

San Francisco Bay Conservation and Development Commission

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TO: Design Review Board Members

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SUBJECT: 900 Innes Park Planning Project; Second Pre-application Review
(For Design Review Board consideration February 10, 2020)

Project Summary

Project Proponent

The City and County of San Francisco Recreation and Parks Department (SFRPD).

Property Owners

The City and County of San Francisco Recreation and Parks and Public Works Departments.

Project Representatives

Charlene Angsuco and Stacy Bradley, San Francisco Recreation and Parks Department (Property Owner and Project Representatives); Philip Vitale, The Trust for Public Land (Project Representative); Katherine Liss, Gustafson Guthrie Nichol (Project Lead, Landscape Architect); Blake Jopling, Rana Creek (Landscape Architect, Ecological Restoration); Emily Gosack, Jensen (Architect); Maika Nicholson, Sherwood Engineers (Civil Engineer); Jon Brody, Jon Brody Structural Engineers (Structural Engineer); Dilip Trivedi, Moffatt and Nichol (Coastal Engineer); Christine Boudreau, Boudreau Associates (Regulatory Guidance).

Project Location (Exhibit 2)

The 900 Innes Phase 1 project site is approximately 3.59 acres along approximately 655 linear feet of shoreline at the southeast end of the approximately 14.2-acre expanded India Basin Shoreline Park project site, which is located adjacent to India Basin along the southeastern shoreline of the City and County of San Francisco. The expanded park site is bound by PG&E's former power plant to the north; businesses and residences along Innes Avenue to the south and west; and the proposed 700 Innes Project and India Basin Open Space area to the east. The 900 Innes project site is located bayward of Innes Avenue and and Hunters Point Boulevard, including.

Project Site

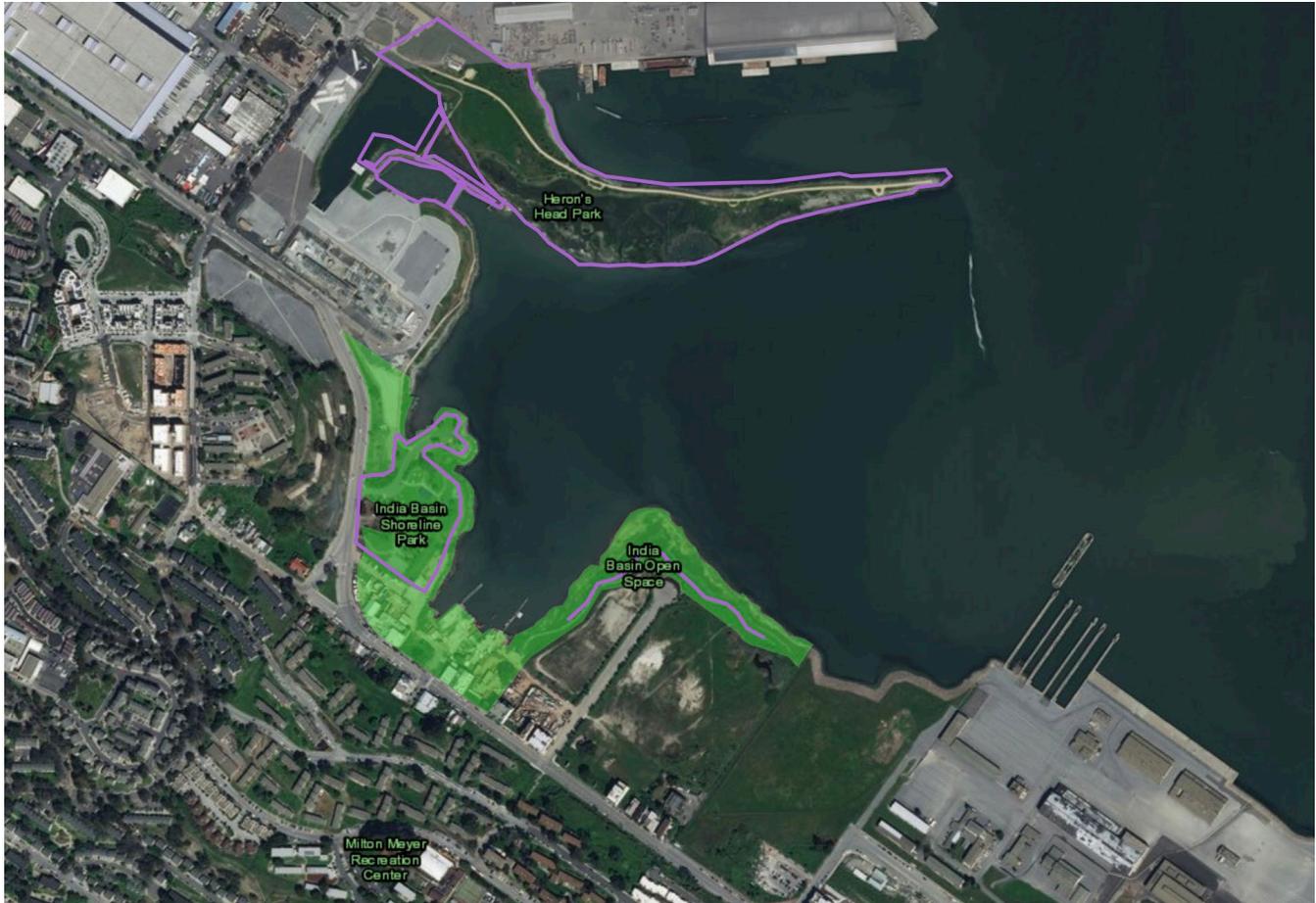
Existing Conditions (Exhibit 3 and 4)

