

**CITY OF OAKLAND  
COUNCIL AGENDA REPORT**

FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

2005 MAR 31 PM 6:10

TO: Office of the City Administrator  
ATTN: Deborah Edgerly  
FROM: Community and Economic Development Agency  
DATE: April 12, 2005

RE: RESOLUTION AUTHORIZING THE APPLICATION FOR, ACCEPTANCE, AND APPROPRIATION OF UP TO \$200,000 FROM THE STATE OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION LAND AND WATER CONSERVATION FUND PROGRAM FOR THE LAKE MERRITT BICYCLE/PEDESTRIAN PROJECT AND UP TO \$200,000 FOR THE DERBY STREET SEGMENT OF THE OAKLAND WATERFRONT TRAIL

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**SUMMARY**

The proposed resolution authorizes the application for up to two hundred thousand dollars (\$200,000) for the Lake Merritt Bicycle/Pedestrian Pathway project and up to two hundred thousand dollars (\$200,000) for the Derby Street segment of the Oakland Waterfront Trail, from the Land and Water Conservation Fund (LWFC) Grant-In-Aid Program administered by the State of California Department of Parks and Recreation.

Projects that would be eligible under the LWCF Competitive Grant application criteria are found in Table One. The Lake Merritt Bicycle/Pedestrian Pathway project and the Derby Street segment of the Oakland Waterfront Trail are being recommended as the two projects for which applications would be submitted by the City of Oakland to compete for funding. The recommendations were based on (1) descriptions of the State funding program priorities, focus and eligibility requirements and (2) staff assessment of each project's readiness, community benefit and support, availability of a Council approved Master Plan, annual operations and maintenance cost, existence of collaborative partners, ability to demonstrate land tenure, and leveraging of existing funds. Projects identified as competitive for this program focus on the Oakland Waterfront Trail and Lake Merritt.

A successful funding application would allow the City to augment existing Measure DD funds assigned to the Lake Merritt Bicycle/Pedestrian Pathway project and the Derby Street project as a link of the Oakland Waterfront Bay Trail project. Construction is scheduled to begin in fall 2005 on both projects.

**FISCAL IMPACTS**

\$2,845,000 has been appropriated in Project C242310 for the Lake Merritt Bicycle/Pedestrian Pathway project and \$245,198 has been appropriated in Project C243510 for the Derby Street

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**LWCF Grant Request Authorization**

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segment of the Oakland Waterfront Bay Trail project from Measure DD, Series A General Obligation Bond (Fund 5320), which is sufficient to meet the 50% LWCF matching funds requirement.

LWCF grant funds from the State Department of Parks and Recreation are disbursed on a reimbursement basis. Once funds are completely expended, staff submits a request to the State of California for payment.

Grant funds, if awarded, will be appropriated to Fund 2134 (State of California Department of Parks and Recreation). Project budgets will include charges for public art (1½%), contract compliance (3% for funding sources other than Measure DD), City staff monitoring and a maximum administrative charge for Public Works Agency, Project Delivery Division of the total funding.

*Costs for operations and maintenance, including staffing levels, have not been determined for Measure DD projects, and will be provided in a follow-up report to City Council on Measure DD. Staff from the Community and Economic Development Agency, the Public Works Agency and the Office of Parks and Recreation are working together to ensure that any additional operations and maintenance costs associated with these projects are incorporated in baseline budgets for the FY2005-2007 cycle.*

**BACKGROUND****Land and Water Conservation Fund Program**

The federal LWCF Program provides funds to federal agencies, and to the 50 states and 6 territories. The money allocated to the states may be used for statewide planning, and for acquiring and developing outdoor recreation areas and facilities.

The program, which is administered nationally by the National Parks Service (NPS), became effective in January 1965, was initially authorized for a 25-year period, and has been extended for another 25 years, to January 2015. Under the provisions of the California Outdoor Recreation Resources Plan Act of 1967, the expenditure of funds allocated to California is administered by the State Liaison Officer (SLO), who is the Director of the State Department of Parks and Recreation (DPR).

