

CITY OF OAKLAND
AGENDA REPORT

TELEPHONE
OFFICE OF THE CITY CLERK
OAKLAND

2005 OCT 27 PM 5:45

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Community and Economic Development Agency
DATE: November 8, 2005

**RE: REQUEST FOR REVIEW AND COMMENTS BY COUNCIL ON THE
OAKLAND WATERFRONT TRAIL DEVELOPMENT STANDARDS**

SUMMARY

This report provides an update on the status of the Oakland Waterfront Trail Development Standards and requests Council's review and comments on the current process. These Development Standards will be used to provide guidance for private development projects along the Oakland Waterfront by emphasizing high quality improvements and a certain level of consistency. The Standards' objectives are to promote access to the waterfront, enhance visual access to the Estuary, provide connections and continuity along the shoreline, ensure public access is compatible with wildlife, and reflect Oakland's history and uniqueness.

The Bay Conservation and Development Commission (BCDC) has jurisdiction over the first 100 foot wide band of shoreline immediately landward of the edge of the entire San Francisco Bay. In light of this, Oakland's Waterfront Trail Development Standards are organized so the adopted BCDC Trail Design Guidelines of April 2005 provide the base set of design standards (see <http://www.bcdc.ca.gov/library/padg.htm>). The document will be a supplemental set of unique Oakland design enhancements and development standards.

In addition to the general BCDC guidelines, the Standards will enhance Oakland's shoreline with consideration of increased trail widths, improved materials and quality site amenities which reflect the four character areas (Downtown, Marina, Industrial and Marshland areas) identified in the September 2003 waterfront feasibility study by EDAW.

Staff is working with Hood Design to develop the draft Standards. As they are further developed, staff will present the draft Standards for public review and comment prior to presenting them to the Planning Commission and City Council for approval. Major consideration is being given to the effect on capital costs and maintenance costs for the City and for private developers.

The Oakland Waterfront Trail Development Standards are consistent with the Mayoral and City Council Goal to "Build Community and Foster Livable Neighborhoods," by providing for clean and accessible trails, parks and recreational facilities. The Waterfront Trail is located in Council Districts 2, 3, 5, and 7.

Item: _____
Community and Economic Development Committee
November 8, 2005

FISCAL IMPACT

There are no fiscal impacts directly related to this report. In the development of the Standards, consideration will be given to the effect on capital costs and maintenance costs for the City and for private developers.

The "Oakland Trust for Clean Water and Safe Parks" general obligation bond (Measure DD) of November 2002 has earmarked \$53,000,000 for various capital improvements along the Oakland Waterfront, including trail construction and improvement projects. With regards to private development along the Oakland Waterfront, it is anticipated that many new projects will be proposed to the City for approval in the very near future.

Currently, no funding has been identified to maintain the public trail segments once constructed. Possible strategies to address this issue might include partnerships with other agencies, such as East Bay Conservation Corps and East Bay Regional Park District, a special assessment district, a supplement to the regional park parcel tax, and/or an increase in the City Landscape Lighting and Assessment District (LLAD) fee.

BACKGROUND

The Oakland Waterfront Trail Feasibility Study was completed in September 2003 and provided a basis for continuity and development of the Oakland Waterfront Trail. It recommended a trail, approximately 6.6 miles long, parallel to the shoreline from Jack London Square to 66th Avenue. The study identified 10 potential opportunity sites for parks along the Estuary to provide expanded recreational opportunities. A summary of the Key Findings and Recommendations of this study is attached as Exhibit A.

Hood Design is now completing the Development Standards based on the concepts presented in the Feasibility Study. The objective is to create a document that encourages high quality design with consideration to practical factors such as capital costs, durability and maintenance.

BCDC has historically regulated the type and quality of development along the shoreline. The City would like to increase the overall quality of the improvements and create some consistency along the waterfront. Prior development has resulted in inconsistent trail widths, construction materials and amenities. The new April 2005 BCDC guidelines are intended to improve the quality of development along the Waterfront, and Oakland's overlay is intended to increase the quality even more so.

