PROJECT CONCEPT REPORT

GATEWAY PARK

GATEWAY PARK WORKING GROUP

GATEWAY PARK | CONCEPT PLAN

PROJECT**CONCEPT**REPORT

SEPTEMBER 2012

PERKINS + WILL

In association with:

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and:

PWP Landscape Architecture
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For:

Gateway Park Working Group

Association of Bay Area Governments' (ABAG) Bay Trail Project • Bay Area Toll Authority (BATA) Bay Conservation and Development Commission (BCDC) • California Department of Transportation (Caltrans)• California Transportation Commission (CTC) • City of Oakland • East Bay Municipal Utility District (EBMUD) • East Bay Regional Park District (EBRPD) • Port of Oakland

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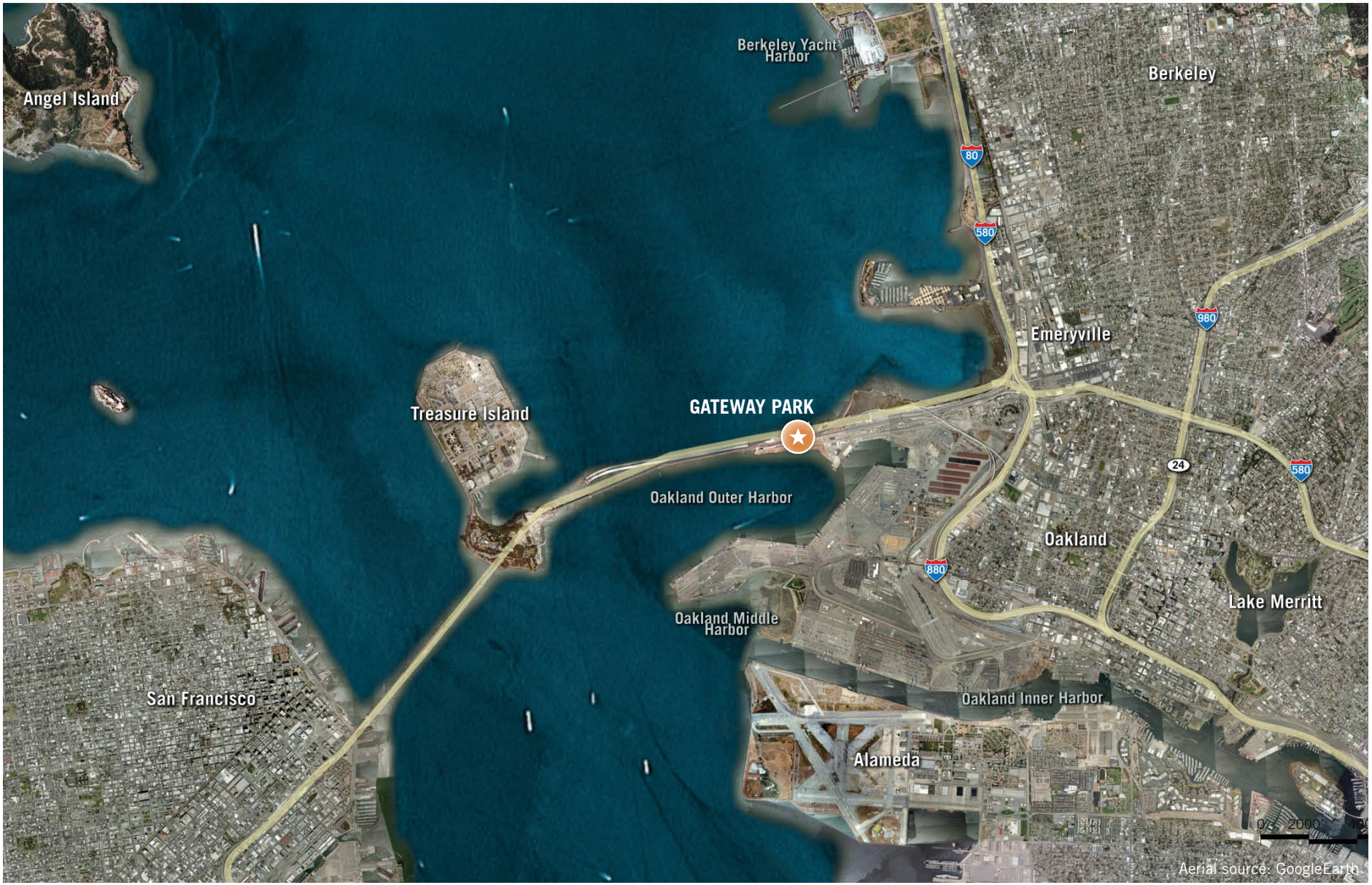
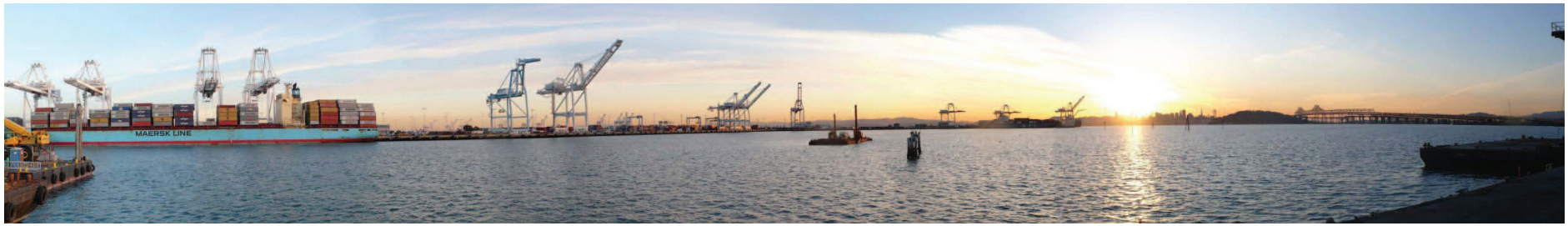


1 EXECUTIVE SUMMARY

More than 10 years ago, the Bay Bridge design team identified a unique opportunity to create a signature park that joins the power and beauty of the new Bay Bridge East Span to the fascinating natural, industrial and transportation history of the East Bay and, as such, creates a bold new gateway to the City of Oakland. Representatives of nine local, regional and state agencies embraced that idea and began to explore the possibilities of a new park.

The completion of the Gateway Park Project Concept Report brings that opportunity a major step forward with a vision, concept master plan and implementation strategy in place. It is a plan that weaves the spectacular Bay setting with the waterfront experiences of the Bay Trail, embraces the Port's and Oakland's dynamic industrial setting, invites people of all ages and interests and, at the heart of the new park, puts the spotlight on the Bay Bridge and its history.

The new Bay Bridge East Span will offer one of the most spectacular bicycle and pedestrian experiences in the world, connecting Oakland to Yerba Buena Island while it opens surprising regional vistas and a new understanding of the Bay itself. Gateway Park will be a starting point for that journey.



Port of Oakland

View of the port and the bridge from the future Gateway Park

Gateway Park Working Group (GPWG)

The extent and complexity of the Gateway Park concept requires the vision and commitment of the nine agencies which own, control, have interest in, or jurisdiction over the project area.

Consisting of nine local, regional, and state agencies, the Gateway Park Working Group (GPWG) was formed to advance and manage the Gateway Park Area planning effort and the preparation of the Gateway Park Project Concept Report (PCR). The formation of the GPWG enables a collaborative and comprehensive approach to the development of a site, which includes several property owners with a number of ongoing plans, regulations and permitting requirements and multiple-use requirements. The GPWG includes representatives from nine stakeholder agencies:

- Association of Bay Area Governments (ABAG) Bay Trail
- Bay Area Toll Authority (BATA)
- Bay Conservation and Development Commission (BCDC)
- California Department of Transportation (Caltrans)
- California Transportation Commission (CTC)
- City of Oakland
- East Bay Municipal Utility District (EBMUD)
- East Bay Regional Park District (EBRPD)
- Port of Oakland

A significant focus of the GPWG's work has been to identify ideas and programs that are crucial to the park, consider comments and suggestions heard from the public in numerous stakeholder meetings and as part of two interactive public workshops. Coordinated work by the GPWG has also produced an implementation plan outlining next steps for environmental review, design, and funding, including maintenance, in order to bring Gateway Park to fruition.

Project Concept Report (PCR) and Associated Documents

The purpose of the Gateway Park Area Project Concept Report (PCR) is to advance a world-class park concept for the site and to define the scope, cost, funding, and implementation effort for such a concept.

Recognizing the complexity of multiagency interests, the Project Concept Report (PCR) serves as a Project Study Report (PSR) "equivalent", following the overall organization of Caltrans' PSR but not its technical requirements, including requirements for multiple concepts. The PCR is comprised of four documents:

- Executive Summary: Project Concept Report Gateway Park, September 2012
- Project Concept Report Gateway Park: Concept Plan, September 2012
- Project Concept Report Gateway Park: Resource Document, April 2011
- Project Concept Report Gateway Park: Appendix, April 2011

Executive Summary: Project Concept Report Gateway Park (September 2012)

Located at the beginning of this document and also as a separate document, the Executive Summary of the Project Concept Report gives an overview of the park plan and discusses phasing, costing, project schedule, funding and governance for Phase I of the Gateway Park Concept Plan.

Project Concept Report Gateway Park: Concept Plan (September 2012)

Contained within, the PCR Concept Plan describes the park plan in general and in detail. Sections include Project Background, Gateway Park Concept Plan Overview and Gateway Park Concept Plan by Sub-Area.

Project Concept Report Gateway Park: Resource Document (April 2011)

The Resource Document, dated April 2011, is an earlier version of the PCR, and it supplements and is a useful resource for the Concept Plan and Implementation Plan Reports mentioned above. The Resource Document contains an earlier concept plan for a larger Gateway Park, inclusive of an expansive boardwalk on both the west and east edges of the West Gateway Development parcel, before the West Gateway parcel was designated for maritime use in the 2012 Oakland Army Base Plan. The April 2011 report is a useful Resource Document for a fuller understanding of potential infrastructure improvements and permitting requirements to support Gateway Park. It includes more detailed sections on Transportation, Utilities and Environment, and Permitting and Review (Chapters 5, 6 and 7).

Project Concept Report Gateway Park: Appendix (April 2011)

An appendix to the April 2011 PCR, the Appendix provides additional park-related information as follows:

- Magnitude of Cost Estimates
- Operations and Maintenance Budget
- Funding Plan
- Funding Plan Case Studies
- Key Funding Sources References
- Transportation Museum Site Planning Assumptions\
- Bay-Friendly Score Card

While the information in the Appendix applies to the April 2011 concept plan, it provides useful information that can be applied to the June 2012 concept plan.

Gateway Park Concept Plan

The concept for Gateway Park is bold, seizing upon the most promising opportunities of site, setting and Bay Bridge connections while meeting head on the significant challenges of an active, family-friendly, resource-conscious park.

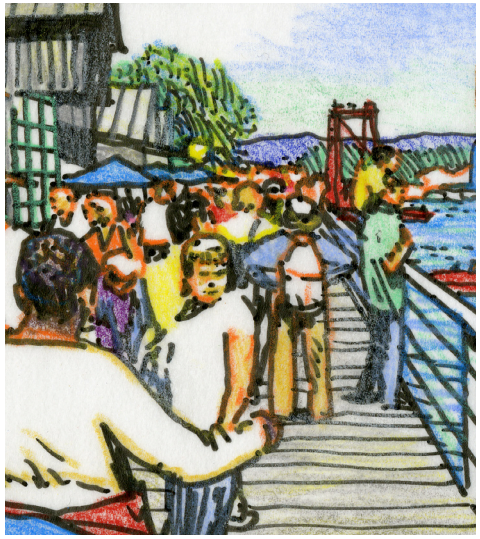
The park is long and narrow, and trail experiences are designed to celebrate motion. Each trail experience is unique, site specific and connected to both the natural world and the extraordinary engineering structures and industrial setting of the local environment. Trail design moves the user horizontally across the land, but also vertically through the site. Vertically layered conditions allow arrival at one elevation and departure at a different elevation, providing more than one experience of the same place. Trail users will be in remarkable proximity to historic movement systems such as the Key Train route, as well as contemporary movement systems including EBMUD facilities, port activities and regional highways.

The park program will invite residents of Oakland and the region, as well as Bay Area visitors, to experience the grandeur of the new bridge, the expanse of Port activities and the richness of the area's exceptional natural and cultural resources. The program will include places for informal gathering and sitting, interpretation of existing and historic site resources, public art experience, strolling and viewing and active recreation. Perhaps most importantly, it will provide an inviting and engaging access way for pedestrians and bicyclists onto the new East Span of the Bay Bridge. The illustrative concept plan for Gateway Park is shown in Figure 1.2 on the following pages.

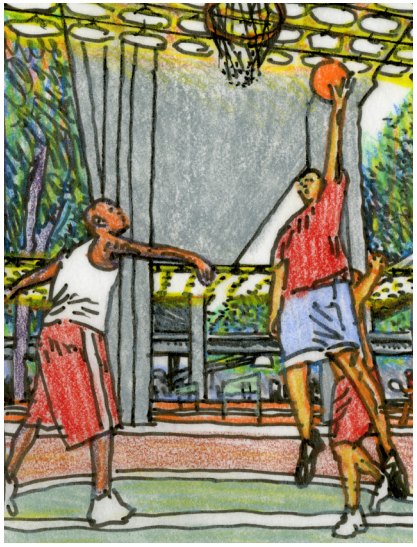
The park will provide opportunities to enjoy the natural environment in the setting of the unique and iconic structure of the new Bay Bridge East Span

The Touchdown Plaza/Bridge Access will welcome visitors who are preparing to walk or ride their bicycles on the new pedestrian and bike trail on the Bay Bridge East Span.

Celebrating the history of transportation innovation in the area, a new transportation museum will be partially housed in one of the last remaining structures from the extensive Key System—the former Interurban Electric Railway Bridge Yard Shop (IERBYS)



Boardwalk provides visitors a place to stroll, picnic and be inspired by the views to the bay and the Port



Gateway Park is also designed to serve the local community, providing spaces for popular recreational sports and promoting physical activity

Goals

The Gateway Park Working Group—an alliance of nine local, regional, and state agencies—has been collaborating for over three years on the preliminary planning and conceptual design of the future Gateway Park. They have vetted the concept through a diverse and inclusive public participation process and have crafted the park concept around the following goals:

World Class Waterfront: Create a stunning new gateway to the East Bay that celebrates the new Bay Bridge East Span.

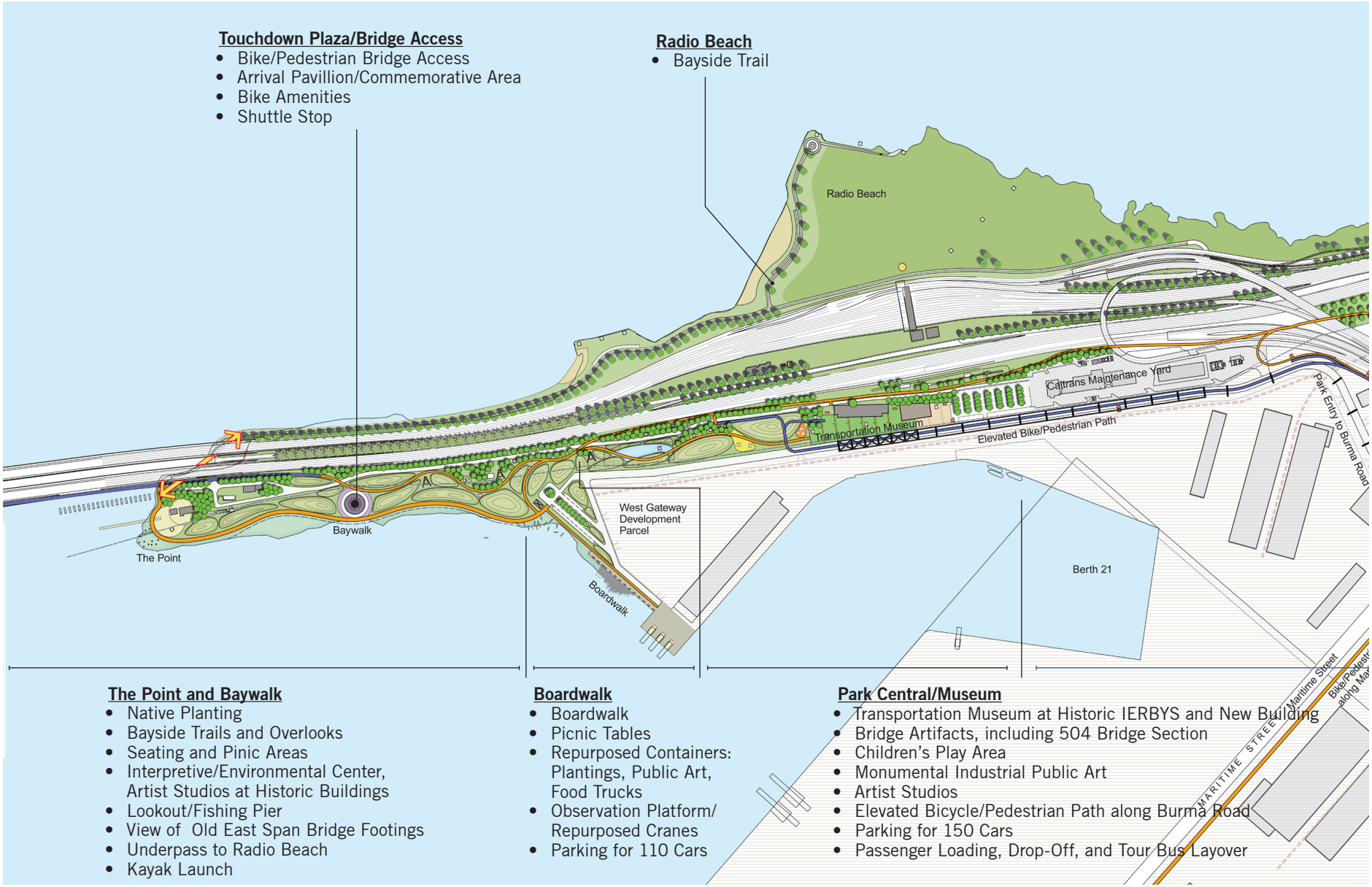
Park Access: Maximize access and promote a safe and seamless experience for visitors.

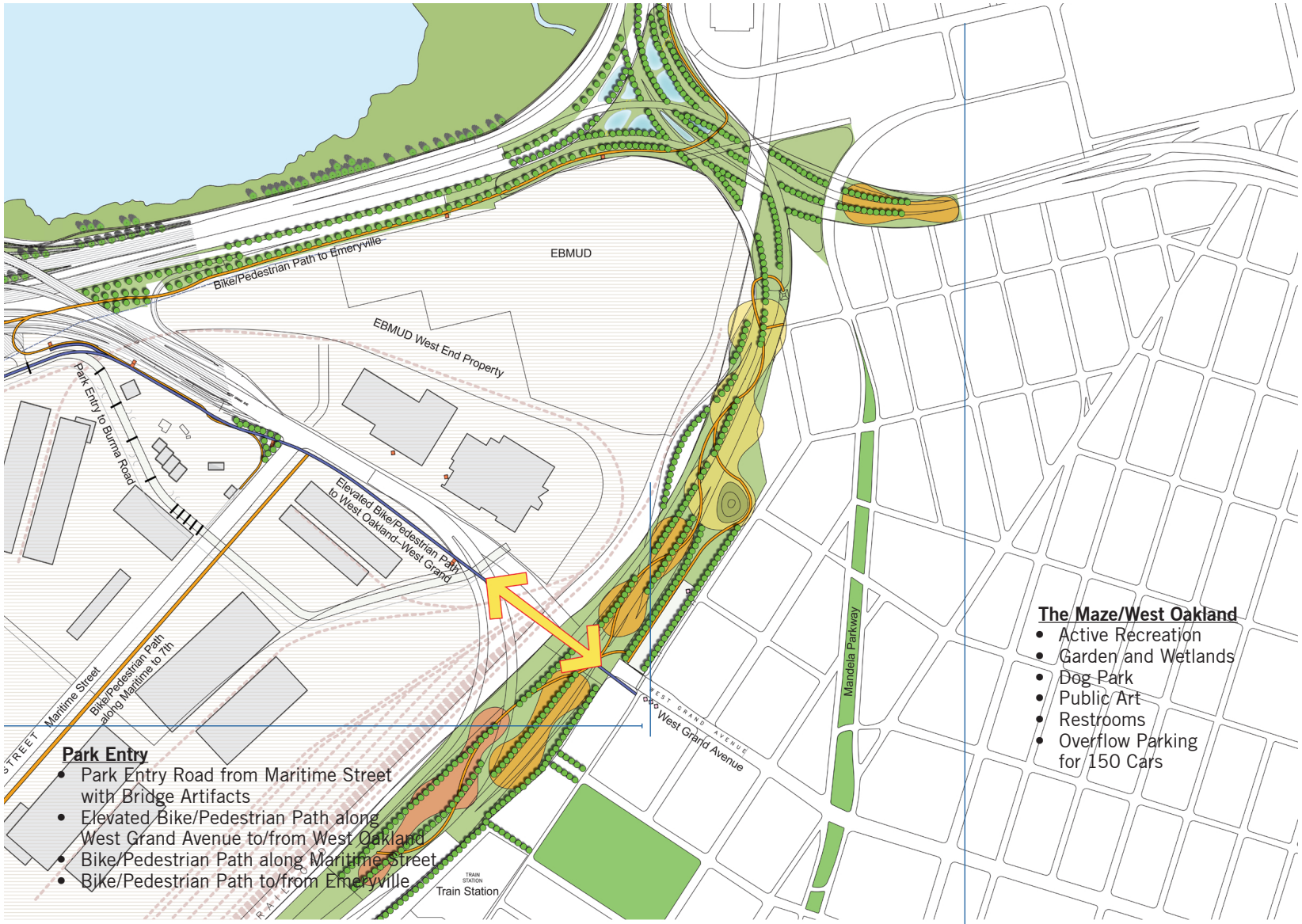
Community Benefits: Provide improvements that enhance the health and welfare of all visitors, including local residents.

Sustainability: Make sustainable practices a foundation of the park design and operations.

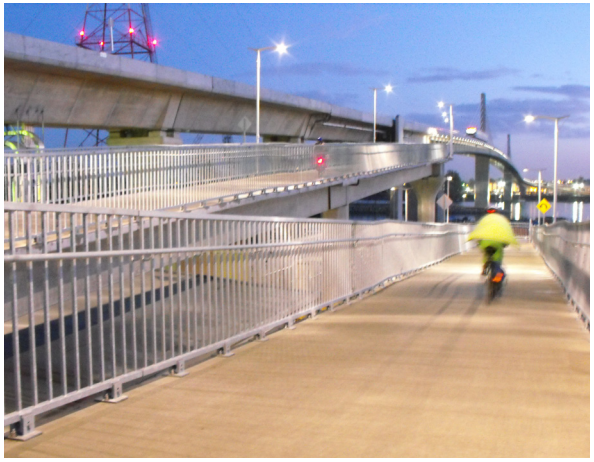
Site and Environment: Create a park that is harmonious with adjacent land uses and its natural setting.

Figure 1.2 Gateway Concept Plan




Bike/Pedestrian Path to Emeryville
EBMUD
EBMUD West End Property
Park Entry to Burma Road
Elevated Bike/Pedestrian Path to West Oakland–West Grand
Bike/Pedestrian Path along Maritime to 7th
Maritime Street
West Grand Avenue
Mandela Parkway
Train Station
Park Entry
• Park Entry Road from Maritime Street with Bridge Artifacts
• Elevated Bike/Pedestrian Path along West Grand Avenue to/from West Oakland
• Bike/Pedestrian Path along Maritime Street
• Bike/Pedestrian Path to/from Emeryville
The Maze/West Oakland
• Active Recreation
• Garden and Wetlands
• Dog Park
• Public Art
• Restrooms
• Overflow Parking for 150 Cars

The Gateway Park concept plan organizes the site into six areas, with particular features and programmatic emphases, all intended to provide a rich experience for local, regional and international visitors:



Park Access

Mobility and access are important elements of Gateway Park, provided through a variety of transportation modes. Access for bicyclists and pedestrians reaches deep into the surrounding communities, with an iconic elevated bicycle/pedestrian pathway connecting West Oakland to the Park, and another bicycle/pedestrian route connecting along the highway from Emeryville. Transit riders will take AC Transit and arrive directly in front of a green, referred to as Park Central, in the most active area of the park. For motorists, the park experience begins with a drive through historic bridge artifacts on Burma Road, creating a portal leading to the Transportation Museum and parkland beyond.

Park Central

A transportation museum, a park green, large-scale public art and bridge artifacts, including a 504 Bridge section, form the heart of the park and arrival point for park visitors, motorists and bicyclists alike. The transportation museum, bridge artifacts and large lawn for informal play and outdoor events, including a “play port” for children, attract diverse users. The area includes a parking lot, a dropdown for the elevated bike and pedestrian path and a stop for a park shuttle, which transports visitors to Touchdown Plaza and to the Point at the far western end of the park.

Boardwalk

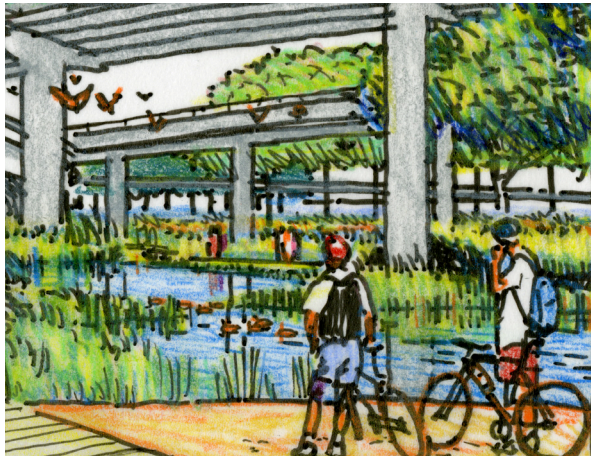
The Boardwalk hugs the water’s edge on the west edge of the West Gateway Development site and provides parking, views to the bay, picnic tables on the water and a large observation deck at the south end with three re-purposed cranes. The Boardwalk incorporates re-purposed containers for plantings, public art and food trucks.

