

SAN FRANCISCO BAY RESTORATION AUTHORITY

Staff Recommendation

June 6, 2025

SOUTHEAST SAN FRANCISCO SHORELINE STEWARDS

Project No. RA-047

Project Manager: Erica Johnson

RECOMMENDED ACTION: Authorization to disburse up to \$300,000 to Literacy for Environmental Justice from the Authority’s Community Grants Program to implement the Southeast San Francisco Shoreline Stewards Project, consisting of shoreline stewardship capacity building, habitat enhancement, climate adaptation planning, and workforce development in San Francisco.

LOCATION: Southeast San Francisco Shoreline, City and County of San Francisco; Measure AA Region: West Bay

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

EXHIBITS

Exhibit 1: [Project Location and Site Map\(s\)](#)

Exhibit 2: [Project 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 three hundred thousand dollars (\$300,000) to Literacy for Environmental Justice (“the grantee”) from the Authority’s Community Grants Program to implement the Southeast San Francisco Shoreline Stewards Project, consisting of shoreline stewardship capacity building, habitat enhancement, climate adaptation planning, and workforce development in San Francisco (“the project”). 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.
4. Evidence that the grantee has entered into agreements sufficient to enable the grantee to implement, operate, and maintain the project.
5. Evidence that the grantee has all the permits and approvals required to implement the project.

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, Government 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 authorize disbursement of up to \$300,000 to Literacy for Environmental Justice from the Authority's Community Grants Program to implement the Southeast San Francisco Shoreline Stewards Project, consisting of shoreline stewardship capacity building, habitat enhancement, climate adaptation planning, and workforce development in San Francisco ("the project").

Literacy for Environmental Justice (LEJ) is a community-based organization serving the Bayview Hunters Point community, located along the southeast shoreline of San Francisco. In recent years, there have been large investments along the shoreline to complete a network of parks and open spaces that connect people to the waterfront and prepare the shoreline for impacts of climate change via native habitat restoration and other nature-based adaptations. The project area spans the southeast San Francisco Shoreline from the Candlestick Point State Recreation Area's (CPSRA) Last Port to the south to Pier 94 wetlands to the north (Exhibit 1). Multiple projects along the shoreline are taking place simultaneously and are in varying stages of planning, construction, and maintenance with varying levels of community engagement.

The proposed project will help develop a unified community-led approach to participating in multiple shoreline projects. The project will build capacity for LEJ to implement community stewardship days to enhance habitat and educate and engage the community in discussions about local restoration and climate adaptation projects that will occur at these sites. Below are the project components:

Shoreline Stewardship Capacity Building: LEJ staff will develop an outreach plan to reach communities and local corporations in San Francisco Supervisory District 10, an area that

expands just beyond the Bay View Hunters Point (BVHP) community, to develop a consistent volunteer stewardship base for the local region. The outreach and engagement plan will help LEJ to prepare to engage approximately 750 volunteers in 18 habitat stewardship days at five shoreline parks and open spaces (see Site Descriptions below).

Community-Based Habitat Enhancement: LEJ staff will host 18 stewardship days which will include native plant propagation, native plant installation, invasive plant removal, and trash clean-up. These stewardship days will also incorporate educational content on climate change and the importance of native shoreline habitat restoration to reduce impacts, such as coastal flooding and erosion, extreme heat, wildfires, and more. The educational content may include kayaking, hiking, or other activities to help community members become familiar with shoreline habitats, nature-based adaptations, and future projects.

