

Daniel Lurie, Mayor



Kat Anderson, Commission President
Philip A. Ginsburg, General Manager

Date: June 9, 2025

To: Recreation and Park Full Commission

Through: Philip A. Ginsburg, General Manager
Stacy Bradley, Director of Capital & Planning
Yael Golan, Deputy Director of Planning

From: Chris Townes, Planner, Capital & Planning Division

Subject: India Basin Waterfront Park Acquisitions

Agenda Wording

Discussion and possible action to approve a resolution to (1) recommend that the Board of Supervisors approve the use of a total of \$5,000 in Open Space Acquisition Funds to purchase five water lots at India Basin (Block 4598, lots 010, 011, 012, 013, and 014) at fair market value; (2) recommend that the Board of Supervisors approve the associated purchase and sale agreements; and (3) update the Recreation and Park Department 5-Year Capital Expenditure Plan to include the sites as part of the India Basin Waterfront Park Project.

Strategic Plan

The proposed acquisition is consistent with the Department's *2023-2027 Strategic Plan Update* Objective 1.1, to "Develop more open space to address population growth in high needs areas and emerging neighborhoods." including subsections:

- (b), "Identify next acquisition opportunity in high needs area."
- (g) "Complete construction of India Basin Parks."

In that the site would provide additional open space within the Bayview neighborhood a High Needs Area, as well as support the Recreation and Park Department's completion of Phase 3 of 3 of the India Basin Waterfront Park project with inclusion of a central programmatic element, the pier.

