

SAN FRANCISCO BAY RESTORATION AUTHORITY

Staff Recommendation

September 5, 2025

**INDIA BASIN WATERFRONT PARK PHASE 3:
SHORELINE PARK REDEVELOPMENT**

Project No. RA-049

Project Manager: Erica Johnson

RECOMMENDED ACTION: Authorization to disburse up to \$1,150,000 to the City and County of San Francisco Recreation and Parks Department to implement the India Basin Waterfront Park Phase 3: Shoreline Park Redevelopment Project, consisting of the redevelopment of the India Basin Shoreline Park in San Francisco into a mixed-use community park with improved public access and recreational amenities, enhanced habitat, and climate resilience, and adoption of findings under the California Environmental Quality Act.

LOCATION: Hunters Point Blvd. & Hawes St., 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 Designs Elements](#)

Exhibit 3: [Inda Basin Equitable Development Plan Executive Summary](#)

Exhibit 4: India Basin Mixed Use Project, Final Environmental Impact Report (EIR) ([EIR Response to Comments](#), [Draft EIR part 1](#), [Draft EIR part 2](#))

Exhibit 5: [India Basin Mixed Use Project, Mitigation Monitoring and Reporting Program](#)

Exhibit 6: [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 one hundred fifty thousand dollars (\$1,150,000) to City and County of

San Francisco Recreation and Parks Department (“the grantee”) to implement the India Basin Waterfront Park Phase 3: Shoreline Park Redevelopment Project, consisting of the redevelopment of India Basin Shoreline Park in San Francisco into a mixed-use community park with improved public access and recreational amenities, enhanced habitat, and climate resilience (“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 retained in carrying out the project.
3. A plan for acknowledgement of Authority funding.
4. Evidence that all permits and approvals required to implement the project have been obtained.

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).
3. The Authority has independently reviewed and considered the India Basin Mixed-Use Project Final Environmental Impact Report (Final EIR) certified by the San Francisco Planning Department on July 26, 2018, pursuant to the California Environmental Quality Act (“CEQA”) and attached to the accompanying staff recommendation as Exhibit 4. The Final EIR is comprised of three parts: EIR Response to Comments, Draft EIR Part 1 of 2, Draft EIR part 2 of 2. The Authority has also reviewed the Mitigation Monitoring and Reporting Program adopted by the San Francisco Planning Department on July 26, 2018, and attached to the accompanying recommendation as Exhibit 5. The Authority finds, as described further in the accompanying staff recommendation, that:
 - a. The proposed project will have potentially significant environmental effects in the areas of Cultural Resources, Noise, Air Quality, Recreation, Utilities, Biological Resources, Hydrology and Water Quality, and Hazards and Hazardous Materials. The Authority finds that the mitigation measures identified in the Final EIR will avoid, reduce, or mitigate these possible significant environmental effects to less than significant levels and that these mitigation measures have been required or incorporated into the project.
 - b. The Authority further finds that the project will result in significant and unavoidable environmental effects to Cultural Resources, Noise, and Air Quality, but environmental and other benefits of the proposed project as described in the accompanying staff recommendation outweigh or render acceptable these unavoidable adverse environmental effects to achieve the objectives of the proposed project.
 - c. The Authority adopts the Findings regarding Significant Effects and Statement of Overriding Considerations set forth in the accompanying staff recommendation.

STAFF RECOMMENDATION

PROJECT SUMMARY:

Staff recommends that the Authority disburse up to \$1,150,000 to the City and County of San Francisco Recreation and Parks Department (SFRPD) to redevelop the India Basin Shoreline Park (Exhibit 1) in San Francisco into a mixed-use community park with improved public access and recreational amenities, enhanced habitat, and climate resilience (“the project”).

The project is the third and final construction phase of the India Basin Waterfront Park (IBWP) Project, a park that was envisioned by the Bayview Hunters Point (BVHP) community. The IBWP consists of the redevelopment of two adjacent properties, 900 Innes and India Basin Shoreline Park. The IBWP brings the 900 Innes and India Basin Shoreline Park properties into one approximately 8-acre mixed-use park that incorporates community goals, such as economic opportunity and environmental health, identified through a community participatory design process.

The project is focused on the redevelopment of the India Basin Shoreline Park (“the Shoreline Park”), a 5.6-acre park built on artificial fill with outdated public amenities, limited recreational space, no public shoreline access, degraded shoreline habitat, and outdated shoreline protection. The project will re-grade the Shoreline Park’s steep slopes so the public can more easily utilize the area. After re-grading, the project will construct improvements, including a more extensive park trail network, two basketball courts, an upgraded playground, additional picnic areas with a cookout terrace, new access to the shoreline, and 0.45 acres of enhanced tidal marsh and marsh transition zone habitat, interpretive exhibits about the history of the shoreline, a viewing dock of the historic remnants of the Bay City ferry, and more. SFRPD, in partnership with Literacy for Environmental Justice (LEJ), will monitor and maintain the native plants. All public access and recreational amenities will be placed above the projected year 2100 high-tide level.