The DPR also requires that an agency certify that a project is compatible with the land use plans of those jurisdictions immediately surrounding a project. The Lake Merritt Bicycle and Pedestrian pathway project is consistent with the Lake Merritt Master Plan which was adopted by City Council in July of 2002 and recommended in the Open Space, Conservation and Recreation Element of Oakland's General Plan. The Oakland Waterfront Trail project is consistent with and incorporated into the Estuary Policy Plan as an element of Oakland's General Plan.

**LWCF Grant Request Authorization**

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Funds for the program are derived from federal recreation fees, sales of federal surplus real property, the federal motorboat fuels tax and the Outer Continental Shelf mineral receipts. The State's allocation for 2005 is expected to be approximately \$7 million. Of that amount, about \$4 million will be available for competitive grants to local jurisdictions. Southern California will receive about \$2.5 million and Northern California will receive about \$1.6 million. The maximum grant award for a project application will be limited to no more than 5% of the available \$4 million or \$200,000. *The local match requirement is 50% of the requested grant amount. The match must come from a non-State source. The grant application deadline is May 2, 2005.*

**LWCF Program Criteria**

DPR strives to spread funds equitably across the State, and evaluates grant applications based on the following criteria:

- 1) Deficiency of similar projects or opportunities in the area;
- 2) Trail usage by diverse populations, including economically disadvantaged populations;
- 3) Project support from non-profit groups, other public agencies, or citizen groups;
- 4) Consistency with the Statewide Comprehensive Outdoor Recreation Plan (SCORP) or the applicant's general plan.
- 5) Development of urban trail linkages near homes and workplaces;
- 6) Enhancement of recreational opportunities;
- 7) Historic, geographic, cultural or scenic points of interest;
- 8) Multiple recreational uses for the trail corridor;
- 9) Opportunities for commuting;
- 10) Access to public transit;
- 11) Organizational capability; and
- 12) Project readiness

Each of the projects identified in Table One is compatible with the grant criteria.

**KEY ISSUES AND IMPACTS**

Staff from PWA, OPR and CEDA each separately analyzed known unfunded City projects relative to the LWCF criteria and funding priorities set forth in Resolution 78747 C.M.S. (Resolution Establishing Prioritization Methods for the City of Oakland's Facilities and Structures, Parks and Open Space, Sewers, Storm Drains, Streets, Sidewalks, and Traffic Improvement Infrastructure Needs). Staff assessed each project's readiness, community benefit and support, availability of a Council approved Master Plan or other concept plan, estimated annual operations and maintenance cost, existence of collaborative partners, land tenure, and existence of funding to be leveraged. Measure DD-funded projects were targeted as best meeting the criteria of having a high degree of community support and input, coupled with the availability of matching funds and a Council-approved Master Plan. LWCF priority focuses on

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open-space trail projects that provide opportunities and enhancement of recreation for public use. Based on this priority, Oakland trail projects were looked at as having the best likelihood for funding through this grant program. Other trail projects were also considered, but did not meet the above criteria as well as the recommended Measure DD trail projects. Table One lists staff's analysis based on the criteria.

Staff's recommendations seek to comply with Resolution 78747 C.M.S. to leverage existing (Measure DD) funds and other priority objectives to increase access to parks for youth and maximize the funding potential of the projects.

In addition to the recommended Measure DD projects for Lake Merritt and the Waterfront, there is one Measure DD project on the Council-approved Creek Acquisition project list that has a trail component and meets the minimum requirements of the LWCF grant. This is the North Oakland Sports Field (Caldecott Field) Land Acquisition for trail connection to Skyline Boulevard/Tunnel Road. Four other park trail projects that could potentially meet the priority criteria of the grant were also considered. They are: Joaquin Miller Park Trails, Glen Daniels – King Estates Trail, Castle Canyon trail, and Shepherd Canyon trails. However, these projects are in preliminary development or planning stages, are low in readiness, and do not have available matching funds. Based on the status of the five projects and LWCF criteria, the projects would not be competitive and are unlikely to be successful for the grant. For information, descriptions of all projects considered are provided below.

