

**CITY OF ALBANY  
CITY COUNCIL AGENDA  
STAFF REPORT**

Agenda date: September 8, 2009  
Reviewed by: BP

**SUBJECT:** East Bay Regional Park District - Measure WW  
1) \$27 million – Eastshore State Park  
2) \$12.3 million – Bay Trail

**FROM:** Ann Chaney, Community Development Director

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**STAFF RECOMMENDATION**

The following staff report summarizes the projects being recommended by the Waterfront Committee as they relate to Measure WW funding designated for Eastshore State Park and the Bay Trail. Staff recommends that the City Council convey to the East Bay Regional Parks its interest in engaging in discussion on priorities for use of those funds, but defer action on the specific Waterfront Committee’s recommendations until after community perspectives about the waterfront emerge from the Voices to Vision community engagement process. In addition, the project proposals from the Committee may also result in stimulating ideas from the public. It is anticipated this item would return to the City Council in early 2010 after the completion of final Voices to Vision report by Fern Tiger Associates.

**WATERFRONT COMMITTEE RECOMMENDATIONS**

Recommendations to be forwarded to the East Bay Park District:

- 1) Eastshore State Park - Proposed projects for expansion, restoration, and development projects (\$27 million from Measure WW):
  - (a) Prepare a project area plan, and implement plan for Albany Plateau; and  
Prepare a project area plan, and implement plan for Albany Neck and Bulb
  - (b) Expand the Albany salt marsh
  - (c) Sell the City-owned Bulb to the State of California in “as-is” condition
  
- 2) Bay Trail – (\$12.3 million)
  - (a) Permanent Bay Trail – acquire land or easement, and construction the Bay Trail extension through Golden Gate Fields property (construct interim Bay Trail if permanent trail is not possible at this time)

## **BACKGROUND**

East Bay Regional Park District Measure WW was passed in November 2008. In addition to the per capital Local Grant portion of Measure WW, \$375 million has been allocated to fund regional park acquisition and capital projects. Of particular interest to Albany is the \$27 million allotted to Eastshore State Park, and \$12.3 million to the Bay Trail (from Fremont to Martinez). These funds are intended for expansion, restoration and improvements (see attached list excerpt).

In February 2009, the City Council referred to the Parks and Recreation Commission the responsibility of recommending projects for use of the per capita funds, with input from the Waterfront Committee. The Council also requested that the Waterfront Committee discuss and look at other means available within the East Bay Regional Parks District Measure WW funds for land acquisition and improvements, for recommendation to the City Council.

Unlike the Local Grant program, decisions regarding regional park acquisition and capital projects will be at the discretion of the Park District. However, because of the importance of the Eastshore State Park (ESP) and Bay Trail, the Waterfront Committee developed a list of recommendations for City Council consideration for submittal to the Park District, as shown under the Recommendation section. In addition, it is staffs' understanding that the City is not required to submit a cost estimate, or prepare CEQA certification forms, because the District would be directly responsible for these projects. Nor are there limitations on whether the land is publicly or privately owned, because acquisition is one of the intended uses of the funds. There is however a limitation on the amount of funding that can be used for planning purposes (20% of the total project cost).

The Waterfront Committee worked to compile these recommendations, as well as those for the Local Grant program, during their March, April, May and June 2009 meetings. Each member was encouraged to submit proposals. Each proposal was discussed and voted on. Three projects are being recommended for ESP funding, and one project for Bay Trail funding.

## **ANALYSIS**

### *Waterfront Committee Recommendations*

#### Eastshore State Park:

The three projects the Committee is recommending are: (1) prepare a project area plan for the Albany Plateau, and implement that plan; and prepare a project area plan for the Albany Neck and Bulb, and implement that plan; (2) Expand the Albany salt marsh; (3) sell the Bulb to the State of California in "as-is" condition.

#### Bay Trail:

The one project the Committee is recommending is: (1) Acquire land or easement, and construct a permanent Bay Trail through Golden Gate Fields property (construct interim Bay Trail if permanent trail is not possible at this time).

A more detailed description is attached of each of these proposals as written by the Committee member. Staff has providing the following comments regarding a few of the proposals.

