



CITY OF OAKLAND
Oakland Parks, Recreation & Youth Development

TO: Princess Allen, Chair, Parks and Recreation Advisory Commission
FROM: Christine Reed, Oakland Public Works
DATE: September 26, 2022
SUBJECT: REQUEST FOR THE PARKS AND RECREATION ADVISORY COMMISSION TO ENDORSE THE ESTUARY PARK MASTER PLAN AND RECOMMEND APPROVAL OF THE PROPOSED MINOR CONDITIONAL USE PERMIT FOR THE ESTUARY PARK PHASE 1 PROJECT.

SUMMARY

Staff from Oakland Public Works (OPW) and Oakland Parks, Recreation and Youth Development (OPRYD) request endorsement of the Estuary Park Master Plan and recommendation for approval of the proposed Minor Conditional Use Permit for the Estuary Park Phase 1 project. The Master Plan is the culmination of an intensive community engagement process and provides comprehensive recommendations to improve and expand the existing 7-acre Estuary Park and Jack London Aquatic Center site to 11 acres.

FISCAL IMPACT

The master plan for Estuary Park will be implemented in phases as funding becomes available. Funding for the design of the Estuary Park project was approved on December 13, 2016, by Resolution No. 86516 C.M.S., which authorized the sale of the Measure DD, Series C, Bond, in the amount of \$2.7million. Additional funding for construction will be provided through the ‘Measure DD’ Series D Bond. City staff is working with the Measure DD Program Manager to identify the total amount of funding to be made available for Phase 1 construction and the timing for the ‘Series D’ Bond sale, which would make those funds available. Staff is also actively seeking additional funding for construction through grants and donations.

The final scope and cost of Phase 1 will be determined based on projected available funding at the time of construction Bid invitation, currently anticipated for Fall 2024. The cost of implementation for the complete Master Plan scope is approximately \$17million (not factoring inflation for future phase implementation).

The new restroom and locker room building will require on-going maintenance, annual inspection and repairs as necessary. Building maintenance, park lighting, graffiti abatement and playground repairs are funded by the internal Facilities Fund (Fund 4400). Measure Q provides an important source of funding for on-going park maintenance.

PROJECT / PROGRAM DESCRIPTION

Estuary Park is a seven-acre park located along the Oakland Estuary south of Jack London Square at the mouth of the Lake Merritt Channel. The existing park incorporates the Jack London Aquatic Center, youth and adult rowing programs, a multi-use field for soccer and team sports, a public boat

launching ramp, fishing pier, and a group picnic area. The old 'Cash and Carry' property will become part of the park, expanding the total park area by 4 acres to 11 acres. (see Exhibit A – *Project Location Map*).

The Master Plan for the eleven-acre park site provides a vision to create a major open space of citywide and regional significance, expand recreational amenities for a diverse community, improve access to and enjoyment of the shoreline, and improve the San Francisco Bay Trail through the park. (see Exhibit B – Illustrative Plan)

Informed by the strong community engagement process and the rich history of this site, the Master Plan vision includes the following park improvements: two gathering plazas, multi-purpose lawns, dog park, three picnic areas, nature play elements, walking paths, seating areas, resilient shoreline improvements, park elevation and planning for Sea Level Rise, improved Bay Trail connectivity, habitat gardens, refurbished trellis area and east promenade, expanded parking lot, improved boat launch access, and a boat storage building with public restrooms.

The Master Plan document, including participatory acknowledgements, site history, detailed summary of public engagement, project goals and supplementary design graphics can be found in Exhibit C – Master Plan Document.

Though the final scope and cost of Phase 1 will be determined based on projected available funding at the time of construction Bid invitation, the attached Exhibit D – Phase 1 Schematic Design, indicates the targeted scope, which includes all of the major improvements and recreational elements described in the Master Plan. The project will seek a minor Conditional Use Permit for the Phase 1 project.