KEY ISSUES AND IMPACTS

The BCDC guidelines represent a minimum level of improvements for the affected area. The Oakland Waterfront Trail Development Standards would further raise the quality of trail design including trail materials, trail width, site amenities, and shoreline treatment. It will also promote

sustainability and connections to Oakland's historic past. The Oakland Waterfront Trail Development Standards propose to use the BCDC guidelines as a base document and supplement it with additional guidelines to cover the above items.

Working Assumptions and Principles Used to Develop the Waterfront Trail Standards:

The primary assumptions and values guiding the preparation of the Standards are:

- To construct a continuous trail and to re-establish access to Oakland's waterfront (the most important element in the effort).
- To highlight and provide the framework for the four key character segments (i.e. Downtown, Marina, Industrial, and Marshland areas) of the trail that are linked by the same simple trail design but further defined by unique features within the 100 foot shoreline band that honor and acknowledge the history, physical characteristics and surrounding community of each area.
- To ensure that public and private development are held to the same standards.
- To coordinate the design standards with the Bay Conservation and Development Commission (BCDC) Design Guidelines for broader objectives, while establishing more specific design features and elements that provide a unique vision for the Oakland portion of the Bay Trail.
- To provide physical components of high quality and durability.
- To ensure thorough review of the trail and the physical components for compatibility, constructability, and cost-effective maintenance.

PROJECT DESCRIPTION

Proposed Organization and Basic Components of the Development Standards:

The BCDC Design Guidelines, which provide a base set of design standards, will be complemented by the Oakland Waterfront Trail Development Standards. BCDC has regulatory and permitting authority over the area within 100 feet of the shoreline band and all improvements, whether public or private, must minimally conform to BCDC Guidelines. Use of the BCDC Guidelines as a foundation helps prevent possible base design requirement conflicts and provides a consistent set of general design principals for developers.

The Oakland Standards will provide a supplemental set of unique Oakland design and development requirements that call out minimum trail and buffer widths, minimum trail material quality, shoreline bank protection options and standardized physical components such as trail

markers and signs, kiosks, site furniture and the like. A major point of the Standards is to recognize and distinguish the four character areas: Downtown, Marina, Industrial and Marshland.

Trail Elements:

The most important element in this effort is to construct a continuous trail, bridge all gaps, and improve access to Oakland's waterfront. The Oakland Waterfront Trail Standards will include a 100 foot open space reserve for site-specific public access improvements where practicable (see attached Exhibit B). The trail width will range from a minimum of 12 feet to a maximum of 40 feet and will be dependent on the available right of way, site conditions, and activities envisioned. The Standards will identify various improvements such as trail markers, site furnishings, shoreline treatments, and outlook/vista opportunities.

The custom made markers (see attached Exhibit C) will provide a unique, world-class way finding system. They will be fabricated out of marine grade stainless steel with a laser cut design. Three separate designs are being considered for use as a site marker, as a map kiosk, and as a gateway structure. Currently, the markers are in design development review for compatibility of materials, maintenance and cost issues.

Site furnishings will consist of benches, trash receptacles, and railings (see attached Exhibit D). Some of the factors to be considered for the potential bench types include using high density, durable materials such as Ipe wood and designs with minimized surface areas to discourage graffiti. The trash receptacles will be standardized to meet current maintenance requirements. As for railings, various materials are being explored but consideration will be made to address corrosion from marine exposure and possible vandalism. The design of the railings must allow maximum views of the waterfront and must relate to the characteristics of the individual areas.

Guidelines for shoreline protection (see attached Exhibit E) include minimizing the use of riprap¹, since it does not allow access to the water, and does not promote the establishment of vegetation. Options to riprap include the use of concrete steps, vertical retaining walls, and naturally planted slopes. Many physical constraints exist along the shoreline of the waterfront and the capital costs for the various edge treatments are more expensive, so it is important to provide minimum standards as well as options.

Operations and Maintenance:

Currently, trails constructed by private developers are maintained by the property owners. Except for Estuary Park, the City currently has no maintenance responsibilities along the waterfront. As of yet, no funding has been identified to maintain the trail segments once constructed.

¹Loose stone used to protect shoreline banks from erosion

In light of this, the draft document's maintenance goal is to minimize surfaces for graffiti, minimize the accumulation of litter and utilize durable materials that will withstand the weathering elements and potential vandalism.