**Project Descriptions for Recommended Land and Water Conservation Fund Program Requests:**

1. Lake Merritt Bicycle and Pedestrian Pathway:

Widening of the borders around Lake Merritt Park to increase parkland by redesigning Lakeside Drive and Lakeshore Avenues creates the ability to provide safe and expanded access to one of Oakland's most treasured recreational assets. The street redesigns would allow the creation of a wide multi-use Class One path and Class Two bike lanes along Lake Merritt, and would improve connections, both physical and visual, to perimeter parks such as Pine Knoll Park, Snow Park and Athol Park.

A total of \$10,000,000 (2005 cost estimate) is needed to fully implement the Lake Merritt Bicycle/Pedestrian Pathway project, including constructing such elements as signage, seating, trash receptacles, irrigation and landscaping. A total of \$8,500,000 is currently available for the project from the Measure DD General Obligation Bond program in Series A and Series B. This project is being recommended due to the ability of funding entities to identify with the project at local, regional, state and national levels; the availability of documentation to quantify the large number of users to benefit from the project; the availability of matching funds from Measure DD; and the availability of a 30% set of construction documents.

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2. Of the projects identified to be constructed along the Oakland Estuary, there are four that meet the LWCF minimum criteria set forth by the DPR, including ability of the City to satisfy the land tenure requirement. In all cases, the focus of capital improvements will be to first construct the trail system and second, to incorporate site improvements. Of the four projects identified as meeting the LWCF program criteria, the following project is being recommended by staff for State LWCF funding:

Derby Street:

There are three streets between the Park Street Bridge and the Fruitvale Bridge that terminate at the waterfront - Peterson, Derby, and Lancaster Streets. These streets are ideal locations for pocket parks, providing observation areas along the waterfront. The Derby Street waterfront trail segment will be designed to provide trail connections, accommodate the need for truck loading and unloading, and provide Cal Crew access to the waterfront and open space. A total of \$808,441 (2005 cost estimate) is needed to fully implement the Derby Street project. A total of \$268,000 is currently available for the project from the Measure DD General Obligation Bond program in Series A.

This project was selected in lieu of the other Oakland Waterfront Bay Trail projects because a successful application and funding award of \$200,000 would come close to meeting the project-funding gap. Further, the project provides a critical gap closure between The Cal Crew Boating facility and the Oakland Museum Women's Board property; substantial project documentation is available; and the project will be implemented within the next twelve months.

**Alternative Projects Considered:**

3. 66<sup>th</sup> Avenue Gateway:

66<sup>th</sup> Avenue and Damon Slough are important gateways to the waterfront and an important connection between the Oakland neighborhoods and the marshlands along the waterfront. For many trail users, this could be the starting point of the waterway journey. The gateway location is marked with two rows of trees that stretch towards the water. The site is also marked with vertical markers that symbolize the point of entry. A short wood overlook extends over the marshland. The pier could either be a purely visual feature or it could be designed to provide an opportunity to interact closely with the natural environment without intruding into it. The entire shoreline will include marshland vegetation and native plant material. Parking areas are included on either side of the ramp to provide for adequate parking for the trail and park users in addition to accommodating overflow parking for the Coliseum. There is also a proposed road to replace the current entry easement through the EBMUD facility to the soccer fields from 66<sup>th</sup> Avenue. Lighting would be minimal at this location in order to reduce impacts to the marshlands. A total of \$5,826,132 (2005 cost estimate) is needed to fully implement the 66<sup>th</sup> Avenue Gateway project. A total of \$2,000,000 is currently available for the project from the Measure DD General Obligation Bond program in Series A.

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Staff did not believe this project would compete as well as the Derby Street project given the complexity of underlying land tenure issues and the greater need for funding to fully implement the project.

4. Lancaster Street:

Lancaster Street is one of the few city streets along the waterfront that terminates at the waterfront. The Lancaster Street design proposes to provide trail access and parking with specialty paving on either side. Tree lined walkways lead to the street terminus, which is landscaped. Wood piers extend the walkways over the water, again providing a viewing deck. A total of \$847,216 (2005 cost estimate) is needed to fully implement the Lancaster Street project. A total of \$743,000 will be available for the project from the Measure DD General Obligation Bond program in Series B.

