

# APPENDIX 4

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Funding and Partnership Strategy Memo,  
OnClimate

# SF BAY TRAIL RAAPP

## FUNDING AND PARTNERSHIP STRATEGY

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### Purpose

One of the RAAPP's primary goals is to create a path towards implementation. For this reason, EBRPD designed the RAAPP to include a funding and partnership strategy. This funding and partnership strategy lays the groundwork for implementation by identifying:

- Opportunities for funding adaptation measures along the Bay Trail, focusing on the three prioritized concept plans
- Partnerships that will increase EBRPD's success in pursuing funding opportunities
- Steps EBRPD can take to build partnerships to support funding pursuits

This strategy draws on interviews and meetings with EBRPD, the City of Berkeley, the City of Alameda, and Caltrans.

This memo first presents an overarching strategy for building partnerships and seeking funding to support implementation of the RAAPP. It then identifies partnership opportunities and next steps for each of the three prioritized concept plans.

The RAAPP Funding and Partnership Strategy assumes that building partnerships will enable EBRPD to increase funding opportunities for Bay Trail sea level rise adaption. This Strategy provides EBRPD with a roadmap for identifying partners and common interests that will enable them to jointly seek funding.

### Partnership and Funding Opportunities for EBRPD's Bay Trail

EBRPD will need to adapt its segments of the Bay Trail to sea level rise, both now and over time. The RAAPP identifies three prioritized concept plans, while acknowledging that many other areas of the Bay Trail will also have to adapt to sea level rise. This section provides an overview of the strategy EBRPD can use to build partnerships and increase funding opportunities throughout its segments of the Bay Trail in the short-term and long-term.

#### Overview of funding sources

EBRPD seeks additional funding sources beyond its existing budget to adapt its Bay Trail segments to sea level rise. Potential additional funding sources include:

- Grant programs, including local, state, and federal

- Public asset owners whose asset is affected by the Bay Trail (Infrastructure owners including Caltrans, Federal and State property)
- Private property owners and businesses that may benefit from adaptation of the Bay Trail

### *Grants*

This Strategy focuses on the first category, grant sources, as it is the likeliest form of funding in the near term. EBRPD already actively pursues grant funding for its programs and intends to use the RAAPP as the basis for seeking grants specific to sea level rise adaptation.

Partnerships are important to competitive grant applications, as they demonstrate a broader base of support for a project seeking funding and highlight the multiple benefits the project can provide. This Strategy highlights in the below sections on each prioritized concept plan the partnerships that could better position EBRPD for grant funding.

The multiple benefits provided by Bay Trail adaptation could make EBRPD and its partners competitive for several grant types, including:

- Habitat restoration – including San Francisco Bay Restoration Authority Measure AA, Environmental Enhancement & Mitigation Grant Program, the Coastal Conservancy grants. Proposition 68 could also be a potential source of funds. The California Governor’s 2021-2022 Budget Summary calls for \$17.4 million over two years through Proposition 68 funds for projects that support biodiversity and climate resilience by improving coastal and marine ecosystem health.
- Non-motorized transportation – including the Urban Greening Grant Program, U.S. Department of Transportation BUILD grants
- Climate resilience and pre-disaster mitigation – Federal Emergency Management Agency (FEMA) pre-disaster mitigation grant programs, including the Flood Mitigation Assistance (FMA) program and the Building Resilient Infrastructure and Communities (BRIC) program

### *Public Asset Owners*

EBRPD’s segments of the Bay Trail abut a wide range of public assets, including roadways, wastewater and stormwater infrastructure, and federal and state lands. Each of these asset owners face decisions on how to adapt to sea level rise. If EBRPD aligns its own decisions regarding the Bay Trail with the adaptation investment decisions these asset owners make, it can engage those asset owners in pooling funds and sharing the costs related to adaptation.

Bay Trail adaptation measures could also potentially contribute to the protection of public assets inland, which could provide the basis for cost sharing, including payments for ecosystem services, where appropriate. As a starting point, an economic case would need to be made for the value of the asset being protected and the degree of protection offered by the adaptation measure.