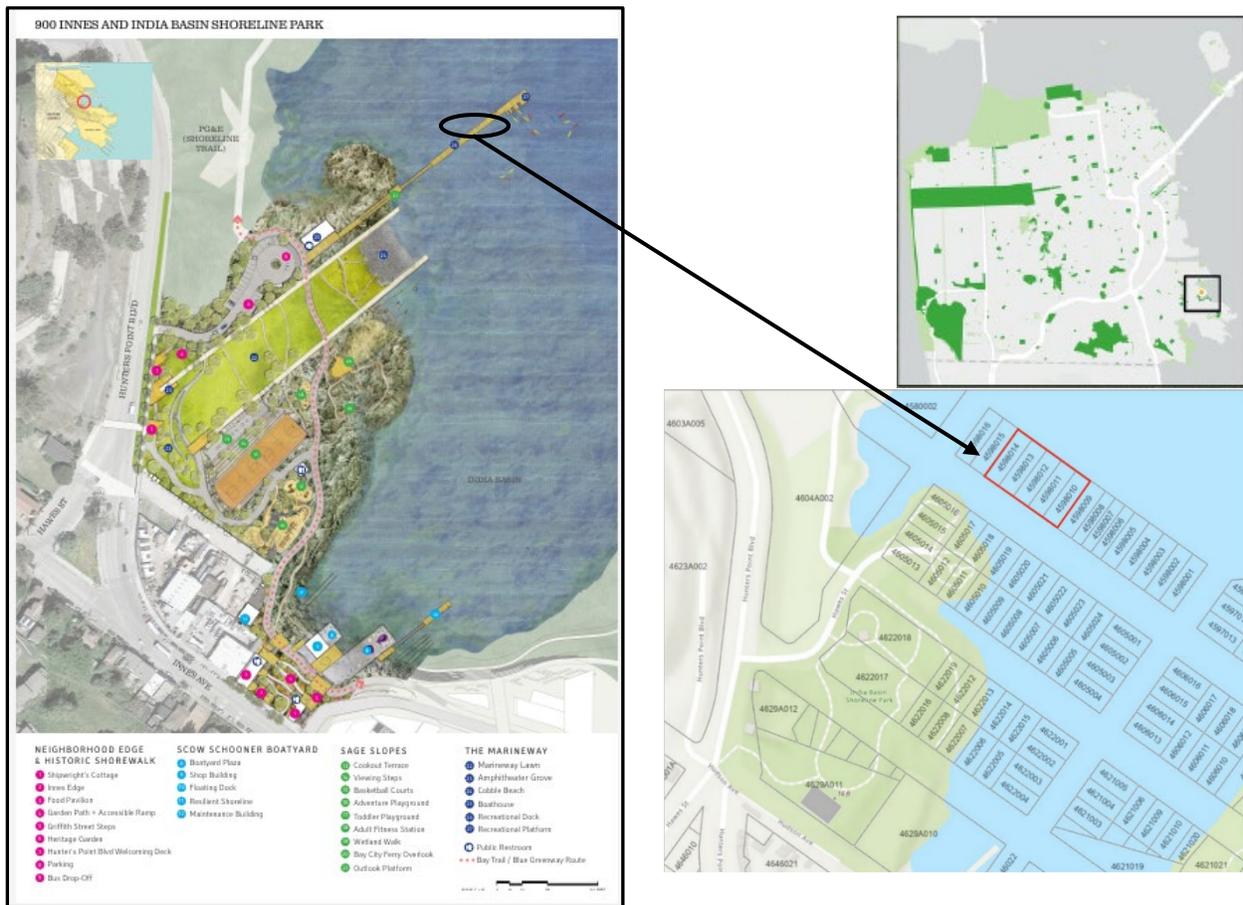
Background

The Recreation and Park Department ("RPD") seeks to acquire a row of five adjacent in-water parcels [APN's: 4598/010, 011, 012, 013, 014 ("Water Lots")] within the India Basin bay just east of India Basin Shoreline Park in the Bayview neighborhood. India Basin Shoreline Park, together with the adjoining and recently opened waterfront park at 900 Innes Avenue collectively constitute the India Basin Waterfront Park development ("Project") currently under development.

The Project, previously approved by the San Francisco Recreation and Park Commission on August 16, 2018 with an EIR certified by the Planning Commission and upheld by Board of Supervisors on October 16, 2018, is about to begin its final phase of development (Phase 3) involving the comprehensive

redevelopment of existing India Basin Shoreline Park (IBSP) site to transform it, along with the newly opened park at 900 Innes Avenue and the existing India Basin Open Space to the south, into a cohesive 10-acre waterfront park. The Project also contributes toward a contiguous 1.5-mile-long waterfront open space and trail network and connects a total of 64 acres of shoreline park space from Heron's Head Park to the future Northside Park. The Project has an emphasis on habitat/wetland restoration and enhancement, public access, resiliency to sea level rise, social equity and waterfront recreation.

RPD's acquisition of the Water Lots is important to the Project in that a central programmatic element of the Project is a pier element that projects into the India Basin bay, overlapping with a portion of the privately-owned Water Lots; therefore, RPD's acquisition is necessary in order to allow for development of the pier element that will provide a key waterfront amenity to the public. The images below depict the Project schematic plan and an expanded view of the specific privately-owned Water Lots to be acquired.



Avenue site at 700 Innes Avenue, a multi-phase mixed-use residential/commercial development that has been entitled and is anticipated to include approximately 1,600 residential dwelling units.

Purchase by City's Real Estate Division, Due Diligence Results and Purchase and Sale Agreement

Due diligence and purchase of the Water Lots is being coordinated by the City's Real Estate Division (RED) on behalf of RPD. RED is in the process of finalizing negotiations of a Purchase and Sale Agreement (PSA) with the two respective private property owners: Ferrari Brothers (for the purchase of Block 4598 Lots, 010, 011, 012) and Edward Conner Trust (for the purchase of Block 4598 Lots 013, 014).

With regard to the Ferrari Brothers parcel bundle, the draft PSA cites a purchase price by the City of \$2,500, for Block 4598 Lots 010, 011, 012 occupying a total area of approximately 0.357 acres with a mutually-agreeable closing date subject to the terms of the PSA in an "as is, where is" condition.

With regard to the Edward Conner Trust lot bundle, the draft PSA cites a purchase price by the city of \$2,500 for Block 4598 Lots 013 and 014 occupying approximately 0.238 acres with a mutually-agreeable closing date subject to the terms of the PSA in an "as is, where is" condition.