The project will include the specific elements described below and shown in Exhibit 2:

4. Marineway Lawn Pathways and Walls: The project will include grading the slopes to create a gentle incline from the lawn down to a newly constructed gravel beach at the water’s edge; and will include walkways on either side of the lawn that extend down to the beach for walking, biking, and skating. As they reach the shoreline, these walkways will transition into low retaining walls that flank the gravel beach, helping to prevent alongshore erosion. The walls will be constructed from eco-concrete, a non-toxic material with a textured surface full of crevices that support marine life, including native oysters, by providing a suitable habitat and a natural buffer against wave action.
5. Native Sage Scrub Gardens and Stormwater Bioretention Basins: The project will include replacement of about 2.7 acres of non-native grasses with native sage scrub along the edges of the Marineway Lawn to improve habitat quality in the Shoreline Park. The project will include construction of about 6% of these gardens as bioretention basins. The bioretention basins will capture and treat 5,400 cubic feet of stormwater runoff during rainfall events, improving the quality of water going into the bay.
6. Shoreline Habitat Restoration: The project will include removal of approximately 79 cubic yards of old riprap and re-contour the shoreline so that it will support a variety of shoreline habitat, such as a new gravel beach and 1.49 acres of low-high marsh habitat. The project will include the planting of native tidal marsh plants on about 0.45 acres of tidal marsh and

marsh transition zones. These nature-based improvements and restoration will provide a buffer from storm surges and allow for gradual transition of habitat as sea level rises.

Grant Applicant Qualifications: SFRPD owns the project site and has a 75-year land-use agreement with the Port of San Francisco for the shoreline areas of the Shoreline Park. Since 2014, SFRPD has co-managed the IBWP Project with non-profit, community, and private partners. SFRPD managed the previous California State Coastal Conservancy (Conservancy) grant in 2014 for planning the IBWP Project, a previous Authority grant in 2019 for the remediation of the 900 Innes property, a Conservancy grant in 2023 for the redevelopment of the adjacent 900 Innes property into the 900 Innes Boatyard Park, in addition to other awards to be able to bring the IBWP Project to the third and final construction phase, which is the proposed project. The SFRPD project manager has approximately 20 years of capital project experience, has overseen the previous phases of the project, and intends to see the proposed project through to completion. Letters of support from the project partners are included as Exhibit 6.

Community Support: The IBWP Project is being implemented by SFRPD in partnership with non-profits and community-based organizations, such as the A. Phillip Randolph Institute, the Trust for Public Land, and San Francisco Parks Alliance. SFRPD and partners have engaged approximately 30 community groups since 2014 when planning began. Between 2016 and 2019, SFRPD and partners implemented a community participatory design process. To accomplish this process, about 20 community members participated in an Equitable Development Plan Committee and developed the India Basin Equitable Development Plan (EDP) to guide and support the goals the community identified. Community goals were developed in the following areas: Arts, Culture and Identity; Workforce and Business Development; Transportation, Access and Connectivity; Healthy Communities and Ecology; Youth Opportunities; and Housing Security. Engagement activities included over 31 meetings and events, including workshops, focus groups, online surveys, and managing a booth at community events. The community selected and prioritized recreational features (including food pavilion for economic growth, sustenance fishing locations, and community gathering spaces) based on these goals. More information about the process and community goals reflected in the project can be found in the EDP Executive Summary (Exhibit 3). SFRPD plans to work with LEJ, a community-based organization in BVHP, to leverage their shoreline habitat restoration expertise. LEJ staff and local young adults participating in their paid workforce development program will monitor and maintain the native sage scrub and tidal marsh plants after they have been installed.

Barriers and Risks: SFRPD and Authority staff do not anticipate barriers or risks to project completion currently. The project team has selected and secured a contractor via a public bid process and is ready to implement the project immediately. It is anticipated to be completed in about one and one-half years.

Public Access: The Shoreline Park will incorporate an updated 0.17-mile San Francisco Bay Trail segment with a dedicated lane for bikes, shoreline access via a gravel beach, a non-motorized boat launch that will be included in the San Francisco Bay Area Water Trail, a Boathouse Building, restrooms, benches, and picnic tables. The Bay Trail segment, boat launch, and restroom will be accessible to people with disabilities.

Site Description: The project site, owned and managed by SFRPD, is a 5.6-acre property (not including areas that are public and private rights-of-way) that is part of the historic India Basin scow schooner boatyards which operated from around 1875-1936. After the decline of the shipping industry, the area became known as the ‘Hunter’s Point Ship Graveyard’ due to five obsolete ships that were docked in India Basin, stripped of parts, and then left to decay. The

project area was filled in the 1990s to extend the shoreline into the India Basin waters and develop a park, the India Basin Shoreline Park, because of airport mitigation measures. At that time, SFRPD became the landowner and manager of the Shoreline Park. Only the remnants of two out of the five historic ships, Caroline and Bay City, remained visible after the development of Shoreline Park.