The 900 Innes project site is a former maritime industrial site that is comprised of the historic Shipwright's Cottage and Scow Schooner Boatyard, Griffith Street and Hudson Street abandoned Rights-of-Way, and several underwater parcels. With a rich history of boat building and repair, the site was first developed to facilitate the transfer of boats into and out of the water by utilizing sloped



concrete, wooden, and steel marine rails, many of which are still intact. The existing shoreline migrates between the tidal construction ways and concrete structures. While the sites adjacent to 900 Innes were filled over time, a small stretch of the original shoreline of the Hunters Point peninsula still exists within the boatyard. Several buildings, docks and ruins remain on the site in various states of disrepair.

The entirety of the project site is located within a San Francisco Bay Plan-designated Waterfront Park, Beach Priority Use Area. The project site also carries a Park Priority Use designation under the Commission's San Francisco Waterfront Special Area Plan.



An aerial image of India Basin and the Bayview showing the Waterfront Beach/Park Priority Use designation in green, and the required public access in purple.

Social and Environmental Context

The Bayview Hunters Point and India Basin Neighborhoods are undergoing significant redevelopment with the addition of approximately 13,000 homes estimated to be built in the area over the next decade. The former PG&E power plant site adjacent to India Basin Shoreline Park was a longstanding environmental justice issue around which many local groups have organized to improve the environment for the area. The Commission's community vulnerability ranking includes a larger area (census block group) as part of the highest social vulnerability ranking. The following seven

characteristics rank in the 90th percentile: Renters, Under 5 years old, Low income, People Without a vehicle, People with disability, Single parent households, Communities of Color. The following two characteristics rank in the 70th percentile: Without a high school degree and Severely housing cost burdened. Of the approximately 2500 people in this area, 47% are African-American, 20% are Hispanic or Latino, 15% are Native Hawaiian and Other Pacific Islander, and 31%, of the population is under the age of 10.

Proposed Remediation Project (Exhibit 4)

A remediation project is subject to a pending permit application to be reviewed the Commission. The remediation work would occur before the development or permitting of the proposed 900 Innes park project. This remediation project would include removing debris, soil, and sediment, from upland, nearshore, and offshore, areas of the site and backfill with clean material to pre-existing grade. This remediation project would also remove all upland structures with the exception of the Shipwright's Cottage and existing shoreline features, including the concrete dock and bulkhead wall. The remediation project may include interim public access requirements during the period between the completion of remediation activities and the commencement of construction of the proposed 900 Innes project.

