

AGENDA REPORT

Ordinance: Approval of Three Temporary Right of Entry and Construction Access Agreements for Installation of Waterfront Trail Improvements on Three Port Owned Properties Located Along the Oakland Estuary (CRE)

MEETING DATE: 3/24/2016

AMOUNT: N/A.

PARTIES INVOLVED: Embarcadero Cove Enterprises LLC
City of Oakland

SUBMITTED BY: Pamela Kershaw, Director of Commercial Real Estate

APPROVED BY: J. Christopher Lytle, Executive Director

ACTION TYPE: Ordinance

EXECUTIVE SUMMARY

The subject request is for Board approval to authorize the Executive Director to execute three Temporary Right of Entry and Construction Access Agreements on three separate Port owned properties located along the Oakland Estuary to enable the City of Oakland to install waterfront trail improvements on these properties for public recreational purposes. These improvements are part of the City of Oakland's Measure DD Project, which was approved by the of Oakland in 2002 and provides approximately \$200,000,000 in bond funds to install public access improvements along the Oakland Estuary, enhance Lake Merritt, improve various creeks and streams in Oakland, as well as make other related public improvements throughout the City. The project has been implemented in various phases and on multiple concurrent tracks for the past several years and is administered through the City of Oakland Public Works Division.

BACKGROUND

In 2002 the voters in the City of Oakland ("City") approved the issuance of approximately \$200,000,000 in bond funds related to various waterfront, water-related and recreational facility improvements entitled Measure DD. Since its' passage the City has been actively pursuing completion of the lengthy list of projects identified as part of the Measure DD funding package, which include various Lake Merritt improvements, modifications to various City recreational facilities, water quality enhancement and water habitat restoration projects throughout the City, and installation of enhancements to the Waterfront Trail, also known as

the Bay Trail. While most of the Port owned properties along the Oakland Estuary already contain Bay Trail improvements installed as part of their respective San Francisco Bay Conservation and Development Commission ("BCDC") permits required for development on those sites, there are a few remaining undeveloped areas where the Trail has not yet been installed, and other locations where the Trail was installed decades ago but could benefit from new design enhancements.

There are four distinct Port owned properties within the Commercial Real Estate Division ("CRE") area where Trail enhancements are proposed as part of the Measure DD project, two of which are currently occupied by existing Port tenants with long term lease agreements encumbering the area where the proposed improvements are planned, and two of which are currently unencumbered by lease agreements. City staff and their design consultant team have been working diligently with Port staff and with the affected tenants to address the various design, maintenance, and operational concerns specific to the proposed improvements on each site for the past several months. Concurrently, City staff has also been seeking permit approvals for installation of the Trail improvements from BCDC, since the locations of the Trail segments lie within BCDC permit jurisdiction. As a result of these ongoing discussions and design refinements, three of the four property sites are now ready for commencement of work in the upcoming months including: the Crowley site; the Embarcadero Cove site; and the Livingston Street Pier site. The fourth site, which is located in the Marina Operator Lease premises near 1835 Embarcadero Road, continues to be the subject of ongoing design discussions between the City's consultant team and the Lessee due to some of the unique security and use challenges with this site. It is hoped that this fourth segment will be the subject of a subsequent agenda report in the near future once these issues are resolved.

While Measure DD provides a funding source for installation of the proposed Trail improvements, the City cannot utilize these funds for ongoing maintenance of the Trail once the installation is complete. Thus, City staff has attempted to design the improvements in a manner that requires minimal maintenance effort and cost such that neither the Port nor the affected Port tenants are unduly burdened with substantial ongoing maintenance obligations.

ANALYSIS

As mentioned above, the proposed improvements will be constructed on three distinct Port-owned properties, each of which is briefly described below. A site plan showing the proposed improvements on each site is attached to this Agenda Report as Exhibit A.

Site 1- 1441-1551 Embarcadero Road (Crowley Site): This site is currently a vacant lot, which is subject to an Exclusive Negotiating Agreement ("ENA") for the potential Lease and development of a new hotel, which was approved by the Board in November of 2015. The proposal to construct Trail improvements on the premises was shared with the potential Lessee during the ENA negotiations and a provision was included in the ENA which allows the City to construct the proposed improvements during the term of the ENA. If a Lease is ultimately approved by the Board and executed for a hotel on the site, maintenance of the

Trail improvements will become the obligation of the Lessee. Until that occurs, the Port will be responsible for all maintenance of the Trail on this site.