The Shoreline Park is composed of artificial fill, which contains fine sand sediments, brick, concrete, asphalt, and other construction debris. As a result, during the biological resources assessment, there were no special status species or plants found on the property and or in the tidal marshes. Currently, the property is covered in ruderal, non-native grasses. The two tidal marshes on the property were found to be low quality habitat and littered with debris from old riprap, infill, and possible dumping. Despite its degraded habitat value, the open water area of the India Basin shoreline is considered part of the Essential Fish Habitat designated by the National Marine Fisheries Service, specifically for the green sturgeon and California Central Coast steelhead. The India Basin shoreline is also known to support foraging by birds, such as the American avocet, black-necked stilt, and western gull, and as a stopover for birds migrating in the Pacific Flyway. Due to the habitat value of the area, and the nearby Heron's Head Park that sees a diversity of wildlife, this area is likely an important corridor to species of interest and has potential to support additional wildlife as conditions improve.

In 2014, the SFRPD and a private developer, BUILD, partnered on a larger 38-acre redevelopment effort along the India Basin Shoreline. SFRPD is redeveloping approximately nine acres into public parks and open space (India Basin Shoreline Park, 900 Innes Boatyard, India Basin Open Space) and BUILD will redevelop 29 acres into housing, commercial space, and recreation facilities (700 Innes). Together, the redevelopment project will connect to Heron's Head Park in the north and provide 64 acres of continuous open space connected via 1.7 miles of Bay Trail, mixed recreation opportunities for residents and visitors, and enhanced shoreline habitat value and connectivity. From 2014 to 2022, SFRPD has implemented the acquisition of the 900 Innes property, park planning and community engagement, park designs, and the first construction phase of the IBWP Project, the remediation of the 900 Innes property. Phase 2 began construction in November of 2023 and has been completed and open to the public since October of 2024. The proposed project is planned to begin construction in fall of 2025 and to be completed in summer of 2027. During that time, the new 900 Innes Park will be open for the community to use until the completion of the proposed project.

The project site is in the BVHP area. Prior to the 1700s, the BVHP area was primarily composed of tidal wetlands and small hills. Local tribes of the Ohlone people inhabited the area, which consisted of sacred burial and cultural sites, including Islais Creek, which feeds into the Bay through a channel north of India Basin. After colonization and forced removal of the Ohlone people, various types of commercial and industrial development and utilities that were not desired within San Francisco proper were cited in the area from the 1860s to the 1900s. These included animal butchering and processing, naval shipyards, radiological testing, and coal and oil-fired powerplants. With the development of the shipbuilding industry, particularly the Naval Shipyard in the 1930s, there was an influx of blue-collar workers. This contributed to the growth of densely populated residential areas adjacent to the shipyards. After the Great Depression, household incomes declined, then redlining, housing discrimination, and disinvestment fueled by racism and classism left a legacy of declining infrastructure, pollution, and poverty in the area.

Today, the neighborhoods are still considered a high poverty area according to the 2020 census data, and residents are predominantly Black, Latinx, and Asian American. In addition, residents

bear a disproportionately high level of environmental burden (Cal-Enviro Screen 4.0) and they continue to advocate for environmental justice and clean-up of toxic substances from the former Naval Shipyard, which was a declared a Superfund site requiring long term cleanup 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 BVHP shoreline (which includes the India Basin shoreline). Key examples include the Candlestick Point State Recreation Area, a former landfill turned state park, and Heron's Head Shoreline Park, an abandoned shipping terminal project that was restored to a wetland.

PROJECT FINANCING

San Francisco Bay Restoration Authority	\$1,150,000
California State Coastal Conservancy	\$8,591,148
California State Parks Grant State Specified Grant	\$24,505,730
California State Parks Statewide Park Development and Community Revitalization Program	\$5,768,000
California State Parks Habitat Conservation Shoreline Fund	\$756,728
U.S. Environmental Protection Agency San Francisco Bay Water Quality Improvement Funds	\$3,768,558
U.S. Environmental Protection Agency Environmental Remediation Funds	\$2,000,000
SFRPD 2020 Bond Funds	\$8,681,649
Private Funding	\$31,971,166
Project Total	\$87,192,979

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

The project is consistent with the San Francisco Bay Restoration Authority Act (Government Code, Sections 66700-66706).

The project is consistent with Section 66704.5(a) of the Government Code, which authorizes the Authority to award grants to public entities (including owners or operators of shoreline parcels in the San Francisco Bay area in a county within the Authority's jurisdiction), because the applicant is a public entity that owns and operates a shoreline parcel in San Francisco County.

The proposed project is consistent with the Section 66704.5(b)(1), (3) of the Government Code, which defines eligible projects, because the project will restore, protect, or enhance natural habitats along the San Francisco Bay shoreline by replacing 2.7 acres of invasive grasses with native sage scrub in the upland area of the Shoreline Park, removing 79 cubic yards of old riprap, and re-contouring the shoreline to support 1.49 acres of native low-high marsh habitat. In addition, the project will improve public access and recreational amenities, as part of a project to restore, enhance, or protect natural shoreline habitats, by constructing a Bay Trail segment;

creating a trail network within the Shoreline Park; providing new access to the shoreline via a gravel beach, pier, and a floating dock with a non-motorized boat launch; and installing interpretive exhibits about the history of the shoreline and a viewing dock of the historic remnants of the Bay City ferry.