Factors such as utility costs must be included in the design. Further, there will be a need for increased security (police patrols). More specific analysis and recommendations related to operations and maintenance costs will be developed as the Standards are finalized.

Review and Adoption Process for the Development Standards:

After review and incorporation of comments on the proposed Oakland Waterfront Trail Development Standards by City Council, staff will compile the draft document and submit it to interested parties, the public and other agencies for review and comment. Thereafter, the Planning Commission will review and recommend adoption of a design review overlay for the Estuary Plan area from Jack London Square to 66th Street, specifically referencing the Oakland Waterfront Trail Development Standards document. This recommendation will likely be in the form of a zoning ordinance amendment. Final approval will be required by City Council.

Permitting Process:

All new development will require property owners, as part of the development of their parcels or if there is a major change in use, to complete a design review process that demonstrates consistency with the adopted Waterfront Standards.

SUSTAINABLE OPPORTUNITIES

Economic: Economic benefits will include the generation of jobs for Oakland residents, and business tax, sales tax and other revenues for the City by those who work on the projects.

Environmental: Implementation of the waterfront trail projects will create environmental sustainability opportunities including Brownfield cleanup, creation of green space, environmental restoration, and improvements to wildlife habitat.

Social Equity: Social equity opportunities include expanded access to the waterfront from immediately adjacent neighborhoods such as the Fruitvale and San Antonio neighborhoods, and enhanced recreational venues.

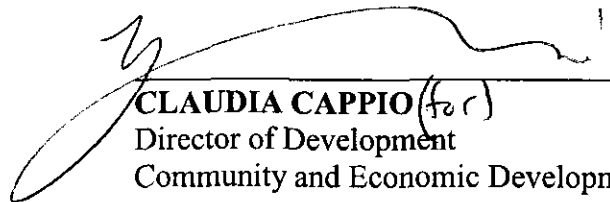
DISABILITY AND SENIOR CITIZEN ACCESS

All new facilities will be compliant with the ADA requirements. Creation of a continuous waterfront promenade between Jack London Square and 66th Avenue would facilitate disabled and senior citizen access to the Oakland Estuary.

RECOMMENDATION

Staff recommends that City Council review and comment on the preliminary Waterfront Trail Development Standards, and provide direction to staff on these proposed Standards, site amenities, features, review and approval processes, or any other aspect of this report.

Respectfully submitted,



CLAUDIA CAPPIO (for)
Director of Development
Community and Economic Development Agency

APPROVED AND FORWARDED
TO THE COMMUNITY AND ECONOMIC DEVELOPMENT COMMITTEE



OFFICE OF THE CITY ADMINISTRATOR

ATTACHMENTS:

- Exhibit A – Key Finds and Recommendations of the 2003 EDAW Feasibility Study
- Exhibit B – Trail Width & Materials
- Exhibit C – Custom Site Markers
- Exhibit D – Site Furnishings
- Exhibit E – Shoreline Protection

Item: _____
Community and Economic Development Committee
November 8, 2005

Summary of Key Findings and Recommendations of the 2003 EDAW Feasibility Study

6.6 Miles of Trail – The Oakland Bay Trail will run parallel to the shoreline where possible and be designed and constructed as a walkway system under each of the bridge crossings.

Given the variety of existing and proposed developments and land uses along the waterfront, the trail will vary in width depending on the availability of adjacent lands. At minimum the trail width was proposed to be:

- 20 Feet where separated paths can be accommodated.
- 15 Feet where the right of way limits the path width to a single multipurpose path.
- 12 Feet where elevated structure is required.

10 Opportunity Sites - Ten concept studies for distinct parks proposed along the Estuary were developed to build upon the general recommendations found in the Estuary Policy Plan. These sites include Estuary Park, Brooklyn Basin / Crowley Site, Superfund Site/Livingston Pier, Cryer Site / Union Point Park Phase II, Park Street Triangle, Derby and Lancaster Street Mini Parks, Tidewater Park Oakport Park, and 66th Avenue at the Oakland Estuary. Each site presents a discreet community destination and unique opportunity to provide expanded recreation, waterfront views, and historic interpretation of pertinent features found within the various neighborhoods adjacent to each waterfront site.