1. Native plant propagation: Approximately 5,000 native wetland, upland, and upland transition zone plants will be propagated. These plants will include marsh gumplant, coastal sage scrub, and the endangered California sea blight. Approximately 40 native trees will be propagated and planted in upland areas. Trees will include California oaks and toyon.
- Native plant installation: Approximately 5,000 plants will be installed throughout the CPSRA and Pier 94. Approximately 40 native trees will be planted in the CPSRA near diseased or dying non-native trees in anticipation of their future removal due to death or disease (removal is not funded by this project).
- Invasive plants management: Remove invasive species from approximately 136 acres (CPSRA and Pier 94) of wetland and adjacent upland habitat. Invasive species to be removed include French broom, ice plant, Algerian sea lavender, Russian thistle, mustard, fennel, and more. Sunrise Point within the CPSRA will also be included in the invasive plant management to protect the recently completed restoration funded by a previous Authority grant.
- Trash clean-up: Volunteers will be mobilized to clean up trash at the soon to be completed India Basin Waterfront Parks and other shoreline areas, such as at the CPSRA or Pier 94 Wetlands, that can be accessible to groups of volunteers.

Enhanced Workforce Development Scope (Eco Apprentice Program): LEJ's Eco Apprentice Program will continue to provide paid training and work for young adults ages 18-25 from the BVHP community (see project photos in Exhibit 2). More information about the Eco Apprentice Program can be found in the Benefits the Economy section below. While Eco Apprentices are already recruited and paid for work on other projects, the enhanced scope that the proposed project will provide includes the following:

- LEJ will work with partners to create certifications that workforce participants can pursue to showcase wetland restoration and sea level rise adaptation skills they developed through the Eco Apprentice Program Development.
- LEJ staff will facilitate environmental job placement in the environmental field for those who complete the year-long program. LEJ staff will work with project partners and consultants to assist in job placements for Eco Apprentices. Partners from a range of projects include the San Francisco Port (the Port), San Francisco Recreation and Parks Department, San

Francisco Planning Department (SF Planning Department), California Department of State Parks (State Parks), Golden Gate Bird Alliance (GGBA), Estuary and Ocean Science Center, ESA Consulting Firm, and CMG Landscape Architecture.

- Eco Apprentices will participate in shoreline planning conversations for restoration and climate adaptation projects that will occur in the project area.

Shoreline Partnership Development and Stakeholder Engagement: LEJ will notify and prepare the BVHP community for upcoming shoreline restoration and climate adaptation projects occurring at the sites that will be enhanced by the proposed project. LEJ staff will bring community partners into shoreline planning conversations with agencies, non-profits, and private corporations for the purpose of obtaining tangible community benefits from the projects that will occur soon. Community partners include MAX 415 (youth led health campaign), Downtown High School (school programming), Real Options for City Kids, Bayview Advocates, Enterprise for Youth, Alice Griffith Housing Development, BMAGIC (a facilitated network of neighborhood-based organizations), Third Street Youth Clinic, San Francisco City College, and San Francisco State University.

Applicant Qualifications: LEJ is a non-profit, community-based organization that has deep roots in the BVHP community. The organization was created specifically to address the ecological and health concerns of the BVHP and surrounding communities of southeast San Francisco and specializes in engaging community volunteers to care for their open spaces and parks, empowering young adults through their Eco-Apprentice program, and growing locally adapted native species for shoreline habitats. LEJ has previous experience implementing and engaging community around environmental restoration projects in southeast San Francisco, including CPSRA (Sunrise Point, Yosemite Slough, Last Port, Candlestick Meadows), Pier 94 (wetlands area), Yerba Buena Island (stormwater management swales and gardens), and multiple Heron's Head Park projects. LEJ has managed multiple Authority Community Grants.

Sites Descriptions:

About the Project Area and Community: The project area is located adjacent to the BVHP community, comprised of the India Basin, Hunters Point, Bayview and Bret Harte neighborhoods. The BVHP area is still considered a high poverty area according to the 2020 census data and residents are predominantly Black, Latinx, and Asian. The shoreline is heavily urbanized and access to the waterfront is fragmented by concrete plant, recycling plant, warehouses, former powerplant, abandoned scow schooner shipyards, and a former U.S Naval Shipyard. In addition, residents bear a disproportionately high level of environmental burden (Cal-Enviro Screen 4.0) and continue to advocate today for environmental justice and clean-up of toxic substances from the former Naval Shipyard, which was a declared superfund site, requiring long term clean up in back in 1989. Strong community advocacy and partnerships with non-profits, local government, and landowners, has resulted in numerous parks and restored open space along the shoreline.

