

SAN FRANCISCO BAY RESTORATION AUTHORITY

Staff Recommendation

June 6, 2025

**MARTIN LUTHER KING JR. REGIONAL SHORELINE RESTORATION
AND FLOOD MANAGEMENT PROJECT**

Project No. RA-043

Project Manager: Sara Haugen

RECOMMENDED ACTION: Authorization to disburse up to \$1,000,000 to K to College, doing business as SupplyBank.org, to conduct the Martin Luther King Jr. Regional Shoreline Restoration and Flood Management Project, consisting of conducting feasibility studies and community engagement, developing designs, and preparing permit applications for tidal marsh restoration and nature-based flood management features at Martin Luther King Jr. Regional Shoreline in Alameda County.

LOCATION: Martin Luther King, Jr. Regional Shoreline, Oakland, Alameda County; Measure AA Region: East Bay

MEASURE AA PROGRAM CATEGORY: Safe, Clean Water and Pollution Prevention Program; Vital Fish, Bird and Wildlife Habitat Program; Integrated Flood Protection Program; Shoreline Public Access Program.

EXHIBITS

Exhibit 1: [Project Location and Site Maps](#)

Exhibit 2: [Project Site Photos](#)

Exhibit 3: [Project Letters](#)

RESOLUTION AND FINDINGS

Staff recommends that the San Francisco Bay Restoration Authority adopt the following resolution and findings:

Resolution:

The San Francisco Bay Restoration Authority hereby authorizes the disbursement of an amount not to exceed one million dollars (\$1,000,000) to K to College doing business as SupplyBank.org (“grantee”) to conduct the Martin Luther King Jr. Regional Shoreline Restoration and Flood Management Project, consisting of conducting feasibility studies and community engagement, developing designs, and preparing permit applications for restoring 25-28 acres of tidal marsh

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and other shoreline habitats, updating one mile of Bay Trail, and installing nature-based flood management features at Martin Luther King Jr. Regional Shoreline in Alameda County. Prior to commencement of the project, the grantee shall submit for the review and written approval of the Executive Officer of the Authority the following:

1. A detailed work program, schedule, and budget.
2. Names and qualifications of any contractors to be employed in carrying out the project.
3. A plan for acknowledgement of Authority funding.

Findings:

Based on the accompanying staff recommendation and attached exhibits, the San Francisco Bay Restoration Authority hereby finds that:

1. The proposed authorization is consistent with The San Francisco Bay Restoration Authority Act, Gov. Code Sections 66700-66706.
2. The proposed authorization is consistent with The San Francisco Bay Clean Water, Pollution Prevention and Habitat Restoration Measure (Measure AA).

STAFF RECOMMENDATION

PROJECT SUMMARY:

Staff recommends the Authority grant up to \$1,000,000 to K to College doing business as SupplyBank.org (“SBO”) to conduct the Martin Luther King Jr. Regional Shoreline Restoration and Flood Management Project, consisting of conducting feasibility studies and community engagement, developing designs, and preparing permit applications for tidal marsh restoration, public access, and nature-based flood management features at Martin Luther King Jr. Regional Shoreline (“the project”). The project plans will include restoring 25-28 acres of tidal marsh and other shoreline habitats, updating one mile of Bay Trail, and implementing nature-based flood management features, such as bioswales (Exhibit 1). In addition to community engagement with local residents intended to inform the designs, SBO will also engage students from the Oakland Unified School District to bring them to the project site and hear their visions for the stretch of shoreline.

The project’s feasibility studies will assess opportunities for tidal wetland restoration, nature-based flood management through bioswales, and public access features. The project’s designs will be based on results of the feasibility studies as well as on community engagement that will be conducted during the design process. The project is expected to design restored wetlands, improved flood protection for the adjacent uplands, and updated public access improvements, all of which will support biodiversity and community wellness and align with regional climate adaptation strategies and habitat restoration goals. The project does not include preparation of environmental review documents because restoration of the project area is contemplated in the Coliseum Area Specific Plan and therefore implementation of the project’s designs is anticipated

to be within the scope of the Coliseum Area Specific Plan Environmental Impact Report (CASP EIR), which was certified by the City of Oakland in 2015. SBO is anticipating submitting a Negative Declaration for this project under CEQA.

