

CITY OF OAKLAND

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OAKLAND

2018 MAR -1 PM 2:51

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Jason Mitchell
Director OPW

SUBJECT: Oakland Waterfront Trail
Implementation Status Update

DATE: February 16, 2018

City Administrator Approval

Date:

3/1/18

RECOMMENDATION

Staff Recommends That the City Council Receive A Follow-up Informational Report On the City's Efforts And Progress In Implementing Continuous Bay Trails In Oakland.

EXECUTIVE SUMMARY

At the July 11, 2017 Public Works Committee (PWC) meeting, staff presented a semi-annual informational report on the status of Oakland Waterfront Bay Trail implementation. At the request of the PWC, this informational report is to provided to update the PWC on the City's efforts and progress in implementing a continuous Bay Trail along the Oakland Waterfront.

The report includes, but is not limited to, an update on the progress by trail segments and status on the coordination of work with appropriate jurisdictions, landowners and other parties on securing land and permits to install and maintain the trail.

BACKGROUND / LEGISLATIVE HISTORY

The \$198,250,000 Measure DD Bond, a General Obligation bond approved by voters in 2002, included a funding category for Estuary Waterfront Access. The allocation for the Estuary Waterfront Access category is \$53,000,000.

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Of this amount, approximately \$12 million has been allocated or spent, and approximately \$9.3 million is appropriated from the most recent Measure DD Series 'C' bond sales to be used for Estuary Waterfront Access projects. It is anticipated that the remaining funds in the Estuary Waterfront Access category will be available after the final bond sale scheduled to take place in 2020. The remaining approximately \$31 million in the Estuary Waterfront Access category will be used to finalize designs, leverage new grant funds, and for construction of projects that are currently in design (as summarized below).

ANALYSIS AND POLICY ALTERNATIVES

As reported in July 2017, the following segments along the Waterfront Bay Trails have been completed (**see Attachment A**) since the inception of Measure DD funding. Additional funding comes from various grant sources and private development projects such as:

- Cryer Building
- Union Point Park
- Phoenix Commons
- Glascock Street Housing developments
- Derby Avenue to Lancaster Street
- Alameda Avenue
- A-1 Self Storage
- 66th Avenue Gateway

There are 14 segments remaining to complete the trails. Of the remaining 14 segments of the waterfront trails, the City is working on 11 segments; the remaining three segments are being completed as follows:

- One (1) segment is under development through the Brooklyn Basin project;
- Two (2) segments are being led by East Bay Regional Park District (EBRPD).

Attachment B of this staff report is a summary map of the waterfront trails and remaining project segments. An updated status of each of the 14 Waterfront Trail project segments is included in **Attachment C – Waterfront Trail Project Status Summary, dated February 6, 2018**.

Of the 14 remaining trail segments, a majority of the trails require land tenure negotiation. The City is utilizing a consultant in the negotiation of land rights and easements necessary for the implementation of the 14 trail projects. Updates on the remaining 14 trail segments are as follow:

Port Properties

The City completed the design for three of the four Port of Oakland sites. The waterfront trail projects for Crowley, Embarcadero Cove, and Livingston Pier were issued for bid through on-call contractors in February 2017; however, the City did not receive any bids.

- *Crowley*: The EBRPD has entered a long-term lease for the Crowley site and will design and construct this segment of the trail. The City will contribute a portion of the construction funds.
- *Embarcadero Cove*: The project was placed on hold to negotiate permit terms with San Francisco Bay Conservation and Development Commissions (BCDC). Agreements on terms of BCDC permits have recently been reached. As a result, the existing pathway will be repaved and refurbished to renew the existing trail and be combined with Livingston Pier segment to be issued for construction bid by early Spring 2018.
- *Livingston Pier Site*: The City attempted to negotiate with an on-call contractor for construction of the waterfront trail. However, due to busy activities in the construction industry, the on-call contractor was not interested in taking on smaller projects, and other on-call contractors also were not responding. The City will prepare and re-bid the project publicly in early Spring 2018 (combined with Embarcadero Cove segment) and work with Contract Compliance to search/outreach for interested firms as well as focus on available small, local firms as potential bidders.
- *Harbor Master*: The fourth Port site is at Harbor Master located at 1853 Embarcadero. The preliminary design has been completed. The City's consultant is negotiating with Port's tenant regarding a trail easement.