Although, this project would likely be competitive, the funding match is not available until July 2006, and the level of plan documentation is minimal when compared to the Derby Street project.

5. Cryer:

Proposed as Phase II of Union Point Park, a primary focus will be on providing a trail and connections to other existing trail systems. The existing building is seen as being converted for community uses. The design concept proposes a series of sliding planes and terraces that connect to the water, provides a distinctively interesting edge to the site and includes provisions for a sandy beach. Wood piers are proposed to extend out into the water providing viewing decks. The site will be landscaped and include parking adjacent to the building. A total of \$1,650,326 (2005 cost estimate) is needed to fully implement the Cryer site trail project. The building component of the project is currently unfunded. A total of \$1,450,000 is currently available for the trail project from the Measure DD General Obligation Bond program in Series A.

While this project would likely be competitive under the LWCF program, there are complicated environmental containment issues and associated permitting requirements tied to the project putting project implementation behind the Derby Street project.

For all projects identified above, additional funds will be requested through the various Federal requests, the California Coastal Conservancy, and private and non-profit donations to meet budget requirements. Improvements will be constructed in phases, according to funding availability.

6. Joaquin Miller Park Trails: Joaquin Miller Park Trails would involve the improvement of existing sunset trails and potential other trail systems to provide the public with access and hiking use throughout the park. The park has strong community support. The community and Council office have been involved in collaboratively developing Master Plan guidelines for the entire park. The planning is still in preliminary stages.

**LWCF Grant Request Authorization**

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7. North Oakland Sports Field (Caldecott Field) Land Acquisition for trail connection to Skyline Boulevard/Tunnel Road: Caldecott Trail is an existing fire trail from Caldecott Field that terminates with no connection. The intention is to connect the trail to Skyline Blvd. so that the trail can be used for hikers and bikers. However, the City does not own the adjacent properties and there would be complex ownership and land use issues that would need to be resolved before the trail is possible.
8. Glen Daniels – King Estates Trail: King Estates has an existing Master Plan developed several years ago through the efforts of the community together with students of UC Berkeley. The master plan has not been implemented due to lack of funding, and community activity regarding the project has been less evident.
9. Castle Canyon: Castle Canyon was recently purchased to preserve open space. A trail could conceivably be implemented to connect Castle Canyon and Joaquin Miller Park to provide for the public use. (This project would not meet the LWCF population and service area criteria very well.)
10. Shepherd Canyon: Shepherd Canyon, through community efforts, has a preliminary Master Plan in place. The plan calls for numerous improvements to the natural setting to provide for public use. Elements include potential restoration of the creek, open space, trails, play spaces, etc. (This project would not meet the LWCF population and service area criteria well.)

**SUSTAINABLE OPPORTUNITIES**

The trail project proposed for Lake Merritt and those proposed along the Oakland Waterfront will incorporate various economic, environmental, and social equity opportunities in the scope of work for various projects. Opportunities include reduction of development impact on certain ecosystems through the expansion of open space, promotion of water and energy conservation through the selection of appropriate equipment and fixtures and use of solar power where possible, reduction of vehicular air pollution by providing pedestrian and bicycle trails, and promotion of environmental goals through provision of educational amenities. By virtue of funding available from the Measure DD bond program, job opportunities will be created in both the design and construction professions. Enhanced recreation and open space opportunities will be created in underserved areas of Oakland as a new open space system is constructed along Oakland's waterfront.

**DISABILITY AND SENIOR CITIZEN ACCESS**

The trail project proposed for Lake Merritt and those proposed along the Oakland Waterfront will be designed and constructed to be ADA and senior citizen accessible. The City's accessibility program coordinator will be requested to participate in project review at various stages of each design process initiated.