## ***Private property owners and businesses***

Private property owners currently are not planning for sea level rise in a coordinated, systematic way. As with public asset owners, private property owners and businesses in low-lying areas throughout the Bay Area face decisions on how to protect their assets and ensure the continuity of their business operations. These decisions will likely not be sufficiently urgent to motivate private property owners and businesses to seek partnership with public agencies such as EBRPD to coordinate on adaptation measures. However, it makes sense for EBRPD to keep these stakeholders in mind as potential future partners who could be interested in cost-sharing. This will be especially true if special districts form in the future to fund adaptation to sea level rise through district-based fees or tax assessments.

## **Conditions that position partnerships to get funding**

Partnering with other stakeholders will improve EBRPD's opportunities in each of the above funding sources. In terms of grants, most grant programs prioritize applicants that can demonstrate the support and coordination with other entities. In terms of public asset owners and private property owners and businesses, coordination will be necessary to align activities to produce co-benefits of adaptation activities.

This Strategy defines partnerships as acting in coordination with another public or private organization. Partnerships related to sea level rise adaptation can take the form of (in order of least to greatest effort):

- **Information-sharing:** This can include sharing data relevant to the success of the project, including sea level rise projections, habitat and ecosystem health, and information on site users.
- **Aligning goals and priorities:** This would include EBRPD referring to other agencies plans (such as climate action plans, green infrastructure plan, bicycle and pedestrian plans) when designing its adaptation projects. It would also include EBRPD seeking to influence partners' plans to take into account sea level rise adaptation goals along the Bay Trail.
- **Joint grant seeking:** This can range to signing letters of support for EBRPD's grant applications to one or more entities applying with EBRPD on a joint grant application, which may include collaboratively designing the project they are seeking to fund.
- **Memorandum of Understanding:** This could be established to provide the basis for EBRPD to coordinate with one or more entities to share resources (e.g. equipment and facilities), or to implement programs together, including environmental education or habitat restoration programs.
- **Joint Powers Authorities (JPAs) and other formalized governance structures:** This requires the most effort to establish. Creating a JPA may make sense if there is an ongoing revenue stream associated with an EBRPD adaptation project which needs to be managed and allocated. This solution does not seem to be an obvious fit for the three prioritized concept plans.

When considering partnerships to increase funding opportunities for adaptation to sea level rise, conditions for success include:

- Align with long term climate plans with all partners so grant pursuits are strategic rather than opportunistic
- Identify the role in a partnership that best positions EBRPD for achieving its adaptation goals. In some cases, this may be convening other partners; in other cases, this may require leading the project and pursuit of funding. In still other cases, it may take the form of raising awareness among other partners for the need for sea level rise adaptation measures.

### Partners for seeking funding

While specific partners who will enable EBRPD to increase opportunities for funding will vary depending on the segments of the Bay Trail EBRPD focuses on, there are a few categories of potential partners EBRPD will likely want to build partnerships with in any effort to adapt to sea level rise. These include city governments, public asset owners, and non-profit organizations

#### *City and County governments*

Most of the jurisdictions that EBRPD's sections of the Bay Trail cross have plans with targets that align with sea level rise adaptation goals and other goals that can be accomplished by adapting the Bay Trail to sea level rise. These include climate action plans, adaptation plans, hazard mitigation plans, bicycle and pedestrian plans, and sustainability plans. These plans can serve as the starting point for identifying common goals and narratives that can support joint grant seeking. EBRPD also has the opportunity through its adaptation projects to provide a model to other jurisdictions seeking to incorporate sea level rise into their capital improvement plans.

#### *Caltrans*

The California Department of Transportation (Caltrans) owns and operates the interstates and state routes that adjoin EBRPD's Bay Trail segments in many places. Preserving bicycle and pedestrian access along those routes by adapting the Bay Trail to sea level rise aligns with Caltrans bicycle and pedestrian mobility goals. As Caltrans incorporates sea level rise adaptation into its own project planning decisions, EBRPD has an opportunity to highlight the potential role of the Bay Trail in meeting climate adaptation goals as well as non-motorized travel goals.

#### *Non-profit organizations*

EBRPD's plans to adapt portions of its Bay Trail segments to sea level rise present an opportunity to align with, and gain the support of, non-profit organizations with related mandates. These include the Regional Parks Foundation and other organizations focused on mitigating and adapting to climate change, environmental justice, shoreline access, environmental education, and habitat restoration. While these organizations are not likely to be the source of funds beyond seed funding, partnership with them could increase the competitiveness of EBRPD's grant applications. In particular, the Regional

Parks Foundation’s focus on youth development, environmental stewardship, access and engagement would align well in particular with the McLaughlin Eastshore State Park and Alameda Point prioritized concept plans.

