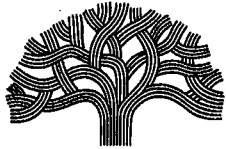


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CITY OF OAKLAND

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Jason Mitchell  
Director OPW

**SUBJECT:** Oakland Waterfront Trail  
Implementation Status Update

**DATE:** October 22, 2018

City Administrator Approval

Date:

11/1/18

## RECOMMENDATION

**Staff Recommends That the City Council Receive An Updated Informational Report On the City's Progress In Implementing Continuous Bay Trails In Oakland.**

## EXECUTIVE SUMMARY

This informational report is an update to the March 13, 2018 Public Works Committee (PWC) meeting on the status of Oakland Waterfront Bay Trail implementation. At the request of the PWC, this report is the third update since July 2017 to the PWC on the City's efforts and progress in 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, the allocation for the Estuary Waterfront Access category is \$53,000,000. The Estuary Waterfront Access category seeks to complete recreational trails for pedestrian and bicycle use as part of the Regional Bay Area Trail plan.

## ANALYSIS AND POLICY ALTERNATIVES

As reported on July 11, 2017 and March 3, 2018, two-thirds of the trails, totaling approximately 4.3 miles along the Oakland Waterfront Bay Trails, have been completed since the inception of Measure DD funding (see **Attachment A**).

There are fourteen (14) remaining segments to complete the trails. **Attachment B** of this report is a map of the remaining waterfront trail project segments. Of the remaining 14 segments of the waterfront trails, four (4) segments will be completed by another agency or through on-going private development:

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- Segment #2 of the map is under the development of the Brooklyn Basin project, and
- Segments #3, #13 and #14 are being led by the East Bay Regional Park District (EBRPD).

The remaining ten (10) segments are in varying stages of the project. Of the 10 trail segments to be implemented by the City, five (5) segments are currently under land tenure negotiation with private owners/lessees. The segments are: Harbor Master, Miller Milling (formerly ConAgra), 333 Kennedy St., Cemex, and Fruitvale Avenue (Fairn & Swanson building). The City is utilizing a consultant in the negotiation of land rights and easements necessary for the implementation of the trail projects in these five segments. Another three (3) segments are bridge connections under the jurisdiction of Alameda County. The last two (2) segments, Embarcadero Cove and Livingston Avenue, will begin construction in late October 2018.

The updated status for the 14 Waterfront Trail project segments are listed below:

Trail Segment:	Project status (work completed since last update):	Notes/Next Steps:
1. Estuary Park	Design consultant contract executed in May 2018. Design began in July 2018.	<b>In Planning:</b> Park planning is now moving forward. A series of public meetings are scheduled beginning in mid-October 2018. More information is available at: <a href="http://www.oaklandca.gov/projects/estuary-park">http://www.oaklandca.gov/projects/estuary-park</a>
2. Brooklyn Basin (Under Brooklyn Basin Development)	Project under Brooklyn Basin development. First of four parks (Shoreline Park) in construction.	<b>In Progress:</b> By Brooklyn Basin development. (No Change)
3. Crowley Site	East Bay Regional Park District (EBRPD) 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.	<b>Project on-hold,</b> awaiting EBRPD plan and request for possible funding from DD for EBRPD implementation. (No change)
4. Harbor Master (1853 Embarcadero)	City has developed design enhancements to address concerns of Port's tenant.  City & City's consultant have been unable to negotiate an easement agreement with the Harbor Master's Office (Port tenant). City staff are looking at alternative trail routes.	<b>Re-design</b> for alternative trail alignment around the Harbor Master.

Trail Segment:	Project status (work completed since last update):	Notes/Next Steps:
5. Embarcadero Cove (31 Embarcadero)	Revised and re-bid project in March 2018. Construction contract executed.	<b>Construction:</b> Contractor starting construction in October 2018 in conjunction with Livingston Pier segment.
6. Livingston Pier	See above - Embarcadero Cove.	<b>Construction:</b> Contractor starting construction in October 2018 in conjunction with Embarcadero Cove segment.
7. Miller Milling (2201 E 7 <sup>th</sup> St.)	<p>City contracted a consultant to assist in negotiating with land owners for the trail easement.</p> <p>Consultant contract increase approved by Council in July 2018.</p>	<p><b>Negotiate &amp; Design:</b>            There is tentative agreement between City and Miller Milling. Design is at 35 percent.</p> <p>Amending consultant contract to complete design for this trail segment along with 333 Kennedy St. and CEMEX segments.</p>
8. 333 Kennedy St.	See Miller Milling segment above.	<p><b>Negotiate &amp; Design:</b>            City has submitted proposed plan, but multiple owners disagree on solutions. City is proposing to relocate some parking to accommodate trail right-of-way. That will require agreement from San Francisco Bay Conservation and Development Commission (BCDC) to allow incursion into an existing right-of-way between 333 Kennedy and Miller Milling.</p> <p>Amending consultant contract to complete design for this trail segment along with Miller Milling and CEMEX segments.</p>
9. CEMEX (333 23 <sup>rd</sup> Ave.)	<p>See Miller Milling segment above.</p> <p>Site survey completed. Conceptual trail plan presented to property owners. Property owners requested that the City take over the liability and maintenance of the trail.</p>	<p><b>Negotiate &amp; Design:</b>            Negotiation continues with owner. CEMEX appears to be agreeable to the proposed trail route, including removal of portion of existing buildings. Trail route cannot be finalized until agreement is achieved on the Park Street Bridge and the design is further developed to provide easement legal descriptions.</p> <p>Amending consultant contract to complete design for this trail segment with Miller Milling and 333 Kennedy St. segments.</p>
10. Park St. Bridge Trail Crossing	City met with Alameda County on several occasions to outline constraints including utilities conflicts and user friendliness on	<b>Planning agreements:</b> City and County explored trail alignment though existing storage room tunnel, but County now objects due to concerns of existing high