City Property

- *Estuary Park*: The Estuary Park project is in the design consultant selection phase. The design contract is now pending Council approval.
- *High Street & Park Street Bridge projects*: High Street and Park Street bridges are operated by Alameda County. High Street and Park Street bridges are almost identical structures. The City developed a conceptual design for High Street with the intention of using the same design on the Park Street bridge in the future. In past meetings, the County communicated the complexity of the infrastructure built onto the existing High Street bridge and the difficulties in making the trail connection unless the infrastructure systems are replaced at the same time.

Since the July 2017 update, a subsequent field meeting was held between the City and Alameda County staff in late July. It was determined at the meeting that Park Street bridge has better potential for a trail connection than High Street bridge given the identical structure but with less existing infrastructure involved. The City and the County agreed to consider the option of utilizing an existing bridge underpass that is currently used for the County's maintenance storage as the trail path. The design is being revised to provide alternate trail connection options as well as the County's storage needs before forwarding to the County for review, which is anticipated by Spring 2018.

- *Fruitvale Bridge*: The parcel needed for the at-grade crossing at Fruitvale Bridge has been transferred to the owner of the adjacent property. City staff has met with the new

parcel owner and is proceeding to develop a preliminary trail layout plan and negotiate a trail connection at the property.

Private Properties

- *Brooklyn Basin*: The site and the trail connections are being developed by Brooklyn Basin Development.
- *Miller Milling, 333 Kennedy, and CEMEX*: The City has presented and revised the conceptual plans per comments from the property owners and management of Miller Milling (2201 E 7th Street), 333 Kennedy Street, and CEMEX (333 23rd Avenue) to develop a continuous waterfront trail through the contiguous private properties. As a condition of the public trail development on the private property, Miller Milling, the owners of 333 Kennedy Street and CEMEX management are requesting that the City take over the trail segment as a public easement with the liability and maintenance responsibilities. The City is moving forward with the easement negotiations.
- *Gallagher & Burke and Hanson Aggregates*: East Bay Regional Park District (EBRPD) will take the lead for the development of the waterfront trails at properties owned and operated by Gallagher & Burke (344 High Street) and Hanson Aggregates (4501 Tidewater Avenue). The U.S. Army Corps of Engineers has transferred the estuary properties to EBRPD.

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 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.

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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 encourages physical health.

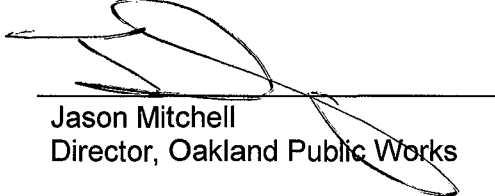
Social Equity: The enhanced trail system is a part of the greater Bay Area Trail connection to serve the public and residents of the City of Oakland to provide recreational opportunities and improve quality of life. The trail system implemented will be compliant with American with Disabilities Act and provide equitable access to those with mobility impairment and seniors. Improvement of the trails could allow expansion of programs promoting youth recreation and health improvements.

ACTION REQUESTED OF THE CITY COUNCIL

Receive an informational report on Waterfront Trail Implementation status.

