



Office of the City Manager

CONSENT CALENDAR  
March 30, 2021

To: Honorable Mayor and Members of the City Council  
From: Dee Williams-Ridley, City Manager  
Submitted by: Scott Ferris, Director, Parks Recreation & Waterfront  
Subject: Utility Agreement: Construction of Gilman Street Sanitary Sewer Line Extension as part of the I-80 Gilman Street Interchange Improvements Project

RECOMMENDATION

Adopt a Resolution:

- Authorizing the City Manager to execute a Utility Agreement (UA) with the Alameda County Transportation Commission (Alameda CTC) for the construction of a sanitary sewer line on Gilman Street (Project) to serve the future fieldhouse restroom at the Tom Bates Regional Sports Complex; and
- Authorizing the City Manager to issue City funding to Alameda County Transportation Commission (Alameda CTC) in accordance with the UA in amount not to exceed \$720,000.

FISCAL IMPACTS OF RECOMMENDATION

Alameda County Transportation Commission (Alameda CTC).....	\$649,300
Contingency.....	\$70,700
Total construction cost.....	\$720,000

Initial funding of \$290,000 is available in the FY 2021 budget in the remaining portion of Measure T1 Phase 1 Fund allocation for this project (Fund 511-52-545-000-0000-000-461-663110-PRWT119014), which covers the conceptual design, the public process, and the sewer line project.

The remaining balance in the amount of \$430,000 will be available in the FY 2023 budget (Fund 511-52-545-000-0000-000-461-663110-PRWT122005) in the Measure T1 Phase 2B allocation for this project, subject to adoption of the Annual Appropriations Ordinance. The Measure T1 Phase 2B allocation will cover the construction phase of the fieldhouse restroom project at the Tom Bates Regional Sports Complex.

### CURRENT SITUATION AND ITS EFFECTS

The I-80 Gilman Street Interchange Improvements project, led and primarily funded by the Alameda County Transportation Commission (Alameda CTC), will reconfigure the intersection to improve navigation and traffic operations, and will construct bicycle and pedestrian facilities to improve access connections to the Tom Bates Sports Fields from areas east of the freeway, including Harrison Park and Codornices Path. The interchange project is currently in the final design phase with bidding scheduled to occur in summer of 2021, and construction anticipated to start in late 2021.

In 2019, the City completed the conceptual design of a new fieldhouse and restroom at the Tom Bates Sports Fields. For the restroom to function, a new sanitary sewer line is needed underneath Gilman Street. The closest point of connection to the City's existing sanitary system is just east of the highway, at the intersection of Eastshore Highway and Gilman Street, at a length of approximately 1,000 feet. The City can achieve considerable savings in cost, time, and disruption to the public by paying for the installation of the new sanitary line when the Gilman Interchange Project excavates Gilman Street. The City will provide the funding for the construction of the new sanitary sewer line through a Utility Agreement with the Alameda CTC.

### BACKGROUND

The Tom Bates Regional Sports Complex, located at 400 Gilman Street was completed in 2008, and is one of the most highly used public sports complexes in the region. The master plan for the Tom Bates Fields includes a fieldhouse and restroom; however, these elements have not been constructed-to-date due to insufficient funding, and therefore the City currently provides portable toilets at the facility. In 2019, the City completed the conceptual plan for a new fieldhouse and restroom in collaboration with the field user groups and the five Joint Powers Agreement cities (Albany, Berkeley, El Cerrito, Emeryville, and Richmond), using Measure T1 infrastructure bond funding. Funding for the design and construction phase of the Fieldhouse from Phase 2 of the Measure T1 Infrastructure Bond program has been approved by the City (Resolution No. 69,657, December 15, 2020).

During the conceptual phase, the City researched a non-plumbed restroom solution (e.g., vault or compost toilet system). However, this solution would require the excavation of contaminated soils at the site to install a large underground sanitary holding tank, which would then require frequent pump-out service to prevent the building up of toxic gases, odors, and overflow issues. As a result, this option was not found to be feasible in terms of construction and annual operating costs. City staff have worked closely with the design consultant team at Alameda CTC to finalize design of the sanitary sewer line extension. The new sanitary line will be comprised of a gravity line underneath Gilman Street, and a force main that conveys the wastewater from the future pump station near the Fieldhouse facility to the gravity section. The engineer's construction cost estimate by the Alameda CTC is \$720,000 including a contingency for unforeseen underground conditions.

The purpose of the I-80 Gilman Street Interchange Improvements project is to improve navigation and traffic operations on Gilman Street between West Frontage Road and 2nd

Street through the I-80 interchange so that congestion is reduced, queues are shortened and merging and turn conflicts are minimized.