The project was selected in the 2024-2025 grant round because the restoration to be planned will enhance biodiversity, improve water quality, and increase resilience to sea-level rise, potentially benefiting sensitive species like the Ridgway's Rail and Salt Marsh Harvest Mouse in an Economically Disadvantaged Community (EDC). The project is anticipated to design 16 acres of tidal marsh restoration, 3 acres of seasonal wetland enhancement, 1 mile of Bay Trail improvements, 4 acres of transition zone, and 5 acres of upland enhanced with nature-based flood management features, such as bioswales, for frequently flooded upland areas near the road. This project prioritizes community access to the Bay's natural environment, aligning with Oakland's 2030 Equitable Climate Action Plan and East Bay Municipal Utility District (EBMUD)'s mission to enhance water infrastructure and ecological health. The project has support from EBMUD, City of Oakland, Alameda County Supervisor Lena Tam, Assemblymember Mia Bonta, San Francisco Bay Trail Project Board of Directors, East Bay Regional Park District, Ninth Root, Hood Planning Group, and Oakland Unified School District (Exhibit 2).

SBO is a community-serving nonprofit based in Alameda County, specializing in providing essential supplies to families in need through a network of partners. SBO is building the Oakport Nonprofit Center adjacent to the project area to serve as a warehouse for their operations and provide nonprofit office space. In planning the Center, SBO identified the opportunity to enhance and restore adjacent habitat along the shoreline and to improve a segment of the Bay Trail that runs along the shoreline. The project site comprises about 25-28 acres of potential habitat restoration and has been divided into numbered areas for planning purposes. The project will plan for areas 1, 3, 4, 8, 13, 14, and 15 (Exhibit 1, Figure 4). SBO recently completed a Phase 1 feasibility study for Area #1, funded by the California Department of Fish and Wildlife. This study produced a comprehensive feasibility memorandum with alternative conceptual designs. SBO coordinated a Technical Advisory Committee (TAC) comprising all relevant regulatory agencies, facilitating design selection and securing initial regulatory support for the project. The TAC included stakeholders from the San Francisco Bay Conservation and Development Commission, California Department of Fish and Wildlife, EBMUD, East Bay Regional Park District, Metropolitan Transportation Commission, San Francisco Bay Regional Water Quality Control Board, and WRA Environmental Consultants (WRA).

As the project lead, SBO will collaborate with experienced consultants, including WRA and Terraphase Engineering. WRA has led similar tidal and seasonal wetland restoration projects, bringing valuable expertise relevant to the current initiative. Terraphase Engineering has conducted environmental consulting services, including the Phase I Environmental Site Assessment for Area #1, ensuring compliance and risk mitigation. Working with their project team, SBO will oversee the feasibility studies, design, and permitting process, coordinating with consultants, landowners, and regulatory agencies to ensure all assessments meet required standards and produce detailed plans and renderings.

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The project will facilitate the establishment of resilient ecosystems and recreational opportunities for the surrounding economically disadvantaged communities (EDCs). To accomplish this, SBO will collaborate with Ninth Root's Sacred Spaces project, currently being funded by the Authority, which will introduce wellness zones to support community well-being along the Damon Marsh Trail. Ninth Root is a community-based organization from East Oakland and conducts community engagement and decision-making for the Sacred Spaces project. The Hood Planning Group will support local community engagement, specializing in culturally enriched and trauma-informed processes to empower frontline communities in local planning and development. SBO has held multiple meetings with Ninth Root, the Hood Planning Group, and the East Bay Regional Park District to discuss public access improvements, including upgrades to about one mile of Bay Trail within the project area, in alignment with the Bay Trail Design Guidelines & Toolkit 2.0. The project's community engagement efforts will leverage local knowledge and actively engage the community, including through surveys, workshops, and meetings in trusted and accessible locations at convenient times. SBO and their project team will ask, listen, and value community expertise, addressing barriers like transportation and childcare. Additionally, SBO will collaborate with Oakland Unified School District to provide urban planning students with the opportunity to visit the site and provide feedback as part of the community engagement.

The feasibility study proposed for the project will be necessary to identify specific barriers and risks. Barriers and risks identified in the initial feasibility study for Area #1 included potentially existing soil contamination, existing easements, and constraints related to the proximity of Oakland Airport.