Key contingencies or "City's conditions to closing" that will apply to both lot bundles to be purchased by the City include:

1. The City shall review and approve the property title.
2. The physical condition of the property shall be substantially similar on the closing date as on the date of the City's execution of the PSA.
3. The title company shall issue title insurance to the City.
4. The acquisition shall have been approved by all applicable City departments/agencies.
5. The PSA shall be approved by the City's Board of Supervisors and Mayor.
6. The sellers shall deliver all documents required to effectuate the sale on or before the closing date.
7. The title company shall agree to be the real estate reporting person for the closing.

RED is now in the process of securing appraisals of the parcels to support the purchase offer price of \$2,500 to each of the owners for their parcels. Once appraisals are secured, the City will work to finalize the PSAs to go before the Board of Supervisors (anticipated in Summer 2025) and for final approval by the Mayor prior to execution.

Acquisition Policy Analysis

RPD has an official Acquisition Policy, which provides direction on how to identify, evaluate, prioritize, and acquire real property for open space using the Open Space Acquisition Fund. The Acquisition Policy defines three distinct policy goals:

- Acquire properties that are found within or serve a High Needs Area and/or an open space deficient area.
- Acquire properties that have identified funding for the purchase, development, and maintenance of the property.
- Acquire properties that encourage a variety of recreational and open space uses.

For purposes of this analysis, RPD is considering the Project area as a whole since the Water Lots acquisition area is an integral part of and a fractional portion of the broader Project site. The Project's original approval by the Recreation and Park Commission ("RPC") and Board of Supervisors ("BOS")

presumed the pier element as part of the Project area. In addition, acquisition of neighboring portions of the Project site (i.e. 900 Innes Ave and the PG&E Pit Parcel at 5000 Hunters Point Blvd) have already been approved by the Recreation and Park Commission (“RPC”). The 900 Innes Ave site was previously approved by the Board of Supervisors (“BOS”) pursuant to RPC Resolution No. 1406-010 and BOS Resolution No. 244-14, File No. 140780, and the PG&E Pit Parcel will be seeking BOS approval in Summer 2025.

Although the site falls within a moderate need range as designated by the Recreation and Open Space Element of the General Plan (See Attachment B) and as shown in the Acquisition Policy dated August 2011, it would serve the broader Bayview neighborhood that is designated as High Need. And although the site is not located within an area that is currently particularly deficient in open space (surrounding parks within about a ½ mile radius include India Basin Shoreline Park, 900 Innes Park, India Basin Open Space, Hilltop Park, Shoreview Park, Ridgetop Plaza, Adam Rogers Park, Youngblood-Coleman Playground, Heron’s Head Park and Hunters Point Shipyard Parks) the Project is being established in a historically industrial neighborhood that has experienced decades of substantial open space deficiency. The delivery of this Project and a number of the other newly established surrounding parks and large scale housing developments with embedded open space are intended to address the legacy open space deficiency and contribute toward a reenvisioning of the neighborhood and its open space now being implemented and aimed at strengthening the neighborhood’s connection to the natural environment as envisioned in the India Basin Shoreline and Bayview Hunters Point Area Plan.

The site is also located in an Environmental Justice Community (See Attachment B). RPD’s former Equity Zones are now based on SF Planning Department’s Environmental Justice Communities. In 2022 RPD adopted SF Planning’s methodology that identifies and delineates disadvantaged communities within San Francisco. The methodology considers data from CalEnviroScreen, Median Household Income, Areas of Vulnerability (SF Dept. of Public Health) and Air Pollution Exposure Zone (SF Dept. of Public Health and City Planning).

The Project will accommodate a wide variety of both passive recreation such as seating, coastal/marine viewing, sunbathing and picnicking as well as more active recreation such as trails, bicycling, sports courts and community programming within on-site facilities. It provides a number of special attributes, most notably its waterfront location, access to the water, and scenic views of the San Francisco Bay. The site has the potential for boating, kayaking, and other water-based recreational activities. It also offers opportunities for the protection and enjoyment of natural resources– the restoration of a natural shoreline ecosystem, tidal wetlands, and upland habitat, along with related recreational activities such as birdwatching.