Project Area Plans: It is the WF Committees' understanding that a similar project area plan was prepared prior to improvements being made at the Berkeley Meadow. Thus, a similar planning effort would be needed for the Albany Plateau, Neck and Bulb, prior to implementation.

Salt Marsh expansion: This project was identified as one of the oil spill remediation projects. The marsh is not located on public property. Thus the expansion area would need to be acquired, an easement obtained, or at a minimum, approval granted by the property owner (Golden Gate Fields).

Sell Albany Bulb to State: The concept for this proposal is that the City-owned Bulb has value, and should not be transferred to the State without compensation. It was recommended that the sale price be no less than \$1,000,000.

Bay Trail extension: The East Bay Regional Park District has virtually completed engineered plans for an interim Bay Trail extension through Golden Gate Fields property. Remaining issues include funding, and permission from Golden Gate Fields to install an interim trail.

### **SUSTAINABILITY IMPACT**

Measure WW supports the continued restoration of urban creeks; protection of wildlife; allows for the purchase of open space, wetlands, and bay shoreline as well as allows for the improvement and development of local and regional parks, trails, and recreational facilities close to home for East Bay residents. All projects being considered promote health and wellness by expanding the recreational opportunities in Albany.

### **FISCAL IMPACT**

None.

### **Attachments**

1. Complete list of projects considered by the Waterfront Committee (including the Local Grant program)
2. Expanded Description of projects recommended by the Waterfront Committee
3. Excerpt from EBRPD Regional Parks Bond Extension Project List (non- Local Grant projects)

## Waterfront Committee’s Proposed Measure WW Project List – Eastshore State Parks Improvement/Expansion (\$27 million)

**Process:** Committee Members proposed projects taking into consideration whether the projects met requirements, benefits to the community, other potential funding sources, percentage of the total grant, and other attributes. Committee Members presented their proposed projects and discussed each project. Committee Members then selected preferred projects by motion and Committee vote.

Projects are listed in order of the number of points received.

Project Name	Vote	Meets Planning Goals	BRIEF description of merits	Potential Funding Sources	Estimated cost & Brief Description	Proposed by
<p>Planning and Improvements at the Albany Plateau, Neck and Bulb:</p> <p>Prepare &amp; implement project area plan for Albany Plateau</p> <p>Prepare &amp; implement project area plan for the Albany Bulb &amp; Neck</p>	<b>Approved</b>	<p>Yes – Proposal for Albany Portion of Eastshore State Park &amp; Eastshore State Park Master Plan</p> <p>Guidelines A-6</p> <p>Guidelines A-12, 13, 14 and 15</p>	<p>Plateau Plan will specify facilities to be constructed, provide designation for informal recreation along the western portion, and include other improvements such as trails, viewpoints, interpretive signage, native plants.</p> <p>Albany Bulb/Neck Plan will enable coordination between City, EBRPD and State Parks. Identify resolution to transfer of property to Eastshore State Park. Address issue of construction debris removal on the surface of property and minimize disturbance to habitat.</p>	Measure WW Eastshore State Park Funds		Granholm

Project Name	Vote	Meets Planning Goals	BRIEF description of merits	Potential Funding Sources	Estimated cost & Brief Description	Proposed by
Albany Salt Marsh Expansion	<b>Approved</b>	Yes – community & creek group interests. Environmental feasibility study conducted.	Expand and enhance the existing salt marsh located immediately southwest of the intersection of Buchanan Street and Hwy 80, north of the GGF racetrack. Requires land acquisition of GGF property to expand. Provides increase in wildlife habitat area and restores a portion of filled tidelands.	Measure WW East-shore State Park Funds	Restoration/Expansion: \$2,100,000  Land acquisition (approx. 4 acres) unknown	Diehl
Sale of the Bulb to the State of California in “as-is” condition	<b>Approved</b>		Include Bulb as part of East-shore State Park	Measure WW East-shore State Park Funds	Sale price of no less than \$1,000,000	Papalia