Site Description:

The project will take place on the Martin Luther King, Jr. Regional Shoreline between East Creek Slough and Damon Slough in East Oakland, adjacent to historically redlined communities and surrounded by industrial buildings. The project site consists of about 25-28 acres along the shoreline. The existing habitat consists of primarily wetland-upland transition zone, upland, and seasonal wetland species, including significant coverage of invasive species. The Bay Trail is in good condition, but floods during king tides and storm surges, and the picnic areas have become degraded and damaged. The City of Oakland and EBMUD own the parcels within the project area (Exhibit 1, Figure 4) and both entities have expressed strong support for the project. SBO has a 65-year ground lease over the EBMUD parcels for purposes of the Oakport Nonprofit Center that the parties anticipate amending once the restoration designs are completed.

PROJECT FINANCING

San Francisco Bay Restoration Authority	\$1,000,000
California Department of Fish and Wildlife	\$2,088,000
SupplyBank.Org or other grant sources	\$2,808,162

Project Total

\$5,896,162

The California Department of Fish and Wildlife funded initial feasibility studies for Area #1 (see Project Description) with an \$88,000 award and has since committed an additional \$2,000,000 to support the project. East Bay Municipal Utility District signed a 65-year ground lease with SBO for the development of the greater Oakport Nonprofit Center campus, and intends to provide additional in-kind resources, including staff and earth materials for the implementation phase.

CONSISTENCY WITH AUTHORITY’S ENABLING LEGISLATION, THE SAN FRANCISCO BAY RESTORATION AUTHORITY ACT:

The San Francisco Bay Restoration Authority Act at Government Code Section 66704.5 authorizes the Authority to award grants to public and private entities, including owners or operators of shoreline parcels in the San Francisco Bay area, excluding the Delta primary zone, for eligible projects in the counties within the Authority’s jurisdiction. The proposed project is consistent with Government Code Section 66704.5 of the Authority’s enabling legislation, and therefore is eligible for grant funding from the Authority. SBO is a 501(c)(3) nonprofit organization and is therefore eligible to be a grantee under 66704.5(a). The project is an eligible project under Section 66704(b) because it will plan to restore natural habitat and to provide updated public access amenities on the San Francisco Bay shoreline. Funding the planning project is consistent with Section 66704.5(e), which allows the Authority to award grants for “all phases of planning, construction, monitoring, operation, and maintenance” of eligible projects because the recommended grant will fund the planning phase of an eligible project.

CONSISTENCY WITH MEASURE AA PROGRAMS AND ACTIVITIES:

The proposed project is consistent with the programs and measures of Measure AA, as outlined below:

The project will support the *Safe, Clean Water and Pollution Prevention Program*’s purpose of restoring wetlands that provide natural filters and remove pollution from the Bay’s water by studying the feasibility of bioswales as a nature-based solution to filter and drain stormwater and restoration of tidal marsh which acts as a natural filter.

The project will support the *Vital Fish, Bird and Wildlife Habitat Program*’s purpose of protecting and restoring wetlands to benefit wildlife, including shorebirds, waterfowl and fish by restoring critical habitats for endangered species, such as Salt Marsh Harvest Mouse and Ridgway’s Rail.

The project will support the *Integrated Flood Protection Program*’s purpose to provide nature-based flood protection through wetland and habitat restoration along the Bay’s edge. The project will lead to protection of communities along the Bay’s shoreline from the risks of severe coastal flooding by studying the feasibility of bioswales as a nature-based flood control solution to drain areas that are prone to flooding.

Finally, the project will support the *Shoreline Public Access Program*'s purpose to enhance the quality of life of Bay Area residents, by preparing for sea level rise through planning updates to the Bay Trail, and by integrating public amenities that increase recreational opportunities such as birdwatching, educational opportunities hosted through project partners, and community access to green spaces.

CONSISTENCY WITH MEASURE AA PRIORITIZATION CRITERIA:

1. **Greatest positive impact.** The proposed project aims to significantly enhance the ecological health of the San Francisco Bay by planning for restoring vital habitats, improving water quality, and providing valuable community resources. The project will enhance the Bay's ecological health by aligning with the Baylands Ecosystem Habitat Goals Science Update 2015, focusing on increased habitat complexity, connectivity, and resilience against climate change.
2. **Greatest long-term impact.** The proposed project will prepare designs to achieve significant long-term benefits for the Bay and deliver enduring benefits for future generations by restoring vital ecological functions while providing flood protection and public access updates. By aligning with regional efforts to address sea-level rise and climate adaptation, the project aims to enhance resilience against future environmental changes. Design strategies will ensure marshes adapt to sea level-rise, maintaining ecological functions over time. Restored habitats for endangered species enhance biodiversity, contributing to long-term ecosystem stability.
3. **Leveraging resources and partnerships.** The project will leverage state and regional resources, as described in the Project Financing section. SBO holds a 65-year ground lease with EBMUD, and collaboration with other landowners, including the City of Oakland and the Port of Oakland, establishes a strong public-private partnership that enhances project viability and resource availability.
4. **Economically disadvantaged communities.** SBO is committed to equity by transforming an underutilized area into a climate-resilient space that provides environmental, recreational, and economic benefits to the EDC the project is located within and others throughout the region. By designing improvements to the Bay Trail, the project will facilitate enhanced access that will enable residents to safely enjoy the Martin Luther King Jr. Regional Shoreline in addition to restoring adjacent habitat. In collaboration with Ninth Root and the Hood Planning Group, the project will incorporate cultural elements and inclusive community engagement, addressing the needs of residents, including nearby schools, and fostering their active participation.

5. **Benefits to economy.** The proposed project will enhance the region's economy by planning for nature-based flood protection measures that prevent flooding on Oakport Street and the 880 offramp, ensuring year-round community access. The project consists of the planning and design needed to restore 25-28 acres of tidal marsh and related shoreline habitat and improve recreational opportunities, which will stimulate local businesses, contributing to economic growth. At the implementation phase, SBO will partner with the Alameda County Building and Construction Trades to involve community members in restoration and maintenance efforts as well as job training and employment for local residents within this EDC.
6. **Engage youth and young adults.** The proposed project will actively engage youth and young adults through partnerships with local organizations and businesses, providing them with opportunities to be engaged in the conceptual designs of the project. SBO will work with the Oakland Unified School District (OUSD) to host field trips that will educate urban planning students about tidal wetlands and the ecological importance of habitat restoration, fostering a sense of stewardship. Additionally, SBO intends for the implementation stages of the project to include opportunities for OUSD students and community groups to participate in native plant planting, allowing them to gain practical skills while contributing to the restoration of their local environment.
7. **Monitoring, maintenance, and stewardship.** SBO anticipates that a monitoring, maintenance, and stewardship plan will be created in alignment with regulatory requirements as the project progresses. Once the project enters the implementation phase, success will be measured through ecological surveys, monitoring species diversity, and assessing improvements in water quality. SBO will partner with WRA to conduct periodic assessments and integrate community feedback into ongoing management efforts.
8. **Coastal Conservancy's San Francisco Bay Area Conservancy Program.** The project aligns with the Coastal Conservancy's San Francisco Bay Area Conservancy Program by supporting wetland restoration, flood management, and beautification, as outlined in the City of Oakland's Coliseum Area Specific Plan. It is ready for timely implementation, with land secured and the project team assembled.
9. **San Francisco Bay Conservation and Development Commission's Coastal Management Program.** The project aligns with the San Francisco Bay Conservation and Development Commission's Coastal Management Program, which emphasizes habitat restoration, climate resilience, adaptive management, and public access in shoreline projects. The plan focuses on tidal wetland restoration, incorporates future sea-level rise predictions, and integrates nature-based solutions.
10. **San Francisco Bay Joint Venture's Implementation Strategy.** The project was adopted by the Joint Venture in fall of 2024, demonstrating alignment with the Implementation Strategy

by restoring habitat, providing multiple benefits and demonstrating community support through involvement of community partners.

**CONSISTENCY WITH AUTHORITY'S INTERIM TRIBAL CONSULTATION
POLICY:**

Per the Authority's Tribal Consultation Policy, Resolution 108, 21 letters were sent to tribes of the San Francisco Bay Area on March 26, 2025. No responses were received related to this project.

COMPLIANCE WITH CEQA:

The proposed project is statutorily exempt from review under the California Environmental Quality Act (CEQA), pursuant to Section 15262 of Title 14 of the California Code of Regulations (CCR), which exempts planning and feasibility studies for possible future actions that have not yet been approved, adopted, or funded; and categorically exempt from review under CEQA, pursuant to 15306 of Title 14 of the CCR, which exempts basic data collection, research, experimental management, and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource. The project consists of conducting feasibility studies and preparing designs and permit applications for possible future actions that have not yet been approved, adopted, or funded. Consistent with Sections 15262 and 15306, the project will consider environmental factors and not include activities that will result in a serious or major disturbance to an environmental resource.

Upon approval of the project, staff will file a Notice of Exemption.