900 Innes and India Basin Shoreline Park Project (Exhibit 7)

The proposed 900 Innes and India Basin Shoreline Park Project is planned to be developed in two phases to unite the historic boatyard of 900 Innes (Phase 1) and India Basin Shoreline Park (Phase 2) into one cohesive park. Currently the project is only pursuing the design and construction of 900 Innes (Phase 1) and this will be the focus of this review.

Proposed Project

Proposed Project (Exhibits 10-23)

The proposed 900 Innes park project would utilize the character of the existing boatyard, and redevelop the site for visual and physical access to the Bay with a new terraced garden pathway, community buildings, piers, floating docks, and a bicycle and pedestrian pathway proposed to be integrated into the Bay Trail.

Along Innes Avenue, an ADA-accessible entry path into the park is proposed that would be flanked by two small buildings: the historic Shipwright's Cottage and the new Food Pavilion. Just off the sidewalk of Innes Avenue, an area called the "Innes Edge" is proposed as a flexible social space to welcome people into park, while secondary decks along the ADA path would provide additional spaces for gathering. At the bottom of the approximately 20-foot-tall slope along the waterfront, would be a section of Bay Trail that is proposed to connect to the adjacent proposed India Basin Open Space and 700 Innes to the southeast, and to India Basin Shoreline Park to the north, and intersect with a new approximately 12-foot-wide Class I Bikeway along Hunters Point Boulevard.

On the Bayside of the proposed Bay Trail, the Scow Schooner Boatyard (the “Boatyard”) is proposed to be an outdoor gathering space that would extend over the water on two re-constructed piers. The boatyard’s former Paint Shop location is proposed to be used as the “Shop” Building, a community maker space. The two existing concrete piers with concrete aprons that extend into the bay would be removed as part of the proposed remediation project and replaced as part of this project with pile supported piers. The Boatyard area would also feature areas of shoreline planting, seating, picnic tables, and restored artifacts, such as the approximately 439-square-foot marine rails that are also proposed to be restored in the Bay as contributing historic elements.

Specific project elements proposed are described as follows:

1. **900 Innes Edge (Exhibit 14).** Along Innes Avenue, southeast of the intersection of Hawes Street and Hunters Point Boulevard, the approximately 1,700-square-foot Innes Edge is designed as a welcoming area for visitors to the site, consisting of a large wooden deck designed to frame the view into the park on steel structural frames with epoxy paint coatings. Furnishings proposed would include both fixed benches and movable seating. The project proponents predict this space to be one of the most heavily used on the site, with frequent daily use by individuals and small groups as well as temporal activations and programming. The Innes Edge would feature lighting and electrical infrastructure to accommodate a range of uses.
2. **900 Innes Garden Paths (Exhibit 14).** An approximately 5.5-to-7-foot-wide, ADA-accessible exposed-aggregate concrete path is proposed to navigate the public down the slope with a series of switchbacks from the Innes Edge to the proposed Bay Trail and Boatyard. Associated with the path, approximately 800-linear-feet of retaining walls, consisting of site-salvaged concrete rubble wall, are proposed to negotiate the grade, which may double as seating elements along the path, with native and climate-adapted plantings between the walls.
3. **900 Innes Decks (Exhibit 14).** A series of platforms, totaling approximately 3,100 square feet, along the garden paths are proposed as social spaces to be inserted into the planted slope. These platforms would be made of wood decking on steel structural framing with epoxy paint coatings, and would include fixed and movable seating for informal gathering, viewing, and outdoor overflow from adjacent building activities.
4. **Boatyard (Exhibits 14 and 15).** In the approximately 18,000-square-foot Boatyard area along the shoreline, the proposed project would be replaced with two piers in an area less than the current piers and aprons. Piers 1 and 2 would be pile-supported concrete deck structures, with a PIP concrete surface with custom ornamental finish of troweled, saw-cut, painted and cast-in textures over its entirety. The piers would be designed to provide flexible, active space for programs and events, as well as a connection to the historic uses of boatbuilding at India Basin.
 - a. **Pier 1.** Pier 1 would include the Shop Building and is designed to extend the space of the Shop northeast toward the bay. The end of Pier 1 would allow people to view the remediated and restored mudflats and natural shoreline edge to the west from an elevated perspective.

would provide space for food vendors to operate, including necessary exhaust hoods, cooking equipment, and concession support areas, and would feature movable tables and seating in a covered, all-weather setting. Building materials may include metal, wood, and glass, with infrastructure for vines and climbing plantings.