## Waterfront Committee's Proposed Measure WW Project List – Bay Trail (\$12.3 million)

Project Name	Vote	Meets Planning Goals	BRIEF description of merits	Potential Funding Sources	Estimated cost & Brief Description	Proposed by
<p>Interim Bay Trail – construct extension through GGF property; or</p> <p>Permanent Bay Trail (preferred) – acquire land or easement for, and construct, a Bay Trail extension through GGF property</p>	<b>Approved</b>	Yes – goals of SF Bay Trail Project	Enhance recreational opportunities. One-mile trail to connect two existing segments of the Bay Trail that closes a gap in the Bay Trail	Measure WW Bay Trail Funds	<p>Interim Bay Trail \$850,000 (exclusive of fee or easement acquisition)</p> <p>Permanent Bay Trail similar to above.</p>	Committee

## Waterfront Committee's Proposed Measure WW Project List – Local Grant Program (\$771,000)

**Process:** Committee Members proposed projects taking into consideration whether the projects met Measure WW requirements, benefits to the community, other potential funding sources, percentage of the total grant, and other attributes. Committee Members presented their proposed projects and discussed each project. Committee Members then conducted a ranking process to select top choice projects, allocating 3 points to their top ranked choice, 2 points to second ranked choice, and 1 point to third ranked choice. Once the list of projects was compiled, the Committee Members conducted a ranking process to select the three preferred projects and forward to the Park and Recreation Commission for further discussion.

Projects are listed in order of the number of points received.

Project Name	Score TOTAL POINTS	Meets Planning Goals	BRIEF description of merits	Potential Funding Sources	Estimated cost & Brief Description	Proposed by
Upgrade the Waterfront Trail Park	<b>TOTAL 11</b>	Recreation and Open Space Master Plan - Goal 4	Drinking fountain, landscaping, replace posts/fencing, cove enhancements, etc. Provides enhanced recreational services and basic amenities for park users of all ages at existing waterfront park.	Measure WW local grant	\$100,000 in 2009 costs  (\$75,000 from 2004 Rec and OS Master Plan)	Larson
Albany Bulb	<b>TOTAL 9</b>	Recreation and Open Space Master Plan goals 1 and 4  Guideline A-13 in Eastshore State Park plan	Prepare assessment plan for removal of rebar. Remove rebar. Provides for enhanced recreational access and safety at Bulb.	Measure WW local grant	\$95,000	Diehl

Project Name	Score TOTAL POINTS	Meets Planning Goals	BRIEF description of merits	Potential Funding Sources	Estimated cost & Brief Description	Proposed by
Cove and "Triangle" improvements at the Bulb	<b>TOTAL 9</b>	Recreation and Open Space Master Plan goals 1 and 4	Install landscaping, redesign seating area, 1-2 picnic tables, relocate bike racks, etc. Intended to enhance the vista and visual experience	Measure WW local grant	\$50,000	Papalia
Remove Safe- ty Hazards from Albany Bulb	<b>TOTAL 3</b>		Increase recreational acces- sibility of Bulb by removing safety hazards	Measure WW local grant	\$250,000  (estimate comes from oil spill re- mediation submit- tal)	So
Alternative Energy stu- dies at parks – solar, wind, wave action	<b>TOTAL 1</b>		Develop alternative energy opportunities at waterfront, reduce greenhouse gas emis- sions within the City.	Measure WW local grant	\$20,000	Dann
No Dogs Al- lowed "People Run" on Wa- terfront	<b>TOTAL 0</b>		Provide fenced safe area for park users that does not allow dogs. Include play structures for children.	Measure WW local grant	\$50,000	Dann



Project Name	Score TOTAL POINTS	Meets Planning Goals	BRIEF description of merits	Potential Funding Sources	Estimated cost & Brief Description	Proposed by
Extend Bay Trail along GGF/Beach area to connect Bay Trail between Berkeley and Albany	Not scored – referred to Measure WW Bay Trail Funds		Provides a complete Bay Trail for community usage. Albany is the only City that does not have a complete trail.	Measure WW Bay Trail Funds		So
Reconstruct southern pier for a fishing/viewing platform	Not Scored		A pier facility is lacking within the City for community recreation. Provides an accessible safe location for fishing and viewing area.	Measure WW local grant		So

**TOTAL FUNDS RECOMMENDED BY COMMITTEE:**

Upgrade the Waterfront Trail Park                    \$100,000  
Albany Bulb    \$ 95,000  
Cove and “Triangle” improvements at Bulb    \$ 50,000