There is currently no Trail in existence on the site, as this property has been vacant for many years. The proposed Trail improvements for this property are intended to be interim, and would ultimately be enhanced when and if the property is ever developed in accordance with BCDC permit requirements for more permanent public access improvements (such as if and when the proposed hotel is approved for the site). A new Trail path is planned along two edges of the property, adjacent to the water's edge, with a small resting area planned at the corner location. The Trail is designed to require minimal maintenance, incorporating an asphalt path with decomposed granite along the edge, wayfinding markers and signage along the path, and with a fence along the interior border to limit access to the adjacent vacant lot until it is developed. Since this property is not leased by any third party at this time, the maintenance of these improvements would be the responsibility of the Port once the City completes the installation of the improvements, unless and until the property is leased by a third party. While there will be some additional maintenance responsibilities for the Port as a result of this project, and the associated liability related to the maintenance, based on the proposed design and materials used in the construction of these improvements and the relatively small size of this site, staff believes that any maintenance required for the Trail is likely to be fairly minimal. The timeframe for construction of these improvements on this site is estimated by the City to take approximately 2 to 4 months to complete, and will occur sometime between the fall of 2016 and before December 31, 2017. The Port will be provided with a 30 day notice prior to the commencement of work once the exact timeframe for construction is better known to the City.

Site 2- Embarcadero Cove: This site is currently developed as part of a long term lease with Embarcadero Cove Enterprises LLC, and currently contains several Victorian buildings used by numerous small business offices, a marine repair and service operation, as well as Quinn's Lighthouse restaurant, among other subtenants. The Bay Trail currently exists on the site and runs from the Embarcadero Roadway along the Estuary for the length of the premises, but was constructed several decades ago and is rather meandering in its' current layout and not clearly demarcated in certain segments. The proposed improvements to the Trail at this location are focused on increasing the visibility of the existing Trail through the placement of wayfinding markers and signage, smoothing out some the existing asphalt paving with new paving, and subtly straightening the alignment of the path where feasible. The existing and proposed trail improvements are located within the lease premises and will continue to be maintained by the Lessee once installed, consistent with the terms of the existing lease. The improvements are designed to have minimal impact to the current maintenance costs associated with the Trail, and may in fact reduce some maintenance and liability due to the new paving surfaces. The City and the design team have worked with the current Lessee of the property on the proposed Trail plans and the Lessee will need to be a signatory to the proposed Right of Entry and Construction Access Agreement at this location. The timeframe for construction of these improvements on this site is estimated by the City to take approximately 2 to 3 months to complete, and will occur sometime between the summer of 2016 and before December 31, 2017. The Port and the existing Lessee will be provided with a

30 day notice prior to the commencement of work once the exact timeframe for construction is better known to the City.

Site 3 - Livingston Street Pier: This site has recently been vacated by a former Port tenant, Vortex Marine Construction Inc. ("Vortex"). Vortex is currently involved in litigation with the Port regarding certain property related matters affecting the premises. The proposed Trail improvements will be located on an existing small parking lot located between Embarcadero Road and the Livingston Pier structure. The proposed improvements on this site are intended to straighten out and better connect the Bay Trail segments that currently exist on either side of this small site. Installation of the improvements will result in the loss of approximately 3 parking spaces in this lot, out of the total of approximately 8 parking spaces currently located on the site. As the parking lot is currently underutilized staff is not particularly concerned about the potential loss of parking on this site, as ample parking should be available on the adjacent Pier structure for a future tenant. The nature of the proposed improvements on this site are very similar to the type of improvements already existing on the property and include the installation of new pavement striping and wayfinding markers as well as the removal of an old above ground tank apparatus that sits in the path of the proposed Trail. Since the site is already paved, staff does not believe that the proposed improvements will substantially increase the existing maintenance or liability associated with the current parking lot area, which is presently maintained by the Port. A provision regarding the existence of the current litigation potentially affecting this Trail segment has been incorporated into the proposed access agreement for this site. The timeframe for construction of these improvements is estimated by the City to take approximately 2 to 3 months to complete, and will occur sometime between the summer of 2016 and before December 31, 2017. The Port will be provided with a 30 day notice prior to the commencement of work once the exact timeframe for construction is better known to the City.