Project Sites from North to South along the Southeast San Francisco Shoreline (Exhibit 1):

Pier 94 Wetlands - The Pier 94 wetlands are five acres of restored wetlands nestled between a concrete plant and recycling plant. The area is owned by the Port and activities on the site are managed by GGBA, such as clean-up efforts, plantings, and wildlife viewing and monitoring. This site will be a part of the Regionally Advancing Living Shoreline Project, which will prepare designs, permits, and environmental documents for nature-based climate adaptation strategies to prepare the area for climate impacts, such as sea level rise, flooding, and erosion. LEJ plans on partnering with GGBA for potential trash clean-up, invasive removal, and native planting stewardship days, including planting endangered California seablite. LEJ also plans on providing input on nature-based adaptation project design planned at this location.

India Basin Waterfront Parks and India Basin Open Space - The park and open space together make up approximately 25.5 acres. The recent completion of the 900 Innes Park in 2024 and redevelopment of India Basin Shoreline Park anticipated in 2025 will make up the 10-acre India Basin Waterfront Park, owned by San Francisco Recreation and Park Department that will provide improved native shoreline habitat and new water access to BVHP residents and the region. Adjacent to the park will be the India Basin Open Space (also known as 700 Innes) owned by a private contractor called BUILD. The India Basin Open Space is being planned by BUILD and the SF Planning Department and will become a restored 15.5-acre open space as part of a housing and retail development. LEJ is partnering with the San Francisco Recreation and Park Department to clean-up trash along the shoreline and to provide an educational tour of shoreline habitats and nature-based adaptations incorporated into shoreline parks in the area. LEJ also plans on engaging community and providing input on the design for the new India Basin Open Space that is being planned.

Yosemite Slough Area - Yosemite Slough Area contains housing, local businesses, and an approximately seven acre restored wetland and park owned and managed by State Parks. The Yosemite Slough channel is under litigation for toxic waste clean-up and the park has had barriers to access due to reduced resources for park management. LEJ's nursery is also in this area as well as the low-income Alice Griffith housing development. The SF Planning Department is implementing the Yosemite Slough Neighborhood Adaptation Plan to address urgent seismic and flood risks to the area, and the neighborhood is one of the last gaps in the City's coastal adaptation planning for sea level rise. LEJ plans on providing input and engaging community on the adaptation plan for this area.

Candlestick Point State Recreation Area - CPSRA is a 151-acre park developed on previous bay fill. The park is owned and managed by State Parks. LEJ has a 20-year MOU (2014-2034) to operate its nursery on park lands, and the MOU is in process of being extended to 2040. LEJ's work in the park includes restoration and community activation (stewardship and recreation) within the park. CPSRA is comprised of grassy uplands, salt marsh, intertidal mudflats, pocket beaches, bike paths and trails, picnic areas, fishing pier and a camping facility. It is an important stop on the Pacific Flyway for birds. Sea level rise planning is currently underway and substantial restoration work is anticipated. LEJ works with State Parks to identify areas that would not be affected by the sea level rise planning. Last Port and Sunrise Point were identified as two areas in need of stewardship and not inundated by sea level rise. LEJ plans on conducting trash clean-up, invasive plant removal, and installation of native plants in areas throughout the park.

PROJECT FINANCING

San Francisco Bay Restoration Authority	\$300,000
Foundation and Individual Donors	\$80,000
Project Total	\$380,000

Foundation and Individual Donor support includes funds from Henry Mayo Newhall Foundation (\$20,000 confirmed), BlackRock (\$10,000 pending), The Max and Victoria Dreyfus Foundation (\$20,000 pending), Adobe (\$20,000 pending), and Umpqua Bank Charitable Foundation (\$10,000 pending).