Trail Segment:	Project status (work completed since last update):	Notes/Next Steps:
	<p>the High street and Park street bridges. County communicated that the utilities infrastructure for Park street bridge may be moveable to facilitate the trail.</p> <p>City met with Alameda County again in June 2018 to review design option using existing underpass. The County agreed to provide design criteria to the City while the City moves forward with the design option. In September, the County indicated that they are no longer comfortable moving forward with the most recently agreed upon option.</p>	<p>voltage conduits in the storeroom and possible unauthorized access to an adjacent equipment room. It may be possible to construct a new tunnel adjoining the storage room, but there is old infrastructure buried under the roadway that might derail that solution. A bike/pedestrian field visit has been proposed, but is currently on hold pending further agreement from the County.</p>
<p>11. Fruitvale Bridge Land Crossing</p>	<p>Continuing negotiations with land owner 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><b>Negotiate &amp; Design:</b>            Schedule a meeting between the property owner and regulators to confirm trail requirements. Owner interested in using the least area for the trail. Negotiations with the property owner for an easement are favorable and owner has indicated willingness to move forward with formal documents.</p> <p>Complete contracting for consultant services to develop the trail design beyond 35 percent and assess ADA access requirement which may affect trail alignment.</p>
<p>12. High Street Bridge Trail Crossing</p>	<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><b>Planning agreements:</b> Trail alignment through storage room is not promising at this site. Follow-up meetings with Alameda County needed. On hold for now pending outcome of Park St. bridge discussions.</p>
<p>13. Gallagher &amp; Burke (344 High St.)</p>	<p>Army Corps transferred the Estuary properties to EBRPD, which borders Gallagher &amp; Burke</p>	<p><b>On-Hold:</b> EBRPD is the lead for this segment of the trail. City to coordinate with EBRPD for the trail design.</p>

Trail Segment:	Project status (work completed since last update):	Notes/Next Steps:
	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.	
14. Hanson Aggregates (4501 Tidewater Ave.)	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.	<b>On-Hold:</b> EBRPD is the lead for this segment of the trail. City to coordinate with EBRPD for the trail design.

**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 and Budget Bureau were consulted in the preparation and review 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 recreational and economic opportunities for Oakland businesses.

**Environmental:** Efforts in completing the waterfront trail connections will benefit the environment by encouraging use of trail to access destinations which contribute to reducing vehicle use and reducing pollution as well as encouraging physical health.

**Social Equity:** The enhanced trail system is a part of the greater Bay Area Trail connection to serve the public and provide recreational opportunities and improve the quality of life of all

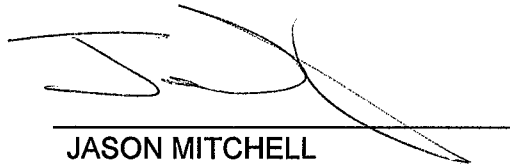
residents throughout the City. The trail system implemented will be compliant with Americans with Disabilities Act and provide equitable access to seniors and those with mobility impairment. Improvement of the trails could allow expansion of programs promoting youth recreation and health improvements.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council receive an updated Informational Report on the City's progress in implementing continuous bay trails in Oakland.

For questions regarding this report, please contact Lily Soo Hoo, Project Manager, at (510) 238-6604.