**GRAND TOTAL    \$245,000**

2008 Measure WW  
Regional Parks Bond Extension Project List

#	Location	Project	Description	Total \$
1	Alameda Point	Trail expansion and development of regional recreation	\$6.5 million to protect wildlife habitat, create regional recreation opportunities on San Francisco Bay, and extend the Bay Trail around Alameda Point in cooperation with City of Alameda. Restore shoreline areas including beach and dune grass habitat.	\$ 6,550,000
2	Alamo Canal Trail	Construct trail undercrossing of highway 580	\$630,000 to complete the key bicycle, pedestrian and equestrian trail connection under the 580-680 interchange, creating the first trail connection linking the communities of Dublin and Pleasanton.	\$ 630,000
3	Anthony Chabot	Complete acquisition of park boundaries	\$2 million to acquire last remaining open space to establish final park boundaries to buffer sensitive wildlife habitats and create new access for all users.	\$ 2,025,000
4	Ardenwood	Improvement and renovation of park picnic and interpretive facilities	\$2.2 million to improve facilities and increase opportunities for school classes and families to experience early California life at the historic Ardenwood Farm.	\$ 2,250,000
5	Bay Point	Park expansion, marsh restoration and improved public access	\$1.6 million to expand and restore wetlands to enhance habitat for Delta Smelt and other species. Provide water access to the Pittsburg/Bay Point shoreline. Establish the first section of the Great Delta Trail project linking the East Bay to the Delta and Central Valley.	\$ 1,575,000
→ 6	Bay Trail	Complete Bay Trail from Fremont to Martinez	\$12.3 million to connect urban communities to shoreline access and wildlife viewing opportunities by completing the 86 mile Bay Trail along the East Bay shoreline. Acquire and develop trail links to close the remaining gaps between Martinez and Fremont.	\$ 12,298,000
7	Bay Water Trail	Create boat launch, landing and camping sites from Fremont to the Delta	\$5.9 million to establish safe and environmentally sound launch sites, wildlife viewing, camping, and other facilities to support the new Bay Water Trail, providing places for kayakers, canoers, and other small boats to travel the length of the East Bay shoreline and ultimately circumnavigate the Bay.	\$ 5,890,000
8	Big Break Shoreline	Expand Delta Science Center	\$2.6 million to enhance delta shoreline access and expand interpretative/educational opportunities for East Contra Costa County schools and families to experience the Delta in a natural setting. Protect and enhance habitat for the threatened California Black Rail and Giant Garter Snake, restore coastal prairie grassland.	\$ 2,600,000

2008 Measure WW  
Regional Parks Bond Extension Project List

#	Location	Project	Description	Total \$
23	Diablo Foothills/ Castle Rock	Expand open space adjacent to Mt. Diablo State Park and improve Castle Rock picnic and recreation area	\$7.2 million to preserve open space and habitat in central Contra Costa County adjacent to Mt. Diablo State Park, complete renovation of picnic areas, play areas, and trail access improvements for all users.	\$ 7,200,000
24	Doolan Canyon/ Tassajara Hills	Establish new park and preserve open space and ridges	\$5.7 million to acquire land for a new park preserving the last major undeveloped expanse of the Tassajara Hills north of the communities of Dublin and Pleasanton. Restore grassland and seasonal wetland habitat for Tiger Salamanders, Golden Eagles, Prairie Falcons and other species. Provide trails for all users, public access, and scenic resources, rolling hills and open grassland valleys.	\$ 5,675,000
25	Dry Creek	Acquisition and Meyers Estate improvements	\$6.7 million to acquire and preserve scenic ridge lands in the Union City Hills along Walpert Ridge, complete the renovation of the historic Meyers Estate and garden for intimate community gatherings. Complete multi-use Ridge Trail connections.	\$ 6,700,000
26	Dublin Hills	Open space preservation and regional trail connections	\$4.7 million to complete this new park along the ridgelines in the scenic west Dublin hills. Preserve wildlife corridor and connect community residents to regional trails for all users and nearby natural areas. Restore ponds and enhance riparian habitats and grasslands.	\$ 4,725,000
27	Dunsmuir Heights Trail	Complete trail connection through Dunsmuir Heights to Anthony Chabot	\$2.3 million to acquire and construct an urban open space and multi use trail corridor connecting Oakland and San Leandro neighborhoods to Anthony Chabot park through the Dunsmuir Heights area.	\$ 2,350,000
28	East Bay Greenway Trail	Trail corridor protection partnerships with local cities	\$400,000 to partner with local cities to secure public use of this abandoned rail right of way to serve urban residents from Oakland to Fremont.	\$ 400,000
29	Eastshore State Park	Park expansion, restoration and development	\$27 million to expand and restore this eight-mile long urban shoreline park adjacent to the East Bay communities of Oakland, Berkeley, Emeryville, Albany, and Richmond. Consistent with the Eastshore State Park General Plan, develop access improvements, restore upland and wetland areas to enhance wildlife habitat, and to complete east shore segments of the Bay Trail.	\$ 27,000,000

