

Staff Report 27

APPLICANT:

City of San Leandro

PROPOSED ACTION:

Issuance of a General Lease – Public Agency Use.

AREA, LAND TYPE, AND LOCATION:

0.31 acre, more or less, of sovereign land in Estudillo Canal, San Leandro, Alameda County (as shown in Figure 1).

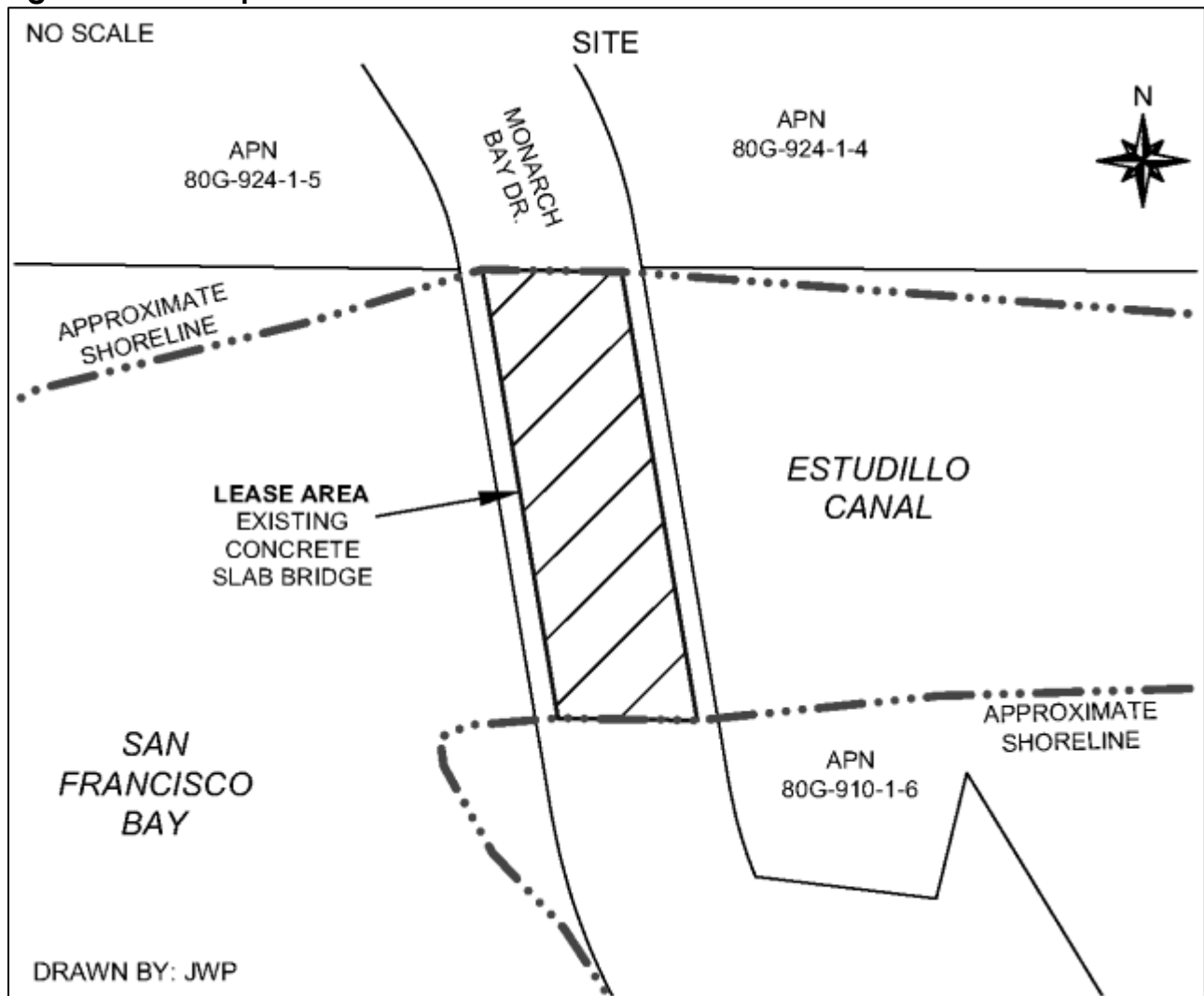
Figure 1. Location



AUTHORIZED USE:

Use of a concrete slab bridge (as shown in Figure 2).

Figure 2. Site Map



NOTE: This depiction of the lease premises is based on unverified information provided by the Applicant or other parties and is not a waiver or limitation of any State interest in the subject or any other property.