The above table shows the total project cost but does not show the costs of activities that underly and complement this project. Those activities include operating the nursery that LEJ will use for this project and hiring Eco-Apprentices. These activities are funded by grants to LEJ from the State Coastal Conservancy (\$160,000) and the Port of San Francisco (\$70,000). Although these activities aren't part of this project, they are necessary for the project and therefore can be considered contributions to this project.

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

The San Francisco Bay Restoration Authority Act, Government Code Sections 66700-66706, authorizes the Authority to award grants to 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 project is consistent with Section 66704.5(a) because LEJ is a 501(c)(3) nonprofit organization, and the project is within San Francisco County.

The project is an eligible project under Section 66704.5(b)(1), (3) because LEJ will enhance natural shoreline habitat with 5,000 native wetland, upland transition zone and upland plants and 40 native trees within the CPSRA and Pier 94 wetlands. LEJ will also enhance 136 acres of shoreline habitat by removing invasive species within the CPSRA and Pier 94 wetlands and increase public access and stewardship of shoreline open spaces and parks by engaging approximately 750 volunteers via 18 stewardship days and facilitating community participation in ongoing climate change adaptation planning projects.

The project is consistent with Section 66704.5(e), which allows grants awarded under Section 66704.5(a) to support "all phases of planning, construction, monitoring, operation, and maintenance" of eligible projects under Section 66704.5(b), because the proposed project encompasses planning, implementation, and maintenance of eligible project activities.

CONSISTENCY WITH MEASURE AA PROGRAMS AND ACTIVITIES:

The project will support the *Safe, Clean Water and Pollution Prevention Program's* purpose to remove pollution, trash and harmful toxins from the Bay to provide clean water for fish, birds, wildlife, and people by reducing pollution levels through shoreline cleanup and trash removal from the Bay.

The project will support the *Vital Fish, Bird and Wildlife Habitat Program*'s purpose to significantly improve wildlife habitat that will support and increase vital populations of fish, birds, and other wildlife in and around the Bay by enhancing shoreline habitat through planting approximately 5,000 native wetland, upland transition zone and upland plants, planting 40 native trees, and removing invasive species. The project will also provide ongoing stewardship and maintenance to previously restored areas.

The project will support the *Shoreline Public Access Program*'s purpose to enhance the quality of life of Bay Area residents, through improved public access, as part of and compatible with wildlife habitat restoration projects in and around the Bay, by enhancing the quality of life of BVHP residents through recreation and stewardship opportunities along the shoreline and involving communities in climate adaptation planning.

CONSISTENCY WITH MEASURE AA PRIORITIZATION CRITERIA:

1. **Greatest positive impact.** The proposed project will help LEJ build capacity to organize stewardship events at multiple shoreline parks and open space sites. These stewardship events and LEJ's stakeholder engagement will prepare community to provide input and advocate for tangible community benefits from shoreline projects that will soon be implemented at the CPSRA, India Basin, Yosemite Slough Area, and Pier 94 wetlands.
2. **Greatest long-term impact.** The project will support community engagement in climate adaptation planning processes occurring at multiple project sites along the southeast San Francisco shoreline. Community input in the early planning and implementation phases of projects is necessary to securing tangible community benefits and lasting project success. The project will also fund the development of a more sustainable and long-term habitat stewardship model to support all the projects that will soon be implemented.
3. **Leveraging resources and partnerships.** Please see the Project Summary section for shoreline project partners and the Project Financing section for leveraging resources.
4. **Economically disadvantaged communities.** The proposed project is led by a community-based organization that is in and serves the BVHP community, which is an EDC, demographically comprised of Black, Latinx, and Asian people. The project will build capacity of the community to steward or engage in the planning processes of various projects that are preparing for sea level rise or in need of habitat enhancement activities (invasive removal, native plant installation, trash clean-up). The project will also enhance the Eco Apprentice Program, a workforce development program for young adults in the community, to improve environmental job placement. Please see the Project Summary section for information on the Eco Apprentice Program.
5. **Benefits to the economy.** LEJ's ongoing Eco Apprentice Program provides paid training and work to local, young adults (ages 18-25) in native plant identification, propagation, invasive plant management techniques, basic shoreline habitat ecology, and community stewardship

event coordination. Participants of the program will be engaged in a cohort for one year. The proposed project will enhance this program as described in the Project Summary section.

