

## Project Summary and current status

### Project Overview

The Bay Trail Extension is a spur trail from the main north-south spine of the Bay Trail that takes visitors through the entire length of the southern side of the Berkeley Marina. It is designed as a **shared-use trail** approximately 1.2 miles in length, starting from the existing Bay Trail at West Frontage Road and ending at the Berkeley Yacht Club at the north end of Seawall Drive. The trail will be built in phases over time, as funding is obtained. The first portion of the trail was completed in 2014 (Segments One and Two, from West Frontage Road to the South Cove East Parking Lot). In 2016, the City received a grant of \$500,000 in federal funds and \$200,000 in local Marina Funds to complete the design and implement **Segment Three**, which will enhance approximately 600 feet of the existing trail just to the south of the two existing sailing clubs (Cal Sailing Club and Cal Adventures) at the sailboat and dock staging area.

### Main project elements of Segment Three

The main elements of the current trail enhancement project – the Bay Trail Extension Segment Three Project – are the following<sup>1</sup>:

- Move the existing trail alignment southward,
- Widen the trail, and
- Add features to improve the safety and aesthetic experience for all users at the sail boat and dock staging area (e.g., boaters, trail users, visitors, etc.)

### The planned City phases of the Bay Trail Extension (BTE)

- **Segment One** – from West Frontage Road to the East Lawn (Shown as segments 1, 2, and a portion of 3 in Figure 3 of the Bay Trail Extension Design Plan and Mitigated Negative Declaration adopted by Council on January 27, 2004). This project involved a new trail where none existed previously (2,300 linear feet). The portion of the trail that runs south of University Avenue is on land located within Eastshore State Park and the remainder is on tidelands under the City's jurisdiction. This Segment One was completed in 2014.
- **Segment Two** – from East Lawn to South Cove Restroom (shown as a portion of segment 3 in Figure 3 of the Bay Trail Extension Master Plan). This was an enhancement of an existing asphalt trail on City land (320 linear feet). This Segment Two was also completed in 2014.
- **Segment Three** – from South Cove Restroom to Adventure Playground (600 linear feet) (Shown as a portion of segments 3 and 4 in Figure 3 of the Bay Trail Extension Design Plan of 2004). This is an enhancement of an existing asphalt trail on tidelands under the City's jurisdiction. Completion is scheduled for April of 2020.
- **Segments Four, Five, and Six** – from Adventure Playground heading southwest to the former Hs Lordships Restaurant and then north along Seawall Drive to the Berkeley Yacht Club. This will involve enhancements of an existing asphalt trail on City land as well as new trail segments along Seawall Drive. The City will need to obtain funds to complete this segment.

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<sup>1</sup> For details, see **Project Benefits of the BTE Segment Three Enhancement Project** below.

## The larger picture - Improvement Projects at the Berkeley Marina

This project is part of larger effort to improve the infrastructure at the Berkeley Marina. To-date, the City has invested in the following improvement projects in the South Cove area that directly benefit the visitor experience:

- 2002-2003: The Bay Trail north-south spine through Berkeley (\$3.9 million).
- 2002: The I-80 Bicycle/Pedestrian Bridge Overcrossing (\$6.4 million).
- 2014: The Bay Trail Extension spur trail Segments One and Two (\$2.1 million).
- 2018: The South Cove East Parking Lot Renovation and New Restroom (\$2.2 million). This project also upgraded the electrical service at the two sailing clubs, upgraded the potable water service in the area, and provided additional parking for all users at South Cove.
- 2020 (scheduled) – The South Cove Sailing Docks Replacement Project (east and west docks) (\$115,000).
- 2020 (scheduled) – The South Cove ADA Accessible Gangway to Middle Dock (\$300,000).
- 2020 (scheduled) – The Marina Roadway Improvement Project (renovation of University Ave, Marina Blvd, and Spinnaker Way) (\$7 million).

## Project Benefits of the BTE Segment Three Enhancement Project

1. **Existing Conditions.** The existing asphalt shared-used trail at the sailboat and dock staging area has been in place for several decades and has several problems:

- **Width.** The current trail has a width ranging from five to seven feet, which is too narrow for the existing two-way trail traffic. For example, the current minimum design standard for a shared-use trail is eight feet with a ten to twelve-foot width recommended in urban, high-use areas such as the Berkeley Marina.
- **Surface.** The current trail is has badly degraded asphalt and striping, and has several areas of uplift caused by tree roots and is therefore not compliant with the Americans with Disabilities Act (ADA).
- **Visibility.** The current trail has poor travel sight lines (visibility) due to overgrown trees and shrubs and close proximity to the security fences of the two sailing clubs.
- **Circulation.** The current trail runs directly in front of the entrances to the two sailing clubs (Cal Sailing Clubs and Cal Adventures), with little buffer space. As a result, the circulation of multiple users through this area involves conflicting paths of travel and congestion.
- **Parking.** There are ten existing parking slots just south of the existing trail at the Cal Adventures site that are not ADA accessible and that create an unsafe mix of cars driving and backing up into the area of conflicting paths of travel and congestion.
- **Benches.** At one time, four benches existed, but are no longer present.