Baywalk

The Baywalk is the area where the park offers a more natural landscape, with an emphasis on strolling, picnicking and bay watching. It includes a kayak launch area, for access to the water, and Touchdown Plaza, the access point for bicyclists and pedestrians to gain access to the Bay Bridge. The plaza is the site, in a ring of benches, commemorates visionaries, donors and stewards of Gateway Park in a ring of benches. A levee that would protect crucial park areas from sea level rise and create two marshes will be designed into the Baywalk area and can be added in the future.

The Point

At the far western end of the park, The Point provides opportunities for strolling and taking in expansive views of the bay and bridge. It includes a warming hut/environmental interpretation center and fishing pier. It is here that pedestrians and bicyclists are able to pass under the new bridge and gain access to Radio Beach.



The Maze/West Oakland

The Maze/West Oakland area of the park takes advantage of the space beneath the maze of freeways, emphasizing health and fitness and providing areas for active recreation, such as basketball, tennis, skating and dog running. It includes two gardens – a wetland garden and dry garden – that demonstrate water use and management strategies. This area is also the most direct link into Gateway Park from Oakland neighborhoods; it is the starting point for the elevated bicycle/pedestrian pathway, which takes visitors safely across industrial lands to the park. It also includes an “overflow” parking lot for park visitors.

Project Phasing

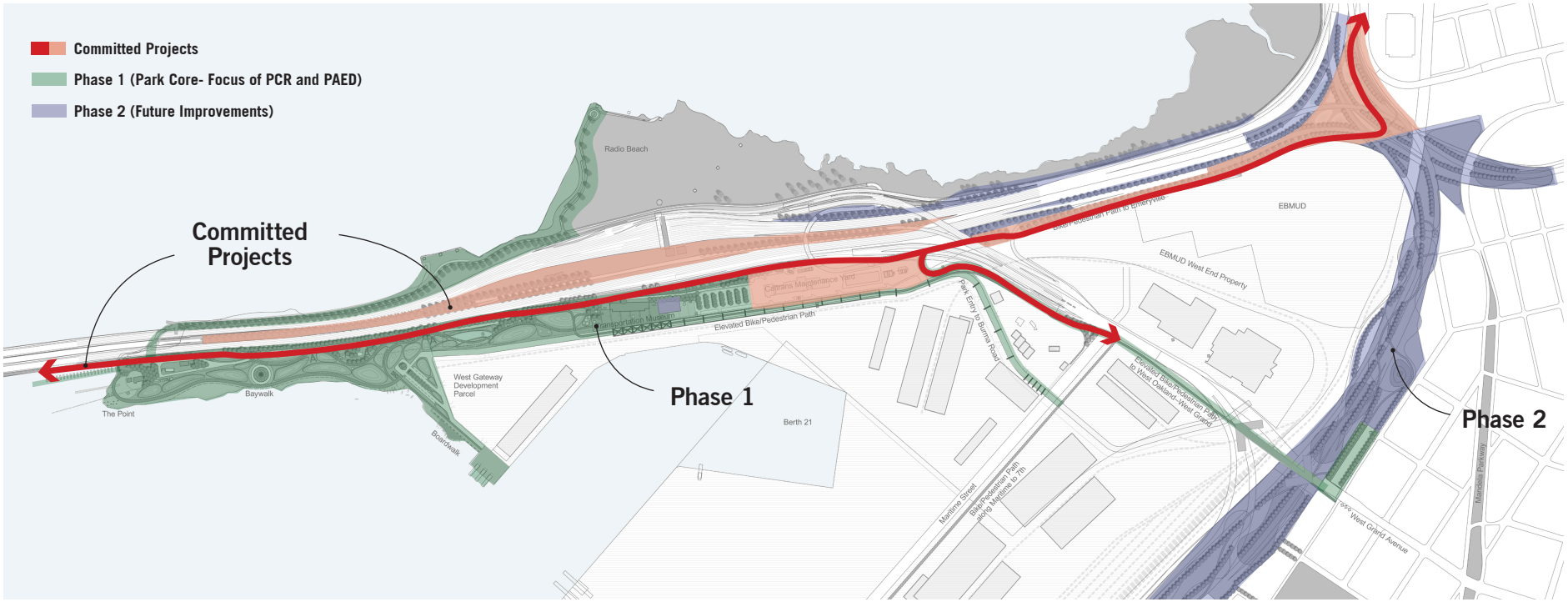
While this document portrays a grand vision for the entire 225-acre park, it is proposed that development take place in two distinct phases, Phase 1 and Phase 2. Phase 1, or the Gateway Park Core, is the focus of this PCR document and will be the focus of the Project Approval Environmental Document (PAED). The project schedule, estimated costs, and funding plan in the following sections consider only Phase 1.

Phase 1 provides a park at the foot of the East Span and allows for access to the new Bay Bridge, for both pedestrians and bicyclists, from Oakland and Emeryville. Phase 1 was selected based on the following criteria:

- Provides a park phase that is useful and usable.
- Provides park access that does not conflict with other uses in the area and allows for other access improvements in later phases.
- Provides a park phase that fits potentially available funding levels.
- Provides a park phase that can be developed while long term development proposals in the area are determined.

The two park phases (Phase 1 and Phase 2) are illustrated below in Figure 1.3: Gateway Park Phasing Overview, along with Committed Projects for the area. The Committed Projects are not part of the scope of this PCR, but are important to note as they include bicycle and pedestrian access to the new East Span of the Bay Bridge, West Oakland and Emeryville.

Figure 1.3 Gateway Park Phasing Overview



Phase 1

Phase 1 of the implementation of Gateway Park focuses on the park's western end at the foot of the East Span of the Bay Bridge and builds on the pedestrian and bicycle access from Oakland and Emeryville provided by the Committed Projects.

For implementation purposes, Phase 1 of the project is further divided into three sub-phases, Phase 1A, 1B and 1C. The details of these phases are presented in Table 1.1 and in the phasing diagram, shown in Figure 1.4. Phase 1 components include:

- **Phase 1A,** is identified as a construction priority for its key park amenities, public use, and concentration of activities. Phase 1A includes an elevated/bike path connecting West Oakland to the park, a museum and surrounding green area, monumental public art, bridge artifacts, and a children's play area.
- **Phase 1B,** to the west of Phase 1A, includes the Boardwalk area with access to the water, Touchdown Plaza (the pedestrian and bike access point to the Bay Bridge), and expansive views at The Point. This phase is identified as Phase 1B primarily due to the land transfer required from the U.S. Army to the East Bay Regional Park District (EBRPD) and related environmental remediation, which could require an extended time to be able to access the property for construction.
- **Phase 1C** includes Radio Beach plantings and landscaping improvements on the north side of the bridge and north of the freeway. The environmental sensitivity of the area will need to be studied further during the PAED process.

Phase 2

Phase 2 consists of "The Maze/West Oakland" or improvements under freeway areas, including landscaping, active recreation, a dog park, and public art. The level and scale of the amenities in this area is somewhat dependant upon the type of development that occurs in the surrounding project area.

Phase 2 also includes some landscape improvements/enhancements north of the freeway in the eastern portion of the site and an expanded museum space to complement the museum located in the historic IERBYS structure.

Phase 2 has been envisioned as an extension of Phase 1 and will provide additional public space and recreational amenities to the West Oakland community.

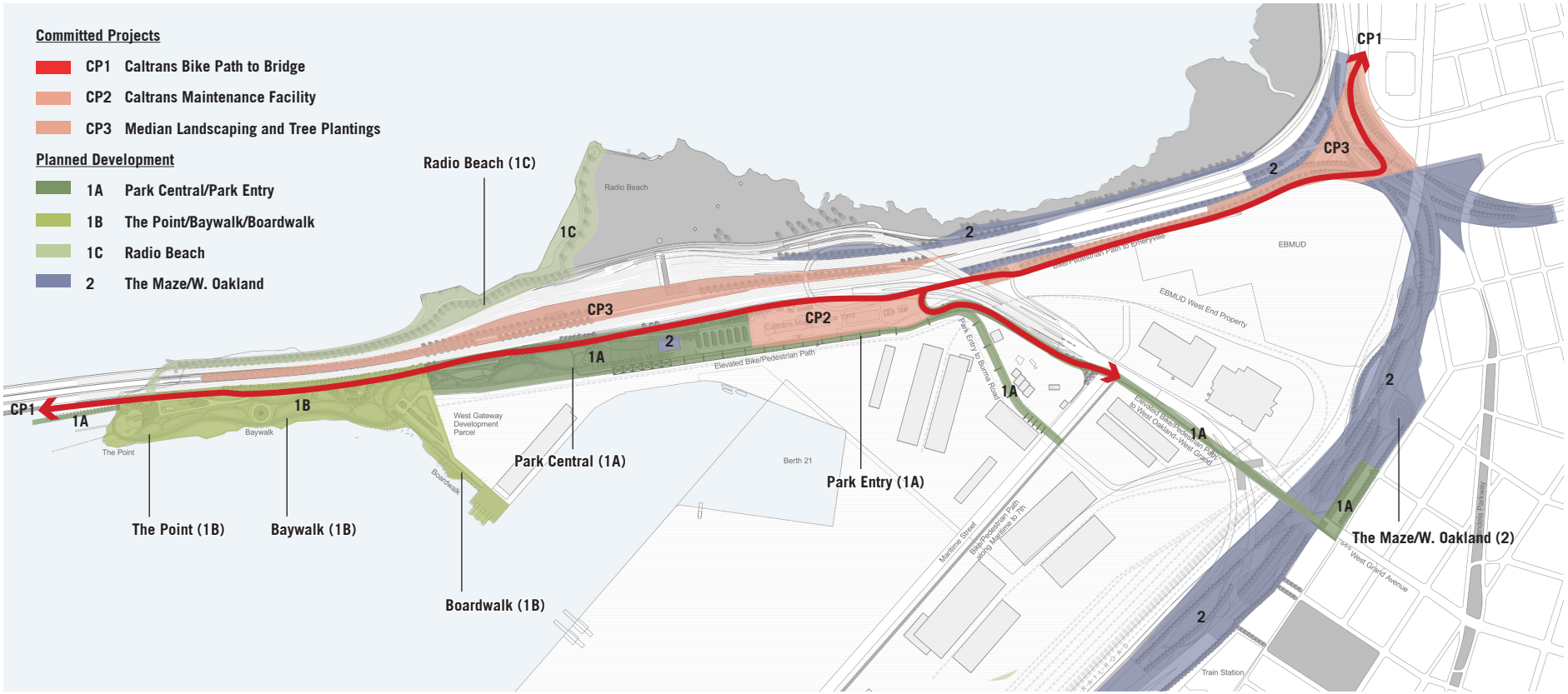
Committed Projects

In addition to the proposed Phases for the park development, a series of committed projects are also planned for the site area and are shown in Figure 1.3, Table 1.1 and Figure 1.4. These committed projects include the pedestrian and bike path to the new East Span of the Bay Bridge, landscaping in the median of the bridge approach, and the new Caltrans maintenance facility. Some of the committed projects are currently under construction.

Table 1.1: Project Phases

Phase		Description
Committed Projects		
CP1	Caltrans Bike Path to Bridge	Bay Trail connection onto the new East Span.
CP2	Caltrans Maintenance Facility	Relocation of Caltrans maintenance facilities slightly to the east.
CP3	Median Landscaping and Tree Plantings	Landscaping in vicinity of the new toll Administration and Tow Buildings.
Phase 1: Gateway Park Core Area		
1A	Park Access Park Central	Park Access area with elevated/bike path connecting West Oakland and the park. Elevated path is aligned parallel to West Grand Avenue and then merges with Burma Road at the entry of the park. Burma Road will include way-finding bridge artifacts for motorists. Area also includes offsite parking at W. Grand Avenue. Park Central area surrounding relocated maintenance facility, including a museum at the existing IERBYS location, museum garden, play area, monumental public art, and a retention pond. Fishing Pier at western edge of the site is also included in Phase 1A.
1B	Boardwalk Baywalk The Point	Boardwalk area on western edge of West Gateway Development Parcel. Area includes port views, public art, area for food trucks, observation platform, and re-purposed crane(s). Baywalk area where the park offers a more natural landscape. Area includes a kayak launch for access to the water and Touchdown Plaza, the point for bicyclists and pedestrians to gain access to the Bay Bridge. The Point area at far western edge of park. Area includes a warming hut/environmental interpretation center and access under the new bridge to Radio Beach.
1C	Radio Beach	Tree plantings and landscaping improvements on north side of the freeway on Radio Beach, including plantings and pathway improvements.
Phase 2: Gateway Park Surrounding Area		
2	Maze/ West Oakland North of Freeway Improvements New Museum Building	Improvements under freeway areas, including landscaping, recreation, dog park, public art and restrooms. Phase 2 also includes enhanced landscaping north of the freeway that will supplement CP3 improvements and expanded museum space to complement the museum in the historic IERBYS structure.

Figure 1.4 Detailed Phasing Diagram (All Phases)



Cost Estimates

Table 1.2 shows a summary of the order of magnitude capital cost estimates for Phase 1. As highlighted in the table, the construction cost estimate for Phases 1 of the project totals $156 million, which includes a cost estimates for construction management, contingencies, and escalation. It is estimated that prior to construction, an environmental document will need to be prepared ($3 million) and final design ($15 million) will need to be completed for a total estimated cost of $174 million for Phase 1 of the project. Detailed cost estimates are located in Appendix A of this document.

It is important to note that approximately $12 million dollars are already committed to the surrounding project area and are being spent on bike pathways and landscaping currently in construction.

Operations and Maintenance Costs

Based on the East Bay Regional Park District calculations, operations and maintenance (O&M) cost estimates are approximately $1.0 million per year, with an additional $500K for start-up costs. The Park District has also estimated $100K in annual revenues, mainly attributable to parking fees and a percentage of concession operations. The O&M cost estimate does not include the operations of the proposed museum facility or interpretation center.

Table 1.2: Phase 1 Total Costs (in millions)

	Phase 1A	Phase 1B	Phase 1C
Site Preparation	$3.0	$3.0	$1.7
Landscape Planting & Maintenance	$8.8	$4.7	$7.9
Drainage/ Lighting/ Fencing	$5.4	$8.5	$2.5
Vehicular Paving & Curbs	$5.6	$0	$0
Pedestrian Paving	$26.8	$1.4	$.9
Games/ Sports Surfaces	$2.4	$0	$0
Buildings	$20.6	$7.8	$0
Structures & Water Features	$22.9	$7.8	$0
Utilities	$2.7	$2.7	$.9
Public Art Allowance	$5.1	$0	$0
Soil Surcharge Allowance	$1.0	$0	$2.5
Total	**$104**	**$36**	**$16**

Notes:

(1) The cost estimates do not include any estimates of land purchases. It is assumed that land purchase for the Caltrans maintenance facility will be funded as part of the maintenance facility project and that other land parcels will be conveyed to the park.

(2) Contractor general conditions and contract mgmt/ contingency built in at 25%.

(3) Escalation costs for Phase 1 are built into line item costs at 3.5% per year to mid point of construction.

(5) Rough order of magnitude estimates, will need refinement in PAED process.

Phase 1A Cost	$104
Phase 1B Cost	$36
Phase 1C Cost	$16
Phase 1 Total Estimated Construction	**$156**
PAED	$3.0
Final Design	$15.0
TOTAL COST	**$174**

Funding Plan

The proposed funding plan is an attempt to examine realistic fund sources that could be used for the design and development of the park. The proposed funding plan, shown in Table 1.3, identifies potential fund sources that could be utilized for funding of Phase 1 of the project. If funds cannot be identified and secured to complete the full funding for Phase 1, a path forward could be to focus on the improvements identified in Phase 1A and scale back the elements in Phase 1B and 1C. Phase 1B could be reduced to a minimal landscaping and pathway scheme that provides functionality and maintains a viewing area of the Bay at a reduced cost. Phase 1C scope could be limited to environmental documentation.

A number of key items to note about the funding plan include:

1. Seismic Funding: Many of the projects in Phase 1 are eligible for seismic funding.
2. Given that aspects of the park plan are permit requirements for the bridge project, and the park will accommodate trail access to the bridge, toll funds are an eligible use for the development of the park. The toll funding shown in Table 1.3 is based on programmed funds targeted for a gateway park project. The current fund programming is subject to review and adjustment.
3. CTC and MTC programming contribute $30 million in Transportation Enhancement Funds in 2012 STIP. Added funding could be applied for in subsequent STIP cycles.
4. The EBRPD has $5.4 million available from Measure funds to develop a shoreline park connecting to SFOBB ($0.9 available for development and $4.5 for land acquisition).
5. The City of Oakland staff has indicated that the City will cooperate in the development of the Gateway Park, given that it already has an open space obligation along some water front portions of its West Gateway and will contribute approximately 20 acres (an area including the Burma Road ROW) to the Gateway Park. Any additional financial contribution to the Park will depend on further negotiations regarding issues such as sharing the costs of shared roadways and utilities.
6. Private funds could be pursued for the museum and aspects of the park program. Private funds have significantly contributed to the overall budget of many parks constructed around the country and can be instrumental to the implementation of a civic project. A private funding comparison of Millenium Park, Olympic Sculpture Park, and the Highline Park is included in Appendix B of this document; three major public park projects built with a high percentage of private funding.

Table 1.3: Funding Sources

	Estimated Cost	Seismic Funds	Bridge Tolls	State TE Funds	Local TE Funds	EBRPD Measure	BCDC	City of Oakland	Private	Total	Funding Gap
Project PAED	$3		$3							$3	$0
Project Design	$15		$14			$1				$15	$0
Phase 1 Construction	$156	$62	$43	$15	$15	$4	$1			$140	$16
TOTAL	**$174**	**$62**	**$60**	**$15**	**$15**	**$5**	**$1**	**TBD**	**TBD**	**$158**	**$16**

Schedule, Governance and Challenges

Schedule

The Gateway Park project schedule is closely connected to and dependent on other projects in the area, including the new East Span construction and opening, demolition of the existing East Span, and City of Oakland redevelopment, particularly in the Central and West Gateways. The new East Span is scheduled to open in September 2013 and demolition of the existing east span is forecasted to be complete by the end of 2017.

There are a series of projects in the surrounding area of Gateway Park that will be complete or partially open at the unveiling of the new East Span. Projects that will be complete at this time include bike access to the bridge from the East Bay, as well as median landscaping and planting along portions of I-80 near the bridge and along the bike path. Portions of the Caltrans maintenance facility will also be in construction fall of 2013; phase one of the facility will be complete by early 2014. A partial opening of the IERBYS building is planned and will hold a bridge related exhibition.

The project schedule anticipates that there are near-term planning activities and projects in the area that will determine the commencement of the park project. First, the City of Oakland Infrastructure Master Plan and the EBMUD Main Wastewater Treatment Plant Master Plan will be critical considerations for the park area. Second, the completion of the relocation of the Caltrans Maintenance Facility may affect the schedule for construction of Phase 1A of the park. Construction of Phase 1A of the park would not be able to begin until the maintenance facilities are relocated and operational.

At this time, the environmental analysis for the park is projected to begin in summer of 2012 and take approximately eighteen months to complete. Final design for the park (Phases 1) is projected to take place over a two year period (2014 through 2015). Construction of Phase 1A of the park would start in early 2016, with a completion date of early 2018. Construction of Phases 1B and 1C would start a year later than Phase 1A and be completed in early 2019. The later construction completion for Phases 1B and 1C are due to the land transfer required between the U.S. Army and the East Bay Regional Park District. At this time, it is not clear of the specific timing of that transfer.

Governance

In discussing a governance structure for Gateway Park, this report recognizes that it is important to keep the momentum of the park planning and development moving, and that a continued collaborative process among involved agencies and the community will be critical. A governance structure will be needed that can handle complex land transfers and ownership and financial arrangements.

To ensure the ability to stay on schedule, it is proposed that BATA serve as the lead agency for the development of the PAED Phase for the Gateway Park plan. Under this arrangement, BATA would be the contracting agency with a firm to conduct the EIR and be the signatory for the EIR. However, BATA would conduct the EIR in consultation and cooperation with the Gateway Park Working Group.

For final design and construction of the park it is proposed that a single agency could serve as the lead agency, or a Joint Powers Authority (JPA) combined with a formal Memorandum of Understanding (MOU) could be developed among the primary funding and land owner agencies in the area.

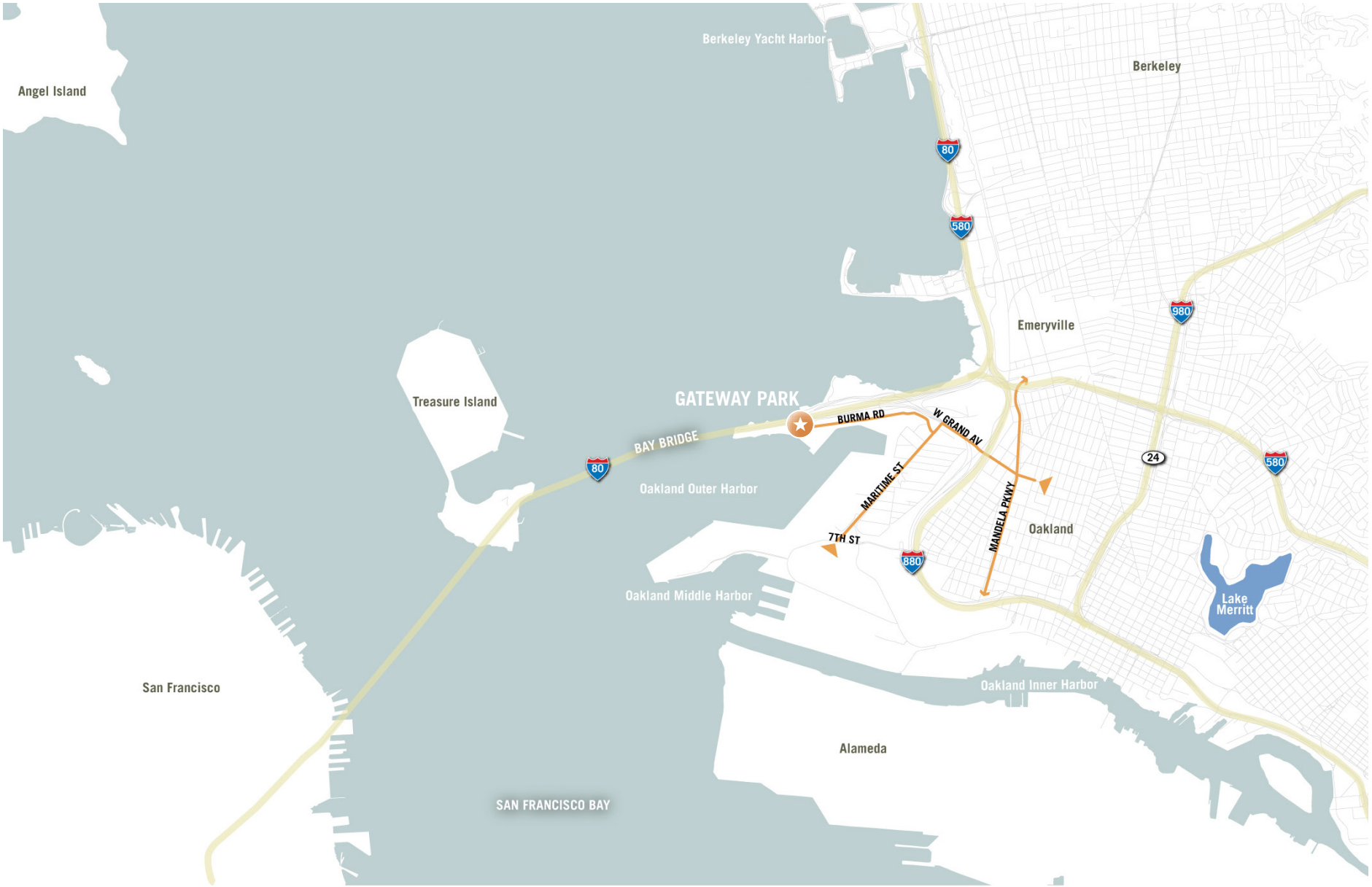
Project Challenges

1. Environmental Remediation /Army Land Transfer: The schedule for Phase 1B is dependent on the land transfer required between the U.S. Army and the East Bay Regional Park District. At this time, it is not clear of the specific timing of that transfer. The transfer and remediation will need to be prioritized to achieve the proposed schedule.
2. Oakland Army Base Master Plan: Gateway Park is bordered on the east and south by new port development projects, including a new bulk rail facility on the West Gateway Development Parcel. Design of the park and elevated bike path on Burma Rd. will need to be closely coordinated with the development of the Oakland Army Base to ensure compatibility.
3. EBMUD Wastewater Infrastructure: There is a need to protect critical components of onsite EBMUD wastewater infrastructure including a 9-foot diameter treated wastewater outfall, Dechlorination Facility, and Transition Structure during the construction and operation of the park. This will need to be considered in the PAED process and in the final design for the park.
4. Funding: There is a $16 million funding gap in the overall construction budget at this time and currently no funding sources identified for Operations and Maintenance costs for the park. Funding gaps will need to be considered during the PAED process.