Based on the proposed design and layout of the Trail improvements on each of the three sites discussed above, staff believes that the proposed improvements will result in enhanced public access along the Estuary at these locations, serve to help connect the existing Bay Trail in locations where none exists today or where the existing connections are unclear, while minimizing the ongoing maintenance costs for either the Port or the affected tenant. Without seizing the opportunity to utilize Measure DD funding for these improvements, further enhancement or construction of Trail improvements on these properties would likely be delayed until future development of these properties is proposed at some time in the future, the timing of which is very uncertain. Thus staff recommends approval of the requested Right of Entry and Construction Access Agreements to install the proposed Trail improvements on these three properties, subject to the terms and conditions stated within this Agenda Report.

BUDGET & STAFFING

The proposed action does not have a budget or staffing impact as these property sites are currently managed by existing CRE Division staff and the proposed public access improvements will not generate any revenues for the Port. In addition, the subject improvements are not anticipated to increase the maintenance costs or liability exposure for the Port in any substantive manner due to the site-specific trail designs and materials

proposed for each site. Any maintenance required for these new or enhanced improvements will be performed utilizing existing Port Facilities staff, who currently perform maintenance activities in these areas of the CRE portfolio in instances where there is no active tenancy agreement in place on the premises. In the case of the Embarcadero Cove site, the existing Lessee will be responsible for maintenance of the proposed Trail improvements.

MARITIME AVIATION PROJECT LABOR AGREEMENT (MAPLA)

The work performed under this contract is in the Commercial Real Estate area and is not within the scope of the Port of Oakland Maritime and Aviation Project Labor Agreement (MAPLA). The provisions of the MAPLA do not apply to this work.

STRATEGIC PLAN

The action described herein would help the Port achieve the following goals and objectives in the Port's Strategic Plan (<http://www.portofoakland.com/pdf/about/strategicPlan2011-2015.pdf>)

Goal G: Sustain Healthy Communities through Leading Edge Environmental Stewardship

- Goal G: Objective 2: Partner to share risk, accountability, benefits and improve environmental and safety compliance.
- Goal G: Objective 4: Continue to provide quality public access and open space at a financially-sustainable level.

LIVING WAGE

Living wage requirements, in accordance with the Port's Rules and Regulations for the Implementation and Enforcement of the Port of Oakland Living Wage Requirements (the "Living Wage Regulations"), do not apply to this matter because tenancies outside of the Aviation and Maritime areas with entities that do not principally provide aviation or maritime services are excluded from the Living Wage Regulations.

ENVIRONMENTAL

CEQA: The approval of Three Temporary Right of Entry and Construction Access Agreements for Installation of Waterfront Trail Improvements on Three Port Owned Properties has been determined to be exempt from the requirements of the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines, Article 19, Section 15300.4, which directs public agencies in the course of establishing their own procedures, to list specific activities that fall within each of the exempt classes categorized under Article 19 (Categorical Exemptions).

The rehabilitation and construction of new Bay Trail segments along the Oakland Estuary is also exempt from the requirements of CEQA pursuant to Section 15301 (c), which addresses

the repair, maintenance, rehabilitation and demolition of existing structures, including highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities. No additional environmental review is required for the Board to take the actions recommended in this Agenda Report.

GENERAL PLAN

The project appears to conform to the policies of the General Plan. The project is within City of Oakland planning jurisdiction, and as such the City will make any necessary findings as part of any required zoning approvals.

OWNER-CONTROLLED INSURANCE PROGRAM (OCIP)/ PROFESSIONAL LIABILITY INSURANCE PROGRAM (PLIP)

This action is not subject to the Port's Owner Controlled Insurance Program (OCIP) or Professional Liability Insurance Program (PLIP) as it is not a capital improvement construction project or design project supporting such construction.

OPTIONS

- Authorize the Executive Director to execute three Temporary Right of Entry and Construction Access Agreements with the City of Oakland and the affected tenant for installation of Waterfront Trail improvements on three Port owned properties located along the Oakland Estuary, subject to the terms and conditions stated within this Agenda Report. This is the recommended action.
- Authorize the Executive Director to execute three Temporary Right of Entry and Construction Access Agreements with the City of Oakland and the affected tenant for installation of Waterfront Trail improvements on three Port owned properties located along the Oakland Estuary, subject to different terms and conditions other than those stated within this Agenda Report, which depending on the nature of those changed terms and conditions, may not be acceptable to the City of Oakland or the affected tenant.
- Do not authorize the Executive Director to execute a Temporary Right of Entry and Construction Access Agreements with the City of Oakland and the affected tenant for installation of Waterfront Trail improvements on one or more of the subject Port owned properties located along the Oakland Estuary.