CONSISTENCY WITH MEASURE AA PROGRAMS AND ACTIVITIES:

The proposed project is consistent with the *Safe, Clean Water and Pollution Prevention Program*'s purpose to remove pollution, trash and harmful toxins from the Bay in order to provide clean water for fish, birds, wildlife and people. The proposed project improves water quality by removing 79 cubic yards of old riprap and restoring 1.49 acres of native low-high marsh habitat (0.45 acres will be revegetated). The proposed project will also construct bioretention basins that capture and treat 5,400 cubic feet of stormwater runoff during rainfall events, reducing the pollutants from stormwater runoff that goes into the Bay.

The proposed project is consistent with 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 planting 2.7 acres of native sage scrub habitat in the upland area and creating 1.49 acres of native marsh habitats – improving a key corridor for birds and fish.

The proposed project is consistent with the *Shoreline Public Access Program*'s purpose to enhance the quality of life of Bay Area residents, including those with disabilities, through safer and improved public access, as part of and compatible with wildlife habitat restoration projects in and around the Bay. The proposed project will construct 0.17-mile accessible Bay Trail segment with a dedicated lane for bikes, shoreline access via a gravel beach, an accessible non-motorized boat launch that will be included in the Water Trail, a Boathouse Building, accessible restrooms, benches, and picnic tables.

CONSISTENCY WITH MEASURE AA PRIORITIZATION CRITERIA:

1. **Greatest positive impact.** The proposed project improves approximately four acres of shoreline habitat in a key corridor for migratory birds and fish. Due to the habitat value of the area, and the nearby Heron's Head Park that sees a diversity of wildlife, this area has potential to support additional wildlife as conditions improve. The project will provide new shoreline access and recreational opportunities to the community, including people with disabilities. It also includes a Bay Trail segment that will connect the adjacent parks along the shoreline (900 Innes Boatyard park to Heron's Head Park) and will include a new Water Trail site.
2. **Greatest long-term impact.** The Shoreline Park design incorporated sea level rise projections and the new park amenities (trails, bathrooms, boat house) have been sited to be above the projected sea level rise for a Year 2100 high-tide event, except for the recreational dock, which is designed to float. The project will restore shoreline habitat by removing approximately 79 cubic yards of old riprap and replacing it with re-contoured gradual slopes and marine eco-concrete walls that will support a variety of shoreline habitat (gravel beach and tidal marsh), provide a buffer from storm surges, and allow for gradual transition of habitat as sea level rises. In the upland area, non-native grasses will be replaced with native coastal sage scrub, improving the habitat quality and tolerance to drought. A portion of those gardens are designed as bioretention basins that will capture and treat 5,400 cubic feet of

stormwater runoff during rainfall events, which are anticipated to increase in intensity with climate change.

3. **Leveraging resources and partnerships.** SFRPD has partnered with non-profits, community-based organizations, and private entities to plan and implement the project (see the PROJECT SUMMARY section above). SFRPD has also raised funds from state, federal, private funds and leveraged their own funding to implement the project (see the PROJECT FINANCING section above).
4. **Economically disadvantaged communities.** The proposed project is located in and benefits the BVHP community, which is economically disadvantaged and historically underserved. Through a community-led design process, SFRPD and partners developed the Equitable Development Plan (EDP), which set goals for project design and community programming. Community members prioritized features like a food pavilion, fishing areas, and gathering spaces. SFRPD will also partner with LEJ, a BVHP community organization, to manage native plantings and involve local youth through their paid workforce development program. More details are in the EDP Executive Summary (Exhibit 3) and PROJECT SUMMARY section.
5. **Benefits to the economy.** Workforce and Business Development is one of the goals of the EDP, which was established to ensure that local residents and businesses benefit from this significant public investment. As a result, IBWP project has been offering job readiness training since 2022 for adults, via their India Basin Specialty Construction Training Program, and youth, through a partnership between SFRPD, APRI, and the San Francisco Office of Economic and Workforce Development. To support local hiring in construction, a meet-and-greet was held with the primary construction contractor to connect with local subcontractors, and the primary contractor is required to recruit workers from the IBWP Project's job readiness training for adults. The construction contract also mandates compliance with the City's local hire ordinance, requiring 50% of the workforce to be San Francisco residents, with 25% from disadvantaged communities.
6. **Engage youth and young adults.** SFRPD will partner with LEJ, who will recruit approximately 15 young adults from the BVHP to participate in a workforce development program offering practical training in Bay ecology, native plant restoration, invasive plant management, and community engagement. These young adults will work with LEJ staff to monitor and maintain the native upland and tidal marsh plantings that will be installed in the Shoreline Park. SFRPD will also implement a new youth enrichment initiative called the BVHP Explorers Program, which will provide free access to natural, cultural, and recreational experiences for low-income youth ages 12-19 from the Bayview, Hunters Point, Sunnydale, and Visitacion Valley neighborhoods. The program is designed to connect participants with the diverse environmental and cultural resources of San Francisco and the greater Bay Area.
7. **Monitoring, maintenance, and stewardship.** SFRPD will partner with LEJ, whose staff and interns will support the stewardship of native plantings by monitoring plant survivorship and performing maintenance, such as propagating, replanting, and weeding.