### Resources EBRPD has and should continue to build

In building partnership to seek funding for adaptation projects along the Bay Trail, EBRPD can build on its own internal resources. This includes building on existing relationships and grant seeking efforts to support the RAAPP strategy. Through its own funding sources such as voter-approved Measure FF and Measure WW, EBRPD can provide “first money in” on RAAPP projects and thereby increase its competitiveness when seeking grant funding. EBRPD can also draw on its own research, such as the 2017 “Quantifying our Quality of Life” economic benefits analysis report. Further quantifying the benefits provided by preserving and increasing access to the Bay Trail, and expanding those benefits to include potential protections and ecosystem services provided by adaptation projects, could further increase the competitiveness of grant applications. Given the ongoing COVID-19 pandemic, EBRPD can also make the case that it contributed to the region’s resilience and public health, by offering access to safe, outdoor recreation opportunities. The large increase in users since the start of the pandemic can be incorporated in narratives of the benefits of adapting the Bay Trail to climate change.

### How this strategy informed the selection of the three prioritized concept plan sites

The RAAPP site prioritization and selection process incorporated funding and partnership considerations in a qualitative way. Six factors were considered:

- Potential for near-term partnership
- EBRPD Liaison Committee in place
- Other potential partner agencies, including federal, state, and local agencies
- Past project experience with EBRPD
- Willingness to spend money on adaptation, as evidenced by projects the city or county had invested in
- Potential local private sector partners, including large property owners and businesses in need of future adaptation measures.

Each of the eight Bay Trail segments under consideration for the RAAPP were ranked using these criteria. These rankings drew on conversations with EBRPD staff. Some of the sites that were considered most conducive to funding and partnership strategies were not considered high priorities in terms of risk to sea level rise. In the end, the three prioritized concept plan sites represent a range of partnership opportunities, from most likely to lead to partnership to least likely.

## Strategy for Alameda Point

This section provides an initial strategy for seeking funding for the Alameda Point prioritized concept plan. It identifies the elements of the concept plan that EBRPD can highlight when seeking funding, the partners EBRPD can engage, and steps EBRPD can take in the short term to set itself up for future funding opportunities.

### Site features that present opportunities for funding.

The Alameda Point prioritized concept plan is located on the northwest tip of Alameda Point, also referred to as the “Northwest Territories”. The RAAPP adaptation plan for this site provides several benefits that could serve as the starting point for funding requests. These include access to nature and recreation opportunities, habitat restoration, and protection against sea level rise.

#### *Access to nature and recreation opportunities*

The Alameda Point Northwest Territories (NW Territories) concept plan could attract funding from programs aiming to increase access to nature for specific populations. By providing access from the planned Veterans Affairs (VA) outpatient clinic to the shoreline, the concept plan also provides opportunities for incorporating nature into the medical center’s therapeutic and wellness services. The concept plan would also connect the shoreline with the proposed columbarium adjacent to the VA outpatient clinic, offering visitors the opportunity to pay their respects in a beautiful natural setting. The links between the site’s natural, healing and memorial functions would be further strengthened by designing the nature center planned for this site, in a way that provides space for quiet reflection and honors the service of members of the Armed Forces. The concept plan also increases access to the shoreline for low-income populations, including residents of the nearby Alameda Point Collaborative neighborhood.

#### *Habitat restoration*

The NW Territories concept plan features the creation of tidal marsh habitat, which could attract funding sources supporting habitat restoration and ecosystem health. If the restored habitat fosters the reintroduction of endangered species to the site, the project potentially could be used as a habitat mitigation bank, depending on the requirements of the agencies seeking the offsets.

#### *Protection against sea level rise*

In adapting the Bay Trail to sea level rise, the NW Territories concept potentially could also help protect adjacent properties from coastal flooding. Its design is expected to result in wave attenuation at the mouth of the Oakland Estuary, which could benefit Port of Oakland seaport operations. Depending on the design of the proposed access road just beyond the EBRPD site’s southern edge, the fortified edge and tidal marsh elements of the concept plan could support any flooding protection the access road provides to the VA outpatient clinic and columbarium.

