



OAKLAND ESTUARY PARK RENOVATION + EXPANSION PROJECT

MASTER PLAN DRAFT

05/12/2023

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ACKNOWLEDGMENTS

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BKF, Civil Engineering

COWI, Marine Engineering

Terraphase, Geotechnical Engineering



1. PROJECT INTRODUCTION

PROJECT INTRODUCTION

PROJECT 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. A property to the northwest of the existing park will become part of the park, expanding the total area by four acres to eleven acres. 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.

The Master Plan identifies areas that will require additional design and environmental review through future implementation project(s), as well as describing the scope of the Renovation and Expansion Project (the "Project") which will be developed through detailed design and environmental review. The Project will comprise much of the park site, as illustrated in the Project Conceptual Plan at the end of this document. The Project will be implemented in phases as funding becomes available.

PROJECT BACKGROUND

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 usable 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.

Funding for the Estuary Park Project was approved in December 2016 through the Measure DD - Oakland Trust for Clean Water and Safe Parks Bond program under the category for Estuary Waterfront Access, Parks and Cleanup Program. 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.

PROJECT INTRODUCTION

CITY OF OAKLAND VISION AND GOALS FOR RACIAL EQUITY

In 2017 the City of Oakland established a new Department of Race and Equity (DRE), launching an effort to explicitly embed racial equity in its decisions and policies. In Oakland, equity is defined as fairness. It means that identity—such as race, ethnicity, gender, age, disability, sexual orientation or expression— has no detrimental effect on the distribution of resources, opportunities and outcomes for our City’s residents. One key assumption in our work is that race matters, and this assumption is supported by the data: almost every indicator of well-being shows troubling disparities by race. By applying an equity focus and analysis to key deliberations, the City government can work with the community to create conditions where everyone has access to the opportunities necessary to meet their essential needs, advance their well-being and achieve their full potential. The City of Oakland’s commitment to end systemic racism and take intentional steps to further racial equity is essential to correcting long-standing disparities and building meaningful relationships with underserved communities. Since the formation of the DRE, the City’s Departments have endeavored to actualize the City’s equity vision through project and program implementation. The Estuary Park Master Plan is one of these efforts.

The Estuary Park Master Plan was led by Oakland Public Works and informed by close collaboration with the Oakland Parks and Recreation and Youth Development Department (OPRYD) – as well as many other City Department and community stakeholders. The City’s service-oriented Departments, such as OPRYD have a long history of serving as a liaison and steward for the communities and neighborhoods they serve. OPRYD’s mission is to provide best in class, relevant and equitable programs and services, while meeting the specific needs of people and communities both at the neighborhood level and regionally throughout the City of Oakland. They achieve this mission through intentional engagement, by removing the barriers that prohibit equitable opportunities for all, and through partnerships with other mission-driven organizations. OPRYD and its partners work to remove the barriers of systemic racism by offering programs to all, regardless of

race, income or culture; and provide diversity education to foster change. Scholarships and subsidies sponsored by partner organizations are employed to provide access to all –ensuring that no child is turned away. As the Client Department for the Estuary Park Renovation and Expansion project, OPRYD established the initial goals for the project, based on their knowledge and understanding of community needs, and provided critical support in identifying and reaching the community through the engagement process. OPRYD is committed to on-going evaluation and accountability to measure the success of their recreation programs to achieving the City’s equity goals.

The Estuary Park Master Plan recommendations combine our understanding of current community priorities, OPRYD’s program goals, and the City’s Racial Equity-driven targets for closing known disparities. The project has utilized important new Equity Tools, including the ‘2018 Oakland Equity Indicators Report’¹ and the Oakland Geographic Equity Toolbox² to understand existing disparities and identify means of closing them through design and programming of the park. The renovated and expanded Estuary Park has the promise to positively impact two key sectors of the City’s Racial Equity Indicators through physical design and programmatic activation – Fostering Civic Life and Improving Public Health. In addition, in keeping with its prominence as a regional shoreline park under State Lands jurisdiction, the plan aspires to Celebrate Site History, Increase Environmental Awareness, and Enhance Resiliency and Adaptation. These high-level goals and related objectives are outlined in the ‘Project Goals’ section of the Master Plan document.