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

Reviewed by:
Matthew Lee, Manager
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Prepared by:
Lily Soo Hoo, Project Manager II
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Bureau of Design & Construction

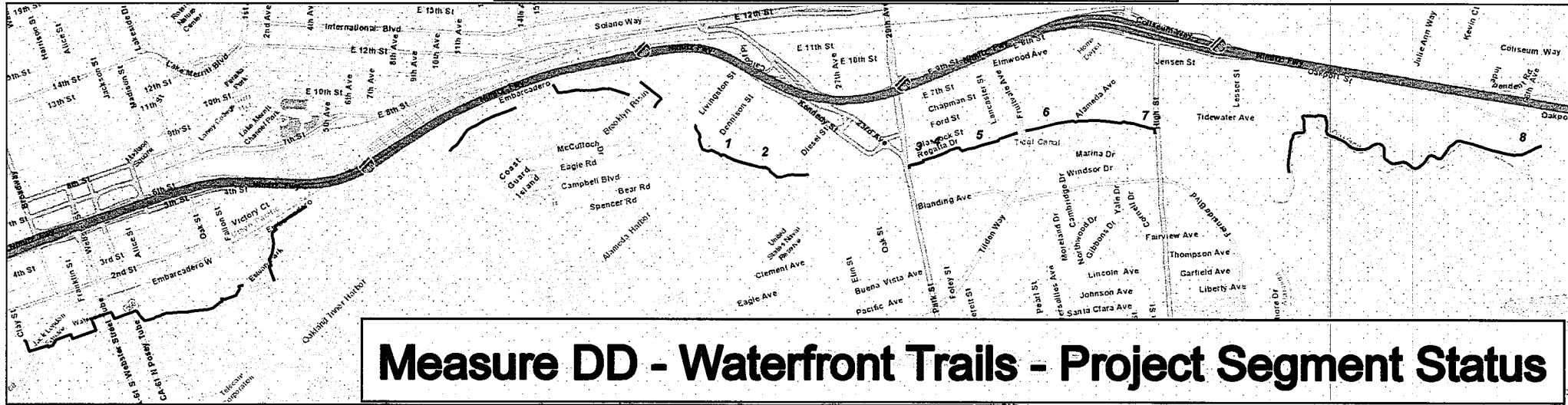
Attachments (2):

- A: Completed Waterfront Projects
- B: On-going Waterfront Projects
- C: Waterfront Trail Project Status Summary February 2018

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Completed Waterfront Projects

Attachment A



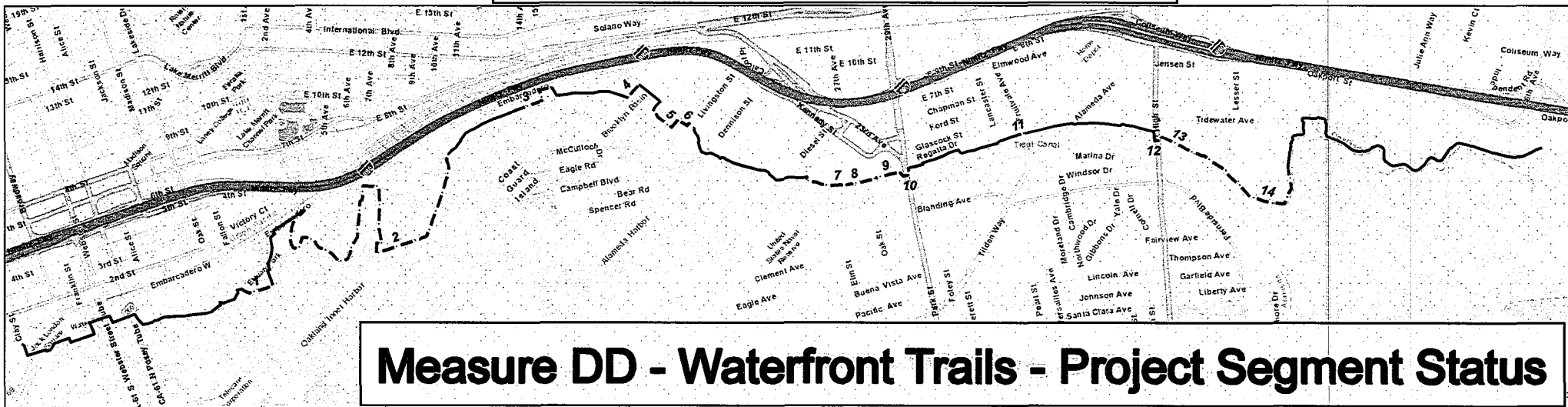
Measure DD - Waterfront Trails - Project Segment Status