**RECOMMENDATIONS AND RATIONALE**

Staff recommends that Council accept the proposed list of Measure DD projects for the Land and Water Conservation Fund competitive grant program funds based on descriptions of the State funding program priorities, focus and eligibility requirements, and authorize staff to proceed with submitting applications for the Lake Merritt Bicycle and Pedestrian Pathway project and the Derby Street segment of the Oakland Waterfront Bay Trail from the list identified in Table One. Staff further recommends adopting the authorizing resolution. With these approvals, staff will proceed immediately to prepare the grant application for submittal to the State.

If approved, this grant would benefit a City Council priority associated with long-range capital planning for waterfront access at Lake Merritt and along the Oakland Estuary.

**ACTION REQUESTED OF THE CITY COUNCIL**


Staff recommends that the City Council approve a resolution authorizing the application for and allocation of up to Two Hundred Thousand Dollars (\$200,000) for the Lake Merritt Bicycle and Pedestrian Pathway project and up to Two Hundred Thousand dollars (\$200,000) for the Derby Street segment of the Oakland Waterfront Bay Trail project from the Land and Water Conservation Fund Grant-In-Aid Program administered by the State of California Department of Parks and Recreation.

Respectfully submitted,

  
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CLAUDIA CAPPIO  
**Development Director,  
Community and Economic Development Agency**

Prepared by:  
Kerry Jo Ricketts-Ferris  
Project Manager, Waterfront Openspace

APPROVED AND FORWARDED TO THE  
LIFE ENRICHMENT COMMITTEE

  
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**OFFICE OF THE CITY ADMINISTRATOR**

Item No \_\_\_\_\_  
Life Enrichment Committee  
April 12, 2005



TABLE ONE  
Revised March 30, 2005

| TABLE ONE                        |   |   |           |                   |                |                        |                |                |   |                        |  |
|----------------------------------|---|---|-----------|-------------------|----------------|------------------------|----------------|----------------|---|------------------------|--|
| Land and Water Conservation Fund |   |   |           |                   |                |                        |                |                |   |                        |  |
| PROPOSED PROJECTS SUMMARY        |   |   |           |                   |                |                        |                |                |   |                        |  |
| Council District                 | Project Name  | Project Evaluation Criteria   |           |                   |                |                        |                |                |   |                        |  |
|                                  |   | Ability to Demonstrate Land Tenure                                  | Readiness | Community Support | Public Benefit | Concept Plan Available | O & M Budgeted | Project Budget | Funding Available   | Funding Gap            | Comments   |
| 7                                | Oakland Waterfront Bay Trail - 66th Avenue Gateway  | Complicated due to overlapping jurisdiction with Caltrans and EBRPD | High      | High              | X              | Yes                    | No             | \$5,826,132    | \$2,000,000 - Measure DD  | \$3,829,134            | Complicated due to overlapping jurisdiction with Caltrans and EBRPD  |
| 5                                | Oakland Waterfront Bay Trail - Derby Street   | Yes   | High      | High              | X              | Yes                    | No             | \$808,141      | \$268,000 - Measure DD  | \$540,141              | \$200,000 comes close to filling funding gap   |
| 5                                | Oakland Waterfront Bay Trail - Lancaster Street   | Yes   | Medium    | High              | X              | Yes                    | No             | \$847,216      | \$743,000 - Measure DD  | \$26,254               | Series B Project   |
| 5                                | Oakland Waterfront Bay Trail - Cryer (Trail only)   | Yes   | High      | High              | X              | Yes                    | No             | \$1,650,326    | \$1,450,000 - Measure DD  | \$200,326 - Trail only | Complicated Environ. issues  |
| 3                                | Lake Merritt Bike/Ped Path  | Yes   | High      | High              | X              | Yes                    | Yes            | \$10,000,000   | \$8,500,000 - Measure DD  | \$1,500,000            | Recognized statewide; good use statistics  |
| 1                                | N. Oakland Sports Field Land Acq. For Caldecott Trail (Connect from Caldecott Field to Tunnel Rd/Skyline Blvd.) | No  | Low       | Medium            | X              | No                     | No             | TBD            | Measure DD funds available from creek acquisition allocation - Not appropriated by Council for project at this time | TBD                    | Complex land acquisition issues would need to be negotiated with owner and access issues addressed before trails can be developed. |