- b. **Shipwright's Cottage.** The historic, two-story, approximately 865-square-foot, wood-framed Shipwright's Cottage is an important site landmark for 900 Innes Avenue. It would be rehabilitated with historic-appropriate materials, wood, glass, and metal, as a flexible community space, likely including a welcome and interpretative center, as well as two restrooms and a possible concession space.
- c. **Shop Building.** The proposed approximately 1,445-square-foot Shop Building would be located on the footprint of the existing boatyard paint shop, and is designed to provide a shelter and activity zone at the Boatyard. The Shop Building would be an enclosed structure with larger rollup or sliding doors, supporting the transition of indoor to outdoor programs. It would house skill-building workshops and educational activities, with the potential for additional flexible activation (as a stage, dance studio, covered market area, etc.) outside of regular workshops. The building materials would be light, and durable, constructed of metal and wood, and able to withstand occasional flooding during unusually high tides.
- d. **Maintenance Building.** A new approximately 1,150-square-foot building is proposed on the western edge of the site for on-site storage and maintenance.

8. Site Amenities

- a. **Planting, Soil and Irrigation (Exhibit 17).** All planting areas are proposed to include native nursery-sourced plant material, new planting soil, mulch, and irrigation. All garden and sage slope planting areas are proposed to have dripline irrigation and the lawn and marsh planting areas will have spray irrigation.
- b. **Site Furnishings.** Proposed site furnishings include fixed picnic tables and benches, movable lounge seating, round planters, drinking fountains, and a minimum of 10 fixed benches, 10 movable tables and chairs, 8 bike racks, and 6 waste and recycling receptacles.
- c. **Site Lighting and Electrical.** Site lighting is proposed to be provided along all major paths, in all plaza and gathering areas, and would be sharp cutoff and low level, reducing light trespass to habitat areas.

Maintenance

SFRPD proposes to maintain the Maintenance Building, Shipwright's Cottage, Shop Building, Food Pavilion and the landscape and hardscape. The long-term maintenance for the India Basin parks is proposed to be funded through a combination of City General Funding and in part through a Community Facilities District (CFD) as obligated by a Development Agreement between BUILD, Inc., and the City and County of San Francisco.

Special Events (Exhibit 15)

The project proponents have not planned a program of special events for the project site but is working with the community to understand priority uses for the space. Some special events that have been considered could include, but are not limited to, Movie Nights, Farmer's Market, Bicycle Rally point, Youth Dance Performances, etc. Events that require more space than Pier 2 can accommodate may be extended to Pier 1.

Resilience and Adaptation to Rising Sea Level (Exhibits 19-20).

It appears that the majority of the proposed project is currently designed to be resilient to sea level rise (SLR) projections of approximately 1.9 feet for 2050 (based on the Ocean Protection Council, OPC, sea level rise guidance released in March 2018, for a high emissions and medium-to-high risk scenario) during a 100-year flood (including wave runup, approximately +11.8 feet NAVD88), except a portion of the shoreline pedestrian path north of the boatyard and a portion of the Bay Trail proposed on the east side of the site (which would also be flooded during a king tide with 2050 SLR projections). Piers 1 and 2 could be subject to flooding as soon as 2075 with SLR projections of approximately 4 feet (interpolated from the OPC guidance criteria mentioned above), but the Shop Building and Bay Trail would remain above that flood elevation. No plans have been provided for adaptation to SLR through the end century or life of the proposed project, but significant portions of the site, especially the Boatyard area would be flooded during King Tides and up to 100-year flood events at 2100 SLR projections.

Prior DRB Reviews

The Design Review Board conducted their first pre-application of the proposed project on November 7, 2016, in conjunction with the India Basin Shoreline Park phase of the full proposed project (Exhibit 5). That meeting also included an India Basin urban design briefing and a review of the proposed India Basin Open Space and 700 Innes Project. The Design Review Board, in their review of the 900 Innes and India Basin Shoreline Park made comments regarding connectivity between the different projects presented, the amount of parking at the site and distances from parking to kayak launch facilities, understanding the core purpose of the 900 Innes site ("which presents a challenging design exercise due to the topography and sensitive habitat elements"), operations and maintenance at the site, the amount of fill proposed and its sustainability over time, the presence of sea-blite in the area, possibilities for a street side experience along Hunters Point Boulevard with views, and transitions between uses.