Figure 1.5 Project Schedule

2 PROJECT BACKGROUND

Figure 2.1 Project Site Context

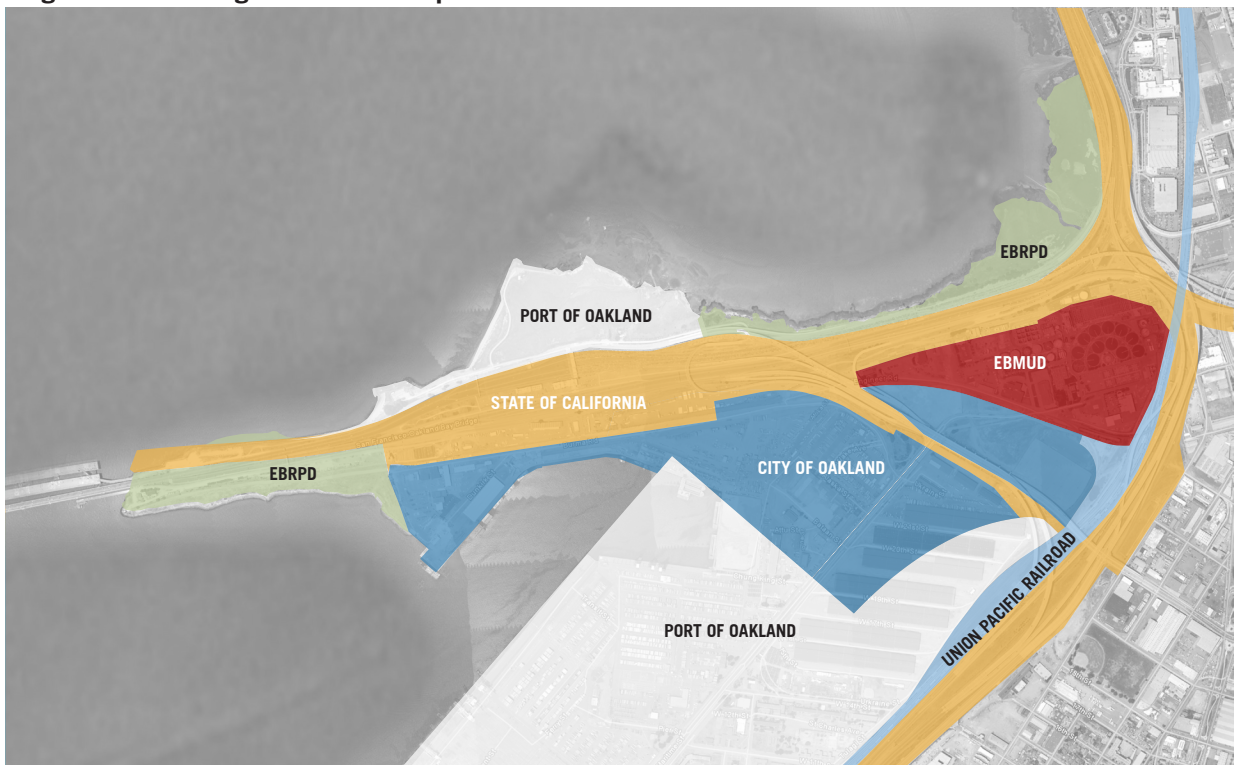


Located along the East Bay waterfront within the City of Oakland, roughly two miles from downtown, the Gateway Park Area will be the future site where the new Bay Bridge east span – now under construction – will touch down to land. At this location, a new Gateway Park will provide an appropriate "landing" for the world-class bridge and a place for local, regional and international visitors to experience the site and gain access to the bridge's pedestrian and bicycle pathway and learn about the

Within three miles surrounding the Gateway Park Area site is an extensive industrial area as well as the West Oakland, downtown Oakland, and Emeryville communities. However, there is currently very limited access to the project site, both physically and visually.

The Gateway Park Area is bordered by the San Francisco Bay on its north, west, and south sides. Within the site and to the east, facilities and easements are owned, maintained and/or controlled by the East Bay Regional Park District (EBRPD), Caltrans, Port of Oakland, City of Oakland, and East Bay Municipal Utility District (EBMUD). Given the complex nature of the site, as well as the immense opportunities presented by the construction of the new Bay Bridge east span, the purpose of the Gateway Park Area Project Concept Report (PCR) is to advance a world-class park concept for the site and to define the scope, cost, funding, and implementation effort for such a concept.

Figure 2.2 Existing Land Ownership



Note: Existing ownership boundaries subject to confirmation.

Project Site Context

Currently, the Gateway Park Area is accessible by three roadways: Grand Avenue, Maritime Street, and Burma Road. Grand Avenue continues from I-80 next to the Gateway Park Area and extends west through the West Oakland neighborhood towards the Oakland Hills, passing through downtown. The majority of Grand Avenue is grade separated, with the exception of an at-grade intersection at Maritime Street. Maritime Street runs north-south through the Port of Oakland area, connecting 7th Street in the south to Grand Avenue near Burma Road on the north. An important access route for the Port of Oakland, Maritime Street is largely used by trucks for Port operations and activities. Burma Road starts at Maritime Street and extends west through the site, running parallel to I-80.

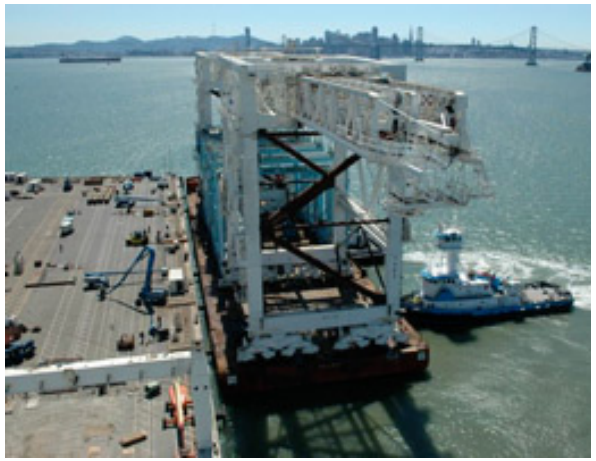
In addition to the three access roads, there are several highways surrounding the area, including I-80 which extends across the Bay Bridge into San Francisco, I-580 which connects from I-80 to Sacramento, and I-880 which connects southwards along the East Bay to San Jose and Santa Clara County. To the southeast of the Gateway Park Area is the Port of Oakland, which has been in operation since 1927 and is currently the fourth largest container port in the country, with 10 container terminals and two intermodal rail facilities.

Much of the area is criss-crossed with existing infrastructure that may or may not be moved as part of the development process. Additionally, much of the existing infrastructure and facilities are owned and operated by various utility agencies. **Table 2.1** lists a number of constraining utilities and facilities that currently occupy the Gateway Park Area, its owners, and the reason for its operation. [Also refer to **Figures 6.1 through 6.10**]

Potable water in the Gateway Park Area is supplied by EBMUD, which provides water service to 1.4 million people within a 325-square-mile jurisdiction. EBMUD has multiple potable water lines that lie within the Gateway Park Area, ranging from 8 to 12 inches in diameter. The 12-inch water main, which serves as the water supply to hydrants on the Bay Bridge as well as backup water supply to Treasure Island and Yerba Buena Island, is owned by the Navy and operated by SFPUC. EBMUD also owns a 9-foot diameter outfall which runs the length of the Gateway Park site and carries the treated wastewater from the EBMUD plant to the San Francisco Bay. This lower pressure force main is a sensitive, "no load" structure that will need to be protected throughout development and construction activities of the park.

PG&E owns a substation within the Gateway Park Area, which provides electricity to Yerba Buena Island and Treasure Island. A Transition Structure and a Dechlorination Facility operated by EBMUD as part of its wastewater treatment facilities are also located on the site. Along the existing eastern abutment of the old Bay Bridge is a pump station, which currently pumps domestic water from the water main to Treasure Island. While the existing pump station will be demolished with the construction of the new Bay Bridge, a replacement pump station has yet to be located and configured.

Currently, the site serves mostly as a maintenance yard and staging area for the construction of the new Bay Bridge east span. It contains a number of small temporary and permanent buildings.



The working waterfront along the Port of Oakland.

EBMUD's Main Wastewater Treatment Plant.

Historic Key Pier Substation Building.

Historic IERBYS Warehouse Building

Table 2.1 Existing Infrastructure and Constraints

Constraints	Owner	Reason
9 foot treated wastewater outfall	**EBMUD**	Main treated wastewater outfall from the EBMUD Wastewater Treatment Plant to San Francisco Bay
12 inch water line	**SFPUC**	Provides emergency water to Treasure Island & Yerba Buena Island
12kV Electrical line	**PG&E**	Provides electricity to Treasure Island
12 inch gas line	**PG&E**	High pressure gas line
Cellular towers/Billboards	**CBS Clear Channel**	Possible underground electrical and telephone lines. Billboards a dominant visual element
Caltrans Substation	**Caltrans**	Electrical Substation
Key Pier Substation	**Caltrans**	Historic Building
IERBYS Warehouse	**Caltrans**	Historic Building
EBMUD Facilities	**EBMUD**	Dechlorination and Transition Structures for the main sewer outfall
PG&E Substation	**PG&E**	Electrical facility

Project Character and History

The Gateway Park Area has a long and rich history embedded in uses surrounding transportation, industrial, and military functions, beginning in the mid 19th century. Over time, the uses have expanded from port to rail and later, highway uses. Several existing buildings on the site must also be taken into consideration in the proposed plan and design of the park. They include three significant historic structures which need to be accommodated and re-appropriated into the new park design. **[See Table 2.2]**

In 1882, the Southern Pacific Railroad built the Oakland Mole in order to make direct connections to transbay ferry services by means of providing a rail pier. The Oakland Mole also served to protect the harbor until 1965, when the mole was demolished in order to expand the Port of Oakland and provide space for the BART Transbay Tube.

In 1925, the Key Rail System built a substation that provided electrical power to the rail and ferry system, and later served the trains that ran on the Bay Bridge. The Key Pier Substation is individually eligible for the National Register of Historic Places as a rare surviving component of the historic Key System railway. In 1939, the Caltrans Substation was built next to the Key System Substation to provide electricity for both the rail and the bridge. Both the Caltrans electrical substation at the Oakland touchdown and the Key Pier Substation are constructed out of reinforced concrete. Both are considered contributing buildings to the SFOBB project.

Built in 1938, the Interurban Electric Railway Bridge Yard Shop (IERBYS) warehouse is a steel frame building that originally functioned as a rail shop and yard and currently supports maintenance and paint shop needs for the Bay Bridge. Also known as the "Sawtooth Building", it is a historically significant structure on site and the PCR will study appropriate uses to accommodate and preserve the building and its features, while maximizing its function for the purposes of the park.

Much of the site formally belonged to the Oakland Army Base, which performed as a major distribution and transportation port facility between the early 1940s until the Department of the Army closed the base in 1999. The 364 acres was subsequently transferred to the Oakland Redevelopment Agency and the Port of Oakland.

This test-train car, seen in 1938, was part of the Key System that crosses the Bay Bridge on railroad tracks.

Table 2.2 Existing Historic Building

Building	Status
Caltrans Substation	Contributing component of the SFOBB, which is eligible for listing on the National Register of Historic Places (NRHP)
Key Pier Substation	Contributing component of the SFOBB Individually eligible for the National Register of Historic Places (NRHP)
IERBYS Warehouse	Individually listed for the National Register of Historic Places (NRHP)

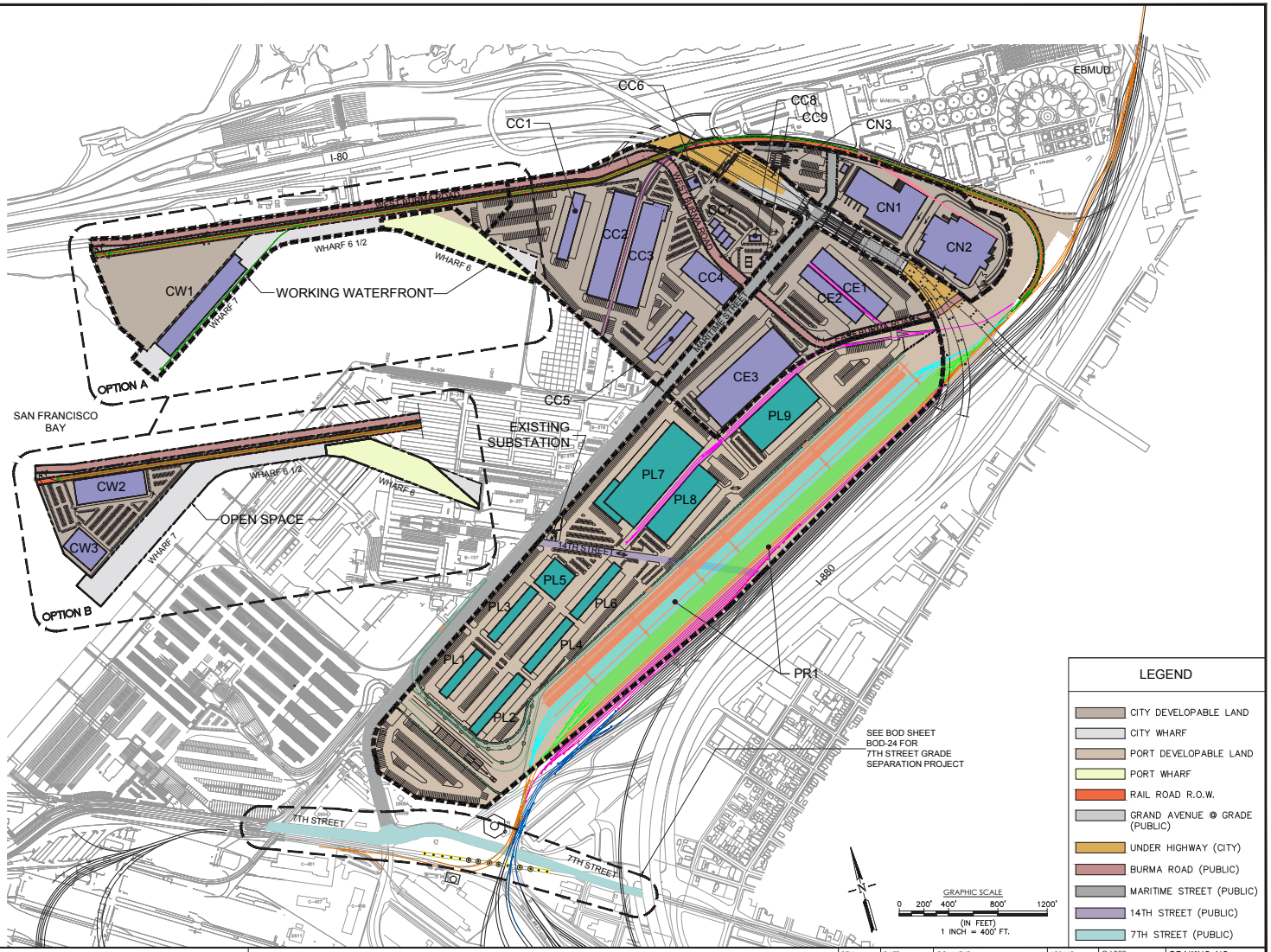
Figure 2.3 Oakland Army Base Plan—Site Plan

PROJECT AND BUILDING AREAS			
CITY AREA - DEVELOPABLE	LAND S.F. (ACRES)	BUILDING S.F	FAR
CW (WEST GATEWAY)**	711,813 (16.3)		
OPTION A		146,460	0.206
CW1 - BULK WAREHOUSE		146,460	
OPTION B		175,000	0.246
CW2 - R & D		115,000	
CW3 - R & D		60,000	
CC (CENTRAL GATEWAY)**	2,410,683 (55.3)	537,049	0.223
CC1 - TRANSLOAD WAREHOUSE		49,545	
CC2 - TRANSLOAD WAREHOUSE		160,080	
CC3 - TRANSLOAD WAREHOUSE		161,123	
CC4 - TRANSLOAD WAREHOUSE		91,000	
CC5 - TRANSLOAD WAREHOUSE		38,455	
CC6 - TRUCK SERVICES		8,008	
CC7 - TRUCK SERVICES		22,221	
CC8 - TRUCK SERVICES		4,241	
CC9 - TRUCK SERVICES		2,376	
CN (NORTH GATEWAY)**	1,106,838 (25.4)	407,987	0.369
CN1 - RECYCLING FACILITY		188,485	
CN2 - RECYCLING FACILITY		218,675	
CN3 - TRUCK SERVICES		827	
CE (EAST GATEWAY)**	1,349,690 (31.0)	442,560	0.328
CE1 - TRANSLOAD WAREHOUSE		105,000	
CE2 - TRANSLOAD WAREHOUSE		63,000	
CE3 - TRANSLOAD WAREHOUSE		274,560	
SUBTOTAL DEV. AREA - OPTION A	5,579,024 (128.1)	1,534,056	0.275
SUBTOTAL DEV. AREA - OPTION B	5,579,024 (128.1)	1,562,596	0.280
CITY AREA - UNDEVELOPABLE	LAND S.F. (ACRES)	BUILDING S.F	FAR
WHARF 6, 6 1/2, 7	455,455 (10.5)		
UNDER HIGHWAY	309,728 (7.1)		
GRAND AVENUE AT GRADE	225,542 (5.2)		
MARITIME STREET	690,983 (15.9)		
BURMA ROAD	500,180 (11.5)		
WEST	386,623 (8.9)		
EAST	113,557 (2.6)		
14TH STREET	98,809 (2.3)		
7TH STREET	240,715 (5.5)		
RAIL R.O.W.	376,754 (8.6)		
SUBTOTAL UNDEVELOPABLE AREA	3,398,346 (66.5)		
SUBTOTAL CITY AREA - OPTION A	8,477,190 (194.6)	1,534,056	0.181
SUBTOTAL CITY AREA - OPTION B	8,477,190 (194.6)	1,562,596	0.184

PORT AREA - DEVELOPABLE	LAND S.F. (ACRES)	BUILDING S.F	FAR
PL (PORT LOGISTICS)	4,369,717 (100.3)	862,881	0.202
PL1 - TRANSLOAD WAREHOUSE		37,190	
PL2 - TRANSLOAD WAREHOUSE		44,400	
PL3 - TRANSLOAD WAREHOUSE		42,981	
PL4 - TRANSLOAD WAREHOUSE		42,981	
PL5 - TRANSLOAD WAREHOUSE		57,200	
PL6 - TRANSLOAD WAREHOUSE		43,928	
PL7 - TRANSLOAD WAREHOUSE		302,800	
PL8 - TRANSLOAD WAREHOUSE		138,600	
PL9 - TRANSLOAD WAREHOUSE		172,801	
SUBTOTAL DEVELOPABLE AREA	4,369,717 (100.3)	862,881	0.202
PORT AREA - UNDEVELOPABLE	LAND S.F. (ACRES)	BUILDING S.F	FAR
PR (RAILYARD)	2,900,201 (66.6)	1,815,949	0.626
PR1 - RAILYARD		1,815,949	
WHARF 6	217,902 (5.0)		
SUBTOTAL UNDEVELOPABLE AREA	3,118,103 (71.6)	1,815,949	0.626
SUBTOTAL PORT AREA	7,487,820 (171.9)	2,698,830	0.360

TOTAL AREA - OPTION A	15,965,010 (366.5)	4,232,886	0.265
TOTAL AREA - OPTION B	15,965,010 (366.5)	4,261,426	0.267
EBMUD AREA	LAND S.F. (ACRES)	BUILDING S.F	FAR
PROPOSED LAND SALE FROM CITY*	-42,183 (1.0)		

*PROPOSED LAND SALE TO EBMUD FROM CITY NORTH GATEWAY AREA
**ROADS AND RAIL R.O.W. ARE NOT INCLUDED IN GATEWAY AREA CALCS



OAKLAND GLOBAL — "one vision, one team, one project"
ARCHITECTURAL DIMENSIONS

ARCHITECTURAL DIMENSIONS
MASTER PLAN TEAM
JAMES HEILBRONNER
925-932-8651
1400 SOUTH MAIN STREET, STE 275
WALNUT CREEK, CA 94596

PROJECT INFO.

SITE PLAN
BUILDING AREA PLAN
CITY OF OAKLAND, ALAMEDA COUNTY, CALIFORNIA

CAT. NO AD-0058.09
INVOICE NO. 12131

REV	DATE	COMMENT

JOB NO. OA802
SCALE: 1" = 400'
DATE: 12/05/2011
DRAWN BY: K. CHABOT
CHECKED BY: J. HEILBRONNER

DRAWING NO. BOD-5
SHEET 9 OF 34

Dec. 06, 2011 - 11:23am, Plotted By: kchabot
O:\Cad Files\OAK\OA802\ARCHITECTURAL DIMENSIONS\V-Dwgs\BODY OF DESIGN SET\BOD--5_BUILDING AREA PLAN.dwg

The new bridge will be a world-class icon in the bay, transforming the entrance experience into Oakland.

The Bay Bridge east span will also include a new pedestrian and bicycle pathway, part of the regional San Francisco Bay Trail.

Project Purpose

With the significant investment and construction of a new Bay Bridge, considered world class in its architecture and engineering, the driving goal for a new Gateway Park design is to create an important setting for the journey on and off the bridge. Critical in its location within the Bay Area, the opportunity to develop Gateway Park also poses a unique chance to transform the identity and orientation of the entry to (and exit from) the East Bay. Due to the highly visible nature of the area, the park is envisioned to be regional in importance and a source of future civic pride for the Oakland community.

The purpose of the Gateway Park Area PCR is to address the development and program opportunities of the park, as well as access to the future park facilities and the bridge's pedestrian and bicycle pathway. Such connections include roadways and pathways for visitors and maintenance services. As part of a holistic study of the park, the planning effort addresses adjacent neighborhoods and areas to understand the context in which the park site sits and to ensure that development and ways of access are compatible with its surroundings. In looking at the larger "Area of Influence", the PCR studies critical issues regarding access, including those connecting to the Bay Bridge, with existing and planned trails, and to the Oakland community.

The PCR planning process involved:

- Developing purpose and need for the project
- Analyzing project alternatives (land uses, facilities, infrastructure, access, etc.)
- Conducting public and stakeholder presentations, meetings and workshops
- Identifying required environmental documentation and mitigations and permitting
- Identifying right-of-way issues, acquisitions and agreements
- Developing project cost estimates
- Identifying potential or proposed sources of funding
- Developing institutional arrangements and processes for the project implementation

The Port of Oakland, Caltrans, City of Oakland, and EBMUD are all currently in various stages of planning and development in and around the Gateway Park Area, and much of the final development plans are unknown at the time of this PCR report.

Consideration of such plans is an important part of the Gateway Park Area PCR planning effort, which includes:

- Redevelopment of the former Oakland Army Base property by the City of Oakland.
- Expansion of the Port of Oakland
- Expansion of the EBMUD facilities
- New maintenance complex, public access permits for pedestrian and bike paths, and landscaping and historic preservation requirements on Caltrans property

The PCR process mainly focused its efforts on studying and recognizing possible opportunities and constraints related to access, program, and development in the Gateway Park Area.

Additionally, much of the West Oakland community directly adjacent to the Gateway site is already participating in continuing redevelopment processes, and the PCR process takes into consideration these ongoing planned land uses and activities.

Project Need

With the construction of a new bridge connecting Yerba Buena Island to Oakland, it is imperative that the setting of its landing reflect the world class quality of its design and infrastructure as well as create an appropriately grand welcoming experience for visitors coming in and out of the East Bay. The new Bay Bridge east span is expected to be completed in 2013, and it will include a path for bicyclists and pedestrians. Given the importance of its place geographically and historically in the Bay Area, and the grandeur of the size and scale of the infrastructure surrounding it, Gateway Park is in a strategic location to offer visitors and passers-by the chance to pause, observe, and celebrate.

The Bay Bridge currently carries the most vehicles of any bridge in the Bay Area, and soon, bicyclists and pedestrians. The existing bridge serves nearly 270,000 vehicles per day, carrying people between San Francisco, Yerba Buena Island, Emeryville, and Oakland. There are also currently 27 TransBay bus routes that cross the Bay Bridge via I-80, including a stop at the Toll Plaza adjacent to the project area. All these travel modes make Gateway Park a highly visible site and an important "image maker" in the East Bay. With the construction and operation of the new Bay Bridge, and the removal of the existing bridge, there is also the potential for an additional 4.2 acres of park area which is currently occupied by the existing structure.

Gateway Park is the setting of a critical linkage between the East Bay and San Francisco in terms of connecting various multi-modal travel opportunities. At the core vision for the future of this site is making Gateway Park a place of connections and access. Access is both a challenge and an opportunity, particularly in the coordination of multiple modes of transportation coalescing at varying elevations within a highly constricted area that must serve a number of diverse users. The users include trucks serving adjacent industrial activities, vehicular traffic, local and regional bus services, maintenance vehicles, and future park visitors as well as pedestrians and bicyclists accessing the bridge.

The Gateway Park area is also an important junction for pedestrian and bicycle transportation along the San Francisco Bay Trail. The Bay Trail is a visionary plan for a shared-use bicycle and pedestrian path that will one day allow continuous travel around San Francisco Bay. Over 300 miles of trail have been completed. Eventually, the Bay Trail will extend over 500 miles to link the shoreline of nine counties, passing through 47 cities and crossing seven toll bridges.

Figure 2.4 Open Space and Bay Trail Connection

Its position in the San Francisco Bay, surrounded on three sides by water, also establishes the opportunity for this park to connect with an existing and proposed network along the San Francisco Bay Area Water Trail. The intention is for accessibility to this and other sites along the bay by kayaks and other non-motorized human-powered watercrafts.

In 2008 and 2009, the representatives from the Gateway Park Working Group (GPWG), along with members of the Toll Bridge Program Oversight Committee (TBPOC) and the City of Oakland, met to hold Visioning Conferences to understand and clarify the vision and opportunities for the site, as well as decide on a conceptual scope for the adjacent land and define the roles and responsibilities for participating stakeholder agencies.