## Partnership opportunities

EBRPD will increase its opportunities for funding the NW Territories concept plan by partnering with other public agencies and community organizations active on or near the site. These include the City of Alameda, the US Department of Defense, the Port of Oakland, and local non-profit organizations.

### *City of Alameda*

The City of Alameda and EBRPD have already created a framework for partnership in the form of an MOU established in August 2020. The City departments most relevant to the NW Territories are the Base Reuse Department, Public Works Department and Recreation & Parks Department.

The City of Alameda will be an important partner in applying for grant funding for the NW Territories concept plan. The City applied for Measure AA grant funding for another site on Alameda Point, the proposed De-Pave Park. The City is also in the early stages of a year-long effort to prepare to apply for federal pre-disaster mitigation grant programs, including the FEMA FMA and BRIC grant programs. The City's intent is to package multiple sea level rise protection projects into one grant application. This package would include the NW Territories project and priority projects identified in the City of Alameda Climate Action and Resiliency Plan, the northern shoreline near the Webster and Posey Tubes, and the Veterans Court shoreline near the Bay Farm Bridge.

### *US Department of Defense*

Two US Department of Defense agencies, the US Army Corps of Engineers (USACE) and VA, are involved in redeveloping the site adjacent to the NW Territories site into the VA outpatient clinic and columbarium. USACE leads the project construction and the VA will be the end user of the site. EBRPD has already started to engage with USACE and the VA on the design of the NW Territories and an on-site visitors center, which the VA may be in a position to fund. EBRPD can demonstrate linkages between the VA's goals for its site and the NW Territories concept plan's contributions to VA visitors' well-being and access to nature. By coordinating together, EBRPD and USACE have an opportunity to achieve site designs that protect the VA site from sea level rise over time.

### *Port of Oakland Seaport*

The NW Territories concept plan could reduce wave action at the mouth of the Oakland Estuary. This could provide benefits to the Port of Oakland Seaport, located on the other side of the channel. The Port may not yet have identified wave attenuation as a priority, but it could be interested in supporting future grant applications, such as the FEMA pre-disaster mitigation grants the City of Alameda is beginning to prepare for.

### *Non-profit organizations*

The NW Territories concept plan aligns with the goals of a range of non-profit organizations focused on veterans' health and well-being, habitat restoration, and improved access to nature for low-income



communities. These organizations present opportunities for supporting or partnering on future grant applications for the site.

### Recommended next steps

EBRPD can take the following actions to increase opportunities for funding the development of the NW Territories concept plan:

1. Continue to convene and coordinate with key partners, including the City of Alameda, Department of Defense agencies. Consider including the Port of Oakland Seaport in discussions of possible sea level rise and wave action protections offered by the NW Territories concept plan.
2. Coordinate with the City of Alameda to support grant applications, including for Measure AA and for FEMA pre-disaster risk mitigation.
3. Continue to coordinate with the VA on the possibility of its funding the construction of a nature center and seek to align its features with the services the VA seeks to offer visitors to its outpatient clinic and columbarium.

## Strategy for McLaughlin Eastshore State Park

This section provides an initial strategy for seeking funding for the McLaughlin Eastshore State Park prioritized concept plan. It identifies the elements of the concept plan that EBRPD can highlight when seeking funding, the partners EBRPD can engage, and steps EBRPD can take in the short term to set itself up for future funding opportunities.

### Site features that present opportunities for funding.

The McLaughlin Eastshore State Park prioritized concept plan focuses on daylighting Schoolhouse Creek where it flows into the bay and restoring habitat to the north of the creek. The RAAPP adaptation plan for this site provides several benefits that could serve as the starting point for funding requests. These include access to nature and recreation opportunities, habitat restoration, non-motorized mobility, and protection against sea level rise.

### *Access to nature and recreation opportunities*

The concept plan proposes to daylight Schoolhouse Creek and create coarse beaches along the shoreline north of the creek. The daylighting of Schoolhouse Creek could provide new opportunities for youth environmental education, adding to programs currently offered by the City of Berkeley Parks, Recreation & Waterfront Department and by EBRPD. This could serve as the basis for seeking funding from foundations and grant programs aimed at increasing environmental education opportunities.

