

San Francisco Bay Conservation and Development Commission

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May 2, 2025

Application Summary

India Basin Shoreline Park Project

(For Commission consideration on May 15, 2025)

Permit Application Number:	2023.008.00
Applicants:	San Francisco Recreation and Parks Department; Port of San Francisco
Project Description:	Redevelop, expand, and enhance the existing India Basin Shoreline Park within a 7.48-acre area, including constructing water-based recreational features and other public access amenities, installing shoreline protection elements, and impacting and creating wetland habitat areas.
Location:	In the Bay, within the 100-foot shoreline band, and in the San Francisco Bay Plan-designated Waterfront Park / Beach Priority Use Area at India Basin, 401 Hunter's Point Blvd., in the City and County of San Francisco.
Application Filed Complete:	April 9, 2025
Deadline for Commission Action:	July 8, 2025
Staff Contact:	Schuyler Olsson (415/352-3668; schuyler.olsson@bcdc.ca.gov)



Figure 1. The project site is located along the India Basin shoreline of San Francisco.

Project Overview

Project Description

The India Basin Shoreline Park Project (Project) will redevelop, expand, and enhance the existing India Basin Shoreline Park within a 7.48-acre area Project site. The entire site will be a public waterfront park operated by the San Francisco Recreation and Parks District (RPD).

The Project involves work both within and outside of the Commission's jurisdiction. Within San Francisco Bay, it involves constructing water-oriented recreational features, including a gravel shore enclosed by two marineway walls with public pathways, a floating dock, a pile-supported intermediate landing, and cantilevered gangways. In addition, it would involve constructing an area of walking paths and native vegetation transitioning to the gravel shore, new shoreline protection elements, and placement of fill to convert some shallow water areas to tidal wetlands.

Within the shoreline band, the Project would involve construction of numerous public access amenities, including: a boathouse building and associated pier and gangways; a portion of the gravel shore and marineway wall area; a Bay Trail segment and secondary pathways; a pedestrian bridge; a portion of a play area; a portion of a marineway lawn; and other planted areas. Shoreline revetments and tidal habitat areas would also occur in the shoreline band.

Outside of the Commission's jurisdiction, the project involves extensions of many of the uses that will occur in the shoreline band, as well as additional public access amenities including a sports court area, an outdoor classroom, recreational decks, and other features.

Bay Fill

New fill in the Bay would result from the water-oriented recreational, shoreline protection, and tidal habitat elements described above. The Project also includes excavating some areas of upland to create new shallow water and tidal wetland habitats (thus subjecting these areas to BCDC's jurisdiction). In total, the Project would result in an overall net increase of approximately 0.287 acres of solid fill, and 0.11 acres of pile-supported and cantilevered fill, however it would also result in an overall net increase in tidal wetlands areas of approximately 0.251 acres.

The Project would also apply 0.199 acres of fill removal credit from the neighboring 900 Innes Park Project (BCDC Permit No. 2021.002.00, issued on June 6, 2022) against the Bay fill resulting from the India Basin Shoreline Park Project. As such, that reduces the remaining net fill from the Project to approximately 0.088 acres of solid fill, including fill to create tidal wetlands, and 0.110 acres of cantilevered and pile-supported fill. The Project includes numerous avoidance and minimization measures to reduce the impacts to Bay resources of the Project and associated fill elements.