2. **Proposed Improvements.** The proposed Bay Trail Extension Segment Three project will enhance 600 feet of the existing trail that will provide a net improvement in safety, circulation, and aesthetics, as follows:

- **Width.** The enhanced trail paved surface will have a new width of twelve feet with two feet of shoulder on either side.

- **Surface.** The enhanced trail will consist of a central promenade in front of the two sailing clubs with features designed to slow down cyclists: the surface will be concrete with a scored pattern, with stop signs and yellow safety truncated domes. The east and west ends of the central promenade will consist of a concrete sidewalk surface (no scored pattern) with yellow safety truncated domes and stop signs. To the west of the promenade, the existing trail will be enhanced and widened with black asphalt and permeable unit-paver or decomposed granite shoulders (per San Francisco Bay Trail Design Guidelines). The tree roots will be removed throughout the existing trail to prevent any uplifting of the enhanced trail.
- **Visibility.** The existing overgrown vegetation and trees will be removed from the trail area, and new trees will be planted in the new buffer zone along the north side of the enhanced trail as a mitigation. In addition, the enhanced trail paved surface will be moved between four and eight feet south of the existing sailing club entrances, which adds a bend in the trail on the east and west sides, a significant feature that forces bicyclists to slow down.
- **Circulation.** The enhanced trail paved surface will be moved between four and eight feet south of the existing sailing club entrances. This will provide a much-needed buffer for the current cross-traffic between the boaters and trail users.
- **Parking.** In addition to the newly-constructed and expanded South Cove East Lot, the ten existing parking slots will be relocated to the northern side of the Cal Sailing Club. The removal of vehicles from this highly congested area is a major design element that directly improves the safety for boaters and trail users.
- **Bicycle Parking.** Existing bicycle parking will be coordinated and replaced.
- **Aesthetics.** A priority of the Bay Trail Design Guidelines is to bring visitors to the shoreline of the Bay to enjoy existing cultural, historical, and recreational features. The sail boat and docks staging area is a highly unique feature along the shoreline with spectacular viewing opportunities for the general public. Bringing the Bay Trail Extension through this area also provides an enjoyable non-motorized way to access the sail boat area, as well as the Adventure Playground For Kids to the west.
- **Benches.** Four public benches will be installed along the southern side of the enhanced trail facing south to allow the public to enjoy the sailing basin activities and the shoreline view. New trees will be planted along the northern buffer of the enhanced trail for improved aesthetics.

### Public Planning Documents

The Berkeley Bay Trail Extension (BTE), a spur of the San Francisco Bay Trail into the Berkeley Marina, or a similar concept at the Marina, has been identified as a priority project in the following public planning documents:

- Berkeley Waterfront Specific Plan (adopted 1986) emphasizes the need for bicycle and pedestrian access improvements to and throughout the Marina and the entire waterfront area.
- Berkeley Bicycle Plan (adopted April 2000) identifies a Class 2 bicycle lane from West Frontage Road to Seawall Drive and along Marina Boulevard to Cesar Chavez Park.
- City of Berkeley's 2002 General Plan calls for improving transit, bicycle, and pedestrian access to and between open space and recreation facilities, including regional facilities such as the Berkeley Marina, University of California open space, East Bay Regional

Park District lands, the Eastshore State Park and recreational facilities in other cities. Specific action items emphasize the need to continue improving pedestrian and bicycle access to the waterfront and Berkeley Marina. They also call for establishing a network of bicycle lanes and paths, physically separated from automobile traffic, to provide safe bicycle access especially for children to all schools, recreation sites, and City open spaces.