2008 Measure WW  
Regional Parks Bond Extension Project List

#	Location	Project	Description	Total \$
62	Tilden Park	Remodel visitor centers	\$2 million to renovate and/or expand Tilden Park's visitor facilities at the Botanic Garden and Environmental Education Center for public interpretive programs, lectures and research.	\$ 2,040,000
63	Urban Creeks	Acquire and restore creeks in urban core	\$8 million to work with cities and community organizations to restore urban creeks and acquire creek easements, such as BART to Bay and other urban creek projects.	\$ 8,040,000
64	Vargas Plateau	Expand park and develop public access	\$7.6 million to expand park, develop access and construct parking, picnic areas, trails for all users, and camp sites at this new park. Preserve Alameda Creek watershed, extend the Ridge Trail, connect the park to Fremont and Sunol, protect hillside vistas and open space east of Fremont and south of Niles Canyon. Restore wetlands and enhance grasslands.	\$ 7,649,000
65	Vasco Caves	Improve safe access to site	\$ 4.7 million to expand the preserve to protect unique natural and cultural resources in partnership with the East Contra Costa County Habitat Conservation Plan. Improve habitat for Kit Fox, Golden Eagles and enhance wetlands. Provide suitable, guided public access, parking and visitor facilities.	\$ 4,725,000
66	Wildcat Canyon	Acquire parkland and improve access	\$900,000 to expand park boundaries along the San Pablo Ridge, improve access to park for all users.	\$ 900,000
67	Wildcat Creek Trail	Richmond Parkway	\$900,000 to work with the City of Richmond and Contra Costa County to safely re-open the Wildcat Creek Trail crossing under the Richmond Parkway to connect north Richmond communities to the bay shoreline.	\$ 900,000

**Subtotal, District Project List \$348,750,000**

7% Reserve for unanticipated future needs or opportunities \$ 26,250,000

**Total, District Project List \$375,000,000**

Local Grant Program Amount \$ 125,000,000

**Total Amount of Bond \$500,000,000**

## **Albany Waterfront Committee**

### **Measure WW –Local Grant Program - \$771,363**

#### **Project Recommendations**

April 13, 2009

- Waterfront Trail Park improvements
  - Permanent enhancements to a city-owned recreational facility consistent with Recreation and Open Space Master Plan
  - Project will promote public use of the waterfront
  - Estimated cost \$75,000 per 2004 Recreation and Open Space Master Plan  
Possible \$100,000 project in 2009 costs
  
- Albany Bulb (Albany Waterfront park) Safety Enhancement
  - Prepare assessment and plan for removal rebar. Remove rebar.
  - Guideline No. A-13 in Eastshore State Park plan “Develop and implement a program for the removal of safety hazards associated with construction debris on the surface of the Neck and Bulb...”
  - First step toward improving safety of Albany controlled land making more useful to all age groups
  - Will help leverage additional funding for removal of additional hazards, i.e., concrete and rubble
  - Estimated cost \$95,000
  
- Cove and “Triangle” improvements
  - Install new landscaping, redesign seating area, install one or two picnic benches; relocate bike racks in the area of the Cove and “triangle” (mounded land area at the intersection of the access road (lower road) and upper trail path.
  - Intended to enhance the vista and visual experience; current condition clutters the vista (create sense of place: an oasis on the Waterfront)
  - Estimated cost \$50,000 per City staff

Note: Additional handouts that may further describe projects and individual WF Committee recommendations to be distributed at Joint Meeting of April 27.