TERM:

20 years, beginning September 1, 2025.

CONSIDERATION:

The public use and benefit, with the State reserving the right at any time to set a monetary rent if the Commission finds such action to be in the State's best interests.

SPECIFIC LEASE PROVISIONS:

- Lessee shall not install, attach, or authorize the placement or attachment of any additional utilities or other improvements on the bridge or within the Lease Premises without Lessor’s prior review and approval.

STAFF ANALYSIS AND RECOMMENDATION:

AUTHORITY:

Public Resources Code sections 6005, 6216, 6301, 6501.1, and 6503; California Code of Regulations, title 2, sections 2000 and 2003.

PUBLIC TRUST AND STATE’S BEST INTERESTS:

On August 26, 1976, the Commission authorized the issuance of a General Lease – Public Agency Use for the construction and maintenance of a concrete slab bridge (known as the Marina Park Bikepath Bridge) in Estudillo Canal, San Leandro, Alameda County ([Item 1](#)). On January 26, 1977, the Commission authorized an amendment to extend the construction deadline ([Item 7](#)). This lease expired on August 31, 2025.

Now, the Applicant is applying for a General Lease – Public Agency Use for the use of an existing concrete slab bridge. Staff recommends issuance of a General Lease – Public Agency Use to the Applicant, effective September 1, 2025.

The concrete slab bridge has existed for many years at this location. The bridge is used daily by the public for recreational activities. It is primarily used by pedestrians and bicyclists to access the San Francisco Bay Trail. The bridge is also occasionally used by authorized motorized vehicles for trail maintenance. The bridge provides the regional and statewide public better access to the East Bay waterfront and the ability to cross and re-cross Estudillo Canal.

Caltrans conducts periodic inspections of the bridge structure on the City of San Leandro’s (City) behalf. Based on these inspections, Caltrans provides the City with an inspection report that describes findings and recommends repairs as needed that the City is then responsible for implementing.

The most recent inspection was conducted in March 2025. The inspection report determined the bridge was in good condition, but recommended the City implement scour protection countermeasures around the abutment backwall, wingwall, and foundation piles around one of the abutments. To address this

recommendation, the City plans to remove approximately 65 cubic yards of existing rock slope protection and replace it with approximately 250 cubic yards of riprap. Staff reviewed the proposed activity and determined it to be repair and maintenance as required under the lease; thus, no additional Commission authorization is required. The City plans to begin the repairs in May 2026 and complete them by June 2026.

A potable water pipeline is attached to the bridge; however, it is owned by East Bay Municipal Utility District (EBMUD). Application 5361 for the pipeline has been submitted by EBMUD, which is being considered on this agenda under a separate action.

The proposed lease does not alienate the State's fee simple interest or permanently impair public rights. The lease is limited to a 20-year term, does not grant the lessee exclusive rights to the lease premises, and will have no significant impact on Public Trust-consistent uses or resources in the area. Upon termination of the lease, the lessee may be required to remove any improvements from State land and restore the lease premises to their original condition. The proposed lease requires the lessee to indemnify the State for any liability incurred as a result of the lessee's activities thereon.

CLIMATE CHANGE:

INTRODUCTION:

The climate crisis and rising sea levels are impacting coastal California now. As underscored in the [State of California Sea Level Rise Guidance](#) (Ocean Protection Council, 2024), the combination of extreme weather events and the persistent and accelerating rise in sea levels will lead to increased coastal hazards, such as wave runup, storm surges, flooding, and erosion. Shorelines will move inland due to rising seas, exposing more of the natural and human-built environment to coastal hazards. The resulting damage will occur repeatedly and incrementally over years and, in extreme cases, over the span of a few large winter storms. These impacts may affect an existing concrete slab bridge subject to the proposed lease, located in Estudillo Canal next to the San Francisco Bay, near the City of San Leandro.

DATA & PROJECTIONS:

Sea levels along most of the California coast rose four to eight inches during the last century, and this trend will accelerate throughout this century. The current rate of

sea level rise is triple the rate during the last century. There is growing confidence that by 2050 sea levels will be approximately ten inches higher than they were in 2000. The severity of sea level rise beyond 2050 is contingent on future levels of greenhouse gas emissions. The California Ocean Protection Council updated the State of California Sea Level Rise Guidance in 2024 to provide a synthesis of the best available science on sea level rise projections and rates for multiple emissions scenarios. To apply a precautionary approach, Commission staff evaluated the “intermediate-high” and “high” scenarios due to the vulnerability and exposure of the lease location and the continued global reliance on fossil fuels. The San Francisco tide gauge was used for the projected sea level rise scenario for the lease area, as listed in Table 1.