At the end of the first Visioning Conference, general consensus was that access was a key component, which expanded the initial geographic scope and therefore also increased the number of major stakeholder members. A second visioning conference was held in February 2009, with attendees from agencies represented in the GPWG as well as representatives from the City of Oakland. At the end of this conference, the attendees agreed that a Gateway Park concept plan (a Project Study Report (PSR) "equivalent") was necessary in order to leverage additional funding, garner participation from the community and stakeholders, create conceptual design alternatives, and study initial project scheduling and funding strategies for a preferred design scheme.

Comparison of Similar Parks

The idea of creating a distinctive park setting as the backdrop for a significant piece of engineering and infrastructure, such as the Bay Bridge, is not unique to the Gateway Park Area and there have been several comparable situations in other American cities.

Gateway Park is not a post-industrial park. The site is extraordinary because it is located within an active industrial context. The park concept celebrates this unique geography and provides experiences that are rarely offered to the public. Trails wind through freeway structures, offering amazing views and experiences of these concrete monuments and allowing bikers and pedestrians to have access similar to the automobile. Landscape is experienced through a progression of views that reveal both the natural and industrial context as park goers move along the trail.

Creating a park landscape with a variety of programmed uses can transform the land use and perception of a coarse urban environment into a more natural, easily accessible place. By integrating pieces from the history of the site, along with past structures and systems, with new programs and contemporary amenities, the City of Oakland and the East Bay region has the opportunity to further strengthen its identity.

There are many examples where difficult conditions and challenging problems have led to some of the most innovative park designs and programming, such as Battery Park City in New York and Gasworks Park along Lake Union in Seattle. Gasworks Park in Seattle is a good example for how a park can serve as the means to restore or regenerate former industrial lands to promote healthier environment and systems.

A park can provide safe and human scaled experiences within industrial contexts

A park, even a small one, can help contain water and transform an old industrial area into a restored environment. Tanner Springs Park, Portland.

Remnants of historic infrastructure have been artfully retained to create a unique landscape setting while becoming a historic and cultural interpretive piece.

Many contemporary parks also use the opportunity to integrate and showcase green infrastructure systems, such as using the park design to manage stormwater systems on site. Tanner Springs Park in Portland is one example of how, even on a small scale, a park can make a difference to a neighborhood's water containment issue. Given the proximity of Gateway Park to the main wastewater treatment plant, this presents a wonderful opportunity to integrate inspirational green infrastructure with the future design of the park.

A park can be linear in nature, transforming old rail tracks into a new pedestrian trail. The High Line, New York.

Gateway Park also has the opportunity to become an important gathering place for the community, with the seeds planted at the onset of the PCR process through extensive community outreach and participation. Successful community involvement from a broad range of neighbors, particularly given the complex range of users within and adjacent to this site, can have the opportunity to foster a sense of civic and self-pride. The Highline and Socrates Sculpture Park, both in New York, are successful examples where the community advocated for change in their own neighborhoods and were able to work together in a multifaceted environment to come to an agreement on a development that benefited those involved.

Looking to the Golden Gate Bridge, another landmark within the Bay Area, there is a successful precedent for how a park at the anchor of a bridge can become not only a place for natural landscape, but also create revenue and brand identity in attracting businesses. Upon arrival from the Golden Gate Bridge, the Presidio in San Francisco strategically displays a sustainable and lush landscape of the city, while also providing a campus-like environment that draws companies and their employees.

Access, connection, and parks are often incorporated together in shared spaces, creating linear landscaped environments that serve both park and circulation systems. Given the importance of access and connection in the Gateway Park Area, it is vital to look to other precedents of parks in complex highway environments. Examples include Buffalo Bayou in Houston and the Emeryville Greenway in Emeryville, and also lushly landscaped linear trails, such as the Emerald Necklace in Boston.

Table 2.1 Existing Infrastructure and Constraints

Constraints	Owner	Reason
9-foot diameter treated wastewater outfall	**EBMUD**	Main treated wastewater outfall from the EBMUD Wastewater Treatment Plant to San Francisco Bay
12-inch diameter water line	**SFPUC**	Provides emergency water to Treasure Island & Yerba Buena Island
12kV Electrical line	**PG&E**	Provides electricity to Treasure Island
12-inch diameter gas line	**PG&E**	High pressure gas line
Cellular towers/Billboards	**CBS Clear Channel**	Possible underground electrical and telephone lines. Billboards a dominant visual element
Caltrans Substation	**Caltrans**	Electrical Substation
Key Pier Substation	**Caltrans**	Historic Building
IERBYS Warehouse	**Caltrans**	Historic Building
EBMUD Facilities	**EBMUD**	Dechlorination Facility and Transition Structure for the treated wastewater outfall
PG&E Substation	**PG&E**	Electrical facility

Table 2.1 Existing Historic Buildings

Building	Status
Caltrans Substation	Contributing component of the SFOBB, which is eligible for listing on the National Register of Historic Places (NRHP)
Key Pier Substation	Contributing component of the SFOBB Individually eligible for the National Register of Historic Places (NRHP)
IERBYS Warehouse	Individually listed for the National Register of Historic Places (NRHP)

3 GOALS, OBJECTIVES, AND PRINCIPLES

Reflecting the desires of the Gateway Park Working Group (GPWG), who have been collaborating with stakeholders in the area for over three years on the preliminary planning and park conceptual design, as well as vetted by a diverse and inclusive public participation process, the following section describes the goals, objectives, and design principles for the Gateway Park site.

A **goal** is a general purpose or aim for park improvements at the Gateway Park site.

An **objective** is a desired future condition that will help achieve a broader goal. An objective should be achievable and, where possible, should be measurable and time-specific.

A **design principle** is an assumption, fundamental rule, or doctrine that will guide the design of the park.

Goal 1: World Class Waterfront

Create a stunning new gateway to the East Bay that celebrates the new Bay Bridge East Span.

Objectives

- Create a park design appropriate to the scale and grandeur of the Bay Bridge East Span.
- Provide visibility to the site from 360 degrees—for motorists, pedestrians and bicyclists.
- Take advantage of the site's setting, views and history.
- Offer wide-ranging programs for many types of park visitors.
- Reuse historic structures.
- Incorporate a museum into the park design.
- Integrate "artifacts" into the park design that tell of the site's history.

Design Principles

- The scale and visibility of the park should be appropriate to the scale and grandeur of the Bay Bridge East Span.
- Park design should be composed with the bridge experience — this may be done by extending the bridge design elements or complementing them.
- Park components should provide a memorable and unique experience by optimizing:

  Key location and surrounding landmarks of the Bay;
  History of the site and engineering structures;
  Prime access to water and view; and
  Programs and destinations unique to the place
- Lighting and the night experience should be an important feature of the park as it will be seen 24/7 by passersby.
- The design effort should express an excellence and leadership in design and sustainability strategies.

Goal 2: Park Access

Maximize access and promote a safe and seamless experience for visitors.

Objectives

- Create attractive, safe and welcoming connections to the site.
- Invite visitors from the Bay Area and around the world.
- Provide connections that significantly reduce the physical, visual and operational barriers that now exist.
- Integrate transit, including bus and ferry service.
- Create bicycle, pedestrian and vehicular linkages.
- Integrate the park into the East Bay Regional Park system.
- Connect the park to the San Francisco Bay Trail and the Bay Area Water Trail.
- Provide access to the water.

Design Principles

- All means of access (transit, vehicular, bicycle, and pedestrian) should connect to existing circulation systems and activity areas.
- All means of circulation should be attractive, safe, welcoming and part of the park experience.
- The park design should integrate access, procession, and movement as part of the park unique experience.
- The park design should prioritize and celebrate access to the bridge promenade.
- Access to shoreline should provide varied ways to engage with the water and be available to a range of users.
- Bike ways, pedestrian paths and multi-use trail networks should connect to and extend the experience of the Bay Trail.
- The park design should create a sense of arrival and crossing at Maritime (coordinated with Central Gateway development sites).
- The park design should consider grade separated strategies for bike access from West Grand/West Oakland.
- The park design should provide access point choices from Emeryville and West Oakland.
- The park design should address universal accessibility.

Goal 3: Community Benefits

Provide improvements that enhance the health and welfare of all visitors, including local residents.

Objectives

- Involve the community as substantive participants in park planning.
- Provide employment opportunities for building, maintaining and operating the park.
- Support economic development on adjacent lands and in West Oakland by creating an attractive setting for such improvements.
- Provide opportunities for relaxation, recreation and a unique park experience.
- Provide opportunities for learning about sustainability, natural resources, history and innovations in technology, transportation and industry.
- Provide educational opportunities for students through outreach to local and regional schools.

Design Principles

- Park improvements should be compatible and supportive of adjacent uses, including mixed-use developments, industrial uses, and residential neighborhoods.
- Park improvements should enhance the visitors' understanding and appreciation of site and adjacent uses.
- Park improvements should appeal to a wide variety of users and activities.
- Park improvements should provide selected program elements that meet local residents' and adjacent regional community needs.
- Park improvements should provide cultural/educational amenities.
- Park improvements should enhance treatment of adjacent freeways and interchange ground surface.
- The park design should consider including local artists' work.

Goal 4: Sustainability

Make sustainable practices a foundation of the park design and operations.

Objectives

- Bring awareness of sustainability practices into the visitor experience.
- Exercise sound stewardship of the site's natural and cultural resources.
- Use resources, such as wind and water, in ways that maximize benefits while minimizing waste.
- Maximize the synergy between the park and adjacent development.
- Minimize maintenance and operational costs, address safety and design for versatility.

Design Principles

- The park design should incorporate a holistic approach that considers green strategies for all design aspects.
- The park design should take advantage of local wind and sun conditions to create renewable energy wind turbines and solar panels.
- The park design should integrate storm water management strategies.
- The park design should incorporate design strategies that will allow the park to be resilient to storm surges and sea level rise.
- The park design should support good health by encouraging outdoor/recreational activities and use of biking and walking as primary mobility modes.
- The park design should consider site forestation as a way to improve the quality of the environment.
- The park design should reuse historic structures and elements of the old Bay Bridge span.
- Maintenance and operational costs should be considered for the long term operation of the park.

Goal 5: Site and Environment

Create a park that is harmonious with adjacent land uses and its natural setting.

Objectives

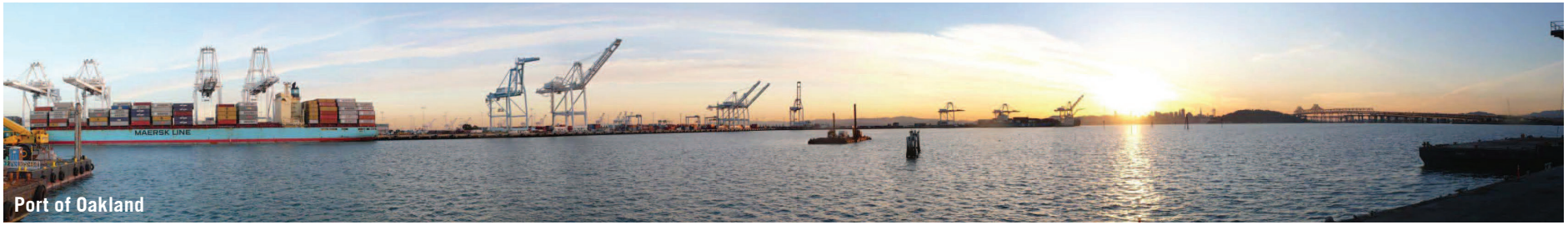
- Redevelop, redesign or relocate the Caltrans maintenance complex to be compatible with the park and with adjacent redevelopment areas.
- Design public access to be compatible with the natural resources and wildlife at the site.

Design Principles

- The park design should balance natural resources with active uses and built structures.
- The park design should protect and enhance local ecology.
- The park design should be coordinated to interface with adjacent developments.
- The park design should integrate underutilized lands adjacent to and beneath the freeway and interchange as an integral part of the park and access.
- The park design should use design strategies to mitigate and buffer freeways visual, sound and air quality impact.
- The park design should use design strategies to enhance the visual experience from freeways passing through the Gateway.
- The park design should consider elevated vantage points to further optimize view opportunities and interest.

4 GATEWAY PARK CONCEPT PLAN

Figure 4.1 Gateway Park Context



Port of Oakland

View of the port and the bridge from the future Gateway Park

The new Bay Bridge East Span inspired the building of a new park

The Gateway Park site has a panoramic view of the Port of Oakland waterfront

The park will provide opportunities to enjoy the natural environment

Background

The building of the new East Span of the Bay Bridge has inspired the design of a visionary park. The expanse of the park includes the area where the bridge touches down as well as the area under the freeway maze in West Oakland, incorporating critical bike and pedestrian links to Emeryville and Oakland. A unique collaboration of nine regional and local government agencies is sponsoring, collaborating and endorsing the park.

Vision

Imagine a new kind of park in the Bay Area region that co-exists in harmony with its industrial context and offers park goers both up close access and borrowed landscape experiences of the awesome forces of industry, infrastructure and the bay. Celebrating both historic and contemporary industry and infrastructure, the park trails are designed to link and extend open space in and through our most urban and industrial areas, and to demonstrate the most advanced strategies for the use of natural systems in infrastructure and regeneration.

The park is long and narrow and trail experiences are designed to celebrate motion. Each trail experience is unique, site specific, and connected to both the natural world and the extraordinary engineering structures of the local environment. Trail design moves the user horizontally across the land, but also vertically through the site. Vertically layered conditions allow arrival at one elevation and departure at a different elevation, providing more than one experience of the same place. Trail users will be in remarkable proximity to historic movement systems such as the Key Train route, as well as contemporary movement systems including the port activities and regional highways.

The program for the park is inspired by its extraordinary location and the potential to create a place where overlapping programs reinforce the park experience. Natural systems are seen and understood together with infrastructure. Industry is made legible and accessible to the community. Extraordinary structures and other feats of engineering are seen as monuments worth visiting and understanding. Art and science and industry are seen together and celebrated for their engineering and creativity, particularly at a large physical scale. As a former army base, the military history of the site is recalled and shown to be an important participant in engineering, transportation, ecological health and the community.

The park program will invite residents of Oakland and the region, as well as Bay Area visitors, to experience the grandeur of the new bridge, the expanse of Port activities and the richness of the area's exceptional natural and cultural resources. The program will include places for informal gathering and sitting, interpretation of existing and historic site resources, strolling and viewing, and active recreation. Perhaps most important, it will provide an inviting and engaging entrée for pedestrians and bicyclists onto the new East Span of the Bay Bridge.

Statistics

- The park is approximately 225 acres.
- It is nearly 2.25 miles long and varies in width from 50 to 500 feet.
- 100 percent of the park site is man-made fill and the entire park was part of the San Francisco Bay in 1915.

Fundamental Principles

Though resulting in an extremely varied set of landscape experiences, the park vision is entirely formed on five basic principles.

Principle One

The bridge is the catalyst for the park and the central themes of the park relate to the bridge, for example engineering, transportation and environmentally sensitive construction.

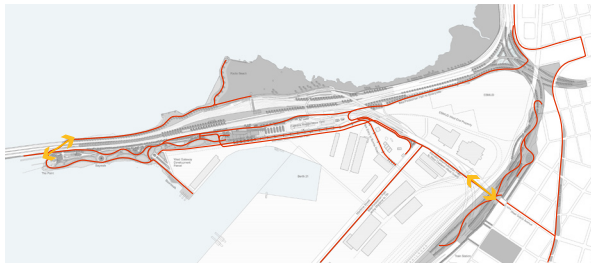
Without the bridge, a visionary park would not be possible. The monumental and historic engineering of the new Bay Bridge inspired the collaboration of the nine agencies that sponsor and endorse this project. The remarkable achievements of the bridge builders, architects, engineers and construction workers have become part of our local culture and have impacted international construction methods through their creativity and innovation. The pedestrian and bicycle access on the bridge will link the Bay Area and the Bay Trail and set up a future connection to link to San Francisco from Treasure Island. The elegant design of the bridge structure is an inspiration and measure for evaluating park design elements.

Principle Two

The lands of the park are continuous.

Access and the quality of the access experience have formed the park extents, and in large part, its identity. Spanning over two miles, the park landscape is extremely narrow and very flat for the majority of its length. The visual presence and perceived scale and importance of the park are created by its length, which balances its narrow north-south dimension.

Arriving at the park and passing by it in a car, on a bicycle, on foot or by boat should be a designed and processional sequence that emphasizes both safety and experience of the surrounding landscape. Moving through the landscape in section—up and down—should reveal and disguise the environment and provide opportunities for complex understanding of the numerous forces that shape and have created the land.



Principle Three

A complete and uninterrupted network of circulation links all areas of the park and connects to the surrounding urban trail network and the new bridge.

The experience of getting to the park is intended to be as significant as arriving at any one of its programmatic destinations. The trail experience **is** the park experience and therefore the lands of the park are continuous and woven through a myriad of conditions. A celebration of locomotion, transportation and biking, the park experience is best when users are in motion.

Principle Four

The park requires a critical mass of activities to succeed.

Public space does not succeed without programming. The lack of immediate adjacency to a large residential population underscores this need for significant attraction, as there is no immediately local community. The park program should be varied and dynamic, with changing events along with permanent programs to draw the largest number of people, as well as cater to long-term park stewards.

Principle Five

The park design is site specific and takes inspiration from the local context.

The industrial context of port activities, the ecology of the bay and the surrounding West Oakland neighborhood offer potential for the park design that is unique and unusual. Park design concepts and program should be evaluated with a “can this only or best happen here” lens. In particular, the internationally known large scale and industrial arts production occurring in West Oakland and on Treasure Island provides a contextual relationship that could provide an important visual layer and evergreen program for the park.

Park Framework

Regional Identity

The regional identity of the greater metropolitan Bay Area is focused around the Bay. For many citizens, daily travels include crossing water on bridges or by boat. This new park at the base of the new Bay Bridge and across from the Oakland Port will become a regional destination, designed to connect at the scale of regional landmarks, both natural and man-made. Large scale elements such as the Bridge, the Port Crane, the Maze of freeway ramps, the Oakland hills and the Bay itself will provide context for the park landscape and park experience.

With its highly visible location, Gateway Park will be a significant site at major regional connection.

Park Landscape

The park landscape combines industrial elements and topography. Opportunities to layer and juxtapose the site's phenomenal context and rich history with topographic design of equally large and visual presence will result in the park's unique character. Historic elements, such as pieces of the original Bay Bridge structure, will be integrated in the park design to reinforce the unique history and scale of the site. Where possible, these bridge artifacts will be re-purposed to allow for contemporary functions and historic appreciation. Modern practices of sustainability and green engineering will further integrate planting design with opportunities for water management, sea level rise mitigation and regeneration.

The park concept artfully blends natural landscape with its rich industrial history.

Trail Network

A trail network through the park will connect to regional trail and transportation systems. Biking and walking will be celebrated and integrated throughout the park. Important linkages over the railroad, through the port and along the water's edge will be designed to achieve direct and intuitive access, safety and fun. Consideration of elevation change and different biking abilities and programs, such as commuting, racing and family recreation, are taken to account in the park design. Threading through the industrial and infrastructural landscape that has been historically off-limits and set aside from public use, the trail network offers an astounding set of experiences that are not available elsewhere in the region.

Ease of access is a priority and the park is well-linked by an extensive trail network to the bridge and into West Oakland.

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Park Program

Park program elements are imagined to reinforce the unique character of the site and to add new experiences to the existing park-going opportunities in the Bay Area region. Surrounded by large scale transportation, industry and infrastructure, the park will be home to a new museum celebrating transportation, movement and its extraordinary context. Active recreation such as the trails, the kayak launch and athletic courts will provide places for movement and fitness and integrates with public health goals for exercise and the linkage of trails to open space recreation programming.

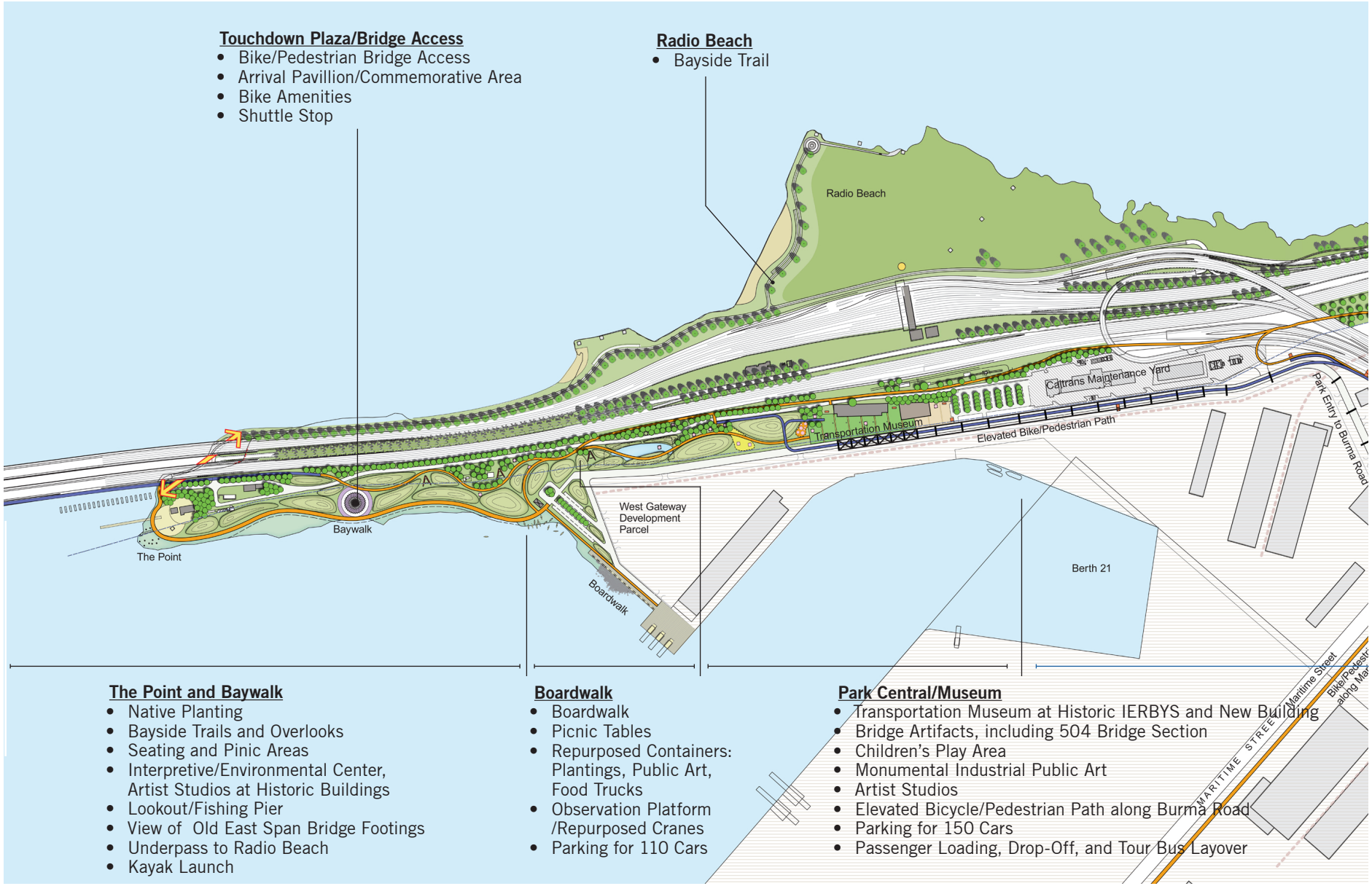
The park contains a variety of activities that educate visitors and celebrate the area's history, including a transportation museum.

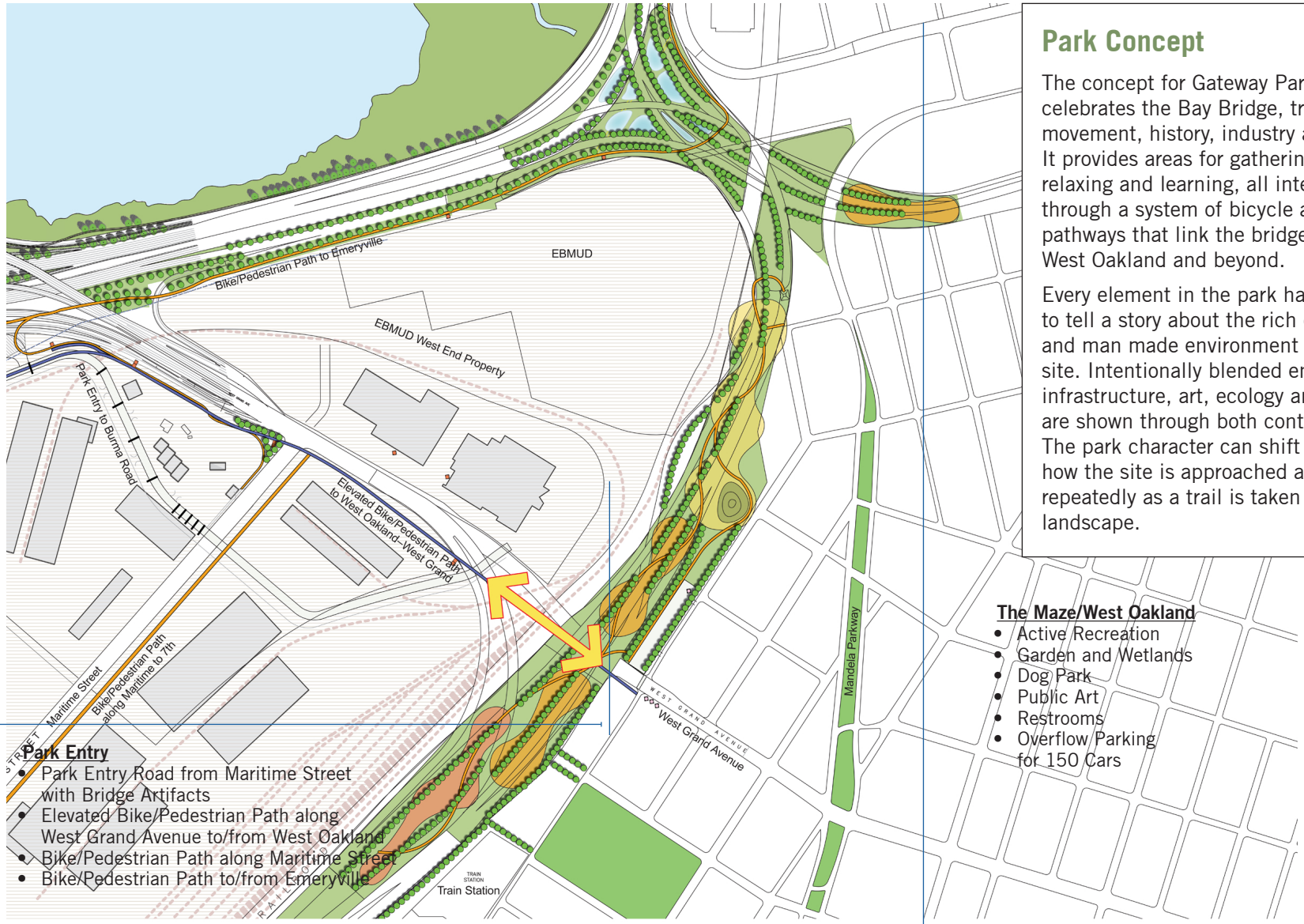
Public Art

West Oakland's long standing tradition of industrial art production will be made more publically accessible and visually present on the site through a long term public art program driven by biennial events. Light art, large scale works and other art that can be difficult to show or house in smaller and or less urban environment will be the focus of the effort.