## Local Grant Projects Proposed by the Parks and Recreation Commission

### 1. *Purchase of the Pierce Street Park Property*

Residents living on and near Pierce Street attended several Commission meetings advocating for the purchase of the Pierce Street property currently owned by Caltrans for the purpose of building a park. Pierce Street residents make up approximately 25% of the total Albany population. As listed in the 2004 Parks, Recreation, and Open Space Master Plan, this area of the City is underserved in terms of recreational space. In response to the residents' request, the Commission is proposing that \$465,000 be set aside for the property's eventual purchase.

### 2. *Teen Center Expansion*

The idea for a Teen Center expansion originated when the Teen Services Supervisor expressed concern that there is inadequate space at the Teen Center for teens to study and complete homework. Currently there is a small room within the Teen Center, which offers some space for students to complete homework; however, the room is very small and separated only by the sliding glass door. Noise from the other scheduled activities make it difficult for kids to study. Additionally, the Supervisor expressed a desire to hire a staff person who could tutor participants onsite who need help completing homework while at the Teen Center after school. Having a staff person onsite to assist kids with their homework would be a tremendous addition to the Teen Center program.

The proposal for the added space is to place a modular building next to the Teen Center on the west side. Currently that area is being used for outdoor storage and already has a concrete pad. The concrete pad measures 20'x37'. The few items that are stored there could easily be moved to another area.

In addition to extra space for the Teen Center, if properly equipped with computers and media equipment, the additional space could be used in the mornings, evenings, and on weekends for computer and media classes of all kinds. The space could also be used for small meeting rentals for groups needing projectors, a screen, computers, and other AV equipment. High school students working on group assignments could rent the space for a minimal fee. To expand on our existing intergenerational programs, the room could be used for computer classes for our seniors involving high school students as tutors. Staff is investigating the possibility of more grant funds and donations from Apple to equip the room.

The area being proposed requires relatively minimal prep work before the building could be placed. The existing concrete pad may need to be leveled. Access to water, sewer, and electrical power have been located and would not be difficult to install. The building could adjoin the existing ADA ramp thus allowing the needed access to the building without constructing an additional ramp. Minor modifications would need to be made to the existing ramp.

## Local Grant Projects Proposed by the Parks and Recreation Commission

### 3. *Ohlone Greenway Improvements*

According to the research completed during the Parks, Recreation and Open Space master planning process, the Ohlone Greenway is the most used park in Albany. The upcoming BART retrofit project will likely take care of the specialized trail surface for bicycles, running, and walking, which was recommended in the Master Plan. As part of the BART retrofit project the City has 35% design plans for the Ohlone Greenway that were created by Gates and Associates. The Commission would like to add to the existing plans for further improvements as well as implement some of the improvements mentioned in the completed portion of the design plans. Specific improvements and a prioritized list of those improvements would be determined and brought back to Council at a future date. Improvement ideas include the garden and tree demonstration areas in the current plans as well as improved landscaping. Other ideas may be generated as the plans for the Ohlone Greenway are expanded. According to the local grant guidelines, up to 20% of the total cost of a project may be spent on non-construction costs; therefore, if the Council approves \$125,000 for Ohlone Greenway improvements, a maximum of \$25,000 could be spent on design/construction plans.

### 4. *Cove and "Triangle" improvements at the Bulb*

The Cove and Triangle improvement project at the Bulb was presented by the Waterfront Committee as one of the three projects the Committee submitted for the Commission's consideration. The improvements include the installation of new landscaping, a redesigned seating area, the installation of one or two picnic benches, and the relocation of the bike racks. The project is intended to enhance the vista and visual experience as current conditions clutter the vista. The estimated cost is \$50,000 per City staff. Please see attached pictures of the area being proposed for improvements.