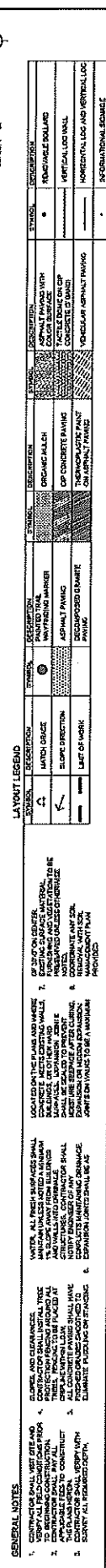
RECOMMENDATION

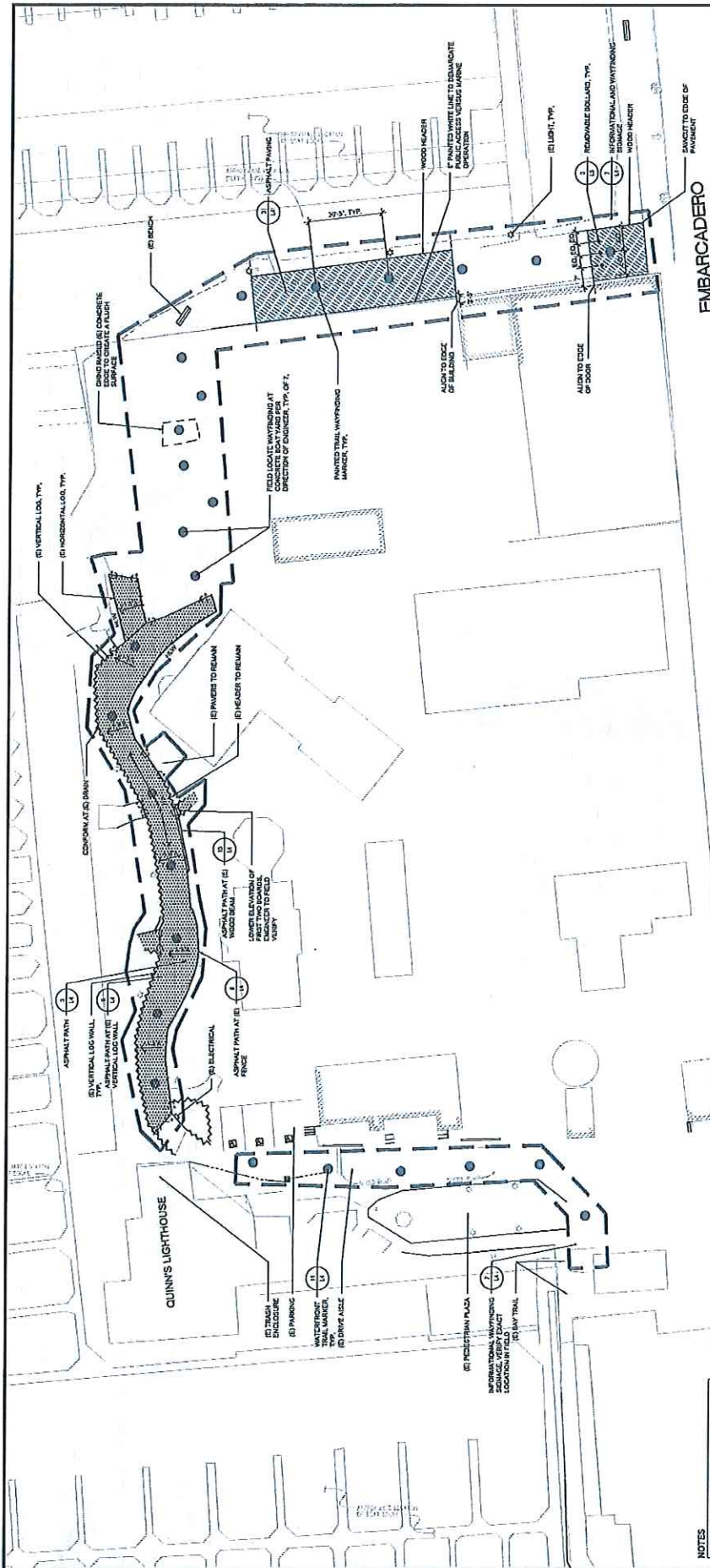
Staff recommends that the Board approve three Temporary Right of Entry and Construction Access Agreements with the City of Oakland and the affected tenant for the installation of Waterfront Trail improvements on three Port owned properties located along the Oakland Estuary, subject to the terms and conditions stated within this Agenda Report, and authorize

the Executive Director to execute these Agreements, subject to approval as to form and legality by the Port Attorney.