TABLE ONE  
Revised March 30, 2005

| TABLE ONE                        |   |                                    |           |                   |                |                        |                |                |                   |             |   |
|----------------------------------|---|------------------------------------|-----------|-------------------|----------------|------------------------|----------------|----------------|-------------------|-------------|---|
| Land and Water Conservation Fund |   |                                    |           |                   |                |                        |                |                |                   |             |   |
| PROPOSED PROJECTS SUMMARY        |   |                                    |           |                   |                |                        |                |                |                   |             |   |
| Council District                 | Project Name  | Project Evaluation Criteria        |           |                   |                |                        |                |                |                   |             |   |
|                                  |   | Ability to Demonstrate Land Tenure | Readiness | Community Support | Public Benefit | Concept Plan Available | O & M Budgeted | Project Budget | Funding Available | Funding Gap | Comments  |
| 4                                | Joaquin Miller Park Trails (Sunset Trail improvements)              | Yes                                | Low       | High              | X              | No                     | No             | TBD            | None              | TBD         | Master Plan development initiated with community support but not completed. |
| 7                                | Glen Daniels - King Estates Trails (Restore & construct new trails) | Yes                                | Low       | Low               | X              | Yes                    | No             | TBD            | None              | TBD         | Preserved open space. No funding to implement plan.                         |
| 4                                | Shepherd Canyon Trail   | Yes                                | Medium    | High              | X              | Yes*                   | No             | TBD            | None              | TBD         | *Community developed prelim. Master Plan                                    |
| 4                                | Castle Canyon Trail   | Yes                                | Low       | High              | X              | No                     | No             | TBD            | None              | TBD         | Interest exists to connect trail to Joaquin Miller Park                     |

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FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

**OAKLAND CITY COUNCIL**

2005 MAR 31 PM 6:10  
C.M.S.

**RESOLUTION NO. \_\_\_\_\_**

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RESOLUTION AUTHORIZING THE APPLICATION FOR, ACCEPTANCE, AND APPROPRIATION OF UP TO \$200,000 FROM THE STATE OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION LAND AND WATER CONSERVATION FUND PROGRAM FOR THE LAKE MERRITT BICYCLE/PEDESTRIAN PROJECT AND UP TO \$200,000 FOR THE DERBY STREET SEGEMENT OF THE OAKLAND WATERFRONT TRAIL

WHEREAS, the Congress under Public Law 88-578 has authorized the establishment of a Federal Land and Water Conservation Fund Grant-In-Aid Program, providing matching funds to the State of California and its political subdivisions for acquiring lands and developing facilities for public outdoor recreation purposes; and

WHEREAS, the State Department of Parks and Recreation is responsible for administration of the program in the state, setting up necessary rules and procedures governing application by local agencies under the program; and

WHEREAS, said adopted procedures established by the State Department of Parks and Recreation require the applicant to certify by resolution the approval of applications and the availability of local matching funds prior to submission of said applications to the state; and

WHEREAS, the project must be compatible with the land use plans of those jurisdictions immediately surrounding the project;

NOW, THEREFORE, BE IT

RESOLVED that the City Council hereby:

1. Approves the filing of an application, and the acceptance and appropriation of funds if awarded, for Land and Water Conservation Fund assistance for 1) trail and public access components of the Derby Street Park project as a part of the Oakland Waterfront Trail project 2) the Lake Merritt Bicycle and Pedestrian pathway project; and
2. Certifies that the City of Oakland has matching funds from the following source(s): Measure DD - Fund 5320, Project C242310 – Lake Merritt Bicycle and Pedestrian Pathway and Project C243510 – Oakland Waterfront, Derby Street, and can finance 100 percent of the project, half of which will be reimbursed; and
3. Certifies that the project is compatible with the land use plans of those jurisdictions immediately surrounding the project; and

4. Appoints the City Administrator as agent of the city to conduct all negotiations and execute and submit all documents, including, but not limited to, applications, agreements, amendments, payment requests, and compliance with all applicable current state and federal laws which may be necessary for the completion of the grant funded under the Land and Water Conservation Fund program, subject to the approval of the City Attorney as to form and legality.
5. Directs the Budget Office to appropriate grant funds received for this project to Fund 2134 (State of California Department of Parks and Recreation).