### 5. *Additional Rubberized Surface at Ocean View Park*

The Commission is recommending that a rubberized surface be installed under the play structure at Ocean View Park. The Council recently approved State Park grant money to rubberize the surface under the swings at Ocean View; however, the Commission is proposing an additional portion be rubberized to cover the area under the play structure as well. The State Park grant money being used for the area under the swings is also being used to install a permanent stage at Memorial Park. There was not enough State Park grant money to cover the resurfacing cost of both the area under the play structure and under the swings. The area under the play structure was a lower priority and was not considered to be problematic when an ADA consultant recently reviewed the park; however, the Commission feels that the disabled population would be better served with a rubberized surface under the play structure as well as under the swings.

**Measure WW -\$27Million For Eastshore State Park  
Proposals to City Council From the Waterfront Committee**

**Project regarding sale of the Bulb to the State of California in as-is condition**

Regarding the transfer ownership interest or long-term leasehold rights of the 38 acres of land known as the Albany Neck and Bulb to the State of California as part of the Eastshore State Park System.

Located directly east of the Golden Gate Bridge, with panoramic views of the San Francisco Bay including the Berkeley and El Cerrito Hills, the Bay Bridge, the San Francisco Skyline, the Marin County Headlands and Mt. Tam, this property may have extraordinary value.

In 1998 the State of California Department of Parks and Recreation acquired the 30 acre parcel called the Albany Plateau from the then owner of Golden Gate Fields, Ladbroke Land Holdings for an amount in the multi-million dollar range. [F. Papalia to research actual amount].

If the State of California, through its entities the State Parks Department and the EBRPD, wishes to acquire these 38 acres land in order for it to be included into the Eastshore State Park, then a portion of the \$27,000,000 WW Funds designated for the acquisition and improvement of lands for Eastshore State Park should be used to acquire this land. Any future agreement should include the transfer of the property in its “As-Is Condition” and the receipt of compensation to the City of Albany of no less than \$1,000,000.

The City of Albany should enter into negotiations with EBRPD in order to determine the feasibility and likelihood of the transfer.

Prepared by Francesco Papalia and revised by the Waterfront Committee at their June 8, 2009 meeting.



### Albany Salt Marsh Expansion

Expand and enhance the existing Albany Salt Marsh located immediately northwest of the intersection of Buchanan Street and Highway 80, and north of the Golden Gate Fields racetrack. The existing salt marsh, which is approximately 2 acres, would be expanded to approximately 4 acres into land owned by Golden Gate Fields that is used partly for parking and for maintenance and corporation yard purposes. Approval by Golden Gate Fields, or acquisition of the land, would be required to complete this project.

Prior studies, commissioned by Friends of Five Creeks (a non-profit group), have been prepared to evaluate the feasibility of this salt marsh expansion. In 2001, a Phase I Environmental Site Assessment was conducted by Levine-Fricke to determine subsurface conditions of the area. As a result of this assessment, there were no documented sources or specific areas of potential hazardous material releases identified at the site. However, the assessment recommended that if the site is excavated for conversion back into a salt marsh, that additional subsurface soil and groundwater assessment be conducted. In 2002, Balance Hydrologics conducted a hydrologic feasibility assessment of wetland restoration for the site. A combined program of measuring and modeling tidal water levels was used and two alternatives were modeled. The study found that the tidal regimes in the Albany Mudflats and the existing Salt Marsh make it conducive to restore and expand the salt marsh wetland. The report also recommended the desired elevations (through excavation) that would be needed to create the desired habitat. Future studies would need to design for anticipated sea level rise, including potential flooding of Buchanan Street.

Rationale: The site was historically part of a submerged tidelands system that was prevalent around the San Francisco Bay. Much of the tidelands in the area of the Albany Salt March were filled and virtually all that remains is this 2-acre marsh. Enhancing this salt marsh, and expanding its size to approximately 4 acres, would benefit fish and bird wildlife species.

Cost: The estimated cost to restore and expand the Albany Salt Marsh is \$2,100,000.  
The estimated cost to acquire the existing 2 acre salt marsh is unknown at this time.  
The estimated cost to acquire 2 acres of adjoining land is unknown at this time.

**MEASURE WW – \$12.3 MILLION FOR THE BAY TRAIL  
PROPOSAL TO CITY COUNCIL FROM WATERFRONT COMMITTEE**

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MEASURE WW goal: “...to connect urban communities to shoreline access and wildlife viewing opportunities by completing the 86 mile Bay Trail along the East Bay shoreline. Acquire and develop trail links to close the remaining gaps between Martinez and Fremont.”