Web links to sources cited:

¹ Racial Equity Indicators Report: <https://www.oaklandca.gov/projects/oakland-equity-indicators>

² Oakland Geographic Equity Toolbox: <https://www.oaklandca.gov/resources/oakdot-geographic-equity-toolbox>

SITE LOCATION AND CONTEXT

ESTUARY / LAKE MERRITT CONTEXT

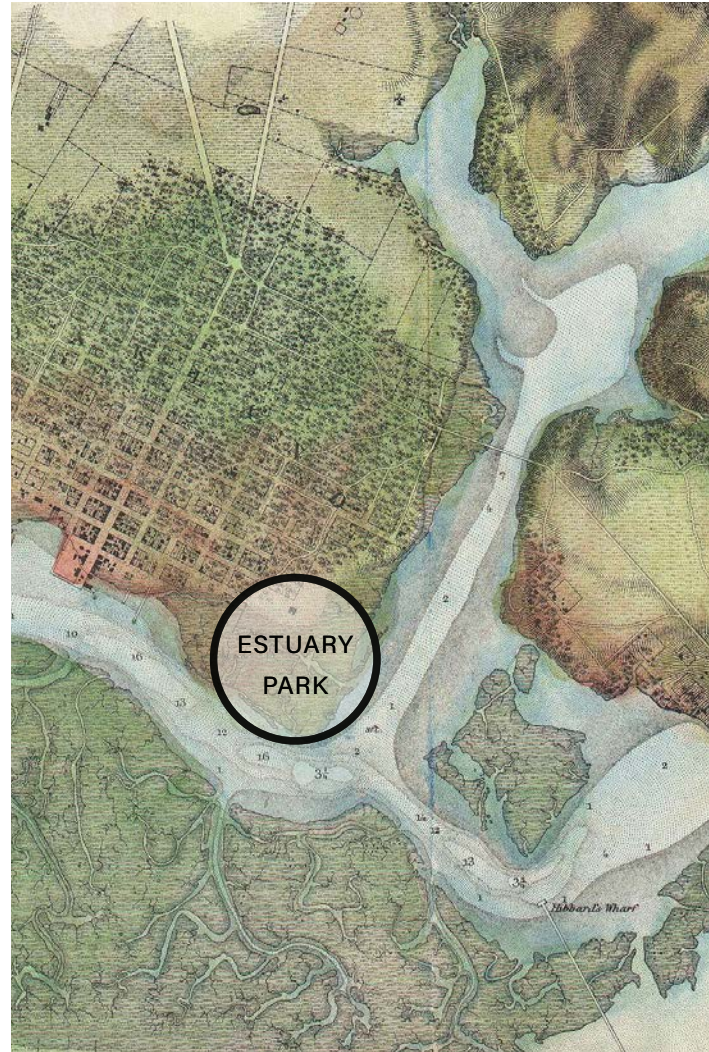


ADJACENT LAND USE



SITE HISTORY

MARSHLAND



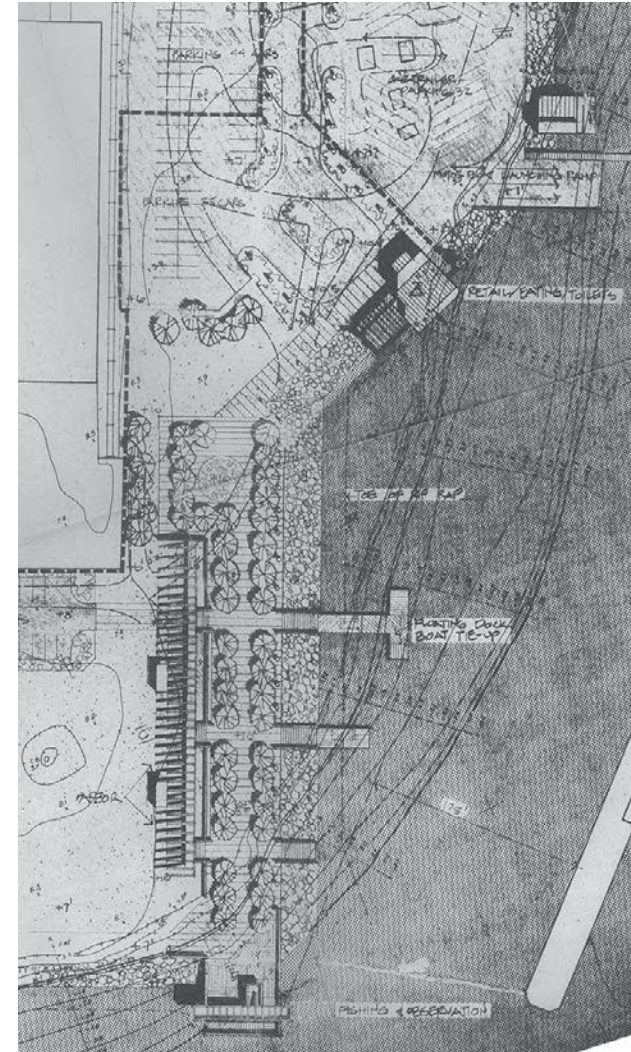
1857