Attachments:

Exhibit A: Site Plans for Proposed Trail Improvements

[illegible]



NOTES

1. CONFORM NEW FINISHES TO BE FOLLOWED AT EXISTING FINISH.

GENERAL NOTES

1. CONTRACTOR SHALL VISIT SITE AND MAINTAIN RECORD OF CONDITIONS PRIOR TO CONSTRUCTION.
2. CONTRACTOR SHALL PAY FOR ALL MATERIALS AND LABOR REQUIRED FOR THE PROJECT.
3. ALL CONSTRUCTION SHALL BE IN ACCORDANCE WITH THE CITY OF OAKLAND SPECIFICATIONS.

LOCATED ON THE PLANS AND WHERE CONCRETE MEETS EXISTING WALLS, SURFACES, EXPANSION JOINTS, AND WALLS IN TO UNUSUAL MOISTURE SEPARATE AFTER CURING. EXPANSION JOINTS SHALL BE LOCATED AT 10' ON CENTER. EXISTING SURFACE MATERIAL TO BE PRESERVED UNLESS OTHERWISE INDICATED. EXISTING ANY SOIL REMOVAL WITH SOIL PROVIDED.

LAYOUT LEGEND

SYMBOL	DESCRIPTION
(1) MATCH CRACK	ASPHALT PAVING WITH MATCH CRACK
(2) SLOPE DIRECTION	CONCRETE PAVING
(3) LIMIT OF WORK	CONCRETE PAVING



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BUREAU OF ENGINEERING AND CONSTRUCTION
255 FRANKLIN, OAKLAND, CALIF. 94612
(415) 376-3437
FAX (415) 376-7227

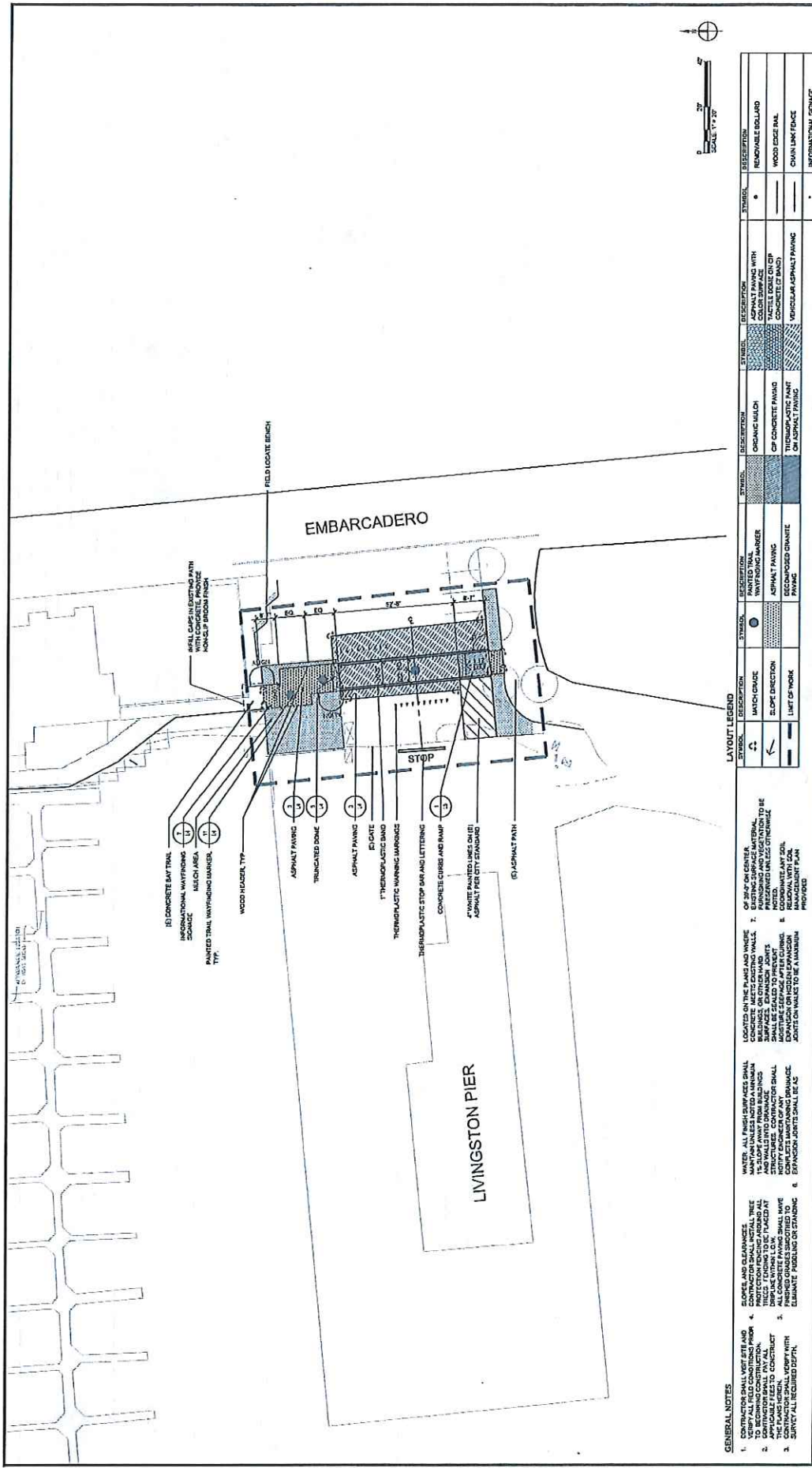
**PLANS FOR THE CONSTRUCTION OF
OAKLAND WATERFRONT TRAILS
EMBARCADERO COVE LAYOUT PLAN**