The concept plan also proposes water access through a coarse beach north of the creek. This access could position EBRPD for grants such as Measure AA and others focused on shoreline access. While the site does not currently qualify for Disadvantaged Community status under the State's mapping tool, a case can be made for the concept plan providing increase shoreline access to low-income populations

living in Berkeley, Oakland and elsewhere in the East Bay. Pedestrian bridge access to McLaughlin Eastshore State Park currently exists off of Addison Street, arriving south of Schoolhouse Creek. An additional pedestrian bridge is under development off of Gillman Street, north of Schoolhouse Creek. Another pedestrian bridge is in the planning phase, which is expected to be at the Ashby Interchange and could increase access to McLaughlin Eastshore State Park for residents of Emeryville and potentially West Oakland.

### *Habitat restoration*

The McLaughlin Eastshore State Park concept plan provides two alternative scenarios for the area north of Schoolhouse Creek: 1) the restoration of tidal marsh habitat and 2) the restoration of upland habitat. Either habitat restoration scenario could attract funding sources supporting habitat restoration and ecosystem health. If the restored habitat fosters the reintroduction of endangered species to the site, the project potentially could be used as a habitat mitigation bank, depending on the requirements of the agencies seeking the offsets.

### *Non-motorized mobility*

The existing Bay Trail along McLaughlin Eastshore State Park serves as a bicycle commute route connecting jobs and housing along the East Bay. With the planned completion of the bicycle lane on the Bay Bridge span connecting Yerba Buena Island and the City of San Francisco, bicycle commuting on the McLaughlin Eastshore segment of the Bay Trail could increase. The McLaughlin Eastshore State Park concept plan proposes a way to reduce the impact of sea level rise on the existing Bay Trail and to divert some bicycle and pedestrian closer to the shoreline. This could attract funding and support from organizations aiming to increase bicycle-based commuting and would align with existing climate action plans seeking to reduce transportation-based greenhouse gas emissions.

### *Protection against sea level rise*

The proposed habitat restoration and daylighting of Schoolhouse Creek help lay the groundwork for future adaptations to sea level rise along the segments of the Bay Trail that parallel Caltrans roadways. The use of a nature-based near-term adaptation to sea level rise could provide the starting point for engaging with Caltrans on longer-term sea level rise protection needs. These efforts could attract planning grants and other funding opportunities to pilot approaches that could be applied throughout the Bay Area shoreline.

### Partnership opportunities

EBRPD will increase its opportunities for funding the McLaughlin Eastshore State Park Schoolhouse creek concept plan by partnering with other public agencies and community organizations active on or near the site. These include the City of Berkeley, Caltrans, and local non-profit organizations.

### *City of Berkeley*

EBRPD can benefit from coordinating with the City of Berkeley on McLaughlin Eastshore State Park adaptations to sea level rise, particularly in terms of gaining the City's support or partnership on grant pursuits. The City of Berkeley submitted this year a Measure AA grant application for habitat restoration and public access in the Berkeley Aquatic Park. The City could build on these efforts by supporting or jointly submitting a future Measure AA grant for the McLaughlin Eastshore State Park concept plan.

EBRPD can also continue to coordinate with the City of Berkeley on environmental education opportunities offered through the City of Berkeley Parks, Recreation & Waterfront Department, as well as the City's Marina Master Plan update. The Department of Public Works created in 2019 a Green Infrastructure Plan whose goals may align with the daylighting of Schoolhouse Creek. In any case that daylighting can serve as the start of a conversation on improving stormwater drainage from the neighborhoods east of Interstate 80 towards the Bay.

### *Caltrans*

Caltrans owns and operates Interstate 80. The agency has not yet engaged with EBRPD on opportunities to protect the interstate from sea level rise. The Caltrans State Bicycle and Pedestrian Plan, published in 2017, could serve as a starting point for communicating the value the Bay Trail brings to Caltrans bicycle and pedestrian goals. This could lay the groundwork for future conversations regarding sea level rise adaptation and how to protect Caltrans' assets while also maintaining bicycle and pedestrian access.