SUNSET LUMBER



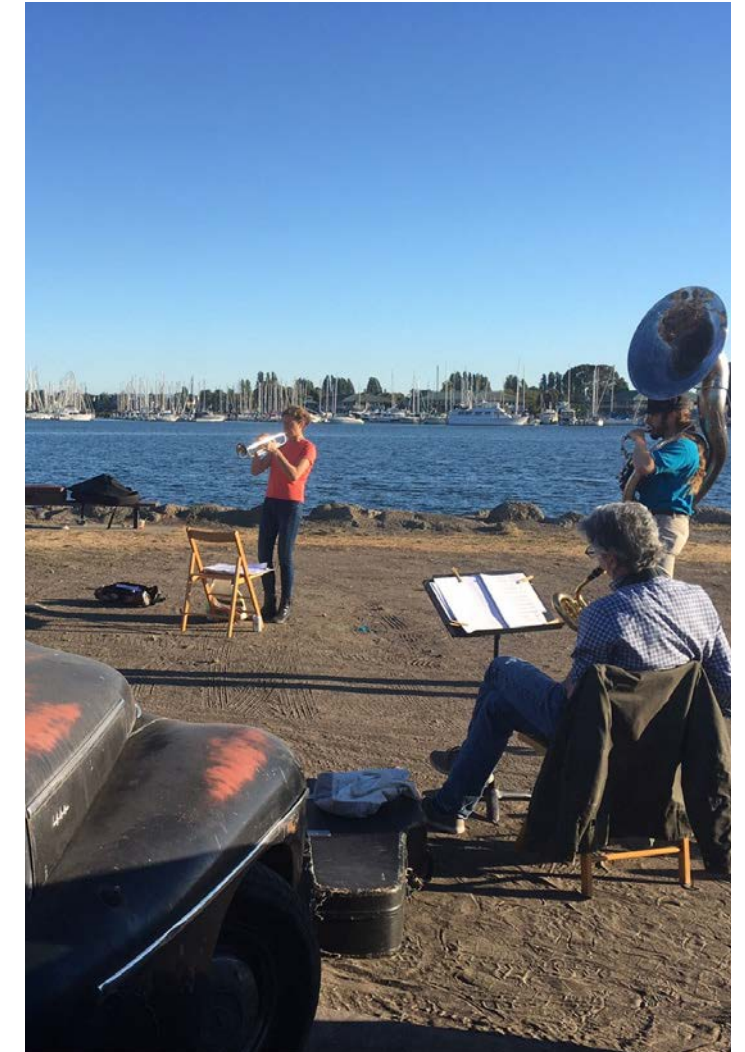
1929

HALPRIN DESIGN



1976

TODAY'S PARK



2022

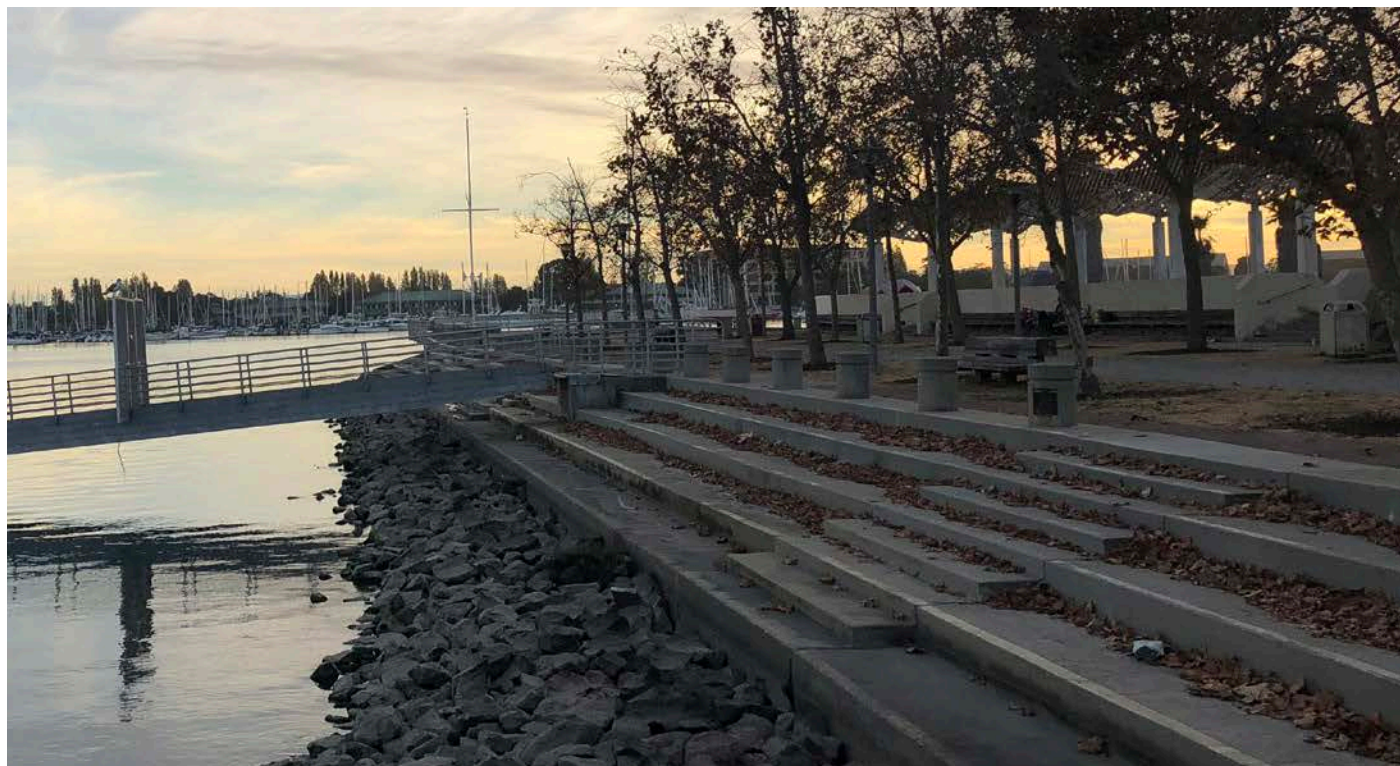
EXISTING CONDITIONS



Halprin trellis



JLAC facility



Concrete stepped bulkhead - Halprin design



Location of removed Betty Gold Sculpture

PROJECT GOALS

1. FOSTER CIVIC LIFE

- Create a major open space of citywide and regional significance
- Provide places to observe major civic celebrations and water related festivals
- Create a welcoming, inclusive, and accessible space to increase civic collaboration, participation and mutual accountability among diverse users
- Activate the park with new recreational opportunities, responding to the needs of the community
- Provide opportunities for engaging public art
- Prioritize long-term efforts to manage the park in ways to make it public, safe, and clean