Design Guidelines

Sustainability. The trail and its many proposed features were designed with an emphasis towards environmental stewardship. The design guidelines are based on the integration of environmentally sustainable materials, grading techniques, wetland transitions zones and wildlife and landscape buffer zones.

Four Distinct Character Districts. Four distinct districts were identified along the trail: Downtown, Marina, Industrial and Marshlands. Each district was then to be tied to a distinct palette of materials and edge treatments typically found within that district. These finishes and materials would in turn be applied to site specific design solutions as sections of the trail are developed either publicly or privately.

Signage and Lighting - Unifying Trail Element. The conceptual design for the waterfront trail lighting and signage elements is derived from the existing railroad light towers that parallel I-880 and the City's waterfront. The light towers are composed of steel, featuring a cross bracing open structural pattern with fixtures adorning their tops.

A community participation process was completed as part of the feasibility study. Stakeholder interviews, a community survey process and general meeting and an Oaklandnet.com website link for the waterfront were employed to inform interested parties and the general public. A series of roundtable discussions and presentations to Councilmembers, City staff, key business, organized neighborhood groups, regulatory agencies and philanthropic organizations was also completed.

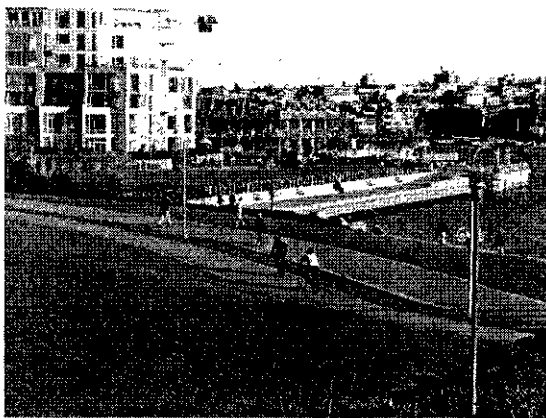
The EDAW study has received an Excellence on the Waterfront Award at the 2004 International Waterfront Center Conference in Milwaukee, Wisconsin and a 2005 Honor Award from the Northern California Chapter of the American Society of Landscape Architects as an example of how trail plans should be prepared. The BCDC Design Review Board commented that the feasibility study was "a strongly unified long view and tool to effectively be used to communicate the quality required for waterfront trail projects proposed along the Oakland estuary." Hood Design, an important contributor to the 2003 Feasibility Study, was hired to refine and further specify the design guidelines. The intention in this effort was to develop standards for public and private projects that would form a consistent vision for waterfront trail and related projects along the Oakland Estuary within the 100 foot shoreline band.