Respectfully submitted,



JASON MITCHELL  
Director, Oakland Public Works

Reviewed by:  
Danny Lau, Assistant Director

Prepared by:  
Lily Soo Hoo, Project Manager II  
& Lesley Estes, Measure DD Program Manager  
Bureau of Design & Construction

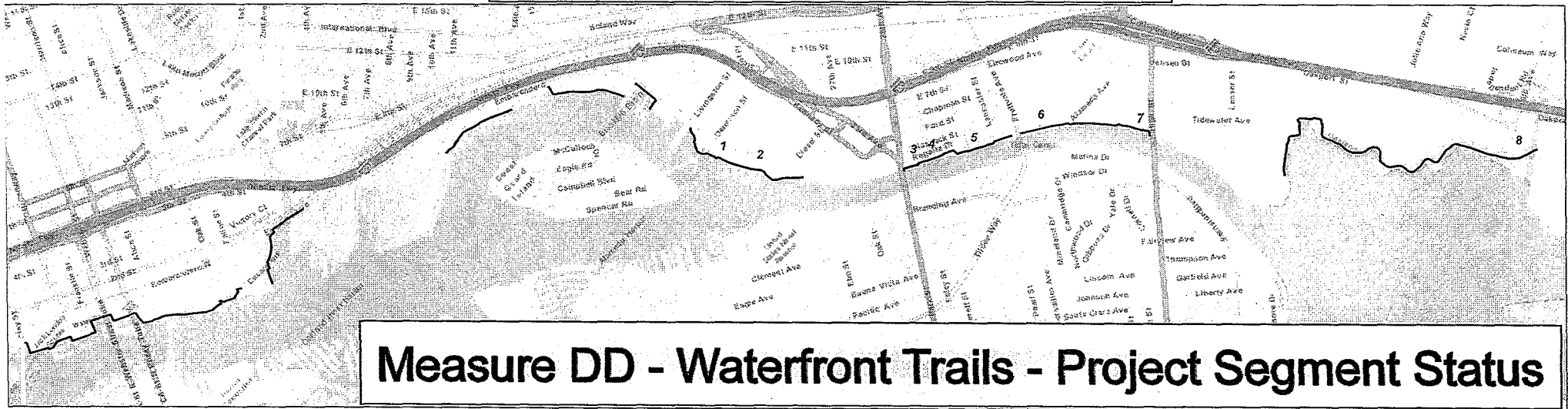
Attachments (2):

- A: Completed Waterfront Projects Map
- B: On-going Waterfront Projects Map

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# Completed Waterfront Projects


## Attachment A



**Measure DD - Waterfront Trails - Project Segment Status**

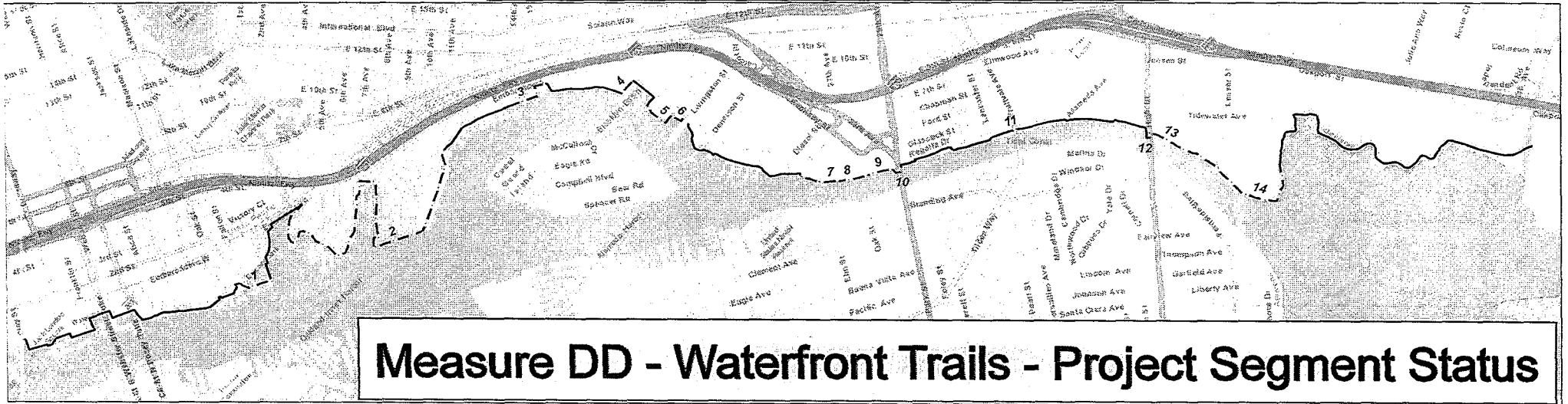
1	Cryer
2	Union Pt. Park
3	Phoenix Commons
4	Glasscock Housing
5	Derby to Lancaster St.
6	Alameda Avenue
7	A-1 Self Storage
8	66 <sup>th</sup> Avenue Gateway

— Completed/Existing segments



# On-going Waterfront Projects

## Attachment B



**Measure DD - Waterfront Trails - Project Segment Status**

1	Estuary Park
2	Brooklyn Basin (Under Brooklyn Basin Development)
3	Crowley Site
4	Harbor Master
5	Embarcadero Cove
6	Livingston St. Trail
7	Miller's Milling
8	333 Kennedy St.
9	Cemex
10	Park St. Bridge Trail Crossing
11	Fruitvale Bridge Land Crossing
12	High Street Bridge Trail Crossing
13	Gallagher & Burke
14	Hanson Aggregates

— Completed/Existing segments  
 - - - On-going project segments

