site a productive open space. 5) The project supports alternative transportation choices by expanding the Blue Greenway, a network of parks, trails, beaches and bay access points along 13 miles of San Francisco's southeastern waterfront<sup>16</sup> and Regional Bay Trail System, a five hundred mile trail system that will someday encircle the entire San Francisco Bay<sup>17</sup>. 6) The redeveloped site will provide safe park and recreation opportunities to the 35,000 residents in the surrounding community as well as the entire city through regional access.

#### **4.c. Economic/Community Benefits.**

**4.c.i. Economic and Other Benefits.** The construction of new parks in the community will raise property values, generate municipal revenues, and will attract homebuyers to the area.<sup>vi</sup> The new park will attract more customers to the existing businesses in the surrounding business district, particularly those that provide food service. The new connection between the India Basin Open Space and India Basin Shoreline Park created by the park will increase physical activity such as bike riding and walking for residents of all ages and thereby provide opportunities for social interaction among current residents and the newer residents. The revitalization of the area will provide more recreation and social options for residents from the nearby public housing reducing the existing isolation these lower income residents currently experience. Proposed programming at the park will also provide new opportunities to engage all residents in shoreline water sports.

**4.c.ii. Job Creation Potential: Partnerships with Workforce Development.** The 900 Innes park development will provide employment for local residents in brownfields remediation, construction and maintenance, habitat restoration and urban forestry during the construction phase as part of the local hire ordinance that requires 50% of the construction workforce to be San Francisco residents, with 25% coming from disadvantaged communities. All work completed on the site will be subject to San Francisco's Local Hire Ordinance. Workers targeted by program are defined as a local resident who (i) resides in a census tract within the City with a rate of unemployment in excess of 150% of the City unemployment rate; or (ii) at the time of commencing work has a household income of less than 80% of the AMI, or (iii) faces or has overcome at least one of the following barriers to employment; being homeless; being a custodial single parent; receiving public assistance; lacking a GED or high school diploma; participation in a vocational English as a second language program; or having a criminal record or other involvement with the criminal justice system. SFRPD also is collaborating with the Hunters Point Family who has received an EPA Job training Grant with the intent to provide employment opportunities for graduates of their program. (See Attachment C.3)

### **5. Programmatic Capability and Past Performance**

**5.a.i. Programmatic Capability.** Performance of the brownfields cleanup grant will be ensured through the City's project and financial management teams. The City has stringent monitoring evaluation and reporting requirements. All City programs and expenditures are subject to an audit by the City Controller and the City's financial system is subject to an independent audit annually. Thus, extensive and comprehensive program and financial records are maintained. City staff assigned to this project is fully committed to performing and completing the brownfields cleanup funded by EPA. However, if there is staff turnover, the City has standard and fair recruiting processes where jobs are posted on the City website.

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<sup>16</sup> <http://www.sfparksalliance.org/our-work/blue-greenway#sthash.vRdiefZF.dpuf>

SFRPD Capital Division is responsible for project development, definition, direction and implementation. Most of our large-scale facility renovations involve hazardous material abatement and/or soil remediation. The Capital Division will hire an experienced firm from a qualified pool of candidate to oversee and implement the Brownfield Clean-up Activities.

### Project Team

- *Nicole Avril*, Project Director, SFRPD, manages the site analysis, environmental studies, brownfield cleanup implementation and the conceptual park plan and strategies the park at 900 Innes. She has experience working on remediation, design and rehabilitation of historical buildings through her work with the Geneva Car Barn and Power House project. She will be responsible for overseeing reporting of outputs and outcomes on ACRES, and financial reporting. The City will follow EPA procurement regulations in seeking consultants and adhere to the City’s strict bidding processes for construction and contract monitoring.
- *Anne Eng*, Environmental Justice Program Manager, will continue to serve as the project manager of the Brownfield community-wide assessment grant. Ms. Eng is experienced with the City’s competitive procurement system, and will solicit bids and proposals to contract with a professional technical consultant to perform any site assessments in accordance with ASTM standards.
- *Toni Moran*, Grants Manager, has more than 20 years of experience managing grants from local, state and federal sources. She will oversee grant reporting and compliance.
- *Katharine Petrucione*, Director of Administration and Finance, has managed all budget, finance and accounting functions for the Recreation and Park Department since 2004. Her role includes supervising review of the grant agreement, and understanding scope of project and eligibility requirements to assure expenditures are accurate and eligible prior to preparing payment requests.

**5.a.ii. No Adverse Audits.** No adverse audit finding for the grant manager, the City’s SFRPD.

**5.a.iii. Past Performance.** The 900 Innes Project is the result of work completed by a previous U.S. EPA Communitywide Brownfields Assessments Grant awarded to the City in 2012.

Award Year	U.S. EPA Grant Program	Amount
2012	Communitywide Brownfield Assessment Grant	\$400,000
2015	Brownfield Cleanup Grant – 900 India Basin Parcel 1 and 2	\$400,000

In mid-2012, the City’s Department of the Environment (SF Environment) was awarded a federal grant (#00T98101) from U.S. EPA, for a brownfields communitywide assessment project in support of the development of an open space corridor that spans along the City’s southeastern waterfront, called the Blue Greenway. This brownfields assessment grant term started on October 1, 2012 and was extended until October 2015. In 2012, SF Environment conducted two competitive RFP processes to assemble the project team and selected a professional environmental services firm to conduct Phase I and Phase II assessments. SF Environment also selected a local non-profit group to perform community outreach services. SF Environment’s technical team is continuing to identify brownfield sites in the Southeast area, and conduct site investigations throughout 2015 and complete the brownfields assessment project during 2016.

<sup>i</sup> 2010 Census data, from U.S. Census Bureau, [www.census.gov](http://www.census.gov), unless otherwise noted.

<sup>ii</sup> <http://yosemite.epa.gov/r9/sfund/r9sfdocw.nsf/vwsoalphabetic/Hunters+Point+Naval+Shipyard!OpenDocument>

<sup>iii</sup> <http://www.hunterspointcommunity.com/>; [http://www.oewd.org/Development\\_Protects-Candlestick\\_Park -  
Hunters Point Shipyard.aspx](http://www.oewd.org/Development_Protects-Candlestick_Park_-_Hunters_Point_Shipyard.aspx).

<sup>iv</sup> Greenaction, “A Toxic Inventory of Bayview Hunters Point, San Francisco” (2004), describing pollution sources in BVHP. See <http://greenaction.org/hunterspoint/documents/TheStateoftheEnvironment090204Final.pdf>

<sup>v</sup> ICF/Jones & Stokes, “BVHP Diesel Pollution Reduction Project”, prepared for SF Environment (2009). This study found that freeway diesel-fueled traffic accounted for 23% of the diesel air pollution in BVHP with more than 5 million vehicle miles traveled (VMT) annually within BVHP. See

[http://www.sfenvironment.org/downloads/library/bayview\\_diesel\\_pollution\\_reduction\\_project.pdf](http://www.sfenvironment.org/downloads/library/bayview_diesel_pollution_reduction_project.pdf).

<sup>vi</sup> Amercian Planning Association, City Parks Forum Briefing Papers – Economic Development