Trail Width and Material

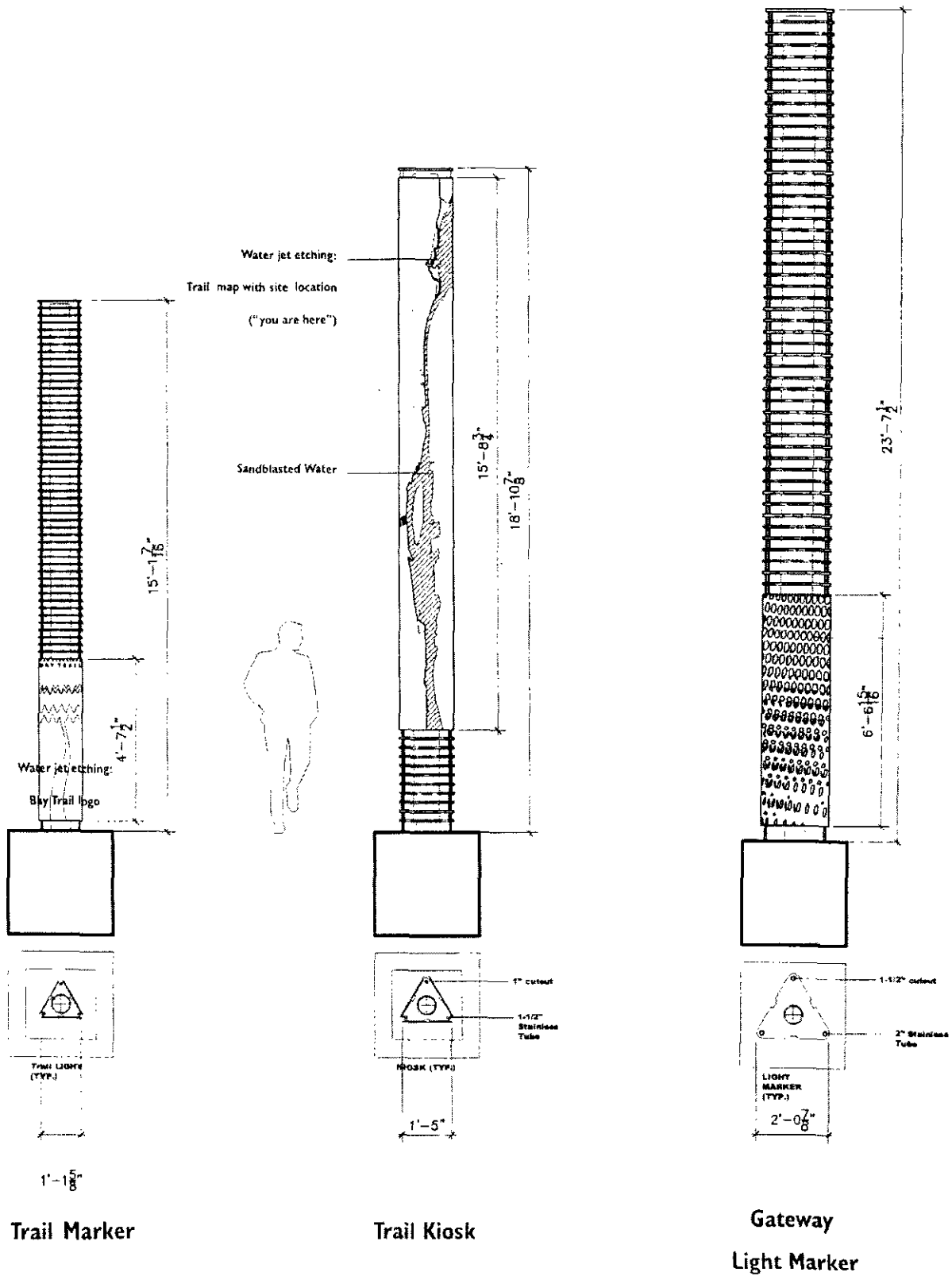
The minimum width of the landscaped buffer shall be 100 feet (measured landward from the mean high tide line) where practicable. No buildings or parking areas are allowed within this buffer area.

The minimum width of the Oakland Waterfront Trail shall be 40 feet where practicable, with separation between pedestrian and bicycle paths. Even in physically constrained areas, the trail width shall never be less than 12 feet.

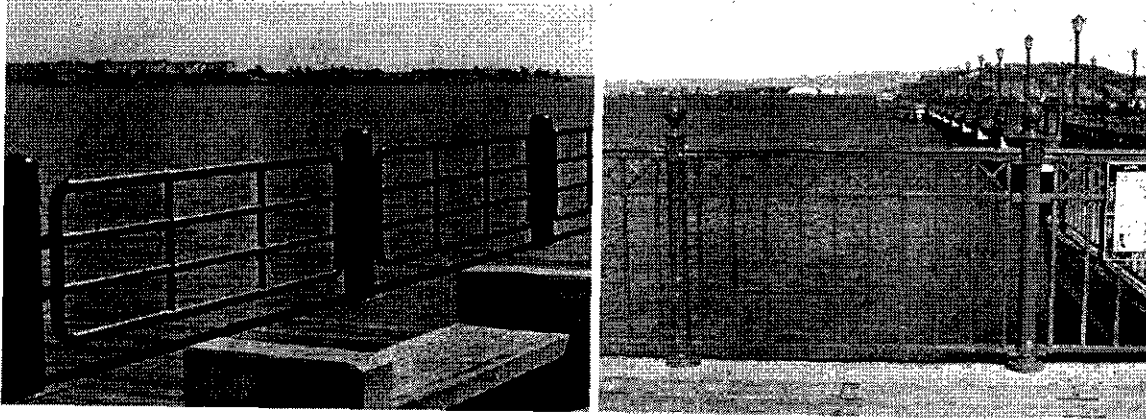
A durable and attractive trail material is desired. . Asphalt concrete paving shall be contained within flush Portland cement concrete headers. Special plazas or other areas can be made completely of Portland cement concrete. Colored concrete, special score line patterns, and special paving surface textures are preferred. An additional minimum three-foot wide path of decomposed granite or other relatively soft running surface shall be installed along one side of the hard trail where practicable.