In addition to improving vehicular mobility through the Gilman Street corridor, the project aims to close the gap in local and regional bicycle facilities through the I-80/Gilman Street interchange and provide access for bicycles and pedestrians traveling between the Bay Trail and North Berkeley. This will include closing the gap between the existing terminus of the Bay Trail at the intersection of Gilman at West Frontage Road, and the south end of the new section of Bay Trail leading to the Albany Beach, as well as constructing a pedestrian overcrossing (POC) from the Tom Bates Fields across the highway to Harrison Park and the Lower Codornices Path in West Berkeley.

#### ENVIRONMENTAL SUSTAINABILITY

The proposed sanitary sewer line extension elements have been incorporated into the environmental evaluations as part of the I-80 Gilman Street Interchange Improvements project. A copy of the Final Environmental Document can be found:

[https://www.alamedactc.org/wp-content/uploads/2019/07/EA0A7700\\_Gilman\\_FED\\_IS-EA\\_and\\_Appendices\\_20190617.pdf](https://www.alamedactc.org/wp-content/uploads/2019/07/EA0A7700_Gilman_FED_IS-EA_and_Appendices_20190617.pdf)

#### RATIONALE FOR RECOMMENDATION

The Tom Bates Regional Sports Complex is one of the most highly used public fields in the region. Just the two artificial turf fields alone provide up to 300,000 player hours per year, rain or shine, and serve approximately 19,000 youth and adult users. The Fieldhouse facility with permanent restrooms should be constructed in order to provide a reasonable accommodation to the sports field users.

With access to the City's Measure T1 Infrastructure Bond funds (Phase 1) in conjunction with Alameda CTC's I-80 Gilman Street Interchange Improvements project, the construction of this sewer line is currently the most efficient and effective way to create this important infrastructure element to support the upcoming development of the Fieldhouse facility at the highly-used Tom Bates Sports Fields.

#### ALTERNATIVE ACTIONS CONSIDERED

The City can decide that the construction of the sanitary sewer line extension serving TBRSC is not in the City's best interest at this time. It should be noted that the estimated cost to construct this sewer line at the I-80 Gilman Street Interchange Improvements project is significantly less than a standalone project after the completion of the interchange improvements. If the City were to elect this alternative action, in addition to losing the cost-effectiveness, and the efficiency of the combined construction work, it would substantially delay the development of the Fieldhouse facility, and cause significant traffic impacts during re-construction of the newly improved interchange to install the sewer line after the interchange project.

#### CONTACT PERSON

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Nelson Lam, Supervising Civil Engineer, PRW, 981-6395

UA: Construction of Gilman Street Sanitary Sewer Line Extension -  
during the I-80 Gilman Street Interchange Improvements Project

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Attachment:

1: Resolution

2: Project Fact Sheet: I80 Gilman Street Interchange Improvement Project

RESOLUTION NO. ##,###-N.S.

AN UTILITY AGREEMENT (UA) WITH THE ALAMEDA COUNTY TRANSPORTATION COMMISSION (ALAMEDA CTC) FOR THE CONSTRUCTION OF A SANITARY SEWER LINE IN GILMAN STREET AS PART OF THE INTERSTATE I-80 GILMAN STREET INTERCHANGE IMPROVEMENTS PROJECT

WHEREAS, the Tom Bates Regional Sports Complex, located at 400 Gilman Street was completed in 2008, and is one of the most highly used public sports complexes in the region; and

WHEREAS, the master plan for the Tom Bates Fields includes a fieldhouse and restroom; however, these elements have not been constructed-to-date due to insufficient funding, and the City currently provides portable toilets at the facility; and

WHEREAS, in 2019, the City completed the conceptual plan for a new fieldhouse and restroom in collaboration with the field user groups and the five Joint Powers Agreement cities (Albany, Berkeley, El Cerrito, Emeryville, and Richmond), using Measure T1 infrastructure bond funding. Funding for the design and construction phase of the Fieldhouse has been identified in Phase 2A and 2B of the Measure T1 Infrastructure Bond program; and

WHEREAS, City staff have worked closely with the design consultant team at Alameda CTC to finalize design of the sanitary sewer line extension. The new sanitary line will be comprised of a gravity line underneath Gilman Street, and a force main that conveys the wastewater from the future pump station near the Fieldhouse facility to the gravity section. The engineer's construction cost estimate by Alameda CTC is \$720,000 including 18% contingency; and

WHEREAS, funding of \$290,000 is available in the FY 2021 budget in the Measure T1 Fund (Fund 511-52-545-000-0000-000-461-663110-PRWT119014); and

WHEREAS, the remaining balance in the amount of \$430,000 will be available in the FY2023 budget in the remaining portion of the Measure T1 phase 2B Fund allocation for this project (Fund 511-52-545-000-0000-000-461-663110-PRWT122005), subject to adoption of the Annual Appropriations Ordinance.

NOW THEREFORE, BE IT RESOLVED that the Council of the City of Berkeley authorizes the City Manager to execute an Utility Agreement (UA) with the Alameda County Transportation Commission (ACTC) to provide a not-to-exceed amount of \$720,000 in Measure T1 Infrastructure Bond funding for the construction of sewer line extension in Gilman Street as part of the Interstate I-80 Gilman Street Interchange Improvements Project. A record signature copy of the agreement and any amendments is to be on file in the Office of the City Clerk.