- Berkeley General Plan - Bicycle Circulation Network Element (adopted 2002) includes a bikeway connection between the Bicycle/Pedestrian Bridge, the Bay Trail, and the Berkeley Marina. This project would implement that portion of the City's bicycle network.
- Eastshore State Park General Plan (adopted 2002). Segment One of the proposed trail is included in the Eastshore State Park General Plan. It is the only bicycle and pedestrian trail that connects the Eastshore State Park gateway (at University Ave and West Frontage Road) with the City and State Park facilities along the waterfront.
- Berkeley Marina Master Plan (adopted July 2003). The primary goals of the plan include improving the Marina's pedestrian amenities, and enhancing access and use of the Marina, especially for members of special user groups such as elderly, economically disadvantaged or physically challenged persons. The Plan specifically calls for new and renovated pedestrian pathways and bicycle trails to increase public access at the Marina, including along University Avenue, Marina Boulevard and Seawall Drive.
- The Bay Trail Extension to the Berkeley Marina – Design Plan and Final Initial Study / Mitigated Negative Declaration, prepared by 2M Associates in November 2003, adopted by the Berkeley City Council on January 27, 2004 (Resolution No. 62,375-N.S.)

**Supporting agencies** (directly involved in the development of the Bay Trail Extension project)

- Association of Bay Area Governments (ABAG)
- Bay Bicycle Friendly Coalition (BBFC)
- California Department of Parks and Recreation (DPR)
- Citizens For Eastshore State Park (CESP)
- City of Berkeley Commission on Disability; Waterfront Commission Marina Pathways subcommittee; Parks and Recreation Commission; Parks and Waterfront Commission; and Transportation Commission
- East Bay Regional Park District (EBRPD)
- San Francisco Bay Conservation and Development Commission (BCDC)
- State Coastal Conservancy (SCC)

**Permitting Agencies** (directly involved in the project)

- California Department of Fish and Game
- California Department of Transportation (Caltrans)
- City of Berkeley Building Permit Center
- San Francisco Bay Conservation and Development Commission (BCDC)
- San Francisco Bay Regional Water Quality Control Board
- U.S. Army Corps of Engineers
- U.S. Environmental Protection Agency
- U.S. Fish and Wildlife Service

### History of public involvement in the project

Since its inception in the early 2000's, community representatives and stakeholder groups have been actively involved in this project. To date, City staff and the consultants have held several public workshops, including public meetings with the Waterfront Commission, the lead commission for this project, and the City Council, including the following:

Date	Activity
June 11, 2002	City Council adopted Resolution No. 61,610-N.S. awarding a consulting contract for project planning, design and environmental review of the Berkeley marina pathway project to 2M Associates.
January 28, 2003	Waterfront Commission reviewed the preliminary design concepts.
March 22, 2003	Public Workshop and Scoping Meeting to preview the preliminary alignment and design recommendations and to solicit comments about potential environmental issues.
May 28, 2003	Waterfront Commission Subcommittee reviewed the preliminary design concepts.
June 11, 2003	Waterfront Commission reviewed the proposed Project Description including the trail alignment and cross-sections.
July 15, 2003	City Council adopted Resolution No. 62,187-N.S. accepting the preliminary Project Description and directing staff to continue with the environmental review process.
October 23, 2003	Public Workshop to solicit ideas and responses about design characteristics.
January 27, 2004	City Council adopted Resolution No. 62,375-N.S. adopting the Design Plan and Final Mitigated Negative Declaration and authorizing the City Manager to apply for grant funding for project construction.
2013 – 2015 (several meetings)	Parks and Waterfront Commission reviews plans and the CEQA Mitigated Negative Declaration for Segment Three.
December 15, 2015	Council adopted plans and specs and the CEQA MND for Segment Three, including support letters from the Cal Sailing Club and the Cal Adventures Program (Resolution No. 67,309-N.S.
September 16, 2016	30-day Public Notice issued for comments/questions related to the adoption of findings for Segment 3 for the U.S. Department of Transportation Act Section 4(F) (NEPA).
January 7, 2019	30-day BCDC Public Notice issued of the Permit Application for Segment 3 soliciting questions and comments about the project. Postings made at the Cal Sailing Club entrance and on the fence at the east end of the project area.
October 15, 2019	Council awarded construction contract to J.A. Gonsalves for construction of segment three.

### History of the San Francisco Bay Trail

The San Francisco Bay Trail, launched by the California State Assembly in 1989, will provide an accessible trail along the entire shoreline of the San Francisco Bay of approximately 500 miles. The key concept of the Bay Trail is to provide free public access to the timeless beauty of the San Francisco Bay shoreline that is as close to the water as possible and is as environmentally-appropriate as possible. Where the main spine trail does not follow the shoreline, spur trails can provide access from the spine to points of natural, historic and cultural interest, such as the Berkeley Waterfront. The Bay Trail is designed as a shared-use trail per the San Francisco Bay Trail Design Guidelines that incorporate Caltrans trail design standards. The Bay Trail (and the Berkeley Bay Trail Extension) provides access to the largest spectrum of non-motorized users possible. As of 2003, the main north-south spine of the Bay Trail through Berkeley was completed, as well as the I-80 Bicycle/Pedestrian Bridge Overcrossing that links the all parts of the City of Berkeley to the Bay Trail.