Gateway Park will be a venue to showcase large scale art pieces.

Figure 4.2 Gateway Concept Plan





Park Concept

The concept for Gateway Park is one that celebrates the Bay Bridge, transportation, movement, history, industry and nature. It provides areas for gathering, recreating, relaxing and learning, all inter-connected through a system of bicycle and pedestrian pathways that link the bridge to Emeryville, West Oakland and beyond.

Every element in the park has been arranged to tell a story about the rich ecological and man made environment of the park site. Intentionally blended environments of infrastructure, art, ecology and engineering are shown through both contrast and mimicry. The park character can shift depending on how the site is approached and will change repeatedly as a trail is taken through the park landscape.

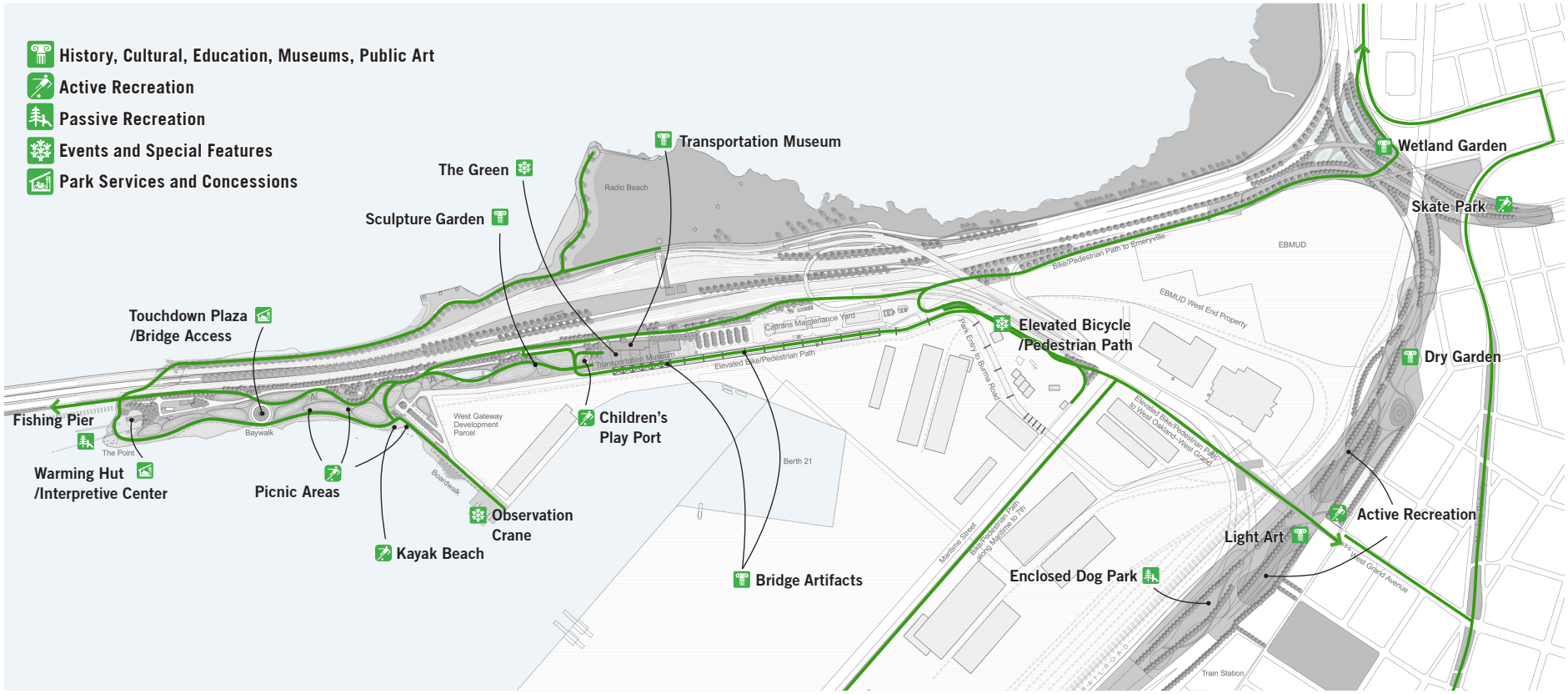
Park Entry
- Park Entry Road from Maritime Street with Bridge Artifacts
- Elevated Bike/Pedestrian Path along West Grand Avenue to/from West Oakland
- Bike/Pedestrian Path along Maritime Street
- Bike/Pedestrian Path to/from Emeryville

The Maze/West Oakland
- Active Recreation
- Garden and Wetlands
- Dog Park
- Public Art
- Restrooms
- Overflow Parking for 150 Cars

Table 4.1 Park Program Matrix

	History, Culture, Education, Museums, Public Art						Active Recreation					Passive Recreation						Events and Special Features			Park Services and Concessions	
	Transportation Museum	Bridge Artifacts	Art Installations	Visitor/Intrepretive Center	Wetlands	Dry Gardens	Bike Facility	Court Sports	Skate Park	Children's Play Port	Kayak Center	Picnic Area	Fishing Pier	Green Lawn	Dog Park	Bay Views	Bird Watching	Festival Venue	Observation Crane	Elevated Bicycle/ Pedestrian Path	Café/Food Vendors	Bike Rental and Service
Park Entry		●	●																	●		
Park Central/ Museum	●	●	●	●			●			●				●				●		●	●	●
Boardwalk			●									●				●			●		●	
Bay Walk/ Touchdown Plaza											●	●				●	●					●
The Point			●	●									●			●	●					
The Maze/ West Oakland			●		●	●		●	●						●							

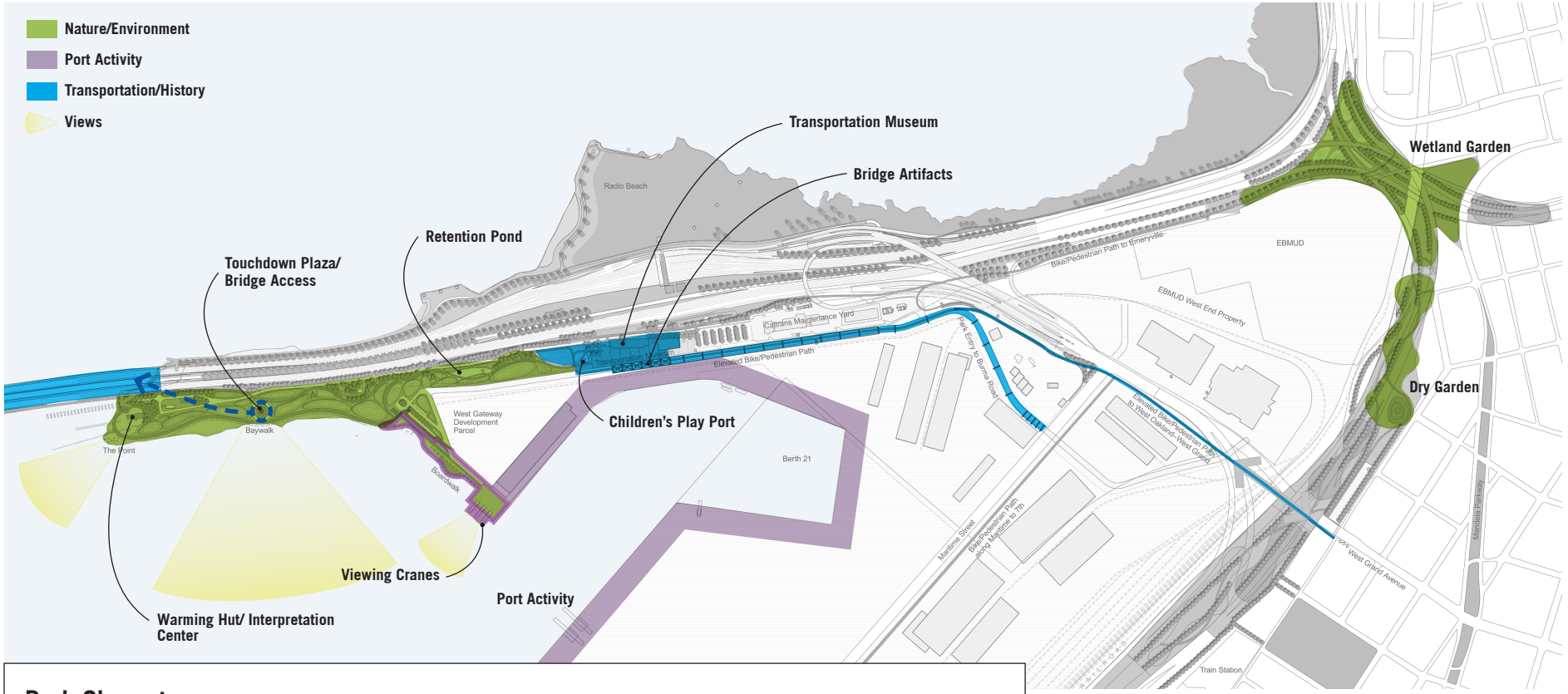
Figure 4.3 Park Program



Park Program

The park concept invites a range of programs, from active recreation and spaces for relaxation to lower-key areas that respect the rich and sensitive habitat. Park programs include the transportation museum, viewing piers, a kayak launch, a boardwalk for picnicking and interpretive opportunities throughout the park.

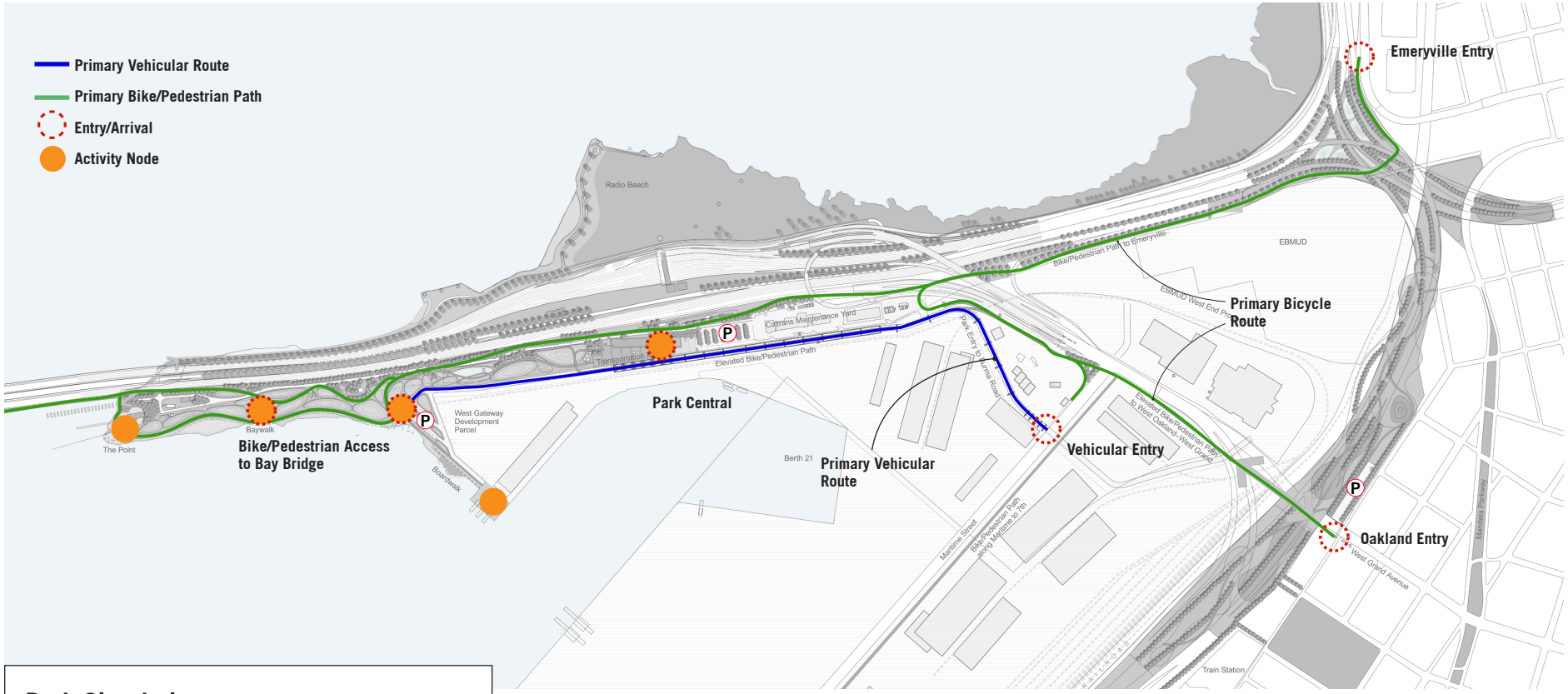
Figure 4.4 Park Character



Park Character

Given the extraordinary setting and views from Gateway Park, and the opportunities for restoring what exists today into productive and informative spaces, this figure illustrates the areas within the park where there is enormous potential for illuminating and educating visitors on the site's important environmental features, scenery and views, and its place in industry and transportation history. The park character reflects its historical, natural and industrial setting, with historical references in re-purposed Bay Bridge elements as artifacts and a transportation museum and restorative natural landscapes in keeping with the park's bayside setting. The park character acknowledges its port setting, with large industrial art, views to port activities and a boardwalk of industrial character for viewing and picnicking.

Figure 4.5 Park Circulation: Entry & Nodes



Park Circulation

The park is accessible from multiple directions by a variety of transportation modes, including vehicular, bike and pedestrian, transit bus and shuttle. This figure and the figures following illustrate the key circulation routes, including Park Entries and Nodes; Bicycle and Pedestrian Circulation; Transit Circulation; Auto Circulation; and Emergency Service and Maintenance Access.

Figure 4.6 Bicycle/Pedestrian Circulation

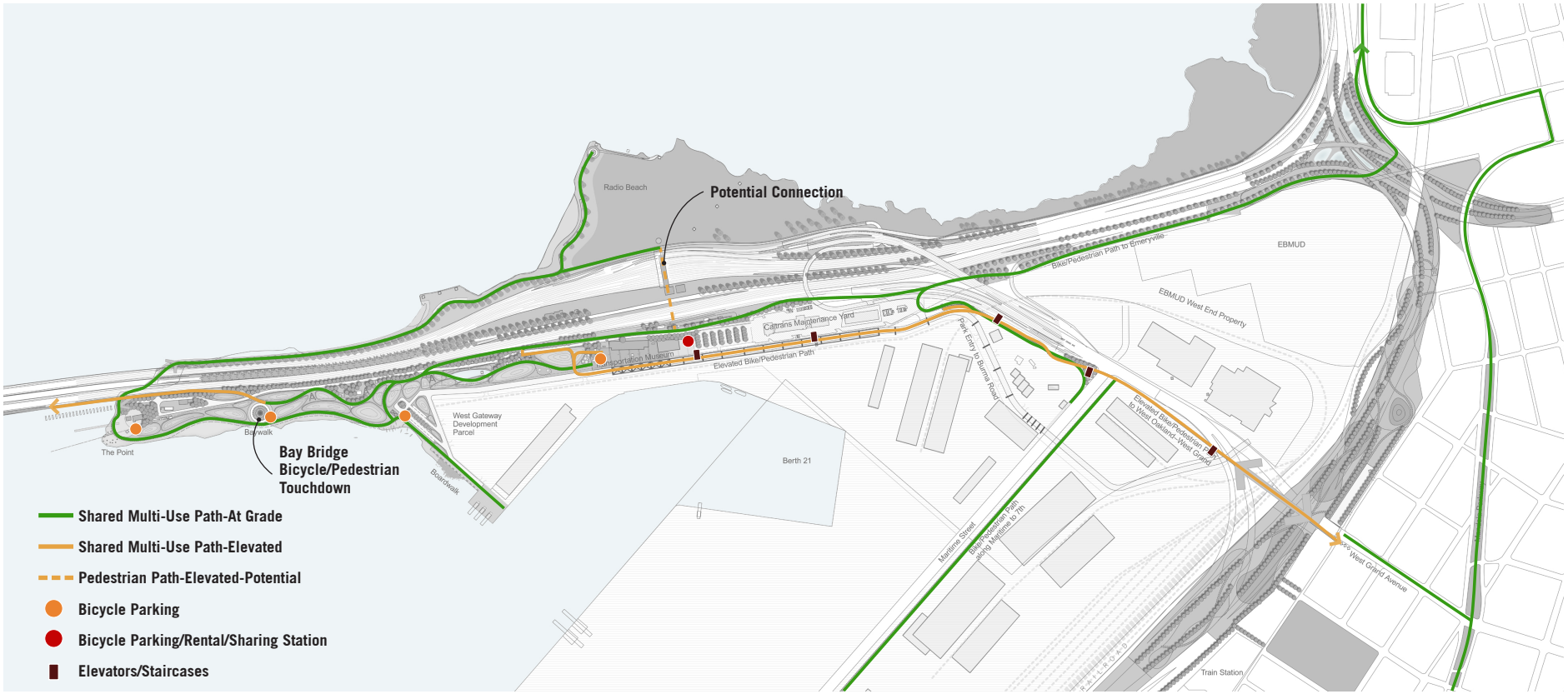


Figure 4.7 Transit Circulation

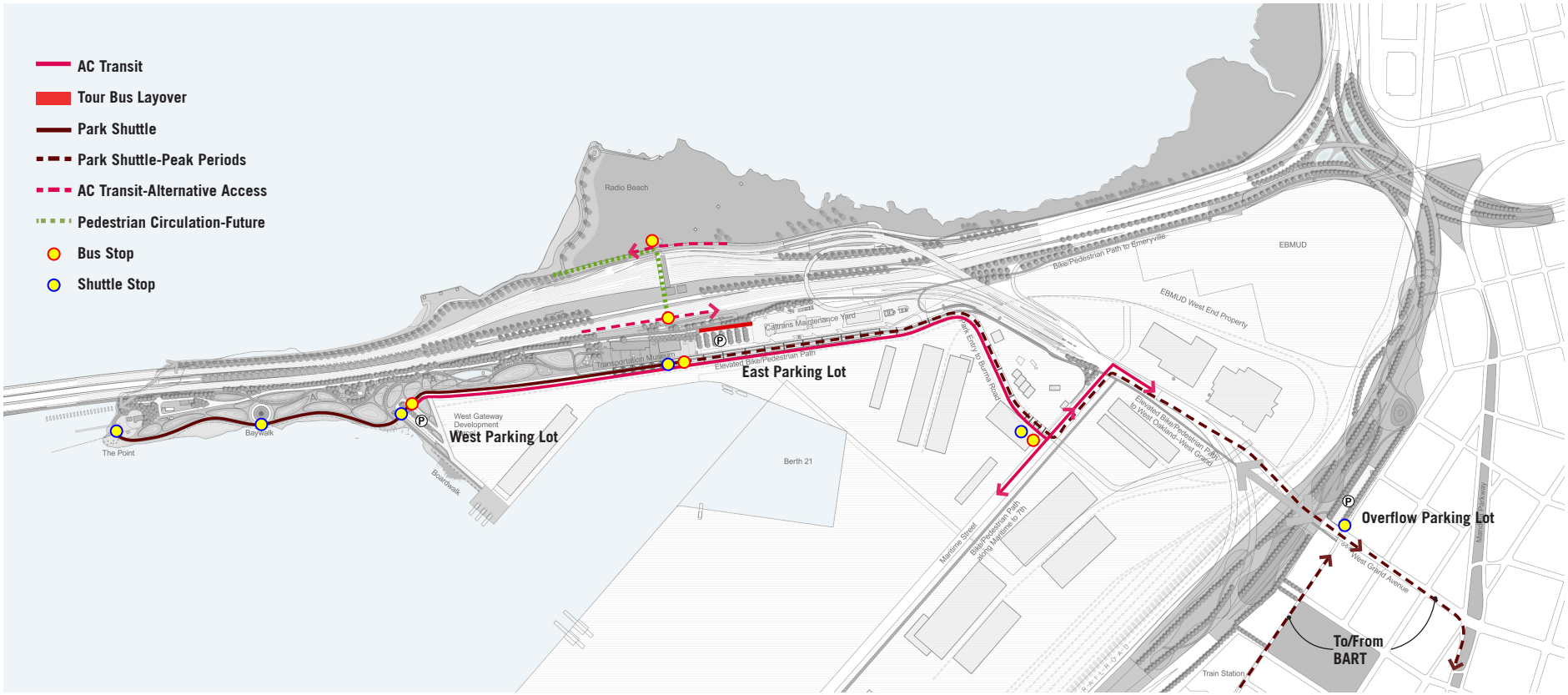


Figure 4.8 Auto Circulation & Parking

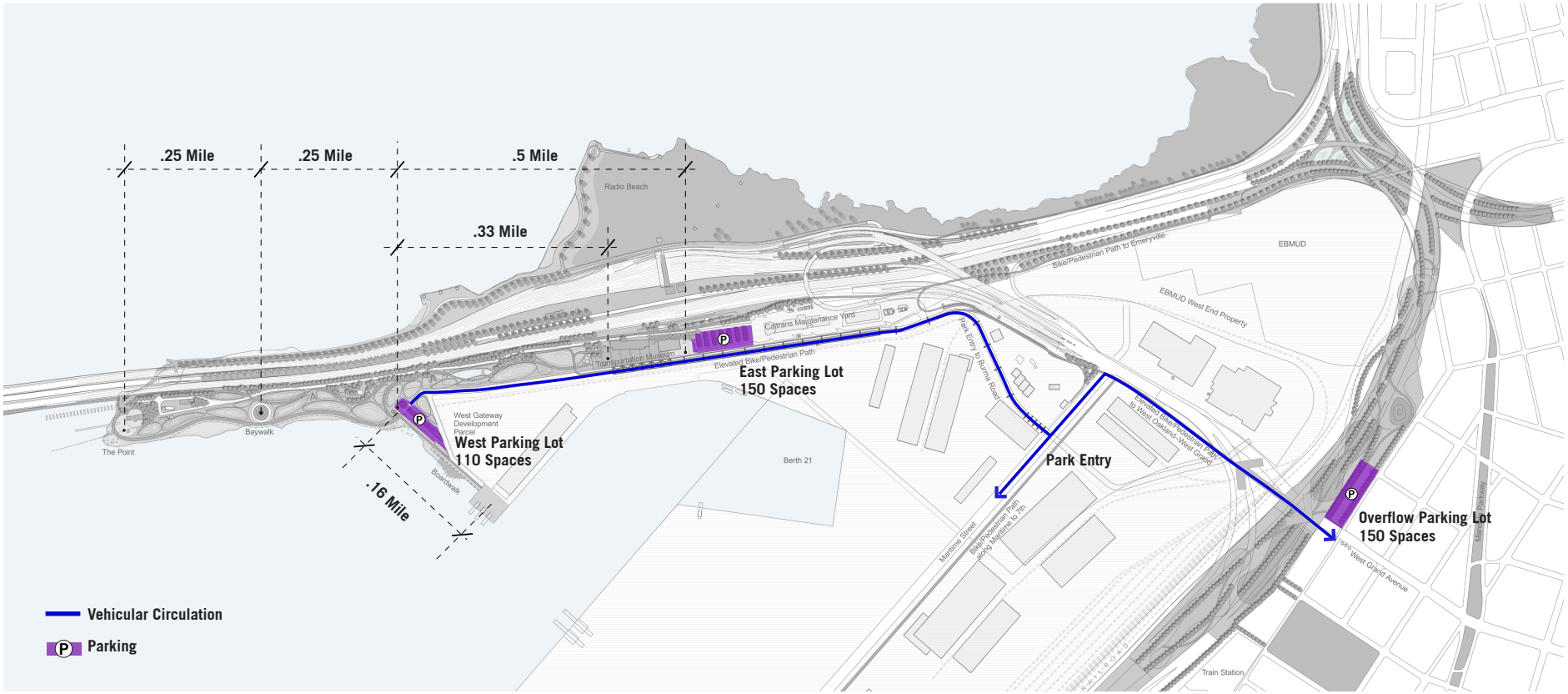
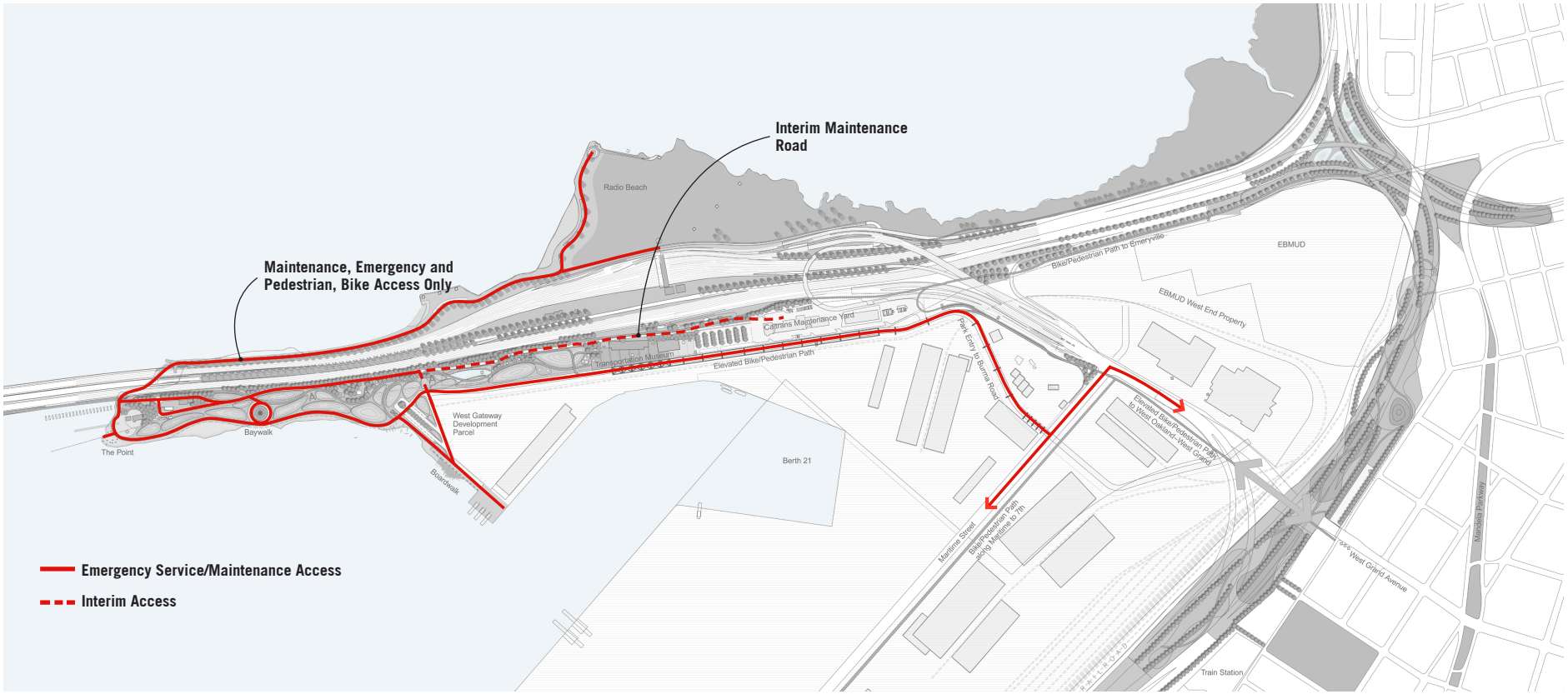


Figure 4.9 Emergency Service & Maintenance Access



Park Strategies

The physical design of the park will achieve numerous performance goals. As a large civic project demonstrating collaboration between regional and local government, it is ideally situated to be an example of best practices.