BACKGROUND / LEGISLATIVE HISTORY

Through a variety of planning processes beginning in the mid 1990's, the Estuary Park Renovation and Expansion Project was proposed and thereby incorporated into several local and regional plans, including the adopted General Plan Open Space, Conservation and Recreation (OSCAR) in 1996 and the Estuary Policy Plan in 1999. As stated in the Estuary Policy Plan: "Estuary Park is a significant public asset which can and should be upgraded. It has a historic relationship with nearby Lake Merritt and the Lake Merritt Channel." "If Estuary Park is to fulfill its potential, it is important to make it more visible from the Embarcadero. It should be expanded and extended to the street, adding to the total amount of useable public space and improving park security. The entire park (including the expansion area) should be improved. Consideration should be given to providing places to observe major civic celebrations and water related festivals."

As a result of this initial planning vision, the "Cash and Carry" site located at 105 Embarcadero West will be acquired by the City through the Brooklyn Basin Development Agreement, providing visual continuity from the Embarcadero to the water and expanding the total site area from seven to eleven acres. The site is to be transferred to the City upon completion and acceptance of site remediation by the developer.

The Estuary Park Project was listed in the Measure DD – Oakland Trust for Clean Water and Safe Parks Bond program (Measure DD) under the category for Estuary Waterfront Access, Parks and

Cleanup Program, positioning the City to realize long-held community objectives for the creation of a major open space of citywide and regional significance, as described in the Estuary Policy Plan. Funding for the design of the Estuary Park project was approved on December 13, 2016 by Resolution No. 86516 C.M.S., which authorized the sale of the Measure DD Series C Bond. This positioned the City to realize long-held community objectives for the creation of a major open space of citywide and regional significance as described in the Estuary Policy Plan.

In February 2018, a professional landscape architectural services agreement for the Estuary Park project was awarded to Hargreaves Associates. A robust public engagement process was implemented between August 2018 and February 2019. For non-performance reasons, the professional services contract with Hargreaves Associates was terminated in October 2019. On July 28, 2020 a design consultant contract was awarded to WRT per Resolution 88239 C.M.S. Project re-initiation began March 2021 with new WRT Design Team.

From August 2018 through September 2021, a robust and thorough community engagement process was conducted for the Estuary Park Renovation and Expansion Project. During this period, four stakeholder and four public community meetings were held. In addition to these meetings, the team has attended over fifteen events and regularly occurring meetings. An online project website hosts project information and updates. Two online surveys were conducted, one in 2018 and the second concluding November 2021. In the second survey conducted both online and at an in-person community workshop, participants were asked to prioritize proposed elements of the Preliminary Park Master Plan, which included Resilient Shoreline Improvements along with fifteen other potential program Shoreline improvements ranked second after the Bay Trail, which runs along the shoreline and is an integral aspect of its design.

The project team has worked closely with Oakland Park, Recreation and Youth Development (OPRYD), the project's Client Department, to refine the Master Plan and ensure that park goals and program are in support of their mission to expand recreational opportunities for underserved communities of Oakland. OPRYD has provided key demographic data on existing program and rental users to support the project Racial Equity Impact Analysis and contributed their experience and expertise to identify opportunities for closing racial disparities and goals for improving outcomes for the Oakland community through the park renovation. The racial equity impact analysis and goals have informed the development of the draft Estuary Park Master Plan project goals and park program.

As part of the California Environmental Quality Act (CEQA) review, the Estuary Park Master Plan will prepare an Addendum to the existing 2009 Oak to Ninth Project Environmental Impact Report (EIR) for the proposed Estuary Park improvements. This work is currently underway, and the environmental consultants are targeting a draft for City Planning review Fall/Winter 2022.

RECOMMENDATION

Staff recommends that the Parks and Recreation Advisory Commission to endorse the Estuary Park Master Plan and recommend approval of the proposed Minor Conditional Use Permit for the Estuary Park Phase 1 Project.

Respectfully submitted,

 (Signature)

Prepared by:
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 (Signature)

Approved by:
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Oakland Public Works, Project and Grant Management Division

Identification of Support Documents:

- Attachments: Exhibit A – *Project Location Map*
Exhibit B – *Illustrative Plan*
Exhibit C – *Master Plan Document*
Exhibit D – *Phase 1 Schematic Design*