Table 1. Projected Sea Level Rise for San Francisco

Year	Intermediate-High (feet)	High (feet)
2040	0.7	0.8
2060	1.5	2.0
2080	3.0	4.1
2100	4.8	6.5

Source: Table 6, State of California Sea Level Rise Guidance: 2024 Update

Note: Projections are with respect to a 2000 baseline.

ANALYSIS:

Commission staff used the online sea level rise mapping tool, [Our Coast Our Future](#), to evaluate risks to the lease premises and structures from sea level rise. At present sea levels, the lease premises are already regularly flooded and subjected to wave impacts and erosion, which could potentially damage any structures or improvements on the lease premises. Episodic or short-term events, such as extreme storms, very high or King tides, and El Niño events, alone or in combination, will increase the vulnerability of the lease premises and expose it to higher water levels and stronger wave runup, overtopping, and erosion.

As a result, the concrete slab bridge may sustain substantial damage and degradation over the lease term, requiring more frequent repairs and maintenance to retain its function. Stronger coastal erosion can wash away the soil and sediment supporting the bridge, causing structural instabilities. The increased saltwater exposure from higher sea levels and rising groundwater can accelerate the deterioration of concrete foundations. Additionally, the bridge may experience increased damage from waves breaking closer and stronger to shore. The City is

currently taking steps to address scour risk with routine maintenance work that may reduce the degradation and potential damage of the concrete slab bridge over the lease term. Impacts associated with climate change may increase the frequency with which the City will have to perform routine maintenance of the bridge.

RECOMMENDATIONS:

Refer to Section Four of the Commission's [2023 Shoreline Adaptation and the Public Trust](#) report for more information about various shoreline adaptation strategies and their advantages and disadvantages for mitigating coastal hazards and protecting Public Trust resources. Any future construction or activities on State land would require a separate authorization from the Commission.

Regular maintenance, as referenced in the terms of the lease, may reduce the likelihood of severe structural degradation or dislodgement. Pursuant to the proposed lease, the Lessee acknowledges that the lease premises and adjacent upland (not within the lease area) are located in an area that may be subject to the effects of climate change, including sea level rise and rising groundwater levels.

CONCLUSION:

For all the reasons above, staff believes approval of this lease will not substantially interfere with Public Trust needs at this location, at this time, and for the term of the lease; and is in the best interests of the State.

OTHER PERTINENT INFORMATION:

1. Approval or denial of the application is a discretionary action by the Commission. Each time the Commission approves or rejects a use of sovereign land, it exercises legislatively delegated authority and responsibility as trustee of the State's Public Trust lands as authorized by law. If the Commission denies the application, the Applicant must remove the improvements and restore the property to its original condition. The lessee has no right to a new lease or to renewal of any previous lease.
2. This action is consistent with the "Leading Climate Activism" and "Meeting Evolving Public Trust Needs" Strategic Focus Areas of the Commission's 2021-2025 Strategic Plan.

3. Staff recommends that the Commission find that this activity is exempt from the requirements of the California Environmental Quality Act (CEQA) as a categorically exempt project. The project is exempt under Class 1, Existing Facilities; California Code of Regulations, title 2, section 2905, subdivision (a)(2).

Authority: Public Resources Code section 21084 and California Code of Regulations, title 14, section 15061 and California Code of Regulations, title 2, section 2905.

RECOMMENDED ACTION:

It is recommended that the Commission:

CEQA FINDING:

Find that the activity is exempt from the requirements of CEQA pursuant to California Code of Regulations, title 14, section 15061 as a categorically exempt project, Class 1, Existing Facilities; California Code of Regulations, title 2, section 2905, subdivision (a)(2).

PUBLIC TRUST AND STATE'S BEST INTERESTS:

Find that the proposed lease will not substantially interfere with Public Trust needs and values at this location, at this time, and for the term of the lease; and is in the best interests of the State.

AUTHORIZATION:

Authorize issuance of a General Lease – Public Agency Use to the Applicant beginning September 1, 2025, for a term of 20 years, for the use of an existing concrete slab bridge; consideration being the public use and benefit, with the State reserving the right to set a monetary rent if the Commission finds such an action to be in the State's best interest.