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**Interim Bay Trail - construct extension through Golden Gate Fields Property; or**

**Permanent Bay Trail (preferred) - acquire land or easement for, and construct, a Bay Trail extension through Golden Gate Fields Property.**

Enhance the recreational opportunities at the Albany Waterfront by constructing a permanent (preferred) or interim segment of the Bay Trail through lands owned by Golden Gate Fields Racetrack. This approximately one (1) mile trail would connect two existing segments of the Bay Trail, thereby closing an important gap in the Bay Trail. Plans to build an interim trail have been prepared by the East Bay Regional Park District (EBRPD) trails division and are 95% complete. The trail would be a paved trail for combined pedestrian and bicycle use, which would be separated from the adjoining parking lot and travel lane by a fence and/or median barriers.

Regarding an Interim Bay Trail, EBRPD staff had been working cooperatively with Golden Gate Fields (GGF) staff to address their needs. Except for the lack of construction funding, the only remaining issue appeared to be the length of time associated with a right-of-way agreement (e.g., easement, license, encroachment).

Regarding a Permanent Bay Trail, initial focus would place on acquiring a segment of land, or easement, along the shoreline. Aspects of the interim Bay Trail (95%) plan could conceivably be incorporated into a permanent Bay Trail plan.

Rationale: The goal of the San Francisco Bay Trail program is to provide a continuous bicycle and pedestrian trail around the entire Bay. When completed the Bay Trail will provide residents and visitors a unique recreational opportunity. At present, the Bay Trail in this area terminates at Buchanan Street (Albany) on the north side of GGF, and at Gilman Street (Berkeley) on the south side of GGF. This trail is being completed in incremental steps, and completion of this trail segment would result in a significant benefit to the goals of the SF Bay Trail program.

Cost: Interim Bay Trail construction cost is estimated at \$850,000 (does not include acquisition of fee/easement). No cost estimate is available for fee/easement acquisition at this time. Permanent Bay Trail construction cost is similar to above.

**MEASURE WW -- \$27 MILLION FOR EASTSHORE STATE PARK:  
PROPOSAL FOR ALBANY SHORELINE IMPROVEMENTS**

**Proposed by:** Steve Granholm

I propose that a substantial portion of the Measure WW funding be used for the following projects on the Albany Shoreline, within the Eastshore State Park:

1. Prepare a Project Area Plan for the Albany Plateau, consistent with the Eastshore Park General Plan, to specify the facilities to be constructed there. The western portion of the Plateau (west of the burrowing owl habitat area) should be designed for informal recreation. The facilities should include a picnic area, a turf area, restrooms, drinking fountains, and landscaping. The plan should also include trails and viewpoints, with interpretive signage, on both the western and eastern portions of the Plateau. The eastern portion of the Plateau (which includes the burrowing owl habitat area) should be improved by replacing non-native plants with locally native plants, where feasible.
2. Implement the Project Area Plan for the Albany Plateau.
3. Prepare a Project Area Plan for the Albany Bulb and Neck. Developing this plan would require extensive coordination between the City of Albany, the East Bay Regional Park District (EBRPD), and the California Department of Parks and Recreation (State Parks). A key part of the plan would be to resolve the specific process and steps required to transfer the Bulb and other City-owned lands to the Eastshore State Park. The plan should address the issue of construction debris removal on the surface of the Neck and Bulb (e.g., unstable concrete piles) that would minimize disturbance to upland wildlife habitat.
4. Implement the Project Area Plan for the Albany Bulb and Neck.

Rationale: To date, most of the funding for implementation of Eastshore Park facilities has been spent on (or allocated to) the Berkeley shoreline. Now it is important to move forward with park improvements on the Albany shoreline. The Bulb, with its incredible views and isolation from urban noise and congestion, is one of the most dramatic locations in the Park. The Plateau is also a key location, both for informal recreation facilities and for beautiful views of the Albany Mudflat, with its abundant waterbird populations.

Cost: The estimated cost for preparing a Project Area Plan, and implementing those plans, for the Albany Plateau, and the Neck and Bulb, has not been determined.



Cove Approach



Cove and Oasis Area



Triangle