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 th 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



Attachment C
Waterfront Trail Project Status Summary:
Feb. 6, 2018 (Updates in Bold)

Trail Segment:	Project status (work completed):	Next Steps:
1. Estuary Park	Design consultant contract not approved in July 2017.	Resubmitting consultant award request for the originally proposed team to Committee and Council for approval in late February or early March 2018.
2. Brooklyn Basin (Under Brooklyn Basin Development)	Project under Brooklyn Basin development. First of four parks (Shoreline Park) in construction. Community outreach completed by the developer for proposed parks held in Summer 2017. Parks presented for Park & Recreation Advisory Commission (PRAC) review in September 2017, followed by Planning Commission's Design Review (DRC) in October 2017.	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 build a permanent trail.	Project on-hold, awaiting EBRPD plan and request for possible funding from DD for EBRPD implementation.
4. Harbor Master (1853 Embarcadero)	Preliminary design phase and discussions with the Port's tenant initiated.	City contracted a consultant to assist in negotiations with the Harbor Master management for the trail easement. If agreement is not reached by March 2018, the public trail design will be redesigned for an alternative route.
5. Embarcadero Cove (31 Embarcadero)	Bid solicitation issued to on-call contractors but no bids received.	City withdrawing BCDC permit and moving forward with limited scope of work for surface repair/replacement only to maintain existing trail.

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Trail Segment:	Project status (work completed):	Next Steps:
6. Livingston Pier	No bids were received from formal bid in 2017. On-call contractor no longer interested in providing a bid for the project construction.	The trail construction will be combined with Embarcadero Cove segment and rebid together. Preparing revised bid package for bid advertising, estimated by March 2018.
7. Miller Milling (2201 E 7 th St.)	Conceptual plan presented to Miller Milling management. Miller Milling requested that the City take over the liability and maintenance of the trail.	City contracted a consultant to assist in negotiating with land owners for the trail easement.
8. 333 Kennedy St.	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.	City contracted a consultant to assist in negotiating with land owners for the trail easement.
9. CEMEX (333 23 rd Ave.)	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.	City contracted a consultant to assist in negotiating with land owners for the trail easement.
10. Park St. Bridge Trail Crossing	City conducted a field meeting with the Alameda County to review constraints, including utilities conflicts and user friendliness on the High street and Park street bridges, and discussed trail connection options. County suggested potential use of existing tunnels at the foot of the bridge for Park Street connection.	City's consultant has developed new re-alignment options using County storage space for pedestrian and bicycle pathway tunnel. The options are being refined and coordinated with Alameda County. This option is included in negotiation with Cemex for trail connection behind Cemex's warehouse.

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Trail Segment:	Project status (work completed):	Next Steps:
11. Fruitvale Bridge Land Crossing	Railroad agency sold the property to adjacent property owner. City met with the adjacent new owner in December 2017 to discuss opportunities for the trail.	City contracted a consultant to assist in negotiation and has begun negotiations with land owners for the trail behind the warehouse to the crosswalk on Fruitvale Ave. City is in the process of contracting for consultant services to develop the trail design.
12. High Street Bridge Trail Crossing	City conducted a field meeting with the Alameda County to review constraints, including utilities conflicts and user friendliness on the High street and Park street bridges, and discussed trail connection options.	See Park Street Bridge update above.
13. Gallagher & Burke (344 High St.) 14. Hanson Aggregates (4501 Tidewater Ave.)	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.	City to coordinate with EBRPD for the trail design.