Trail Way-finding Markers

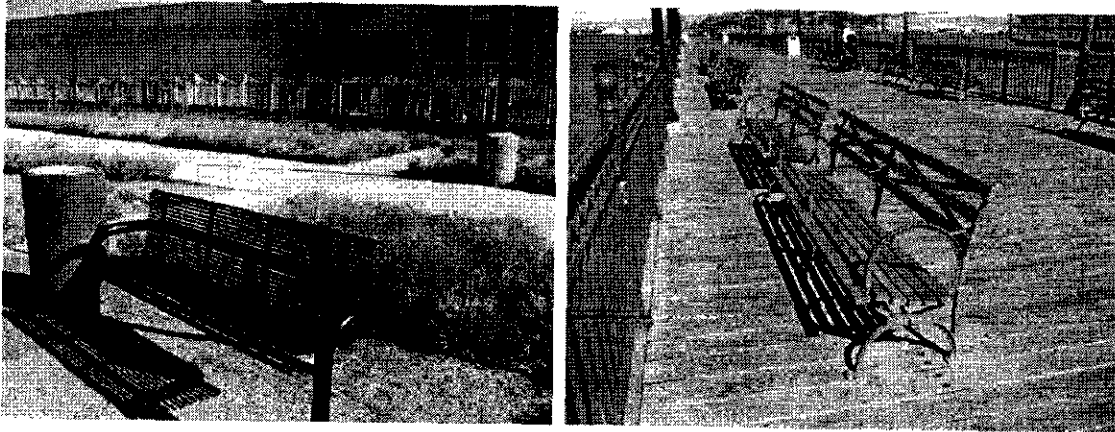


Guardrail Examples



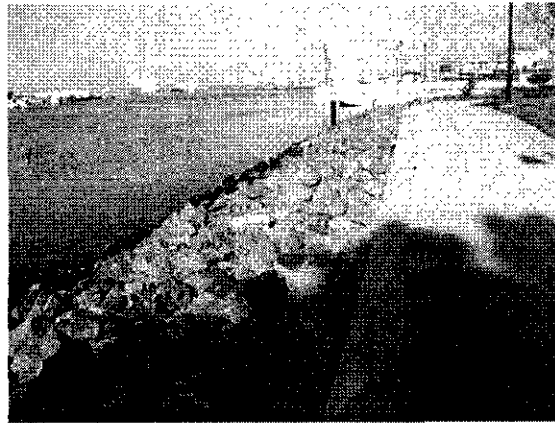
Guardrails shall be strong, durable, low maintenance, as transparent as possible to allow water views, and designed to reflect the character of the neighborhood (Downtown, Marina, Industrial, Marshland).

Bench Examples



Shoreline Protection

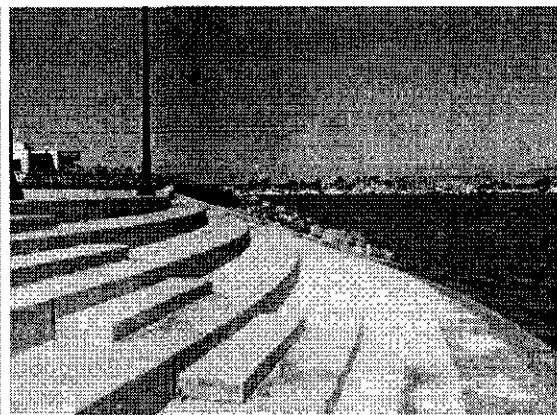
Ordinary riprap shoreline protection is unattractive, does not allow access to the water, and does not promote establishment of vegetation. Whenever possible, the use of riprap shall be minimized along the Oakland Waterfront. Instead, consider the use of concrete steps into the water, vertical retaining walls with promenades above, or naturally planted flatter slopes with riprap only at the toe.



Riprap shall be minimized



Planted slope preferred



Steps for access