8. **Coastal Conservancy’s San Francisco Bay Area Conservancy Program.** The proposed project aligns with the Selection Criteria of the San Francisco Bay Area Conservancy Program (Public Resources Code, Section 31163(c)). It is supported by several adopted local and regional plans, including the San Francisco General Plan’s Recreation and Open Space and Environmental Protection Elements (2014), which promote health, sustainability, and environmental justice; the Bayview Hunters Point Area Plan (2010) and India Basin Subarea Plan (2009), which emphasize open space, environmental improvements, and community revitalization; the India Basin Equitable Development Plan (2022), a community-driven vision for culturally grounded, equitable, and ecological development; the San Francisco Bay Trail Plan (1989), which the project supports with a 0.17-mile trail connection; and the Port of San Francisco Blue Greenway Plan (2011), which the project advances through Bay Trail and Water Trail access improvements.

The project is ready for timely implementation, with permits secured, a lead contractor selected, and significant community engagement completed. It also offers time-sensitive benefits by addressing shoreline resilience and sea level rise adaptation. Additionally, it leverages funding from multiple sources, as detailed in the Project Financing Section.

9. **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 restores and enhances native tidal marsh and transition zone habitat, improves water quality, plants native species, and advances Environmental Justice in San Francisco Bay:

Tidal Marsh Policy 1: “[...]Where a transition zone does not exist and it is feasible and ecologically appropriate, shoreline projects should be designed to provide a transition zone between tidal and upland habitats.” The proposed project will remove old riprap, regrade park slopes, and contour the shoreline to create a gentle slope into the bay, establishing a transition zone that can naturally migrate inland as sea levels rise.

Water Quality Policy 1: Bay water pollution should be prevented to the greatest extent feasible. The project includes stormwater retention basins that capture and treat urban runoff before it enters the bay, improving overall water quality.

Fish, Other Aquatic Organisms and Wildlife Policy 2: “Native species, [...] as well as specific habitats that are needed to conserve, increase, or prevent the extinction of these species, should be protected.” The project restores native habitats, including tidal marsh and coastal sage scrub, to support biodiversity and protection of native species.

Environmental Justice and Social Equity Policy 3: “Equitable, culturally relevant, community outreach and engagement should be conducted by [...] project applicants to meaningfully involve potentially impacted communities for major projects [...].” The proposed project is the result of a community-participatory planning and design process, with priorities identified by community and continued engagement through ongoing community programming.

10. **San Francisco Bay Joint Venture’s Implementation Strategy.** The proposed project is not included on the Joint Venture’s 2024 Priority Project List; however, the project is consistent

with the Joint Venture's Implementation Strategy because it includes actions to enhance native upland habitat and actions to restore and enhance native tidal marsh habitat.

CONSISTENCY WITH AUTHORITY'S INTERIM TRIBAL CONSULTATION

POLICY: Consistent with the Authority's Interim Tribal Consultation Policy, Authority staff sent tribal consultation letters to tribes and tribal organizations who are on the Native American Heritage Commission list for the City and County of San Francisco. Seven letters were sent (via email) to seven tribes on July 17, 2025, and there have been no responses to date.

COMPLIANCE WITH CEQA:

On July 26, 2018, the San Francisco Planning Commission certified the India Basin Mixed-Use Project Final Environmental Impact Report (Final EIR) (Exhibit 4), approved the India Basin Waterfront Park Phase 3: Shoreline Park Redevelopment, and adopted a Mitigation Monitoring and Reporting Program. The proposed project is a component of the India Basin Mixed-Use project analyzed in the Final EIR. The India Basin Mixed-Use Project described in the Final EIR comprises redevelopment of four different areas (treated as four separate projects): 900 Innes, India Basin Shoreline Park, India Basin Open Space, and 700 Innes. The first three are parks and open space projects to be implemented by SFRPD and the fourth is a residential project to be implemented by BUILD. The proposed project consists of India Basin Shoreline Park only. This staff recommendation only describes impacts and mitigation measures for the proposed redevelopment of India Basin Shoreline Park and not the other three.

1. Findings for Significant Effects that can be Mitigated to Less-Than-Significant Levels

For the following resource areas, the Final EIR indicated that the proposed project will have potentially significant environmental effects; however, changes or alterations have been required in, or incorporated into, the proposed project that mitigate to less than significant each of the potentially significant effects:

Cultural Resources

Impact CR-2: Construction activities, in particular grading and excavation, could disturb previously unknown archeological resources potentially located at the project site. This impact will be reduced to less-than-significant by Mitigation Measure M-CR-2a, which requires implementation of the Archeological Testing Program and is more fully described in the Final EIR (p. 3.4-53 to 3.4-56).