### History of the Berkeley Bay Trail Extension at the Berkeley Marina

Just to the west of the main Bay Trail, the Berkeley Marina provides a spectacular range of shoreline and water-based recreational and educational activities and exceptional landscapes and vistas, and yet, as of the early 2000's, the only safe access to the Marina was by vehicle. (There is an existing narrow sidewalk on the University Ave I-80 Overpass and a rough shoulder along University Ave west of the highway, but these are considered unsafe and are not ADA-accessible). A new ADA-accessible way to access the Berkeley Marina via non-motorized means was badly needed. In the early 2000's, based on this need, the concept of extending a spur of the Bay Trail into the Berkeley Marina, called the Bay Trail Extension, was developed through an extensive public process that culminated in the completion of the Berkeley Bay Trail Extension Master Plan and environmental document (CEQA Initial Study / Mitigated Negative Declaration) (These documents were adopted by the City Council on January 27, 2004, Resolution No. 62,375-N.S.)

As stated in the Master Plan for the Bay Trail Extension, the vision embodied for the trail is to link the City of Berkeley with a variety of outdoor recreational experiences that occur at the waterfront and make accessible the experience of the open space and timelessness of the San Francisco Bay.

The Bay Trail Extension is also envisioned to serve three distinct, but interrelated, themes. These are:

- **Identity:** To tie together and unify the variety of Marina views and land uses as a continuous linear experience.
- **Stewardship/Education:** To provide the opportunity for visitors to learn about the Marina's shoreline, its wildlife and flora, its cultural role in the area's history, and how to actively steward the landscape to enhance water quality, vegetation, and habitat conditions.
- **Recreation:** To accommodate active and passive outdoor recreational pursuits by creating a place to hike, run, bike, stroll, skate, watch birds, relax, and sit to observe a myriad of other activities that occur on the Bay and along it's the Marina shoreline.

The new trail alignment along the south side of University Avenue has several advantages: it is a shared-use trail that is clearly separated from vehicular traffic along University Avenue; the new alignment through park landscaping and along the water's edge provides an enjoyable waterfront experience; it reduces pedestrian crossings on University Ave at West Frontage Road and thus reduces traffic congestion; and will allow visitors to the Marina via non-motorized methods, thereby reducing greenhouse gas emissions, which is a central goal of the City's Climate Action Plan.

Using the Bay Trail Design Guidelines, the project brings the pedestrian close to the water's edge and enhances their experience of the unique physical features of the area. The Bay Trail Extension is an ADA-accessible trail that serves pedestrians, wheelchair users, families with strollers, skaters, cyclists, and many other visitors from throughout the region. The trail will allow visitors to experience several significant recreational and educational destinations: McLaughlin Eastshore State Park; the Berkeley Meadow Wetlands; the Cal Sailing Club and Cal Adventures boat launch and Bay Water Trail staging area; the Adventure Playground,

Shorebird Park and the Shorebird Nature Center; three restaurants; the vistas of the Golden Gate along Seawall Drive; and the Berkeley Yacht Club. Future trail connections are planned to the north side of the Marina, the hotel, and Cesar Chavez Park. While the main spine of the Bay Trail is often used by bicycle commuters, the Bay Trail Extension will bring visitors to the Berkeley Marina, which is primarily a recreational destination. Much of the Berkeley Bay Trail Extension follows the meandering boundary of the existing shoreline and it passes through congested areas of boating, youth camps, playgrounds, and other visitor activity. As such, the Berkeley Bay Trail Extension is not conducive to fast cycling by commuters or fitness enthusiasts.

In terms of potential commuter traffic, it should be noted that in 2020, the City of Berkeley will complete a feasibility study for potential ferry commuter service to San Francisco from the vicinity of the Berkeley Pier at Seawall Drive. If and when ferry service becomes feasible, the City will designate the most direct commuter route (e.g., fastest) for bicyclists as follows: along the Bay Trail Extension Segment One from West Frontage Road to University Avenue at Marina Blvd, departing the Bay Trail Extension and using University Avenue west to Seawall Drive.

### **Project Figures**

1. **Figure 1 - Existing Trails at the Berkeley Marina.**
2. **Figure 2 - Existing Conditions at the Project Site** (oblique view).
3. **Figure 3 - Proposed Improvements at the Project Site** (oblique view).
4. **Figure 4 - Proposed Improvements at the Project Site** (aerial view).

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