# Interstate 80/Gilman Street Interchange Improvement Project

MARCH 2021

## PROJECT OVERVIEW

The Alameda County Transportation Commission (Alameda CTC), in cooperation with the California Department of Transportation (Caltrans) and the cities of Berkeley and Albany, proposes to reconfigure the Interstate 80 (I-80)/Gilman interchange, located in northwest Berkeley near the City of Albany. The main component of this project is a pair of roundabouts at Gilman Street intersections on both sides of I-80, as well as new pedestrian and bicycle facilities at and near the interchange.

The purpose of the project is to increase safety and improve navigation, mobility and traffic operations on Gilman Street between West Frontage Road and 5th Street through the I-80 interchange. The project will reduce congestion, shorten queues and minimize merging and turning conflicts. In addition to the roundabouts, the project provides:

- A pedestrian and bicycle overcrossing over I-80
- An at-grade pedestrian/bicycle path through the interchange
- A two-way cycle track on Gilman Street, from the interchange to Fourth Street
- A new traffic signal at Gilman and 4th Streets
- A Bay Trail gap closure at the foot of Gilman Street

This project will be constructed in two phases:

**Phase 1:** Pedestrian and Bicycle Overcrossing

**Phase 2:** Interchange Improvements and Local Street Improvements; pedestrian and bicycle improvements through interchange; Bay Trail gap closure; safety improvements at the Gilman/Union Pacific Railroad at-grade crossing



## PROJECT NEED

- Higher than average rates of injury collisions
- Significant roadway deficiencies
- Excess left turn vehicle queue lengths on Gilman Street
- Gap in the San Francisco Bay Trail
- Lack of safe pedestrian and bicycle routes to access recreation areas west of I-80

## PROJECT BENEFITS

- Provides safe access for pedestrians and bicyclists
- Reduces congestion and improves mobility
- Simplifies traffic operations, navigation and mobility at the interchange
- Shortens queues
- Reduces turning conflicts and improves merging
- Improves local and regional biking facilities

INTERSTATE 80 GILMAN INTERCHANGE IMPROVEMENTS



Overlay of the roundabouts at the project location.



Conceptual rendering of the I-80 Gilman Interchange Improvements project looking north along Eastshore Highway before Gilman Street.

**PARTNERS AND STAKEHOLDERS**

Caltrans, Alameda CTC, cities of Berkeley and Albany, East Bay Regional Park District, East Bay Municipal Utility District (EBMUD) and various bicycle groups

**COST ESTIMATE BY PHASE<sup>1</sup> (\$ x 1,000)**

Planning/Scoping	\$794
PE/Environmental	\$4,819
Final Design (PS&E)	\$6,875
Right-of-Way/Utility	\$2,445
Construction	\$50,570
<b>Total Expenditures</b>	<b>\$65,503<sup>1</sup></b>

<sup>1</sup> Does not include separate construction items funded by partner agencies, estimated at \$1.5 million.

**FUNDING SOURCES<sup>2</sup> (\$ x 1,000)**

Measure BB	\$14,400
Federal	\$1,079
State (ATP) <sup>3</sup>	\$4,152
State (STIP) <sup>4</sup>	\$41,229
Other (Local, State and EBMUD) <sup>5</sup>	\$864
TBD	\$3,779
<b>Total Revenues</b>	<b>\$65,503</b>

<sup>2</sup> Does not include separate construction items funded by partner agencies, estimated at \$1.5 million.

<sup>3</sup> Active Transportation Program.

<sup>4</sup> State Transportation Improvement Program.

<sup>5</sup> City of Berkeley and East Bay Municipal Utility District (EBMUD).

**STATUS**

**Implementing Agency:** Alameda CTC

**Current Phase:** Final Design/Pre-Construction

- Final Environmental Document approved on June 21, 2019; Project Report approved on June 28, 2019.
- Construction funding for Phase 1 approved by the California Transportation Commission in August 2020.
- Phase 1 contract advertised October 26, 2020 and construction to begin spring 2021.

**SCHEDULE BY PHASE<sup>6</sup>**

	PHASE 1		PHASE 2	
	Begin	End	Begin	End
Scoping	Spring 2012	Fall 2014	Spring 2012	Fall 2014
Preliminary Engineering/Environmental	Fall 2015	Summer 2019	Fall 2015	Summer 2019
Final Design	Fall 2018	Fall 2020	Fall 2018	Spring 2021
Right-of-Way	Fall 2018	Fall 2020	Fall 2018	Spring 2020
Construction	Spring 2021	2023	Fall 2021	2023

<sup>6</sup> Schedule subject to funding availability.

Note: Information on this fact sheet is subject to periodic updates.