Impact CR-3: Construction could disturb human remains, including those interred outside of formal cemeteries. No known burial locations have been identified in the area with the completion of archaeological investigation; however, it is possible that human remains could be inadvertently exposed during ground-disturbing activities. The impact can be mitigated to less-than-significant by Mitigation Measure M-CR-3a Legally Required Measures in the Event of Inadvertent Discovery of Human Remains described in the Final EIR (p. 3.4-57).

Impact CR-4: Construction could result in a substantial adverse change in the significance of a tribal cultural resource. Although research and outreach efforts have not revealed presence of tribal cultural resources as defined in PRC 21074, there is potential for construction to expose archeological resources in the study area. This potential impact will be mitigated to a less-than-significant level by Mitigation Measure M-CR-4a Tribal Cultural Resources Interpretive Program described in the Final EIR (p. 3.4-58).

Noise

Impact NO-2: Construction of the project could result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project. This impact will be reduced to less-than-significant with Mitigation Measures M-NO-2a Noise Control Measures during project Construction described in the Final EIR (p. 3.6-25).

Air Quality

Impact AQ-2: The proposed project will generate construction related emissions of criteria pollutants (NO_x and ROG) during the demolition, grading, building construction, paving, and architectural coating that violate an air quality standard. These impacts can be mitigated to less-than-significant using Mitigation Measures M-AQ-1a through M-AQ-1f that were proposed for both the construction and operations.

Recreation

Impact RE-2: The proposed project includes construction of recreational facilities with potentially significant effects that will be mitigated as described in this section; however, the proposed project will not require the construction or expansion of other recreation facilities that might have an adverse effect on the environment. The impacts can be mitigated to less-than-significant using the mitigation measures found in the following sections: Section 3.5, “Transportation and Circulation”; Section 3.6, “Noise”; Section 3.7, “Air Quality”; Section 3.14, “Biological Resources”; and Section 3.15, “Hydrology and Water Quality.”

Utilities and Service Systems

Impact UT-2: The proposed project would require or result in the construction of new water, wastewater, or stormwater drainage treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects; however, these effects can be mitigated to less-than-significant impacts. Runoff from new impervious surfaces on the property would be managed using swales and/or bioretention areas and would utilize an existing outfall on the property. Non-potable water will be used for park irrigation and there is potential for on-site wastewater to be treated at the property.

Biological Resources

Impact BI-1: Construction of the project could have significant effects, either directly or through habitat modifications, on species identified as special-status species in local or regional plans, policies, or regulations, or by California Department of Fish and Wildlife or U.S. Fish and Wildlife Service. These effects will be reduced to less-than-significant by implementation of four mitigation measures as well as by development of a storm water pollution prevention plan (“SWPPP”) and other erosion control measures identified in “Hydrology and Water Quality” section. The four biological impact mitigation measures are:

- Mitigation Measure M-BI-1a: Prepare and Implement a Hydroacoustic Monitoring Program for Special-Status Fish and Marine Mammals which requires the preparation of a hydroacoustic monitoring plan with details on underwater sound levels expected and practices to attenuate sound or restrict activities to certain times of day to minimize the impact on wildlife.
- Mitigation Measure M-BI-1b: Implement Avoidance and Minimization Measures for Special-Status Species, which requires preparation and implementation of a Worker

Environmental Awareness education program, management of all food related trash, and specified erosion control material that will prevent wildlife entanglement.

- Mitigation Measure M-BI-1c: Prepare and Implement a Vegetation Restoration Plan and Compensatory Mitigation, which requires implementation of a vegetation management program that controls weeds, restoration of areas temporarily disturbed by construction, and compensatory mitigation of permanently lost habitat.
- Mitigation Measure M-BI-1d: Avoid Ridgway's Rail Habitat During the Nesting Season, this does not apply to the proposed project as there is not suitable habitat and no observation of Ridgway's Rail.
- Mitigation Measure M-BI-1e: Avoid Nests during Bird Nesting Season requiring a qualified biologist to survey prior to construction and demolition activities to avoid nests during bird nesting season.

(Final EIR p. 3.14-31 to 3.14-33, p. 3.14-33 to 3.14-34, p. 3.14-34 to 3.14-36, p. 3.14-39, and p. 3.14-42, respectively).

Impact BI-2: Once completed, the construction impacts of the project on sensitive natural communities will be less-than-significant; however, there could be temporary and permanent loss of about 1.20 acres of open water and 0.07 of tidal marsh when removing current shoreline and riprap and adding a new pier. These impacts will be reduced to less-than-significant by implementation of Mitigation Measure M-BI-1c, described above. The lost tidal marsh acreage will be replaced with new tidal marsh that exceeds the lost acreage.