Project Approvals and Proposed Construction Timeline

The City and County of San Francisco certified an Environmental Impact Report (EIR), certified on October 16, 2018, which analyzes the new 900 Innes Avenue park and improvements to the existing India Basin Shoreline Park, as well as the 700 Innes Avenue mixed-use development and the enhancement of the India Basin Open Space, and identifies significant secondary or indirect adverse impacts from the Applicant's overall project, related to traffic, air quality, and noise. Although the EIR found that some of the adverse impacts of the overall project were significant and unavoidable, the City and County of San Francisco concluded that the project had overriding considerations consisting of significant public benefits that will contribute to the revitalization of the southeastern San Francisco waterfront.

Community Engagement (Exhibit 11)

The project proponents have provided the following information regarding their community engagement efforts for the project: “Starting with the Ideas Competition for the park, the community has been extensively involved in reviewing and providing input on the park program and design. Since 2014, when comprehensive planning began, the [Bayview-Hunters Point] community (more than 30 community groups and countless residents) has participated in over 25 meetings and events, including workshops, focus groups, online surveys, and event booths. The foundational participatory design occurred between March 2016 and May 2017, when the project partners engaged in extensive outreach to ensure deep community involvement in selecting recreation features and design details. Since then there have been ongoing engagement and feedback opportunities, both on-site with the design team and through online surveys, to verify and flesh out the foundational project priorities and to better understand the community’s evolving needs. In 2019, in addition to continued engagement with the [Bayview-Hunters Point] community, the project team is working with the A. Philip [Randolph] Institute and a group of community leaders to [develop] an Equitable Development Plan (EDP) for the parks. This process entails monthly meetings focused on developing strategies around key elements that will inform the park and community’s success: Transportation & Access, Culture & Identity, Entrepreneurship and Jobs, Housing Security, Youth Opportunities, and Healthy Community & Ecology. In 2020, this Equitable Development Plan will both be an action plan and a transparent commitment toward equity as we work towards this vision.”

Applicable Policies, Findings, and Design Guidelines

San Francisco Bay Plan and San Francisco Waterfront Special Area Plan Policies

The Bay provides an environment for numerous forms of public enjoyment. In terms of recreational uses on the waterfront, the San Francisco Bay Plan (Bay Plan) envisions a variety of accessible, water-oriented recreational facilities and diverse recreational opportunities at for people of all races, cultures, ages and income levels, in order to accommodate a broad range of recreational activities. The Board should therefore consider the following applicable policies and guidelines during this review.

The proposed project is located within a Bay Plan-designated **Water-oriented Recreation Priority Use Area** that prioritizes **waterfront parks and beaches**. The Bay Plan **Recreation** findings and policies further encourage certain facilities over others within waterfront parks. Facilities are to “capitalize on the attractiveness of their bayfront location,” and are to “emphasize hiking, bicycling, riding trails, picnic facilities, swimming, environmental, historical and cultural education and interpretation, viewpoints, beaches, and fishing facilities,” over facilities that do not need a waterfront location. “Public launching facilities for a variety of boats and other water-oriented recreational craft, such as kayaks, canoes and sailboats, should be provided in waterfront parks where feasible.” “Limited commercial recreation facilities, such as small restaurants” are permitted “provided they are clearly incidental to the park use, are in keeping with the basic character of the park, and do not obstruct public access to and enjoyment of the Bay.” The Bay Trail is to be developed along “an alignment as near to the shore as possible, consistent with Bay resource protection.” Public transportation is to be

provided to waterfront parks, as is public parking “in a manner that does not diminish the park-like character of the site.” “Interpretive information describing natural, historical and cultural resources should be provided in waterfront parks where feasible.” Public utilities and services are allowed “provided they would be unobtrusive, would not permanently disrupt use of the site for recreation, and would not detract from the visual character of the site.” The policies concerning historic buildings in waterfront parks state... they “should be developed and managed for recreation uses to the maximum practicable extent.”