Acquisition Funding Source

Acquisition of the Water Lots will be funded by the Open Space Acquisition Fund. The City would spend a total of \$5,000 (including \$2500 for Block 4598 Lots 010, 011, 012 from Ferrari Brothers and \$2500 for Block 4598 Lots 013, 014 from Edward Conner Trust) in Open Space Acquisition Funds to purchase the Water Lots at fair market value from two separate private property owners. Funding for development and maintenance of the site will come from the India Basin Project Budget.

Existing Use and Future Park Design

The proposed Water Lots acquisition area is just east of existing India Basin Shoreline Park eastern land edge and located entirely within the India Basin bay water body. The five Water Lots each measure 40’-0” by 130’-0” with an area of 5,200 sf each, for a total combined area of 200’-0” x 130’-0” or 26,000 sf.

The Water Lots acquisition area represents a fractional portion of the broader Project area that would support inclusion of a specific programmatic element, the in-water pier element, that would provide a waterfront amenity for the public.

The pier would measure approximately 350 linear feet in length and occupy about 3,832 square feet in area. Although only a small portion of the pier would overlap the Water Lots acquisition area, acquisition is necessary in order to allow RPD to construct Phase 3 of the Project in its entirety inclusive of the pier.

Environmental Review and General Plan Referral

Property acquisitions are typically considered Not a Project under CEQA. However, the planned pier element to be constructed after the Water Lots are acquired was considered as part of the India Basin Waterfront Park Project and evaluated under the India Basin Mixed-Use Project Environmental Impact Report (Case No. 2014-002541) pursuant to the California Environmental Quality Act (CEQA) California Public Resources Code Section 21000 et. Seq.

On July 26, 2018, the Planning Commission certified the Final Environmental Impact Report (Motion No. 20247) and adopted CEQA Findings, including a statement of overriding considerations (Motion No. 20248). In Planning Commission Resolution No. 20250, adopted on July 26, 2018, the Planning Commission found that the India Basin Mixed-Use project, including the 900 Innes Avenue park development (inclusive of the India Basin Waterfront Park Development) and including the associated street vacations, land acquisitions and conveyances are consistent with the General Plan.

On October 16, 2018, the Board of Supervisors approved Motion No. M18-136 (File No. 18042) affirming the Planning Commission's certification of the Final EIR prepared for the India Basin Mixed-Use Project and adopted the Planning Commission's CEQA findings as its own (File No. 171286).

On May 1, 2019, the City Planning Department approved a General Plan Referral Note-To-File (Case No. 2014-002541GRP-02) confirming that the land use acquisitions and related actions necessary to implement the project are consistent with the General Plan and with the eight Priority Policies of the City Planning Code Section 101.1. The Planning Department confirmed that the land use acquisition and related actions necessary to implement the Project are within the scope of the project evaluated under the Final EIR.

Supporters

The Project as a whole has received broad support by the following individuals and organizations:

- Governor Gavin Newsom
- Former SF Mayor London Breed
- City Attorney and former Assemblymember David Chiu
- Assemblymember Phil Ting
- Supervisor Shamann Walton
- Board of Equalization Member Malia Cohen
- A.Philip Randolph Institute (APRI)
- Hunters Point Family
- India Basin Neighborhood Association
- India Basin Waterfront Task Force Members
- Parks 94124
- John Pritzker Family Foundation

- Office of Economic and Workforce Development
- San Francisco Parks Alliance
- Trust of Public Land
- RPD will be seeking PROSAC support at a June 10, 2025, meeting

Opponents

None known.

Staff Recommendation

Staff recommend adopting a resolution to (1) recommend that the Board of Supervisors approve the use of a total of \$5,000 in Open Space Acquisition Funds to purchase five water lots at India Basin (Block 4598, lots 010, 011, 012, 013, and 014) at fair market value; (2) recommend that the Board of Supervisors approve the associated purchase and sale agreements; and (3) update the Recreation and Park Department 5-Year Capital Expenditure Plan to include the sites as part of the India Basin Waterfront Park Project.

Attachments

- A. Site Map
- B. Environmental Justice Communities (EJC) and ROSE High Needs Area Map
- C. Air Pollutant Exposure Map
- D. Maher Zone Map
- E. Neighborhood Area Plan Map
- F. Site Evaluation & Information Sheet
- G. Draft Resolution