Impact BI-3: The in-water work during the construction of the project could degrade the water quality of the Bay by temporarily increasing turbidity and pollutants. Given the ecological significance of the open water habitat designation of Essential Fish Habitat, this temporary impact could be significant. This impact will be reduced to less-than-significant by implementation of Mitigation Measures M-BI-1c (described above), and M-HY-1a and M-HY-1b (described below).

Impact BI-4: The proposed project would interfere with the movement of native resident or migratory fish or wildlife species or with established wildlife corridors. Open water and tidal habitats provide stopovers for birds, but by avoiding nesting season the impacts can be mitigated to less-than-significant. Underwater noise from construction and temporary removal of habitat (see Impact BI-2 above) are significant but can be mitigated to less significant with the restoration of natural habitat.

Hydrology and Water Quality

Impact HY-1: The project could violate water quality standards or waste discharge requirements during water construction activities, such as pier and dock construction, riprap removal, and regrading. These activities will increase turbidity and resuspension of sediment. In addition, water construction equipment poses a risk of spilling hazardous materials. The impacts are significant; however, they can be mitigated to less-than-significant by compliance with Best Management Practices in accordance with the Clean Water Act section 401 and 404 permits and the following mitigation measures:

- Mitigation Measure M-HY-1a: Monitor Turbidity during Construction measure requires monitoring of turbidity during construction and implementation of additional measures in the event turbidity levels exceed standards.

- Mitigation Measure M-HY-1b: Implement Pile Removal Best Management Practices, requiring contractors to use best management practices for pile removal in accordance with guidance prepared by the San Francisco Regional Water Quality Control Board
- Mitigation Measure M-HY-1c: Use Clamshell Dredges measure, which requires use of clamshell dredges to reduce resuspension of sediments.

(Final EIR p. 3.15-32 to 3.15-33, p. 3.15-33 to 3.15-36, and p. 3.15-36, respectively).

Hazards and Hazardous Materials

Impact HZ-1: Construction of the project will likely involve the routine use, transport, storage, and disposal of common hazardous materials. Most of the potential effects of using hazardous materials during construction are less-than-significant due to regulations and laws governing processes of handling potentially hazardous materials and addressing accidental spills of materials during construction. These laws do not address impacts related to the potential for accidental spills during in-water construction work which could be significant. Impacts would be reduced to less-than-significant by implementation of Mitigation Measure M-HY-1b and M-HY-1c described above for Implement Pile Removal Best Management Practices.

Impact HZ-2: Construction of the project could release or mobilize contaminants in soil to groundwater; generate fugitive dust emissions; or expose construction workers or the public to contaminated soils, sediments, or emissions during on-land and in-water construction and site preparation activities.

Mitigation Measure M-HZ-2a: Prepare and Implement a Site Mitigation Plan for Areas Above the Mean High-Water Line. Previous (2016) soil assessments conducted by SFRPD indicated that contamination testing results do not exceed safety criteria; however, these assessments developed a draft plan (2017) that should be followed to mitigate and safely handle contaminated materials.

Impact HZ-3: The India Basin Shoreline Park property is on the Hazardous Waste and Substances Sites (Cortese) List established by the California Department of Toxic Substances Control pursuant to Government Code Section 65962.5. Environmental sampling by the SFRPD in 2017 has confirmed low levels of contamination. Construction of the proposed project could mobilize contaminants and so Mitigation Measures M-HZ-2a, M-HY-1a, and M-HY-1b in this section and the previous section above can mitigate to less-than-significant.

2. Findings for Potentially Significant and Unavoidable Effects

For the following resource areas, the Final EIR indicated that the proposed project will have significant environmental effects that although minimized or reduced by mitigation measures will not be less than significant level, either because no mitigations measures are available or mitigation measures were considered but identified as infeasible due to specific economic, legal, social, technological, or other considerations:

Cultural Resources

Impact CR-1: Construction would cause a substantial adverse change in the significance of a historical resource. To implement the project, some character defining features of the site must be permanently removed or altered. Mitigation measures include Mitigation Measure M-CR-1a: Prepare and Implement Historic Preservation Plans and Ensure that Rehabilitation Plans Meet Performance Criteria, Mitigation Measure M-CR-1b: Document Historical

Resources, Mitigation Measure M-CR-1c: Develop and Implement an Interpretative Plan, and Mitigation Measure M-CR-1e: Vibration Protection Plan. As they pertain to the India Basin Shoreline Park property, the project area is part of the Scow Schooner Boatyard Vernacular Cultural Landscape which refers to features of the historical boatbuilding industry that occurred in this area, including ship hulls and marine ways. The remains of two ships, Bay City and Caroline are visible in the tidal areas.

Noise

Impact-C-NO-1: The proposed project, in combination with past, present, and reasonably foreseeable future projects (900 Innes, India Basin Open Space, 700 Innes) in the vicinity of the project site, would substantially contribute to cumulative impacts related to noise. The impacts related to noise include construction, groundborne vibration, and traffic for the four projects occurring in the vicinity. These impacts are significant and unavoidable.

