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MEMORANDUM

TO: HONORABLE MAYOR &
CITY COUNCIL

FROM: Jason Mitchell
Director, OPW

SUBJECT: Waterfront Trails Implementation Status
Compliance

DATE: March 17, 2020

City Administrator
Approval

Date
March 18, 2020

INFORMATION

EXECUTIVE SUMMARY

This report is an update to information provided at the January 15, 2019, Public Works Committee meeting on the status of Oakland Waterfront Bay Trail implementation. At the request of the committee, this report is the fourth update since July 2017 on the City's efforts and progress in implementing continuous Bay Trail projects along the Oakland Waterfront.

BACKGROUND / LEGISLATIVE HISTORY

As part of the \$198,250,000 Measure DD Bond, a General Obligation bond approved by voters in 2002, \$53,000,000 was allocated to the Estuary Waterfront Access category. Of that allocation, \$43,500,000 is designated for waterfront trail and parks acquisition and construction. Through this category of funding, Oakland is completing local segments of the regional San Francisco Bay Trail, a 500-mile walking and cycling path around the San Francisco Bay that passes through 47 cities and all nine Bay Area counties.

ANALYSIS AND POLICY ALTERNATIVES

As reported on July 11, 2017, March 3, 2018, and January 15, 2019, approximately two-thirds of the planned Bay Trail segments along the Oakland waterfront, totaling 4.3 miles, have been completed since the inception of Measure DD as shown in *Attachment A*.

Since the last report, two of the Measure DD-funded segments, Embarcadero Cove and Livingston Pier, have been completed (see Table of Completed Trail Segments - Public below and *Attachment A*).

Completed Trail Segments – Public

Trail Segment Map Designation	Name
2.	Jack London Aquatic Center and Embarcadero Bridge
4.	Embarcadero Cove
5.	Livingston Pier
6.	Cryer Boat House
7.	Union Point Park
12.	Derby to Lancaster
14.	Alameda Avenue
16.	66 th Avenue Gateway

Completed Trail Segments – Private

Trail Segment Map Designation	Name
A.	Jack London Square
C.	Homewood Suites
E.	Executive Inn and Suites
F.	Oakland Marina
G.	Livingston Street to Dennison Street
H.	Phoenix Housing
I.	Glasscock Housing
J.	A-1 Self Storage
M.	Tidewater Boating Center to Damon Slough

There are twelve active segments of the Bay Trail that remain to be completed (see Table of Active Projects below and *Attachment A*). Of the remaining 12 segments, four will be completed by another agency or through on-going private development. Those include:

- Segment B of the map is under the development of the Brooklyn Basin project.
- Segments D, K, and L of the map are being completed by the East Bay Regional Park District (EBRPD).

The remaining eight segments to be implemented by the City are in varying stages of the project. Of those, four segments are currently under land tenure negotiation with private owners/lessees, including Miller Milling (formerly ConAgra), 333 Kennedy Street, Cemex, and Fruitvale Avenue (Fair & Swanson building). The City is using a consultant in the negotiation of land rights and easements necessary for the implementation of the trail projects in these segments. Another three of the eight segments are bridge connections under the jurisdiction of Alameda County.

Active Trail Segments to Be Completed (*Shaded rows to be completed by others*)

	Trail Segment On Map	Name	Project status (work completed since last update)	Notes/Next Steps
1.	1.	Estuary Park	Design consultant contract terminated.	In Planning: Consultant contract terminated. Re-issuing RFQ/P for a new consultant team.
2.	B.	Brooklyn Basin	Project under Brooklyn Basin development. First of four parks (Shoreline Park) in construction.	In Progress: By Brooklyn Basin development. (No Change)
3.	D.	Crowley Site	East Bay Regional Park District (EBRPD) is working with the Port of Oakland to develop the trail, with the original DD funding set aside for use by EBRPD to build a permanent trail.	In Progress: Design being completed by EBRPD. Partial funding from Measure DD.
4.	3.	Harbor Master (1853 Embarcadero)	<p>City and its consultant were unable to negotiate an easement agreement with the Harbor Master's Office for a trail alignment to run through the property that they lease from the Port of Oakland.</p> <p>An alternative trail alignment around the Harbor Master site was pursued for which design plans and specifications are complete. The City incorporated the Port tenant's request to trim existing trees into the design.</p>	In Design: Design plans and specifications are being finalized in preparation for bid. Construction is anticipated to begin in Spring 2020.
5.	8.	Miller Milling (2201 E 7 th St.)	<p>City has hired a consultant to assist in negotiating with landowners for the trail easement.</p> <p>Executed Consultant contract increase in October 2019.</p> <p>Design development phase initiated in December 2019.</p>	Negotiation & Design: The landowner is unwilling to move forward with easement negotiations due to the severity of nearby homelessness issues. Design is also suspended pending a geotechnical site investigation for which the landowner is unwilling to grant an access easement. They have stated willingness to proceed with easement and design discussions if the City is able to address their issues of concern. Staff is developing new approaches to address issues and advance design.