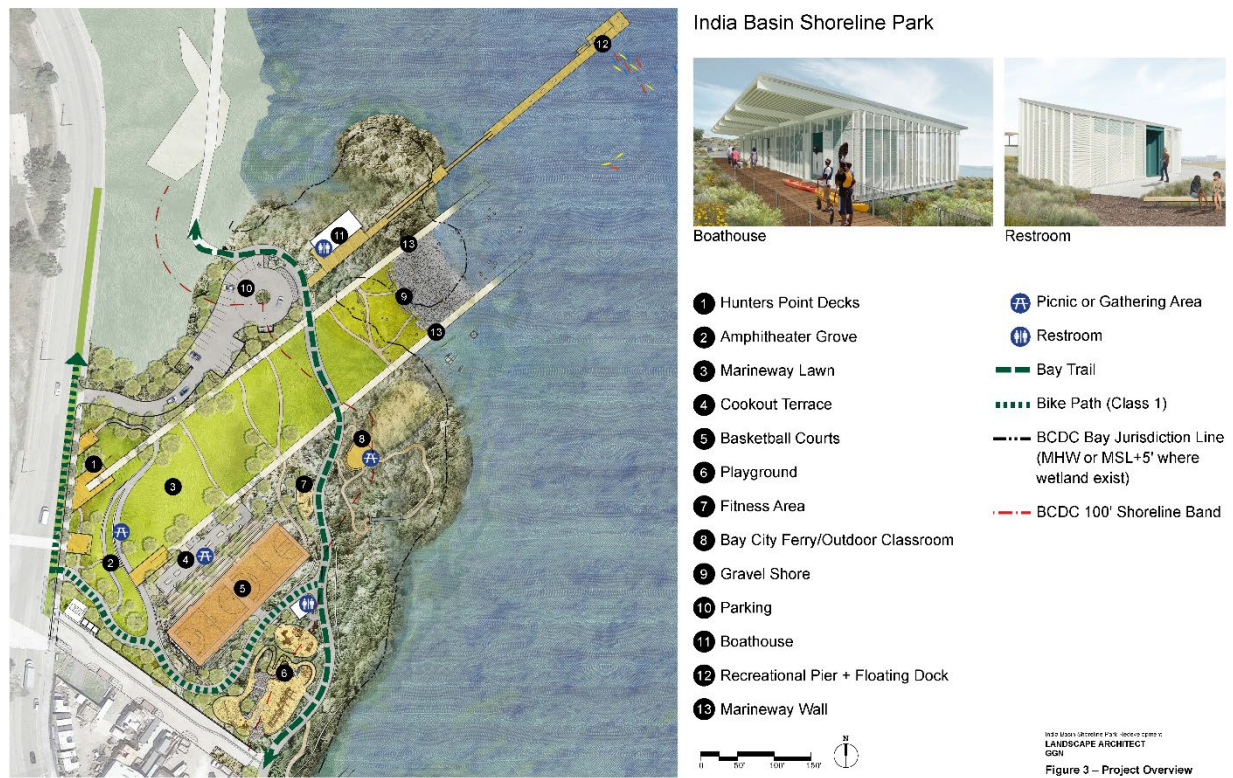


Figure 2. Project Overview.

Public Access

BCDC Permit No. 1993.010.05 requires an approximately 13.79-acre public access area within two areas of the India Basin shoreline, including an approximately 6.9-acre area of the existing India Basin Shoreline Park. The current Project site at India Basin Shoreline Park is outdated, requires maintenance, and is under-utilized by the public. In addition, the water access facilities at the park associated with Permit 1993.010.05 were never constructed.

The Project would redevelop, expand, and enhance the existing India Basin Shoreline Park. The entirety of the site would be a public waterfront park operated by RPD. In total, the project will result in 7.48 acres of BCDC-required public access areas along the site's approximately 1,100 feet of shoreline, including 0.76 acres in the Bay, 2.71 acres within the shoreline band, and 4.02 acres outside of the Commission's jurisdiction.

The Project would provide a range of water access and upland public access amenities, including a recreational pier and floating dock structure to be included in the San Francisco Bay Area Water Trail program; a gravel shore enclosed by marineway walls with public pathways; a boathouse building, including a covered exterior aquatic programming space; a marineway lawn and amphitheater; an outdoor classroom; a Bay Trail segment and network of secondary pathways; a sports court; a play area; a fitness area; and other features.

Flooding and Sea Level Rise

The Project includes strategies to ensure it is resilient to projected sea level rise through 2050 and can be adapted for additional sea level rise beyond 2050 through the life of the Project. As further specified in the Project's sea level rise risk assessment and adaptation strategy, all public access areas and improvements required under the permit will be built above the Mean Higher High Water (MHHW) projected at 2050 (+8.4 feet North American Vertical Datum of 1988 [NAVD 88]), and most will also be above the 100-year storm stillwater elevations projected at that time (+11.8 feet NAVD 88). The Bay Trail and upland park elements (including decks, terrace, basketball courts, playground, and boathouse) will be built to a minimum of +15 feet NAVD 88. Water access features, including the gravel shore, marineway walls, intermediate landing, and floating dock inherently will need to be built at lower elevations to provide direct water access, but are designed to be periodically inundated or exposed to wave action. The Project team identified measures that could be taken beyond 2050 to adapt project elements to sea level rise as needed, including measures to raise the intermediate landing. In addition, the project includes construction of new tidal wetlands, which were designed to allow some space for marsh migration as sea levels rise, allowing these habitats to persist longer term as compared to existing, constrained wetland areas at the site.