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_, 20

**PASSED BY THE FOLLOWING VOTE:**

AYES- BRUNNER, CHANG, BROOKS, NADEL, REID, DISTRICT TWO (VACANT), QUAN AND  
PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST:

City Clerk and Clerk of the Council  
of the City of Oakland, California

**REVISED**

FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

**OAKLAND CITY COUNCIL**

RESOLUTION NO. 78747 C.M.S.

*Rocky...*

2004 JUL 15 PM 3:36

**RESOLUTION ESTABLISHING PRIORITIZATION METHODS FOR THE CITY OF OAKLAND'S FACILITIES AND STRUCTURES, PARKS AND OPEN SPACE, SEWERS, STORM DRAINS, STREETS, SIDEWALKS, AND TRAFFIC IMPROVEMENT INFRASTRUCTURE NEEDS**

**WHEREAS**, a policy for establishing priorities for the City of Oakland's various infrastructure needs does not currently exist; and

**WHEREAS**, a Public Improvement Project, also referred to as a Capital Improvement Project, is any defined location, specified public facility, building, utility, street, or any other City right-of-way improvement, capital improvement, park, recreational facility, trail, or environmental improvement that requires the City of Oakland's involvement in its design, site or building acquisition, site preparation, utilities emplacement, installation, construction, or reconstruction; and

**WHEREAS**, a Capital Maintenance Project is a minor project that does not significantly affect the level of service provided to the public, including the repair, renovation, or maintenance of existing public buildings or facilities such as roofing, HVAC improvements, carpeting, or other similar work; and

**WHEREAS**, On-Going Operations and Maintenance refers to the long-term, continuing costs associated with any location, specified public facility, building, utility, street, City right-of-way, park, recreational facility, trail, or leased space, including expenditures required to provide a specified level of service to the public (program functions, utilities, custodial) and expenditures required to support the scheduled maintenance needs of the infrastructure; and

**WHEREAS**, the City of Oakland has limited financial resources to fund its infrastructure needs, including capital and on-going operations and maintenance; and

**WHEREAS**, the City of Oakland's infrastructure, including facilities and structures, parks and open space, sewers, storm drains, streets, sidewalks, and traffic improvements, are considered significant assets to the City and impact the quality of life for those who live, work, and play in the City; and

**WHEREAS**, in 2002, the City of Oakland government initiative called "Moving Oakland Forward!" made several recommendations, including (1) that the City Council deliberate on the Capital Improvement Program budget prior to engaging in the operating budget to ensure that incremental operations and maintenance costs resulting from capital projects are incorporated into the operating budget, and (2) that all projects proposed to the City Council for consideration contain a comprehensive financial timeline for the first five years, including prospective incremental allocations for On-Going Operations and Maintenance and that approval of the project should be considered a City Council mandate to include the incremental operating and maintenance costs in the budget, now, therefore be it

**RESOLVED:** That the City Council establishes that the criteria used to prioritize the City of Oakland's Public Infrastructure Projects by type shall be as follows:

Infrastructure Type

Prioritization Method

Facilities and Structures  
(Capital Maintenance Projects)

Prioritize calls for service from high to low using the following factors:

**High**

- o Life safety issues, including liability exposure
- o Mandated service
- o Hazardous situations
- o Security breaches
- o Preventive maintenance of emergency response systems

**Medium**

- o Scheduled preventive maintenance projects

**Low**

- o Deferred maintenance projects

Parks (Park Facilities) and  
Open Space

Apply the Open Space Conservation and Recreation (OSCAR) Element of the Oakland General Plan. OSCAR states that in order to reduce deficiencies in parks and recreational facilities resulting from decline and deferred maintenance, outdated facilities, and factors such as vandalism and safety, the focus should be on maintenance, rehabilitation and safety improvements. This is cited as currently the highest priority since it protects public investment and maximizes the effective delivery of park services. (Objective REC-3.)