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6.	9.	333 Kennedy St.	See Miller Milling segment above.	Planning & Negotiation: Negotiations continues with the property owner for location of trail segment and permanent easement. Design work on hold until preliminary agreement on trail location can be made.
7.	10.	CEMEX (333 23 rd Ave.)	See Miller Milling segment above.	Negotiation & Design: Negotiation continues with the property owner. CEMEX appears to be agreeable to the proposed trail route, including removal of portion of their existing buildings to accommodate the trail. Trail route cannot be finalized until agreement is reached on the Park Street Bridge trail configuration. Continue to work on design development phase, concurrently with the right of way negotiation. Final design pending on right-of-way outcome.
8.	11.	Park St. Bridge Trail Crossing	<p>City has met and been in discussions with Alameda County and the Coast Guard on numerous occasions in the past year to discuss constraints and remaining opportunities at both the Park and High Street bridges.</p> <p>At a meeting in August 2019, Alameda County stated definitively that they rejected a previously-explored option of connecting the trail through a retrofit maintenance tunnel. It was agreed that the only remaining feasible option is a trail connection under the bridge.</p> <p>A meeting between Alameda County and the Coast Guard in December 2019 outlined the specific constraints of a below-bridge trail connection including overhead debris protection, height limitations, County access to the bridge for maintenance, and Coast Guard review of horizontal clearances.</p>	<p>Negotiation & Design: City will proceed with conceptual design based on agreed County and the Coast Guard design parameters, which includes County access for bridge maintenance, safety & protection of trail users, access control during bridge operation, rebuild of existing fender system per Coast Guard requirements, and all necessary permits.</p> <p>Following redrafting of conceptual design, City will work with the Coast Guard to determine acceptable horizontal clearances in the Estuary.</p>

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	Trail Segment On Map	Name	Project status (work completed since last update)	Notes/Next Steps
9.	13.	Fruitvale Bridge Land Crossing	<p>Continuing negotiations with landowner for the easement across former railroad property.</p> <p>Proposed easement agreement sent to the owner for review.</p> <p>Execution of contract for full design services in progress.</p>	<p>Negotiation & Design: Real Estate is preparing a land valuation for the easement area. Once complete, another meeting will be scheduled with the landowner to review and agree upon terms.</p> <p>Once an easement agreement is complete and recorded, the BCDC permit application will be submitted, and final design documentation for bid packaged will be prepared.</p>
10.	15.	High Street Bridge Trail Crossing	<p>City met with Alameda County to outline constraints including utilities conflicts and user friendliness on the High Street and Park Street bridges. County suggested that the entire utilities infrastructure for High Street bridge is too old to be moved and needs to be upgraded to facilitate the project.</p>	<p>Planning agreements: Trail alignment through storage room is not promising at this site. On hold for now pending outcome of Park St. bridge discussions.</p>
11.	K.	Gallagher & Burke (344 High St.)	<p>Army Corps transferred the Estuary properties to EBRPD, which borders Gallagher & Burke and Hanson Aggregates segments. EBRPD will take the lead in trail design, but waiting for the City's trail design for High St. Bridge which will connect to Gallagher & Burke trail segment.</p>	<p>Design: EBRPD is advancing the design for this segment of the trail and negotiating directly with the property owner for the easement.</p>
12.	L.	Hanson Aggregates (4501 Tidewater Ave.)	<p>See above - Gallagher & Burke segment. EBRPD will take the lead in trail design, but waiting for the City's trail design for High St. Bridge which will connect to Gallagher & Burke trail segment.</p>	<p>On-Hold: EBRPD is advancing the design for this segment of the trail and negotiating directly with the property owner for the easement.</p>

FISCAL IMPACT

No fiscal impacts are associated with this informational report.

PUBLIC OUTREACH/INTEREST

This item did not require public outreach other than the required posting on the City's website.

COORDINATION

The Office of the City Attorney, Budget Bureau, and the City Administrator's Office were consulted for the preparation of this report.

SUSTAINABLE OPPORTUNITIES

Economic: Although the informational report has no direct economic opportunities, the continued efforts of implementing trail improvement projects will provide contracting opportunities for City of Oakland vendors and contractors through the design and construction process. The completed trail along the waterfront may also enhance economic opportunities for Oakland businesses.

Environmental: Completing the waterfront trail connections will benefit the environment by encouraging pedestrian and bicycle use of the trail to access destinations thereby reducing vehicle usage and its associated pollution.

Race & Equity: The enhanced trail system is a part of the regional San Francisco Bay Trail that serves and connects many communities around the San Francisco Bay. It provides a safe and low-impact connection between numerous points and neighborhoods of Oakland. It encourages physical activity, recreation, and invites engagement with the environmental habitat of the Bay to improve the quality of life for residents throughout the city. The trail system implemented will be compliant with the Americans with Disabilities Act and provide equitable access to seniors and those with mobility impairment. Improvement of the trails could allow expansion of programs promoting youth recreation and health improvements.

Respectfully submitted,



Jason Mitchell
Director, Oakland Public Works

For questions, please contact Kristin Hathaway, Watershed Manager, at (510) 238-7571.

Attachments:

A: Oakland Waterfront Bay Trail Projects Map