Environmental Justice and Social Equity

Prior to applying for a BCDC permit, the applicants conducted extensive community engagement for the project. RPD started working with various members of the adjacent community and non-profit organizations as early 2014, to incorporate social justice and equity considerations into the design and operations of the park. In 2018, RPD and the India Basin Waterfront Task Force initiated an equitable development planning process, working with a group of Bayview Hunters Point community leaders with expertise in workforce training, business development, youth development, public arts, and local history to prepare an Equitable Development Plan for the entire India Basin shoreline. Based on community input, many community-driven design features were incorporated into the Project design, including the marineway lawn, the Bay Trail, the floating dock, and other key park elements. The applicants provided a list of more than 90 community and public meetings that were held where project feedback was obtained, not counting numerous other commission and board of supervisor meetings.

Schedule and Cost

Construction could begin in 2025 and would occur over approximately two years. The estimated total project cost is approximately \$32 million.

Issues Raised

The staff believes the primary issues raised by the proposed project are:

- (1) Whether it is consistent with the Commission's fill policies, including those related to water quality, safety of fills, natural resources, shoreline protection, and sea level rise;
- (2) Whether the proposed public access is the maximum feasible consistent with the Project, and otherwise consistent with the Commission's policies related to public access, recreation, and scenic views, and a Bay Plan-designated Waterfront Park / Beach Priority Use Area; and
- (3) Whether the Project is consistent with Commission's policies related to Environmental Justice and Social Equity.

Staff Notes

The staff notes the following considerations for the Commission:

Design Review Board

The Board reviewed the Project at its meetings on November 7, 2016, and September 11, 2024. The first review was a conceptual overview of India Basin Shoreline Park and the adjacent 900 Innes Park site as one design. For permitting purposes, the sites were addressed separately due to funding; the 900 Innes Park site was permitted by BCDC in 2022. At the first review, Board members stressed that the two sites "should not have abrupt changes in environment and should be a seamless experience for visitors." The second review further focused on connectivity between the two sites, specifically related to the Bay Trail. Bay Trail staff from the Metropolitan Transportation Commission (MTC) submitted a public comment expressing the desire for a 26-foot-wide Bay Trail, which was significantly wider than what the Project team had proposed. After much discussion, the Board requested that staff work with the applicants to evaluate the possibilities. Commission staff worked with MTC and the Project team to reach an agreement where the trail would vary in width from approximately 15 to 17 feet. The Board also supported the design of the marineway walls, and recommended inclusion of a thoughtful interpretive program to address the site's cultural heritage and history in the design.

Engineering Criteria Review Board

The Engineering Criteria Review Board (ECRB) reviewed the project at its December 6th, 2023, meeting. The ECRB raised several questions and concerns, including: safety and stability of the intermediate landing and floating dock during storm events; uplift and buoyancy on fixed piers; adding design criteria based on seismic movement and settlements for the piers; design wave heights for shoreline features; quality control requirements and other design questions related to deep soil mixing; and other questions. Commission staff worked with the applicants to address and resolve the comments and concerns of the ECRB in the design of the Project.

Applicable Policies

The following laws and policies are applicable in the Commission's review of the proposed project:

- McAteer-Petris Act: Sections 66602 (Water-Oriented Land Uses and Public Access), 66605 (Allowable Bay Fill), and 66632.4 (Maximum Feasible Public Access);
- San Francisco Bay Plan policies on: Appearance, Design, and Scenic Views; Climate Change; Environmental Justice and Social Equity; Fish, Other Aquatic Organisms, and Wildlife; Mitigation; Other Uses of the Bay and Shoreline; Public Access; Recreation; Safety of Fills; Shoreline Protection; Tidal Marshes and Tidal Flats; and Water Quality; and
- San Francisco Waterfront Special Area Plan.