Strategic design of pre-construction activities, including site remediation as well as phasing, will allow for the highest realization of integrated ecological and civic values. The following is a summary of various opportunities – environmental and cultural — that are relevant to the planned phasing of the Gateway Park site. Ideally, the site would accommodate all of the issues below in a carefully orchestrated sequence of events, resulting in both strong site identity and strong site stewardship, from pre-construction into long term maintenance.

Sustainability

Environmental opportunities for the site can be broken down into mandatory, recommended, and ambitious. All potential environmental practices should be considered within the EIR process.

Mandatory environmental performance

Mandatory regulations include compliance with C-3 Regulations for storm water management, and various regulations aimed to reduce water consumption in irrigation and planting design.

C-3 compliance, the California Regional Water Quality Control Boards' Municipal Regional Permit process, is required, "If a new project results in the alteration of more than 50% of the impervious surface of existing development, then the entire project may require storm water treatment design." For all municipal approvals and permits, projects are "encouraged or directed to preserve or restore open space, riparian areas, and wetlands as project amenities, minimize land disturbance and impervious surfaces (especially parking lots), cluster structures and pavements, include micro-detention in landscaped and other areas, direct runoff to vegetated areas, and use Bay-friendly landscaping features and techniques." For planning purposes, a good rule of thumb is to assume 4% of a site area will be needed for compliance with C-3. A design goal of integrating the treatment with the park landscape design should be utilized for all treatment.

Bay Friendly Landscaping is a program of StopWaste.Org that defines prescriptive measures for the design, construction, and maintenance of landscapes with the goals of reducing green waste, conserving water, and reducing pollution in our local watersheds. It is based on 7 principles: Landscape Locally, Nurture the Soil, Create Wildlife Habitat, Send Less to the Landfill, Conserve Water, Conserve Energy, and Protect (Improve) Water and Air Quality. All municipal projects within Contra Costa County are required to use this program. See **Appendix A7** for a Bay Friendly Landscape Scorecard for the Gateway Park Project with potential valuations.

EBMUD Water Efficient Landscaping outlines requirements for compliance with Section 31 water efficiency in landscape design. This is similar to the irrigation design goals of Bay Friendly Landscaping, though some interpretations of the regulations are more stringent. AB 1881 State Model Water Efficient Landscape Ordinance (MWELO) is also a requirement of the irrigation design—though less stringent than either Stop Waste or the EBMUD requirements.

Recommended environmental practices

There are numerous ecological and civic goals not required by law, but certainly within normative construction practices for the greater Bay Area. Creative solutions and compliance with these goals is central to opportunities for funding and project stewardship as expressions of the park's world class status.

Sea Level Rise

Anticipated rise in sea level should be incorporated into all design proposals for the site. Technical reconciliation of the best strategies for barriers, inundation, and hybrid measures will need to be evaluated for efficacy as well as design potential. The existing site is entirely constructed of fill and is settling due to both construction

and time. Additional construction activities will likely speed the settling, thus causing additional areas of likely inundation with sea level rise. Clearly, these two issues need to be designed and engineered together. The City of Oakland has informally proposed that they will fill the redevelopment sites within and surrounding the park to induce surcharging. It is anticipated that they would leave approximately 3'-0" of fill in place above the existing grades to mitigate issues related to sea level rise and potentially capping of toxic soils.

Ecological Regeneration

The creation of healthy soils from surcharge fills or site soils will require significant modification. It may include sequential plantings of cover crop and other on site soil building strategies that will greatly mitigate import costs for soil. Creating healthy living soil is central to the regeneration of this brownfield site. The phasing of the site regeneration may offer interesting opportunities for temporary landscapes of phytoremediation and other planting strategies for improving soil health. This is a unique opportunity to build on renewable energy programs at EBMUD and to showcase best local practices. In addition, the establishment of a site for vermiculture would have great potential for synergy with bait production and fishing.

LEED/Sustainable Sites

LEED and Sustainable sites both are programs with name recognition would be wise to include in matrix of performance evaluation. Timing may allow this site to be one of the first (non-pilot) sustainable sites projects.

Demolition/Recycling

The transformation of the site may allow for unique opportunities to recycle materials and/or celebrate the demolition of the site. Re-use of on-site materials ranging from urbanite to large existing structures will help to preserve authentic qualities of the interpretive story and reduce cost of demolition. The artistic value of site demolition—particularly the decommissioning of the original Bay Bridge—would be a unique opportunity for programming and/or branding of the park identity. Additionally, major construction milestones can serve to establish a framework for park events and site identity.

Stewardship

Major public parks require long term and carefully developed stewardship. Recent examples of successful parks and public spaces in cities as varied as New York, St. Louis, and Chicago have all been constructed in parallel with extraordinary fundraising and stewardship campaigns. Both capital costs and long term operations costs have been paramount in the development and sustainability of these successful public spaces.

Gateway Park has the potential to build on existing communities such as the East Bay Regional Park District supporters, enthusiasts for the new Bay Bridge, and the biking community. However, in order for the park to achieve its goal of becoming a world class destination it is necessary for a new and special community to be formed with passion for its long term sustainability.

The development of the park should attend to themes that will excite, engage, and encourage the stewardship of its users.

Operations/Maintenance

Design and construction of the park should prepare the site for long term sustainable maintenance. Reduced operational costs, integration with both on and off site ecological systems, a commitment to public health, and the regeneration of natural areas and function will all benefit from these goals. The park will be an example of reduced water budgets, the creation of habitat, biodiversity, and the example of green maintenance practice—made more powerful by the challenges of the site.

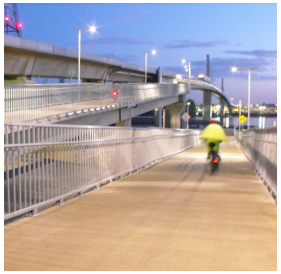
5 GATEWAY PARK CONCEPT PLAN BY SUB AREA

The Point

Baywalk

Boardwalk

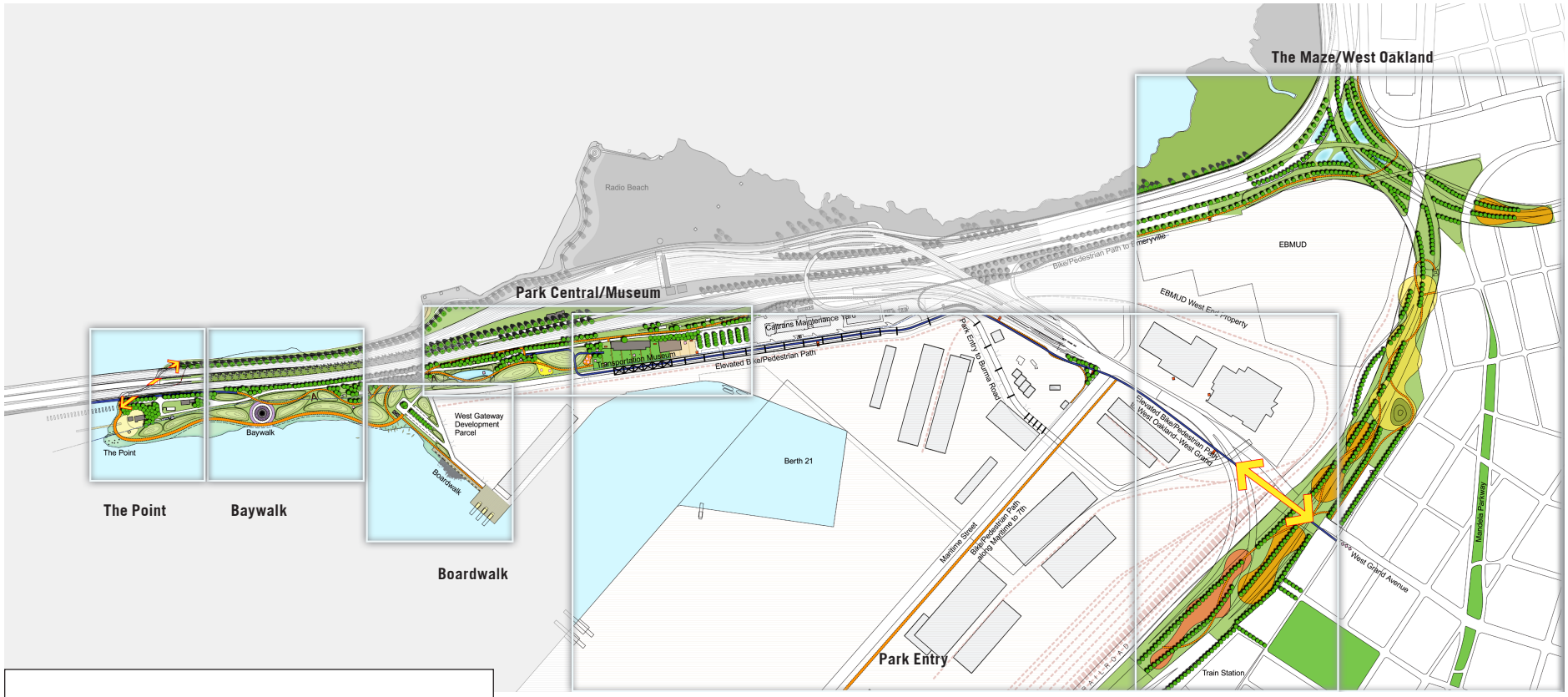
Park Central/Museum



Park Entry

The Maze/West Oakland

Figure 5.1 Gateway Park Areas



Park Areas

For the purposes of presenting the park elements, the PCR organizes Gateway Park into six areas, consistently referenced throughout the report. Moving from east to west along the length of the park, these areas are referred to as: Park Entry; Park Central/Museum; Boardwalk; Baywalk; and The Point. The sixth area, part of Phase 2, is referred to The Maze/West Oakland.

Figure 5.2 Park Entry

Denotes park entry

Features Include

- Bike/pedestrian elevated pathway to/from Oakland
- Bike/pedestrian path to/fom Emeryville
- Bike/pedestrian elevated pathway to/from 7th Street
- Park Road/Entrance

Figure 5.3 Pathway Elevation along West Grand (Conceptual)

Section A-A From West Oakland Entry

Park Entry (Phase 1)

Movement and access to the park are critical elements to both the experience and viability of Gateway Park, particularly with such constrained site conditions. The park concept invites park visitors to move through the industrial setting in inviting and interesting ways, in some cases on elevated bike/pedestrian ways incorporating bridge artifacts and large scale industrial art, affording views to port activities and the bay behond.

An elevated pathway safely weaves through railroad and port activities, separating the visitors from industrial areas while allowing for unique views of their functions.

The elevated pathway can be a whimsical design, adding to the unique character and experience at The Path

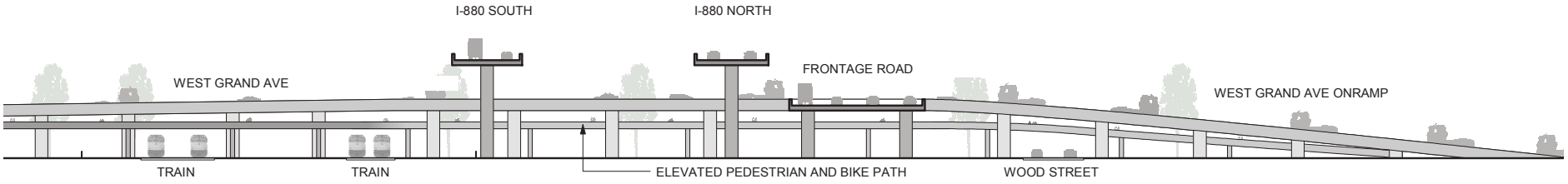
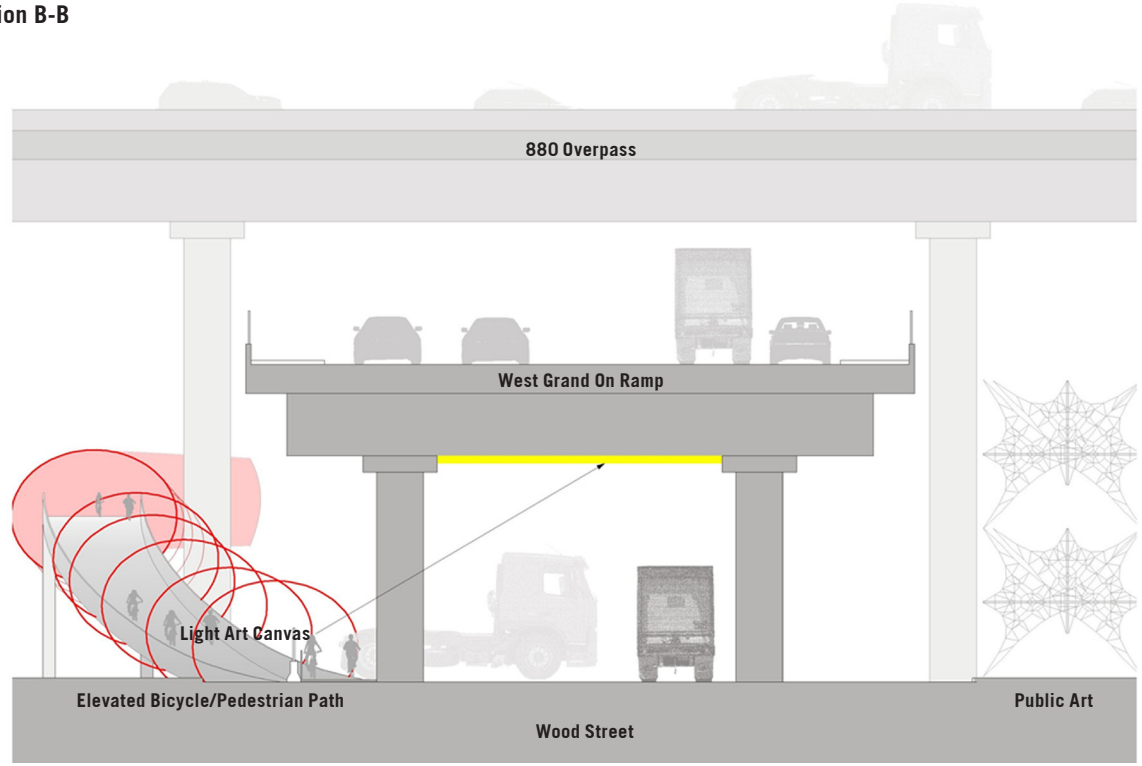


Figure 5.4 Park Entry: Bicycle and Pedestrian Connection to Oakland

Section B-B



View up to West Grand overpass

Existing overpass to be used as a “canvas” for public art, serving as a gateway to the park

Shuttle to West Oakland

Bicycle and Pedestrian Access

The concept plan for Gateway Park establishes safe and attractive bicycle and pedestrian access to the park. An at-grade pathway adjacent to the freeway connects Emeryville to the park, while an elevated pathway connects West Oakland to the park. With the elevated pathway, bicycle and pedestrian access weaves over and under the railroad and port activities through a series of elevated iconic structures that provide safety as well as unique and fun experiences. At the halfway point to the park the elevated bikeway will thread through the historic Bay Bridge element gates, re-interpreting the double decker use of the structure for cars and trucks with pedestrians and bikes above. The elevated bike/pedestrian pathway safely separates park and bridge visitors from industrial activities and provides great views of the port and surrounding landscape. Unique opportunities to showcase the existing freeways as amazing feats of engineering—including the use of light art to highlight their undersides—will be allowed by this new access.

View from Shellmound Street towards bay bridge path

Figure 5.5 Bike and Pedestrian Path to Emeryville

Section C-C

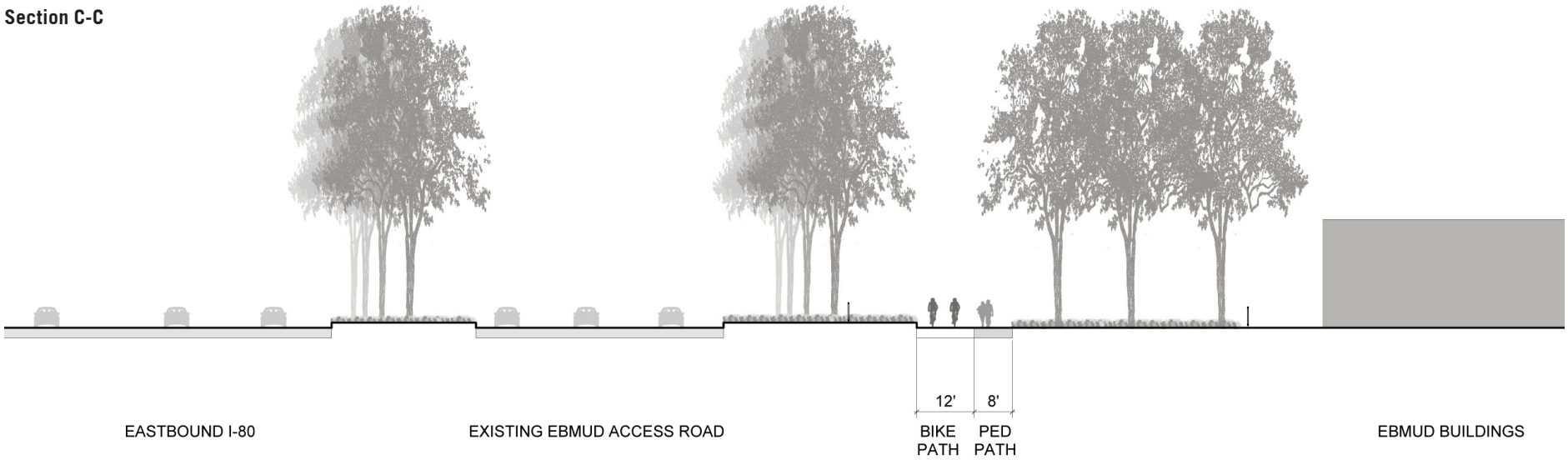
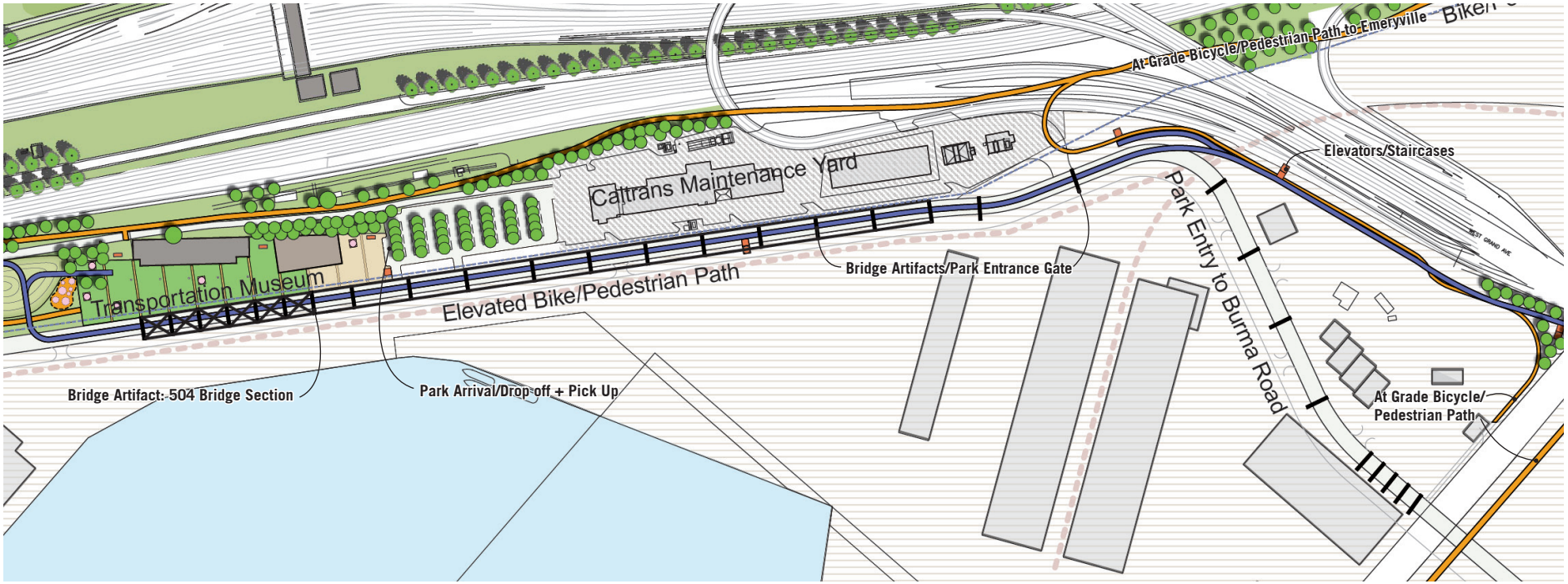
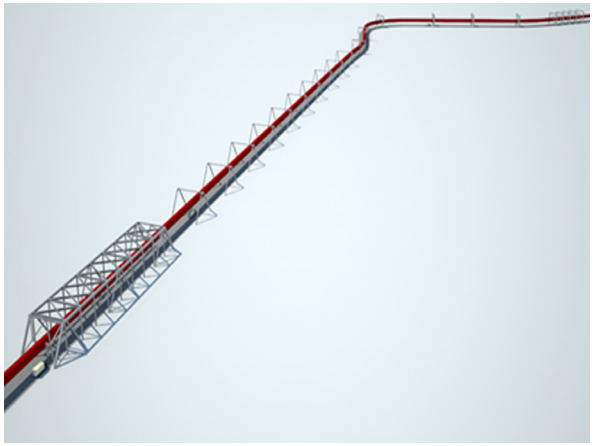
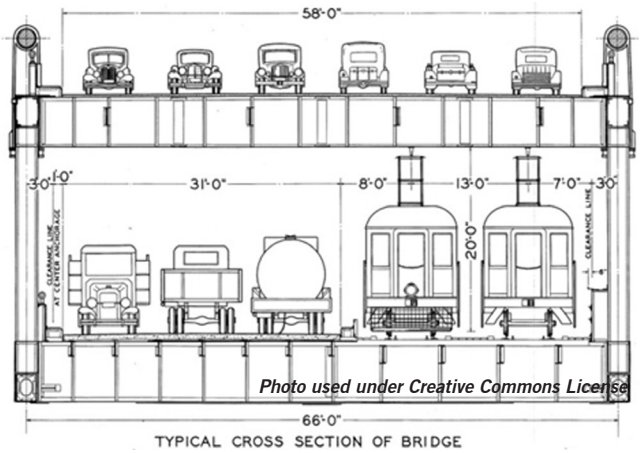


Figure 5.6 Park Entry—Burma Road





The elevated bike/pedestrian path (in red) passes through structural elements from the old Bay Bridge



The reuse of structural elements from the old Bay Bridge, with two levels of transport (bikes/peds above and cars below), mimic the historic character of the bridge

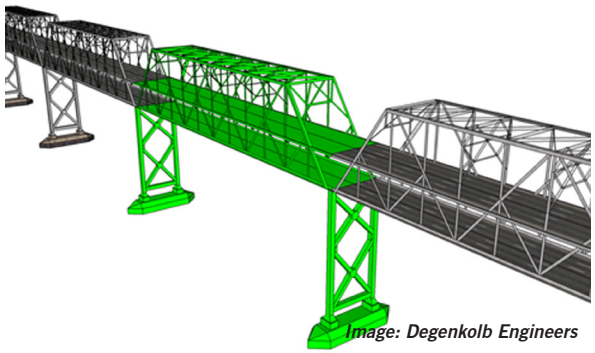
Features Include

- Park Road/Entrance with Bridge Artifacts

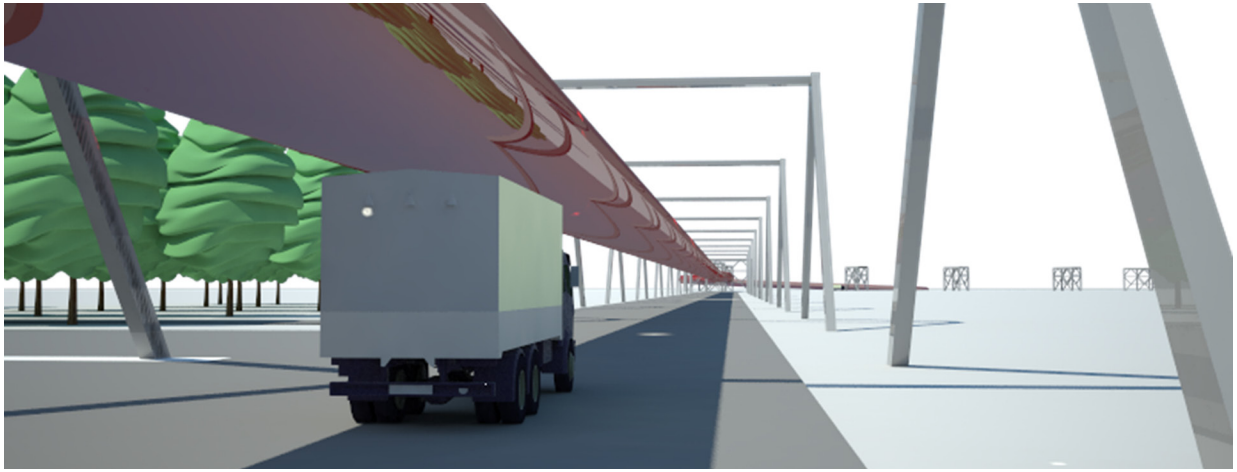
Vehicular Access

Burma Road not only provides vehicular access to the park from Maritime Street but it provides intuitive way finding for the arrival at the park and memorable landscape experience through an active industrial area. Gates constructed from signature structural elements of the old east span of the Bay Bridge are set at distances of 200-300 feet apart and can be adjusted to accommodate all industrial use functions on adjacent parcels. The clearance under the entrance gates will be designed to be no lower than any existing access point (road or rail) to the site. The entrance road leads to an arrival area and a parking lot accommodating approximately 150 cars and tour bus layover. The arrival at the museum/park central will culminate in the assembly of the historic structural elements into a signature 504 section.