NO.	DATE	BY	REFERENCE
75 X 50	AUGUST 28, 2015	JMC, JMM	NOT FOR CONSTRUCTION
100% CD	FEBRUARY 8, 2016	JMC, JMM	

PROJECT NO.
C394420

WALLACE ROBERTS & TODD, INC.
400 HARRISON STREET, SUITE 200
SAN FRANCISCO, CA 94107
(415) 398-1237

SCALE: 1"=20'
SHEET NO. L2
DATE: 02-02-16
6 OF 10



GENERAL NOTES

1. CONTRACTOR SHALL VISIT SITE AND FAMILIARIZE HIMSELF WITH THE EXISTING CONDITIONS PRIOR TO BEGINNING CONSTRUCTION.
2. CONTRACTOR SHALL PAY ALL NECESSARY FEES TO THE CITY OF OAKLAND FOR THE PLANS HEREON.
3. CONTRACTOR SHALL MAINTAIN ALL EXISTING UTILITIES AND STRUCTURES UNLESS OTHERWISE INDICATED ON THE PLANS.
4. CONTRACTOR SHALL MAINTAIN ALL EXISTING UTILITIES AND STRUCTURES UNLESS OTHERWISE INDICATED ON THE PLANS.
5. CONTRACTOR SHALL MAINTAIN ALL EXISTING UTILITIES AND STRUCTURES UNLESS OTHERWISE INDICATED ON THE PLANS.
6. CONTRACTOR SHALL MAINTAIN ALL EXISTING UTILITIES AND STRUCTURES UNLESS OTHERWISE INDICATED ON THE PLANS.

LAYOUT LEGEND

SYMBOL	DESCRIPTION
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300 FRANKLIN SQUARE, SUITE 404
OAKLAND, CA 94612
TEL: (415) 375-3300

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LIVINGSTON LAYOUT PLAN**

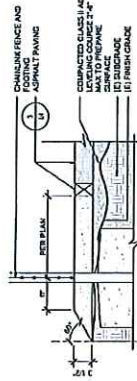
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PROJECT NO.
C394420

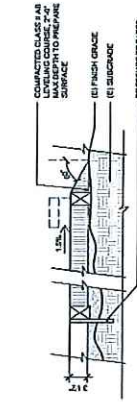
WALDO ROBERTS & TODD, INC.
400 MARKET STREET, SUITE 200
SAN FRANCISCO, CA 94102