Air Quality

Impact AQ-1: The proposed project would generate emissions of criteria (Clean Air Act and California Clean Air Act) pollutants and precursors during construction, operations, and overlapping construction and operational activities that could violate an air quality standard, contribute substantially to an existing or projected air quality violation, or result in a cumulatively considerable net increase in criteria pollutants. The impact is significant and unavoidable with mitigation. The main source of emissions of criteria air pollutants (primarily NO_x and ROG) during construction is anticipated to be exhaust from the mobile equipment required to complete the work. However, mitigation measures M-AQ-1a through M-AQ-1e will help the proposed project meet the requirements of the City's Clean Construction ordinance:

- Mitigation Measure M-AQ-1a and M-AQ-1b: Minimize Off-Road Construction Equipment Emissions requiring emissions minimization plans that use alternative power sources to diesel for equipment, minimizing idling time, maintaining equipment, and reporting on construction activities and duration. Mitigation Measure M-AQ-1b passes through these requirements to all construction contracts.
- Mitigation Measure M-AQ-1c: Utilize Best Available Control Technology for In-Water Construction Equipment requires engine specifications for in-water equipment and passes through M-AQ-1a and the engine specifications to construction contracts utilizing in water equipment.
- Mitigation Measure M-AQ-1d: Offset Emissions for Construction and Operational Ozone Precursor (NO_x and ROG) Emissions which require offset to operational emissions or equivalent fee payment to the BAAQMD.
- Mitigation Measure M-AQ-1e: Implement Best Available Control Technology for Operational Diesel Generators requires that the operational backup diesel generators comply with ARB Airborne Toxic Control Measure emission standards for 2008 or newer model engines and meet or exceed particulate matter emission standard.
- Mitigation Measure M-AQ-1f: Prepare and Implement Transportation Demand Management.

(Final EIR p. 3.7-39 to 3.7-40, p. 3.7-40 to 3.7-41, p. 3.7-41 to 3.7-42, p. 3.7-42 to 3.7-43, and p. 3.7-50, respectively). Mitigation measure M-AQ-1f is not included in this list because

it applied to the Transportation Impact Study, where the India Basin Shoreline Park property had less-than-significant impact on transportation.

Impact C-AQ-1: The proposed project will contribute to regional air quality impact even if the individual project does not result in nonattainment of ambient air quality standards. Mitigation Measures M-AQ-1a through M-AQ-1f would reduce the impact, but not to less-than-significant.

These impacts will remain significant and unavoidable. A Statement of Overriding Considerations (see below) is being adopted to address these significant and unmitigated impacts.

3. Statement of Overriding Considerations

In the event a project has unavoidable significant environmental effects, the CEQA Guidelines require the decision-making agency to balance, as applicable, the economic, legal, social, technological, or other benefits, including region-wide or statewide environmental benefits, of a proposed project against its unavoidable environmental risks when determining whether to approve the project (Title 14 California Code of Regulations Section 15093). If the specific project benefits outweigh the unavoidable significant environmental effects of the project, a Statement of Overriding Considerations may be adopted and the project approved, despite its significant environmental effects. The overall environmental benefits of the proposed project, as detailed in the “Project Summary” and “Selection Criteria” sections above, warrant the Authority’s decision to approve the proposed project. The proposed project’s public benefits that justify proceeding with the Project despite the environmental cost of the unavoidable significant environmental effects include:

- Improved community access to natural open space (native gardens, pebble beach, tidal marsh), new shoreline access (recreational dock, pebble beach), public access amenities (accessible restrooms, trail, and non-motorized boat launch) and recreational facilities and gathering spaces (lawn, updated basketball courts, interpretive exhibits and lookout point, cookout terrace, picnic tables, play structure).
- Enhanced tidal marsh habitat and sea level rise resilience. The project will restore shoreline habitat by removing approximately 79 cubic yards of old riprap and replacing it with re-contoured gradual slopes that will support a variety of shoreline habitat, such as a new gravel beach and 0.45 acres of tidal marsh and marsh transition zone. These nature-based improvements and restoration will provide a buffer from storm surges and allow for gradual transition of habitat as sea level rises.
- Enhanced upland habitat and drought tolerance. About 0.26 acres of ruderal, non-native grasses will be replaced with native coastal sage scrub gardens in the upper region of the Shoreline Park, improving the habitat quality and tolerance to drought.
- Improved water quality. A portion of the native gardens are designed as bioretention basins that will capture and treat 5,400 cubic feet of stormwater runoff during rainfall events, which are anticipated to increase in intensity with climate change.
- Helps the community achieve goals, environmental health, economic opportunity, and cultural identity goals.

For these reasons, Authority staff recommends that the Authority find that the proposed project, as mitigated, avoids or reduces to less than significant all potentially significant environmental

effects, except for the unavoidable significant environmental effects to **Cultural Resources, Noise, and Air Quality**. With respect to these unavoidable significant environmental effects, Authority staff recommend that the Authority find that the economic, social, and environmental benefits of the project outweigh the unavoidable significant environmental effects, thereby warranting its approval.

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