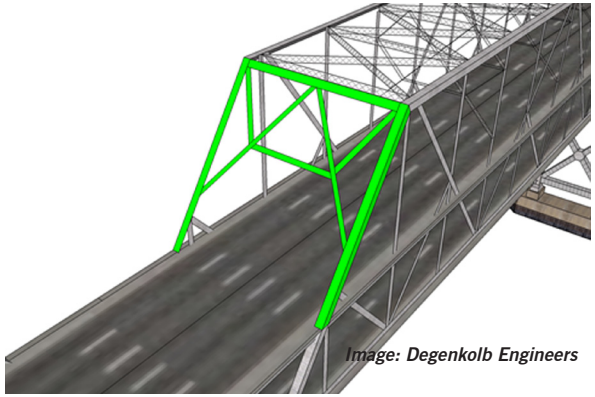
A parking lot in West Oakland on Wood Street at West Grand Avenue provides overflow parking for 150 cars at times when the park is particularly busy. On those occasions, park visitors can use the park shuttle service, or the elevated bicycle and pedestrian pathway, to access the park.



Reuse of historic bay bridge elements: 504 Section



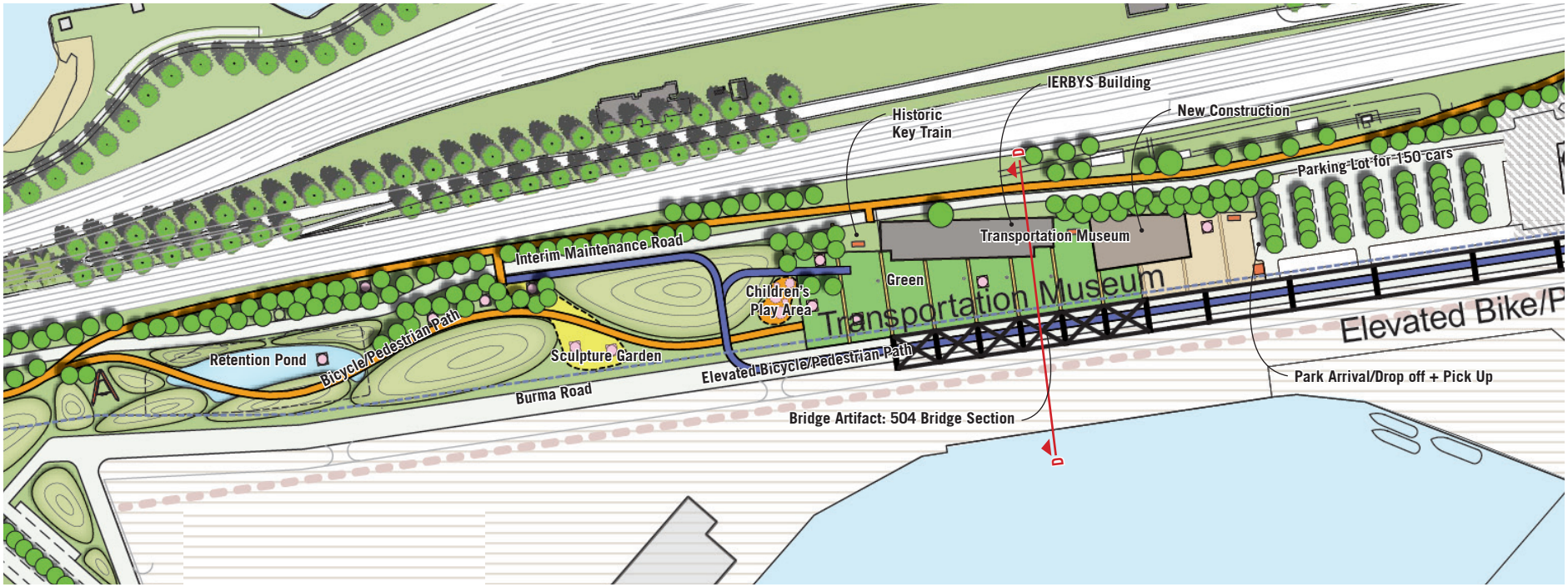
Burma Road looking east, with structural elements from the old Bay Bridge serving as a memorable gateway to the park

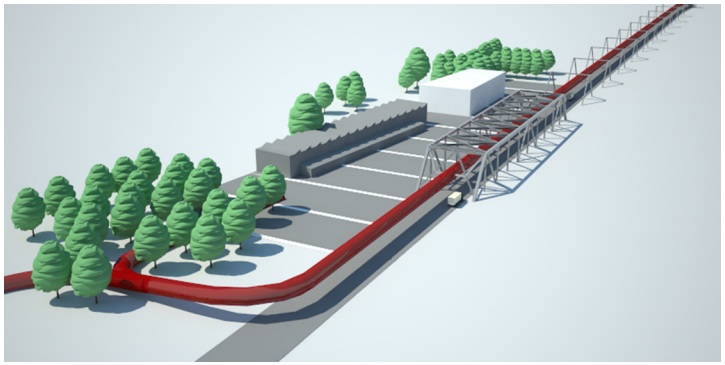


Reuse of historic bay bridge structural truss

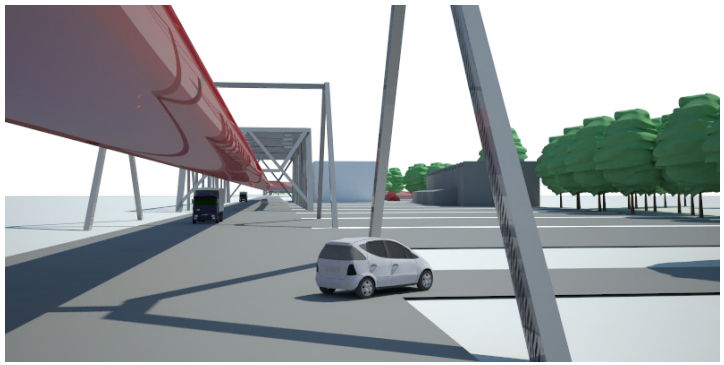
Concept for Burma Road with integrated Bridge artifacts

Figure 5.7 Park Central/Museum





The heart of the park, and major arrival destination, is comprised of a Transportation Museum and re-purposed Section 504 bridge element framing an open space courtyard



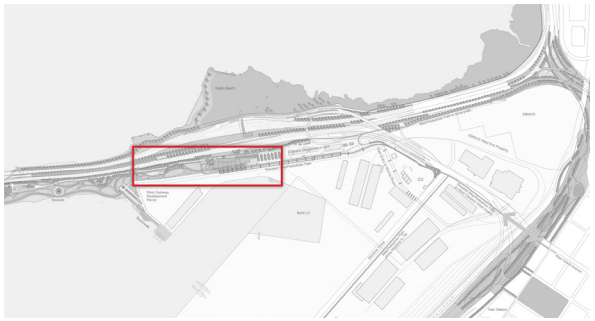
Cars and trucks pass through the bridge elements and under the elevated pathway to reach their destinations

Features Include

- Transportation Museum
- Bridge Artifacts, including 504 Bridge Section
- Children's Play Area
- Monumental Industrial Public Art
- Artist Studios
- Retention Pond
- Elevated Bicycle/Pedestrian Path
- Restrooms

Park Central / Museum (Phase 1)

Park Central is the visual and programmatic heart of the park. Framed by the transportation museum, the historic 504 section of the old Bay Bridge and the elevated bike path, this is the center of activity. The key park jitney/shuttle will connect the transportation museum, the boardwalk and the Point, providing a ride experience and public transportation for park visitors. A children's discovery area located at the western edge will be inspired by the existing active Oakland Port and designed to allow imaginary play inspired by port-related activities. A trail system set inside a natural landscape, with a reconfigured retention pond and places for public art, connects the museum area with the Boardwalk, Baywalk and the Point further west.

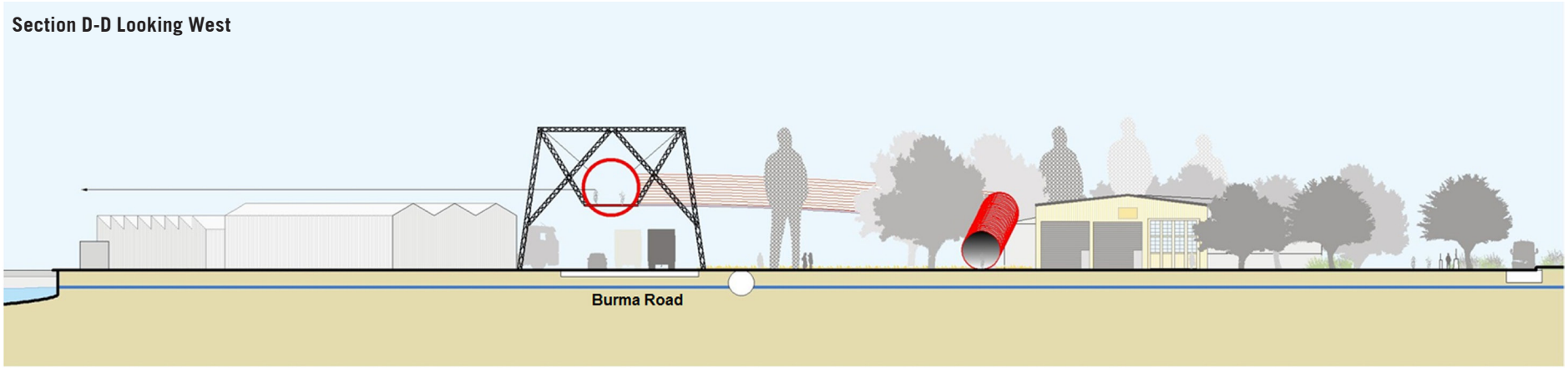


A transportation museum is at the programmatic center of the park

Large industrial scale art delights park visitors

The lawn area at the heart of Gateway Park can be a place for events

Figure 5.8 Park Central



Park central with a repurposed Bridge Section 504, industrial scale art, elevated bike/ped path touchdown and historic IERBYS Building as a Transportation Museum

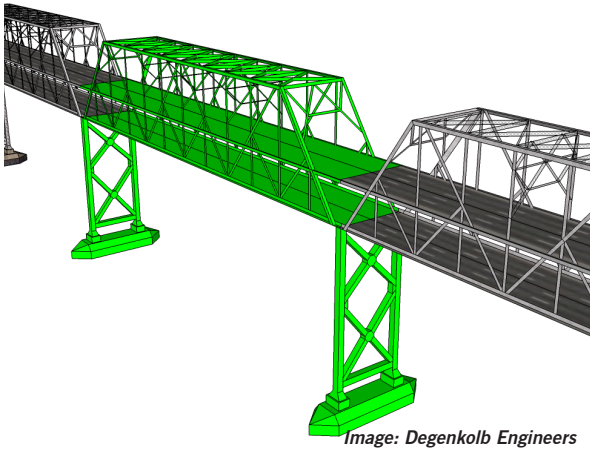


Image: Degenkolb Engineers

Section 504 from the historic Bay Bridge

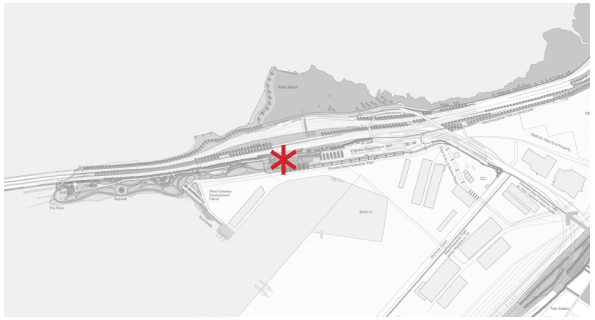
Industrial scale public art

IERBYS Building today

Transportation Museum, Public Art and Bridge Artifacts

The new 60,000 to 100,000 square-foot transportation museum celebrates the rich history of transportation innovations in the area and will be partially housed in the former Interurban Electric Railway Bridge Yard Shop (IERBYS) building. The structure is one of the last remaining from the extensive Key System and is listed as eligible for the National Register of Historic Places. As a historically and culturally significant structure, the IERBYS building has considerable potential to display interpretive materials and accommodate a visitor center as well as be used as a large transportation hall for the display of movement and transit-related pieces, such as train cars, large equipment and artifacts. A new building and an expansive outdoors exhibit area provide additional space for display and museum support services as well as an alternative space for a visitor center to orient and inform park-goers of the site's unique history. An artist studio, similar to the one at the point, should be provided within the museum to allow evergreen program and interpretation opportunities for both history and industry.

In addition to the museum, the green adjacent to the museum will accommodate public art as well as artifacts from the existing East Span of the Bay Bridge, to be deconstructed and removed once the new span opens. The bridge artifacts, large scale in size, bring identity to the park and remind visitors of the past. The artifacts can be "re-purposed", used as structures for other park purposes or parts of art installations on site. The art should be in scale and inspired by the industrial context. The internationally known hub of industrial arts in West Oakland is a rich source of makers, curators and collaborators.



The historic key train ran along the lower portion of the original Bay Bridge

The Interurban Electric Railway Bridge Yard Shop as it exists today

The historic IERBYS building can be restored to house trains and other movement-related features as part of the Transportation Museum

Figure 5.9 Boardwalk

Boardwalk (Phase 1)

The concept plan for Gateway Park shows publicly accessible open space along the west edge of the West Gateway Development site, consistent with the city of Oakland's Master Plan for the area. Anchoring the south end of the boardwalk, three cranes decommissioned from the port are located and re-purposed to provide an observation tower for the Port and surrounding landscape. Containers and large scale artwork (which could occupy containers) provide additional human scale and interest and extend north. A 30-foot wide boardwalk structures opportunities for picnic tables with a water view, rotating wooden deck chairs and lighting. Parking for 110 cars is located at the north end of the boardwalk and a shuttle stop is provided for universal access to the touchdown and the point. The parking area also serves a nearby kayak launch and provides a drop off and restroom with shower for all park goers. It is designed to allow an unobstructed water view upon arrival and to allow parking with a full view of the water for the first row of cars. Further opportunities to share parking areas or program in the West Gateway Development site may be available as the city develops their plan in more detail and should be studied as opportunities become apparent.

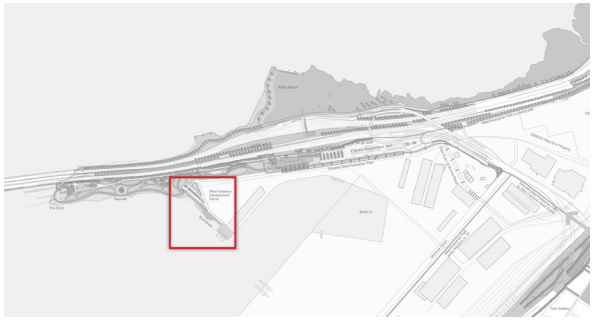
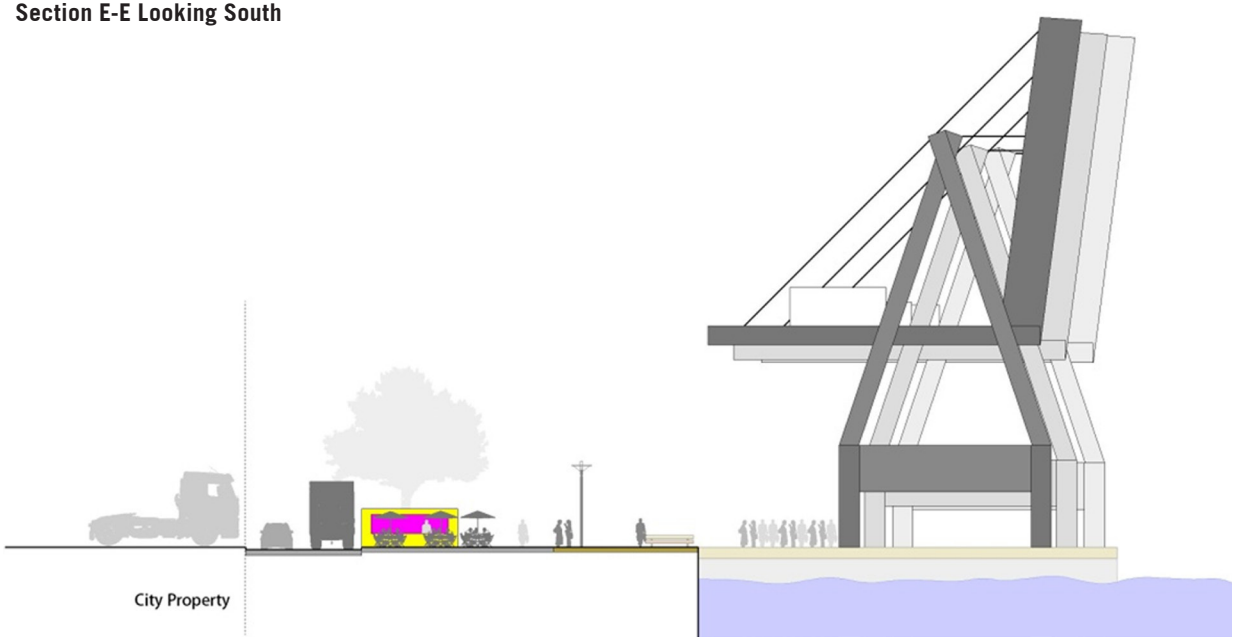


Figure 5.10 Boardwalk with Repurposed Cranes

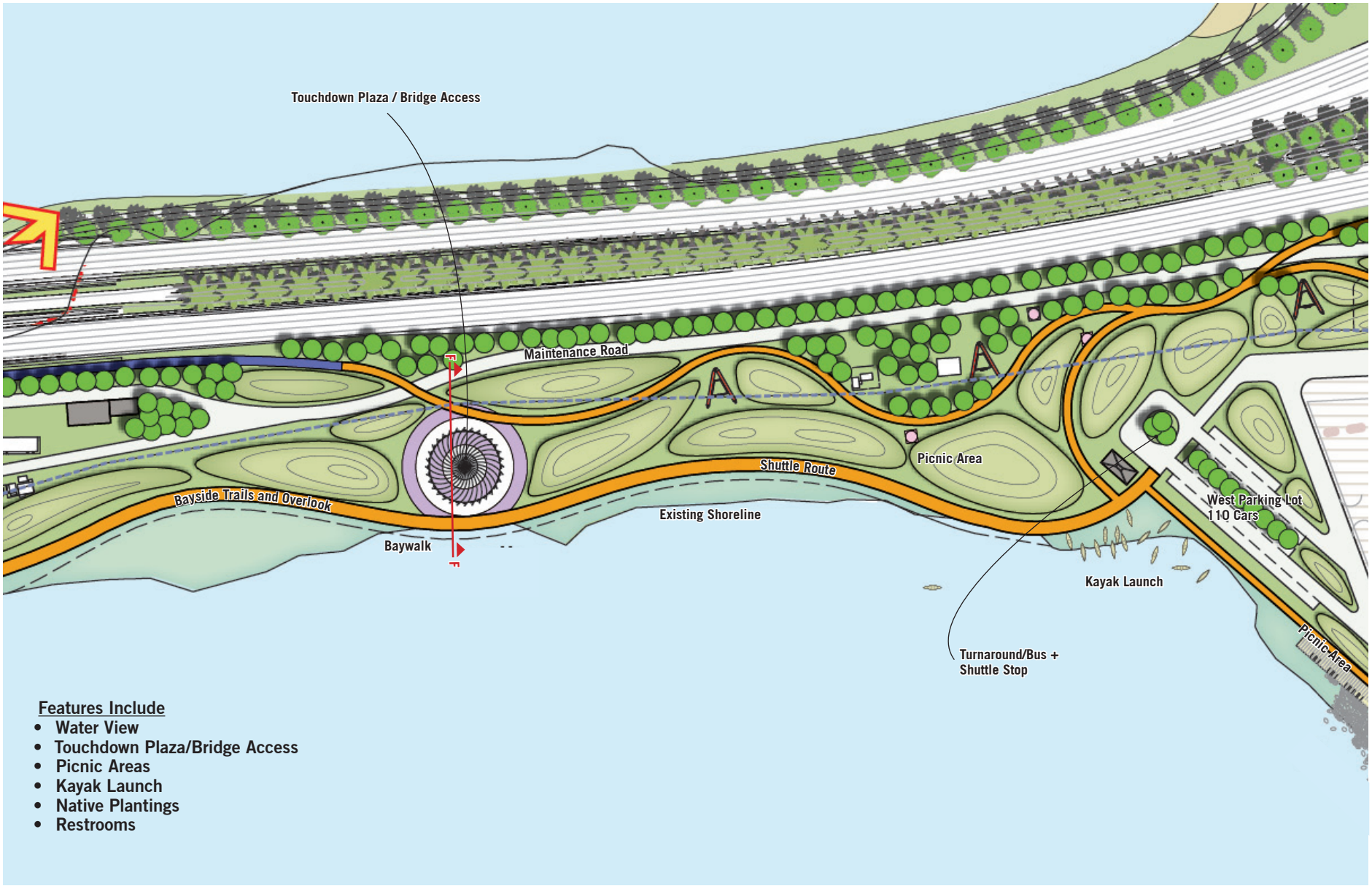
Section E-E Looking South



Visitors enjoying a bite to eat at the water's edge

Temporary food vendors at the boardwalk

Figure 5.11 Baywalk



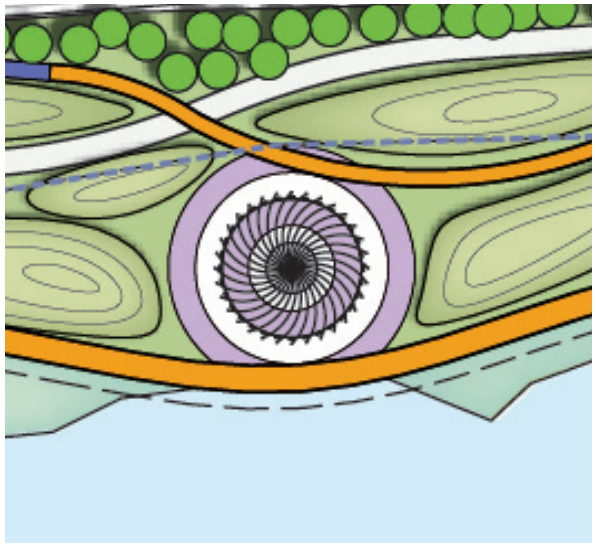
Baywalk (Phase 1)

Linking Park Central and the Boardwalk to the Point, the Baywalk, including a promenade along the water's edge, is a large natural area created to enhance the experience of the water's edge and provide a place for quiet contemplation to experience nature, the expanse of the bay and Port activities. The re-design of the water's edge will significantly increase the land's value as habitat. Accommodation for sea level rise has been provided in the water's edge trail that will allow change over time and the creation of two new marsh areas within the park. The Baywalk is also a geographically favorable area for developing additional water treatment and management opportunities within the site; it may serve as an area for the biologic treatment of storm water runoff. Programs contained in this new landscape include a public art, picnic areas and small-scaled gathering areas. A jitney or shuttle key train will run along this edge and connect the museum area to the Point.