Criteria to prioritize future infrastructure needs related to parks and open space are:

- o Projects that resolve existing health and safety issues, including liability exposure.
- o Projects that replace existing deteriorated facilities, fields, tot lots, etc.
- o Projects that leverage existing improvements that are already funded, or in design or construction, particularly those that are approved by Citywide vote.
- o Projects that are partially funded and suitable for grant-funding opportunities.
- o Projects that increase access to existing parks for school children.

As funding is available, there will be an equitable distribution of these funds for both maintenance and repair of existing facilities, as well as for new construction.

Sanitary Sewers

Use the Infiltration and Inflow (I/I) Correction Program that has established a 25-year program to rehabilitate 30% of the sewer system sub-basins based on greatest to least infiltration and inflow of rainwater problems. The program includes a year-by-year prioritization of projects and is expected to be completed

by 2013.

Apply the same criteria to plan and prioritize the rehabilitation and replacement of the remaining 70% of the system.

#### Storm Drainage

Use the Storm Drain Master Plan that prioritizes projects using the following factors:

- Type of problem (flooding, erosion, etc.)
- Location of impact (commercial, public street, private property, etc.)
- Type of system (City-owned culvert, open channel, etc.)

#### Streets

Prioritize streets proposed for rehabilitation using the Pavement Management System based on the Pavement Condition Index (PCI), visual inspection, and cost effectiveness. Streets are ranked on scale of 1 – 100 with 100 being best.

#### Sidewalks

Prioritize sidewalks using a Sidewalk Management System based on the Sidewalk Condition Index (SCI) and a completed survey of damaged sidewalks throughout the City.

The Sidewalk Management System uses a combination of factors including distress type and severity and pedestrian usage and location to index the damage locations. Priorities are determined by those damaged locations having the lowest ranking first.

#### Traffic Improvements

Prioritize traffic signal needs based on criteria established by the State of California, Department of Transportation (Caltrans) as follows:

- Vehicular volumes
- Interruption of continuous traffic
- Pedestrian volumes
- Accident data (pedestrian and vehicular accidents)
- Other, site specific special condition

In addition, to address pedestrian safety issues, staff maintains a second, parallel priority list for pedestrian traffic improvements based upon pedestrian safety criteria. Pedestrian safety improvements include striping and signage, bulbouts and sidewalk improvements, medians and islands, as well as traffic signals. The programming of pedestrian priority intersection locations is prioritized based on the following factors:

- Intersection Pedestrian Accident Historical Data
- Other site specific conditions

Prioritize Neighborhood Traffic Safety Program needs through input from the community and City Council offices, and an

engineering assessment. Requests are prioritized using criteria as follows:

- o Documented accident history (pedestrian and vehicular accidents)
- o Field evaluation
- o Assessment of non-standard or changed conditions
- o Citizen complaints
- o Other, site specific factors

Prioritize Bicycle Program needs using the 1999 Bicycle Master Plan. The plan's criteria for designating priority bikeways are:

- o Eliminate gaps in existing bikeways
- o Overcome significant obstacles and barriers such as bridges, tunnels, and freeways
- o Facilitate regional connections with bikeways in neighboring cities
- o Target improvements in corridors with identified safety concerns
- o Provide facilities in service districts that have no existing bikeways
- o Provide direct connection to BART, ferry, or other transit station
- o Provide direct connection to a major employment center

**JUL 20 2004**

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_, 2004

PASSED BY THE FOLLOWING VOTE: **BROOKS, BRUNNER, CHANG, NADEL, QUAN, REID, WAN, DE LA FUENTE - 8**

AYES---

NOES---  $\emptyset$

ABSENT---  $\emptyset$

ABSTENTION---  $\emptyset$

ATTEST



CEDA FLOYD

City Clerk and Clerk of the Council  
of the City of Oakland, California