6. **Engage youth and young adults.** Please see the Benefits to the Economy and Project Summary sections for a description of the Eco Apprentice Program.
7. **Coastal Conservancy's San Francisco Bay Area Conservancy Program.** The proposed project is consistent with the Selection Criteria of the San Francisco Bay Area Conservancy Program (Section 31163(c) of the Public Resources Code):
 - The proposed project will be multijurisdictional and serve the BVHP and larger SF City Supervisory District 10.
 - The proposed project is timely due to the multiple large investments in parks and open space along the shoreline that will require stewardship or community input.
 - The proposed project included matching funds from other ongoing projects in the project area and will add value to the work (see Project Financing section).
8. **San Francisco Bay Conservation and Development Commission's Coastal Management Program.** The project is consistent with San Francisco Bay Conservation and Development Commission's Coastal Management Program because it enhances native tidal marsh and controls invasive species that impact wetlands in San Francisco Bay:
 - Water Quality Policy 1: Bay water pollution should be prevented to the greatest extent feasible. The proposed project will engage volunteers in cleaning up trash and debris from the shoreline.
 - Fish, Other Aquatic Organisms and Wildlife Policy 2: Native species, including candidate, threatened, and endangered species and any species that provides substantial public benefits, as well as specific habitats that are needed to conserve, increase, or prevent the extinction of these species, should be protected. The proposed project will plant native species, including the endangered California sea blite.
 - Environmental Justice and Social Equity Policy 3: Equitable, culturally relevant, community outreach and engagement should be conducted by local governments and project applicants to meaningfully involve potentially impacted communities for major projects and appropriate minor projects in underrepresented and/or identified vulnerable and/or disadvantaged communities.

CONSISTENCY WITH AUTHORITY'S INTERIM TRIBAL CONSULTATION

POLICY: LEJ has a contract with Antonio Moreno, an Ohlone individual and consultant, via Heron's Head Park Climate Resilience Project to provide training and workshops to Eco Apprentices and LEJ staff in Traditional Environmental Knowledge as it relates to habitat restoration in Heron's Head Park. LEJ supplements Antonio Moreno's training with workshops through Cafe Ohlone that provide a greater context around Indigenous history, foods, and culture of the Ohlone in the Bay Area. While this is not funded by the proposed project, the Eco Apprentices who are engaging in these educational workshops will also be participants in this project as described in the Project Summary section above.

COMPLIANCE WITH CEQA:

The habitat enhancement and workforce development components of the project are categorically exempt from review under the California Environmental Quality Act (CEQA), pursuant to Section 15304 (Minor Alterations to Land) of Title 14 of the California Code of Regulations (CCR), which exempts minor public or private alterations in the condition of land, water, and/or vegetation that do not involve removal of healthy, mature, scenic trees except for forestry or agricultural purposes. The project components consist of habitat enhancement through plant identification, invasive species removal, invasive plant management, propagation, native plantings, basic shoreline habitat ecology, and community stewardship events without removal of healthy, mature, scenic trees. Thus, the project involves minor public or private alterations in the condition of land, water, and/or vegetation without removal of healthy, mature, scenic trees. The other elements of the project are not a “project,” as defined under Section 15378 (Project) of Title 14 of the CCR, because building relationships; creating a plan for community activation in other stewardship and recreation projects; and helping youth locate job openings does not have potential for resulting in either a direct physical change or a reasonably foreseeable indirect physical change in the environment. If deemed a “project,” these elements are exempt from CEQA, under Section 15061(b)(3) (Common Sense) of Title 14 of the CCR, because it can be seen with certainty that they have no possibility of having a significant effect on the environment.

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