The **San Francisco Waterfront Special Area Plan** states that “[t]he India Basin area should be developed as a major waterfront park in accordance with the Recreation and Open Space Plan of the City of San Francisco.” The plan states that some fill may be needed, and that “[l]imited development, preferably Bay-oriented commercial recreation, should be permitted on the shoreline, provided it is incidental to public access and water-related recreation and does not obstruct public access.”

The Bay Plan **Appearance, Design and Scenic Views** policies state, in part, that, “all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay” and that “maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore.” These policies also state, in part, “that views of the Bay from vista points and from roads should be maintained by appropriate arrangements and heights of all developments and landscaping between the view areas and the water.” Lastly, the policies state, in part, that “parking areas should be located away from the shoreline.”

The Bay Plan **Public Access** policies state, in part, that “...maximum feasible access to and along the waterfront and on any permitted fills should be provided in and through every new development in the Bay or on the shoreline...” and that “[a]ccess to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where convenient parking or public transportation may be available.” Further, these policies state, in part: “[a]ccess to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare;” and that “... improvements should be designed and built to encourage diverse Bay-related activities and movement to and along the shoreline, should provide barrier free access for persons with disabilities, for people of all income levels, and for people of all cultures to the maximum feasible extent, should include an ongoing maintenance program, and should be identified with appropriate signs – including using appropriate languages or culturally-relevant icon-based signage.”¹ Additionally, the policies provide that “[p]ublic access should be sited, designed, managed, and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding,” and that access should be designed consistent with the physical and natural environment. These policies state in part that “public access should be sited, designed and managed to prevent significant adverse effects on wildlife,” and that, “whenever public access to the

¹ Emphasis added to highlight recently amended Bay Plan policies focused on Environmental Justice and Social Equity.

Bay is provided as a condition of development, on fill or in the shoreline, the access should be permanently guaranteed.” These policies further state that, “[a]ny public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby.”

Additionally, the policies state that “The ***Public Access Design Guidelines*** should be used as a guide to siting and designing public access consistent with a proposed project so that “that public access should feel public, be designed so the user is not intimidated nor is the user’s appreciation diminished by structures or incompatible uses, and that there should be visual cues that public access is available for the public’s use by using site furnishings, such as benches, trash containers and lighting.” The Design Review Board should advise the Commission regarding the adequacy of the public access proposed. The Design Review Board should encourage diverse public access to meet the needs of a growing and diversifying population. The *Public Access Design Guidelines* further state that public access areas should be designed for a wide range of users, should maximize user comfort by designing for weather and day and night use, and that each site’s historical, cultural and natural attributes provide opportunities for creating projects with a “sense of place” and a unique identity.

Board Questions

The Board's advice and recommendations are sought on the following issues regarding the revised design proposal.

1. **Does the proposed design provide adequate, usable, and attractive public access that maximizes the public's use and enjoyment of the area?**
 - a. Would the proposed design for the Park encourage diverse activities and create a "sense of place," which is unique, enjoyable, and inviting to the public?
 - b. Do the proposed public access improvements create diverse recreational opportunities for people of all races, cultures, ages, abilities, and income levels?
 - c. Are the program areas distributed and designed to meet and balance the needs of the public? Are there any additional considerations to making the waterfront an inviting space for the public to enjoy?
 - d. Are there adequate micro-climate considerations for all users, such as access to wind protection and shade?
2. **Are the connections to and through the public access spaces adequate and appropriate to maximize the public's use and enjoyment of the site?**
 - a. Are the connections to the Bay Trail and adjacent properties appropriate, usable, and enjoyable?
 - b. Does the Board anticipate conflicts or congestion points along the Bay Trail, and what measures could be taken to avoid or minimize such conflicts?
3. **Is the location and design of the proposed floating dock appropriate?**
 - a. Are there adequate support facilities proposed, including in terms of parking, restrooms, equipment storage for launching and landing hand-powered watercraft?
4. **Does the proposed project address potential conflicts between sensitive habitat and public access uses?**
5. **Is the public access designed to be resilient and adaptive to sea level rise or flooding?**