### *Non-profit organizations*

The NW Territories concept plan aligns with the goals of a range of non-profit organizations focused on habitat restoration, creek daylighting, bicycle mobility and environmental education. These organizations present opportunities for supporting or partnering on future grant applications for the site.

### Recommended next steps

EBRPD can take the following actions to increase opportunities for funding the development of the McLaughlin Eastshore State Park concept plan:

1. Take the lead on seeking funding sources, including Measure AA, and identify co-benefits that can attract joint applicants and supporters.
2. Continue to engage with Caltrans to lay the groundwork for future coordination on protecting the Bay Trail and Interstate 80 from sea level rise.
3. Continue to coordinate with the City of Berkeley to align the Schoolhouse Creek daylighting project with related City infrastructure initiatives, including the Green Infrastructure Plan, the Marina Master Plan Update, and projects funded by Measure M.

## Strategy for MLK Shoreline

This section provides an initial approach for engaging with partners along the Bay Trail segment that runs north along Doolittle Drive (State Route 61) from the MLK Jr Shoreline Center to the Bay Farm Bridge. As this concept plan depends on the actions of other partners, this strategy focuses on the partners to engage with.

### Site features that present opportunities for funding.

The northern MLK Shoreline segment presents an opportunity to strengthen bicycle access along the Bay Trail between the City of Alameda (Bay Farm and Alameda Island) and the City of San Leandro. Given the risk of sea level rise along Doolittle Drive, this segment also presents the opportunity to contribute to the design of sea level rise adaptations to Caltrans assets in a way that preserves and enhances bicycle and pedestrian access.

### Partnership opportunities

EBRPD's opportunities to increase bike access and adapt this portion of the Bay Trail to sea level rise will depend in large part on the other public agencies who own or are connected by this section of Doolittle Drive: Caltrans, City of Alameda, the City of Oakland, and the Port of Oakland.

#### *Caltrans*

Caltrans owns and operates State Route 61. The agency has begun to engage with EBRPD and other stakeholders on the need to protect the Doolittle Drive section of State Route 61 in the near term from high tides and rising sea levels. EBRPD can continue to engage with Caltrans and other interested stakeholders on the design of a raised or otherwise modified road, to communicate the need for the design to include bicycle access. The Caltrans State Bicycle and Pedestrian Plan, published in 2017 could serve as a starting point for communicating the value the Bay Trail brings to Caltrans bicycle and pedestrian goals.

#### *City of Alameda*

As mentioned in the Alameda Point section, the City of Alameda is in the early stages of a year-long effort to prepare to apply for federal pre-disaster mitigation grant programs, including the FEMA FMA and BRIC grant programs. The City's intent is to package multiple sea level rise protection projects into one grant application, including the Veterans Court shoreline near the Bay Farm Bridge. As this area is just along the northern end of Doolittle Drive, the federal grant application could provide an opportunity for both EBRPD and Caltrans to partner with the City of Alameda in seeking funding to protect the areas near Bay Farm Bridge from sea level rise while also providing Bay Trail bicycle access. Increasing bicycle access along this section could align with the Alameda Active Transportation Plan, currently under development.

### *Port of Oakland Airport*

Any efforts to raise or otherwise modify Doolittle Drive to protect it from sea level rise will affect - and potentially benefit - the Port of Oakland Airport's plans to adapt its runways and facilities to sea level rise. While bicycle access is likely not a priority co-benefit in these plans, it will be useful to continue to communicate EBRPD's priorities in conversations with the Port and other stakeholders about changes to Doolittle Drive.

### *City of Oakland*

This section of Doolittle is mostly within the City of Oakland. EBRPD can continue to engage as needed with the City of Oakland on ways to increase Bay Trail access along the MLK Shoreline.

### Recommended next steps

EBRPD can take the following actions to increase opportunities for funding the development of the Bay Trail along the northern segment of Doolittle Drive:

1. Continue to coordinate with key partners to raise awareness for the need for bike lane in any future changes to Doolittle Drive to protect it from sea level rise. EBRPD may have the opportunity to play a convening role to keep highlighting the multiple co-benefits associated with protecting Doolittle Drive from sea level rise in a way that provides Bay Trail bicycle access.
2. Coordinate with the City of Alameda to support grant applications for FEMA pre-disaster risk mitigation that involve the Veterans Court / Bay Farm Island Bridge area.