The Baywalk allows for areas where visitors can gather next to the water's edge and provides recreational opportunities, such as kayaking.

A small cove at the eastern end of the Baywalk provides an area for a safe and easily accessible kayak launch

Landforms in the park create variation in landscape, block the wind and frame views out to the bay

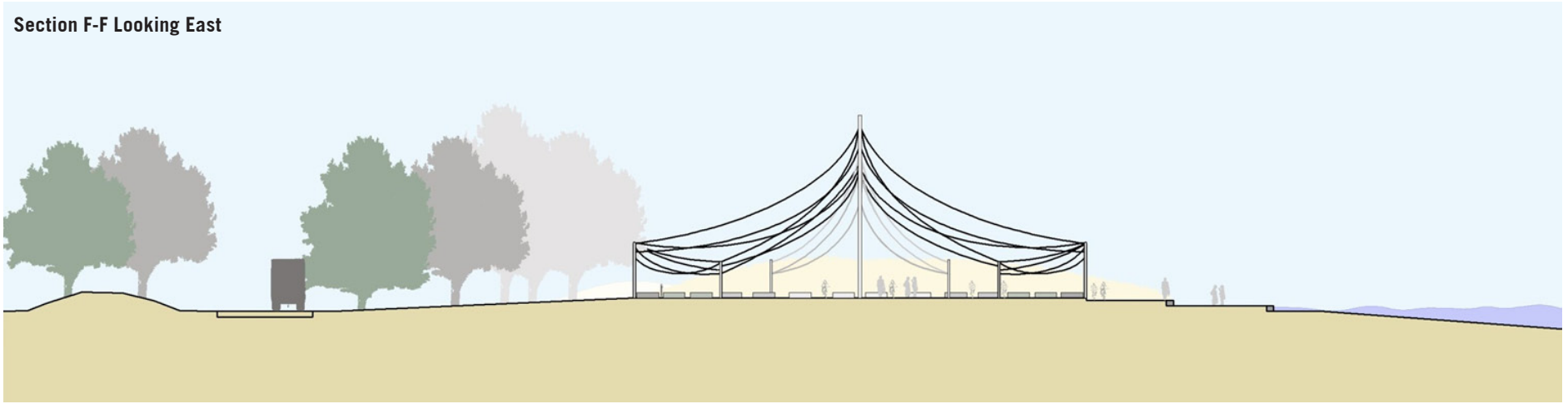


Touchdown Plaza with pavillion

Bay Bridge Cable

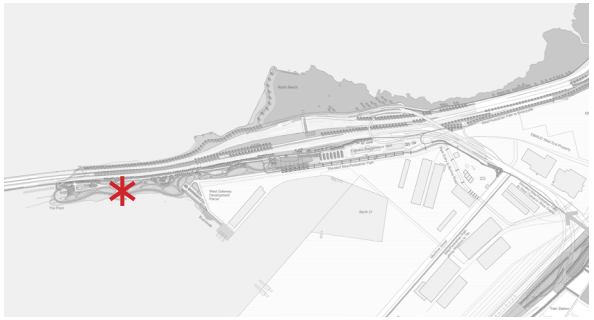
Precedent Image: Catenary Cables

Figure 5.12 Touchdown Plaza with Celebratory Pavilion Designed with Cable Structure



Touchdown Plaza

The plaza at the bridge's bike and pedestrian path touchdown will provide an inviting place for waiting and preparing to ride or walk the East Span of the Bay Bridge. Commemoration of the park visionaries, donors and founding agencies will be in a celebratory pavilion designed with a cable structure inspired by the new bridge cable. Donor benches will encircle the pavilion area and provide a coherent "donor wall" location integral to the landscape design. Orientation and way finding for the bridge trail and for the Baywalk are anchored in the bridge access plaza, along with basic amenities such as water fountains designed for bike water bottles, bike racks and storage and seating. The bridge bike path, access road and touchdown plaza will be carefully designed to provide safety for pedestrians and bicyclists.

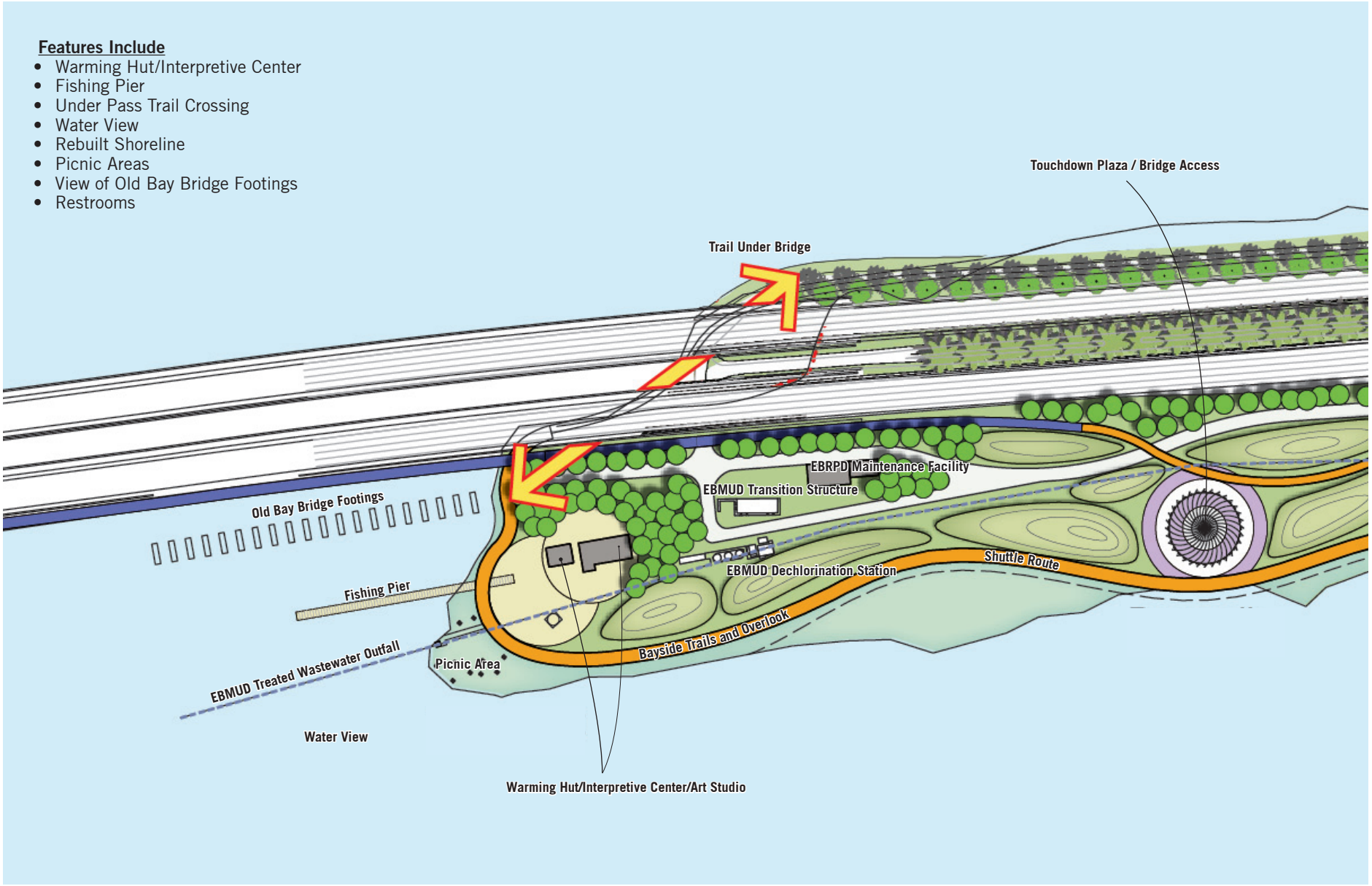


Touchdown Plaza will be designed to safely guide pedestrians and bicyclists on and off the Bay Bridge and through Gateway Park.

The new Bay Bridge east span includes a pedestrian and bicycle pathway

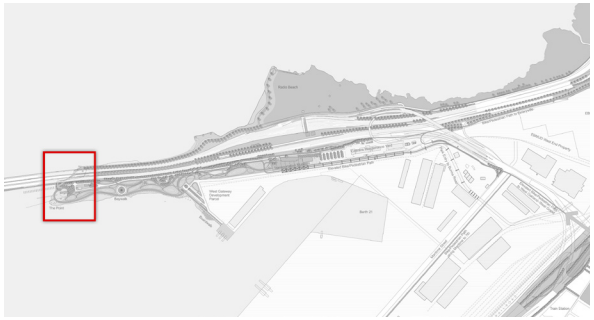
The trails through Gateway Park will connect to the regional San Francisco Bay Trail

Figure 5.13 The Point

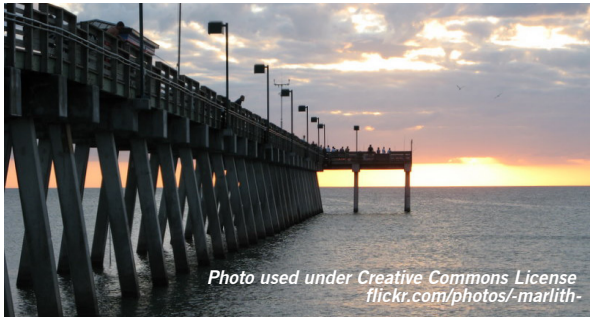


The Point (Phase 1)

At the western most land of the park, the Point is a natural area with minimal program other than a warming hut providing an artist's studio and staging for environmental interpretation and a seating and picnic area. The primary experiences at this attenuated location include proximity to water, views to the bridge and the newly reconstructed water's edge. Regional native plantings that require low maintenance and little water, wildlife and the re-establishment of healthy natural systems, in conjunction will sea level rise considerations, will be used to give character and scale to the area. Other features, such as a stone beach and a wetland, could be accommodated. The warming hut will be located in the two historic buildings, now existing at the Point and renovated to celebrate its history and industrial character. Both art and historic artifacts that are appropriately scaled and contextual will be added within the natural areas as well. A fishing pier will be located to offer access out into the Bay and provide views to the historic alignment of the Bay Bridge footings.



A place to sit, walk along the bay and enjoy the sites



A fishing pier offers opportunities for views of the bay and old bridge footings

Places to sit and take in the beauty of the area

Pathway along the water's edge

Historic buildings are to be reused as an Interpretive Center and artist's studios

Industrial scale art

Figure 5.14 Radio Beach

Radio Beach

A cross-under pedestrian-bike trail at the Point, beneath the new bridge, will link the park to Radio Beach, a natural and undeveloped stretch of shoreline and natural preserve on the north side of the freeway. The trail runs along the north side beach, offering extensive views to the new bay bridge—in particular its beautiful underside, Mount Tamalpais and North Bay. This access will be constructed under Phase 1, and will be studied in the PAED process for Phase 1.

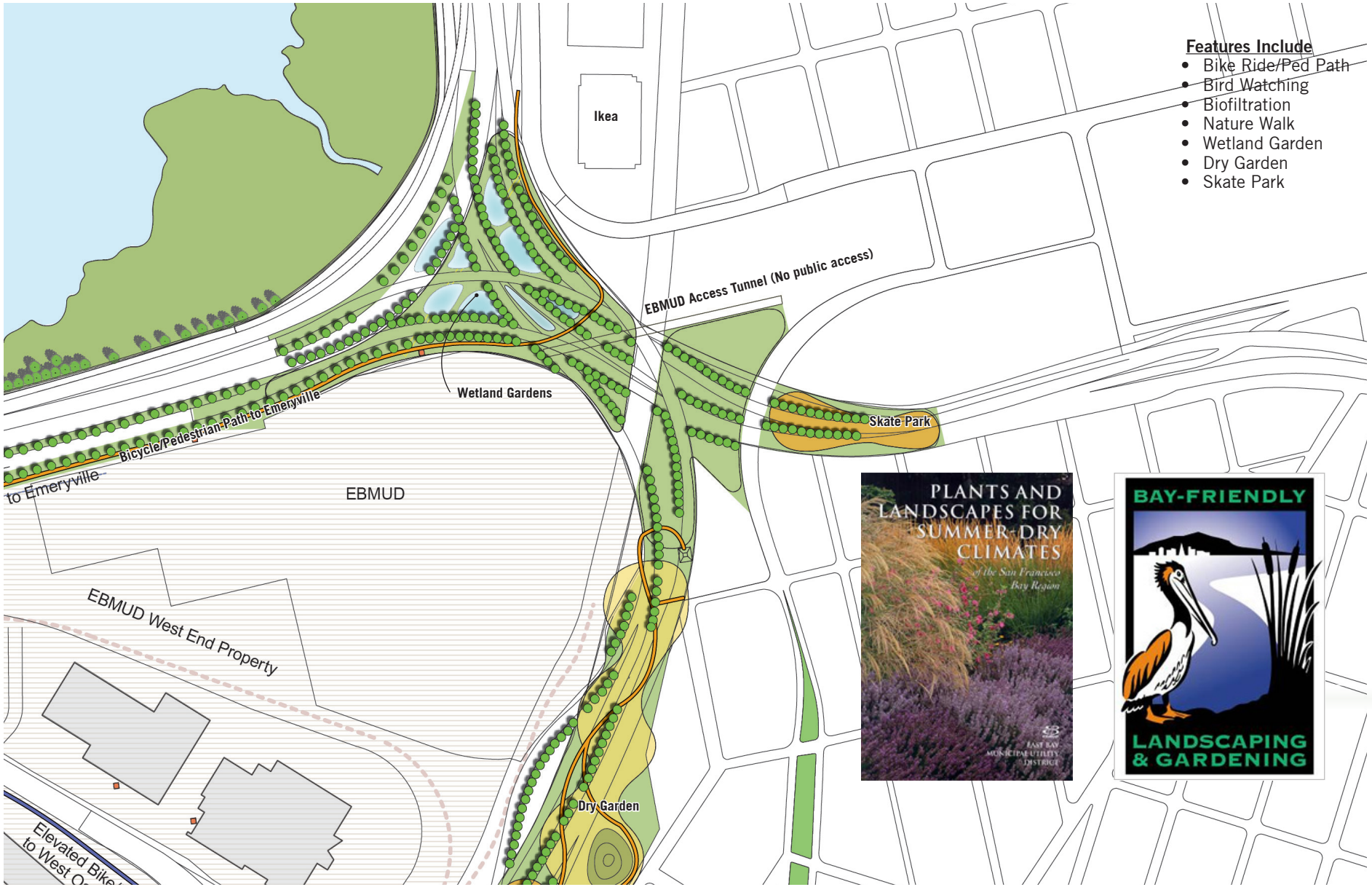
The Emeryville Crescent east of the bayside trail remains a natural preserve. The concept plan for Gateway Park recognizes the value of the natural preserve north of the freeway and its overall contribution to the park character of Gateway Park.

Wildlife

Pedestrian/bike trail

Saltwater marsh

Figure 5.15 The Maze/West Oakland: Wetland Garden and Dry Garden

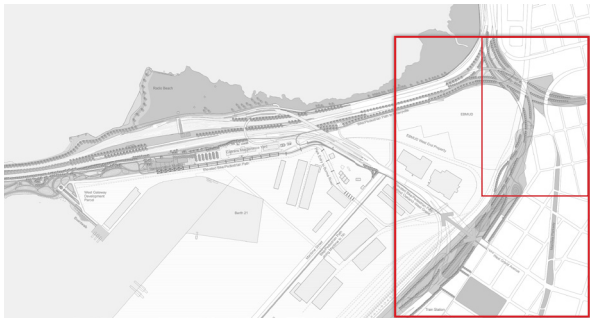


The Maze/West Oakland (Phase 2)

Inspired by similar recreation areas being developed under other large freeway systems across the United States, the Gateway Park will recapture the land underneath the maze for both active and passive recreation. Studies of noise levels, air quality and safety indicate that this is an appropriate use, but will need to be further evaluated in the EIR.

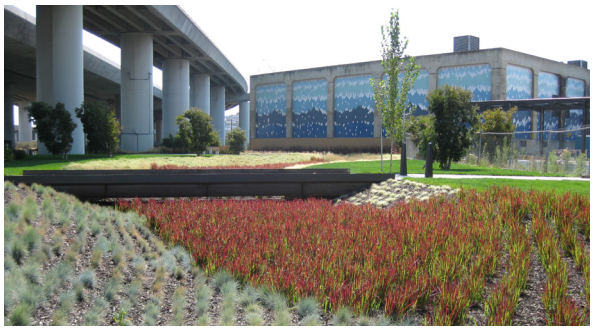
Wetland Garden and Dry Garden

A wetland garden and a dry garden will together emphasize water use and water management. The wetland garden relates to the nearby bay edge and provides an opportunity for close-up observations of this delicate ecosystem. The dry garden can serve as a demonstration project for the understanding and care of drought tolerant plant materials. Both relate to the management and treatment of water, or waste-water, as undertaken by adjacent EBMUD. This area also includes the integration and rehabilitation of an existing skate park, which provides an anchor of activity in the area. An extensive trails network passes through the gardens, connecting Emeryville to the skate park and to the recreation area under the freeway to the west.



Wetland gardens under the maze

Pathways weave under freeway overpasses

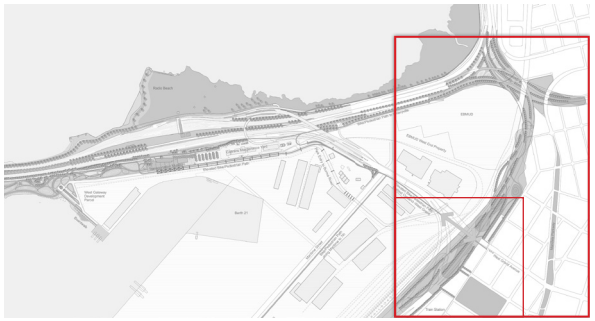


The park can serve to manage water and educate visitors on the delicate ecosystem of this area

Figure 5.16 The Maze/West Oakland: Active Recreation

Active Recreation

Easternmost anchor to the park, the recreational programs developed underneath the freeway will focus on public health with an emphasis on fitness, green infrastructure and community. Community fitness and athletic programming will be the formal center of the area underneath the Maze/West Oakland entrance, accommodating court sports, such as basketball, tennis and volleyball and a club house. These recreation areas will serve West Oakland and the region. This area is also the main bike and pedestrian entryway to the park, with an elevated bike/pedestrian way connecting Grand Avenue to the new Park Road and parking area near the transportation museum. A parking lot in this area, with 150 parking spaces, provides overflow parking for visitors when the park is particularly busy.



An enclosed dog park will be a popular gathering space for local community members who desire an open area for their pets to socialize and play

Gateway Park is also designed to serve the local community, providing spaces for popular recreational sports, and promoting physical activity

6 ACRONYMS

A–C

ABAG	Association of Bay Area Governments
ADA	Americans with Disabilities Act
ARRA	American Recovery and Reinvestment Act
BAC	Bay Area Conservancy
BART	Bay Area Rapid Transit
BATA	Bay Area Toll Authority
BCDC	Bay Conservation and Development Commission
BTA	Bicycle Transportation Account
CCC	California Coastal Conservancy
CDFG	California Department of Fish and Game
CEDA	Community and Economic Development Association
CEQA	California Environmental Quality Act
CFD	Community Facilities Districts
CMAQ	Congestion Mitigation and Air Quality
CNDDB	California Natural Diversity Data Base
CNPS	California Native Plant Society
CTC	California Transportation Commission

D–L

DA	Development Agreements
EBMUD	East Bay Municipal Utility District
EIR	Environmental Impact Report
EIS	Environmental Impact Statement
FHWA	Federal Highway Administration
GPWG	Gateway Park Working Group
HRER	Historic Resources Evaluation Report
IERBYS	Interurban Electric Railway Bridge Yard Shop
LEDPA	Least Environmentally Damaging Practicable Alternative
LEED	Leadership in Energy and Environmental Design
LWCF	Land and Water Conservation Fund

M–S

MMP	Mitigation and Monitoring Plan
MTC	Metropolitan Transportation Commission
NAWCA	North American Wetlands Conservation Act
NEPA	National Environmental Policy Act
NWP	Nationwide Permit
PCR	Project Concept Report
PG&E	Pacific Gas and Electric
PSR	Project Study Report
RWQCB	Regional Water Quality Control Board
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SAS Span	Self-Anchored Suspension Span
SFOBB	San Francisco-Oakland Bay Bridge
SFPUC	San Francisco Public Utilities Commission

T–U

TBPOC	Toll Bridge Program Oversight Committee
TDM Coordinator	Transportation Demand Management Coordinator
TE Funding	Transportation Enhancement Funding
TIGER	Transportation Investment Generating Economic Recovery
USFWS	United Stations Fish and Wildlife Service
USGS	United States Geological Survey

7 APPENDICES

Appendix A : Detailed Cost Estimate

		Phase 1A	Phase 1B	Phase 1C
1	**Site Preparation**	**$2,981**	**$2,975**	**$1,720**
2	**Landscape Planting & Maintenance**	**$8,750**	**$4,717**	**$7,916**
	Tree Ribbons	$468	$441	$1,863
	Tree Ribbons - Allowance for soil/drainage	$1,167	$1,102	$4,656
	Additional Trees/Landscaping at Roadside	$690	$180	$0
	Grass Habitat - Turf Natural	$0	$1,396	$0
	Grass Habitat -Turf Designed	$1,755	$231	$0
	Irrigation	$1,912	$1,368	$1,398
	Bio-retention Ponds	$2,758	$0	$0
	Wetland	$0	$0	$0
	Dry Garden	$0	$0	$0
3	**Drainage**	**$2,760**	**$5,700**	**$1,410**
4	**Lighting**	**$1,840**	**$2,038**	**$888**
5	**Fencing**	**$803**	**$763**	**$156**
	Fencing	$454	$441	$0
	Furnishings	$86	$176	$88
	Wayfinding	$93	$102	$44
	Park Entry/Memorial	$0	$0	$0
	Footing & Installation of Art	$171	$44	$25

Appendix A : Detailed Cost Estimate

		Phase 1A	Phase 1B	Phase 1C
6	**Vehicular Paving and Curbs**	**$5,639**	**$0**	**$0**
	Burma Road Improvements (Interim)	$600	$0	$0
	New Park Road	$0	$0	$0
	Car Parking	$1,613	$0	$0
	Other Roads	$0	$0	$0
	Corp Yard (no structures)	$3,426	$0	$0
7	**Pedestrian Paving**	**$26,773**	**$1,380**	**$903**
	Elevated Bike Path at Grand	$25,955	$0	$0
	Elevated Bike Path at Maritime	$0	$0	$0
	Bike Path	$818	$1,138	$903
	Bike Plaza	$0	$241	$0
	Berm Trail	$0	$0	$0
8	**Games/Sports Surfaces**	**$2,390**	**$0**	**$0**
	Children's Play Port	$2,390	$0	$0
9	**Buildings**	**$20,558**	**$7,800**	**$0**
	Transportation Museum at the existing IERBYS	$20,558	$0	$0
	Transportation Museum - New Construction	$0	$0	$0
	Interpretation Center	$0	$4,627	$0
	Kayak Center	$0	$3,173	$0
	Historic Buildings at Point	$0	$0	$0
	Restaurant	$0	$0	$0
	Boardwalk Buildings	$0	$0	$0
	West Oakland Recreation Club	$0	$0	$0
	Piling Allowance for new Buildings	$0	$0	$0

Appendix A : Detailed Cost Estimate

		Phase 1A	Phase 1B	Phase 1C
10	**Structures and Water Features**	**$22,904**	**$7,841**	**$0**
	Bus Stop	$86	$0	$0
	Bank Stabization	$0	$4,407	$0
	Shuttle Bus	$238	$0	$0
	Arrival Pavillion	$475	$0	$0
	504s	$17,815	$0	$0
	Timber Boardwalk	$0	$3,434	$0
	Crane- TBD	$0	$0	$0
	Fishing Pier	$4,290	$0	$0
11	**Utilities**	**$2,655**	**$2,732**	**$875**
12	**Public Art Allowance**	**$5,140**	**$0**	**$0**
13	**Soil Surcharge Allowance**	**$1,028**	**$0**	**$2,500**
	TOTAL	**$104,221**	**$35,945**	**$16,368**

$156,534	Phase 1 Total Estimated Construction
$3,000	PAED
$15,000	Final Design
$174,534	TOTAL COST

Appendix B: Private Funding Comparisons

Project	Description/Program	Cost (in millions)	Private Funding (in millions)	Private Funding %
Millenium Park, Chicago, IL. *City of Chicago Public Buildings Commission*	Located in downtown Chicago. Park includes: • 4,000 seat pavilion • Lurie gardens • Chase Promenade • Ice rink, walking paths and sculptures • Opened in 2004	$475	$270	57% High percentage of private donorship largely due to efforts of mayor John Daly and corporate sponsorship
Olympic Sculpture Park, Seattle, WA *Seattle Art Museum and The Trust for Public Land*	Located in downtown Seattle. Park includes: • Restored shoreline and reinforced seawall • Pavilion with amphitheater and exhibition space • Beach and open grass areas • Opened in 2007	$85	$64	75% Much of the private donorship came from Microsoft president Jon Shirley and his wife as well as art patron Virginia Wright.
Highline Park (Phase 1), New York, NY *Friends of the Highline and the City of New York Department of Parks & Recreation*	Located in western section of Manhattan. • Park includes: • Pathways on elevated structure • Landscaping • First phase opened in 2007	$177	$44	25% High percentage of private donorship due to fundraising efforts of the Friends of the Highline nonprofit group.

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185 Berry Street, Lobby One, Suite 5100
San Francisco, CA 94107

www.perkinswill.com