SCALE: 1" = 20'
DATE: 10/10/03

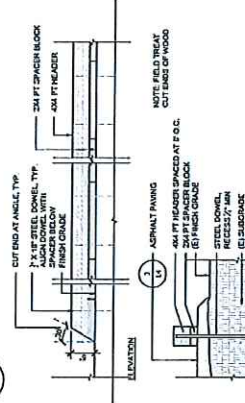
SHEET NO. 7 **OF** 10



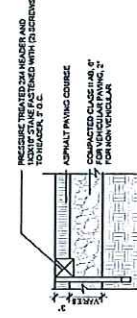
1 DECOMPOSED GRANITE AT CROWLEY
SCALE: 3" = 1'-0"



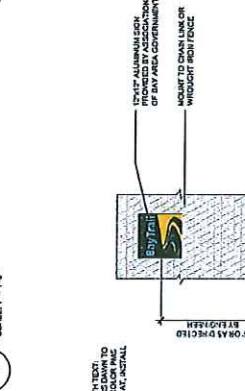
2 ASPHALT TRAIL AT CROWLEY
SCALE: 1" = 1'-0"



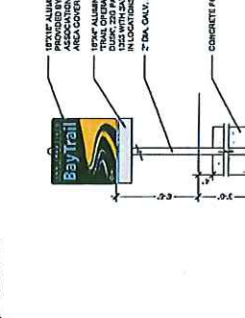
3 ASPHALT PAVING
SCALE: 1" = 1'-0"



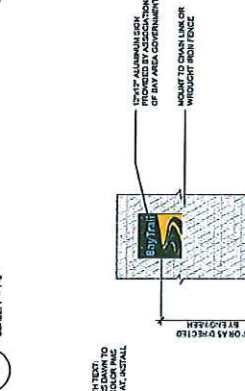
4 DRAINAGE CONTROL BERM
SCALE: 1" = 1'-0"



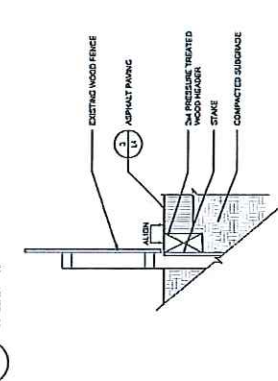
5 TRUNCATED DOMES AT CIP
SCALE: 3/4" = 1'-0"



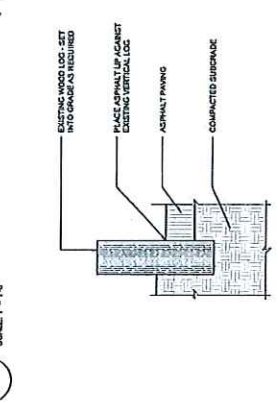
6 WOOD EDGE RAIL
SCALE: 1" = 1'-0"



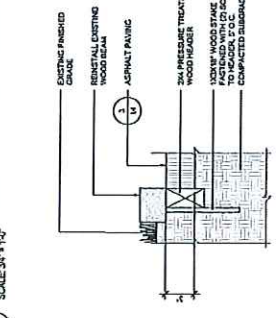
7 INFORMATIONAL WAYFINDING SIGNAGE
SCALE: 3/4" = 1'-0"



8 ASPHALT PAVING AT (E) FENCE
SCALE: 2" = 1'-0"



9 ASPHALT PAVING AT (E) LOG WALL
SCALE: 2" = 1'-0"



10 ASPHALT PAVING AT (E) WOOD BEAM
SCALE: 2" = 1'-0"



11 PAINTED TRAIL WAYFINDING MARKER
SCALE: 1" = 1'-0"



CITY OF OAKLAND
BUREAU OF ENGINEERING AND CONSTRUCTION
330 PINEMONT AVENUE, SUITE 404
OAKLAND, CA 94612
415.774.2000

PLANS FOR THE CONSTRUCTION OF OAKLAND WATERFRONT TRAILS HARDSCAPE DETAILS

NO.	DATE	BY	REFERENCE
751.00	AUGUST 28, 2015	JAC, JBN	NOT FOR CONSTRUCTION
1000.00	FEBRUARY 1, 2016	JAC, JBN	

Wallace Roberts & Todd, INC
415.774.2000
330 PINEMONT AVENUE, SUITE 404
OAKLAND, CA 94612

PROJECT NO.
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SHEET NO.
L4
DATE: 02-01-15
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