2. IMPROVE PUBLIC HEALTH

- Improve public health through access to high-quality open space and recreational programs
- Provide inclusive and accessible amenities and a comfortable outdoor environment to encourage regular use of the park and a variety of activities and uses
- Create a park that serves all of Oakland's people equitably
- Foster connection to nature
- Provide safe and accessible circulation throughout the park and along the shoreline, including improvements to the San Francisco Bay Trail, to encourage walkability and exercise

- Provide clear way-finding and site lines, and provide a sense of safety and security for park users
- Ensure the park is well-maintained over time
- Maintain and improve operation of the Jack London Aquatic Center for its recreational boating programs
- Improve service & emergency vehicle access

3. CELEBRATE SITE HISTORY AND INCREASE ENVIRONMENTAL AWARENESS

- Connect park visitors with the Estuary and maritime uses, in keeping with the requirements of the State Lands Trust and Bay Conservation and Development Commission (entities with jurisdiction over shoreline development)
- Preserve and enhance existing cultural resources suitable for reuse
- Improve environmental awareness through enhanced views to the estuary, low water-use habitat planting, improved shoreline access, and informational signage

4. ENHANCE RESILIENCY AND ADAPTATION

- Create a resilient and adaptive shoreline that responds to sea-level rise and improves opportunities for wildlife habitat.
- Create a sustainable and resilient park that responds to its regional climate, can be sustainability operated and maintained, and is adaptive to future change



2. PUBLIC ENGAGEMENT

PUBLIC ENGAGEMENT SUMMARY

Community Meetings

Community Meeting #1: October 17, 2018

Community Meeting #2: December 5, 2018

Community Meeting #3: January 31, 2019

Community Meeting #4: October 23, 2021

Stakeholder Meetings

Stakeholder Meeting #1: August 30, 2018

Stakeholder Meeting #2: April 22, 2021

Stakeholder Meeting #3: September 14, 2021

Stakeholder Meeting #4: September 30, 2021

On-Line Surveys

Survey #1: November, 2018

Survey #2: November, 2021

Project Web Site: <https://www.oaklandca.gov/projects/estuary-park>

Mailing List: 830 residents and stakeholders.

Communications:

E-mail blasts: Emails were sent to the residents and stakeholders on the project mailing list to publicize the community meetings.

Mailers: Postcards were sent to all addresses in the postal routes surrounding the park site to publicize the community meetings.

Additional Meetings Attended:

Measure DD Coalition: September 20, 2021

Parks and Recreation Advisory Committee (PRAC)

Neighborhood Crime Prevention Council (NCPC), Beat1x

WHAT WE HEARD

Between 2018 - 2019 three community meetings occurred. Workshop participants were asked what they would like to see and do at Estuary Park. Below are top 3 responses for each park program category:

HEALTH + WELLNESS



1. Walking
2. Enjoying nature / beauty
3. Cycling

WATERFRONT ACTIVITIES



1. Kayak / paddleboard rental
2. Viewing area / deck / overlook
3. Human-powered boating

SUPPORT & MOBILITY



1. Restrooms
2. Vehicle parking
3. Bicycle parking

SOCIAL / GATHERING / CULTURE



1. Picnics / grilling
2. Outdoor performances / events
3. Local farmer's market

ART / EDUCATION



1. Water-conserving gardens
2. Temporary art installations
3. Environmental education

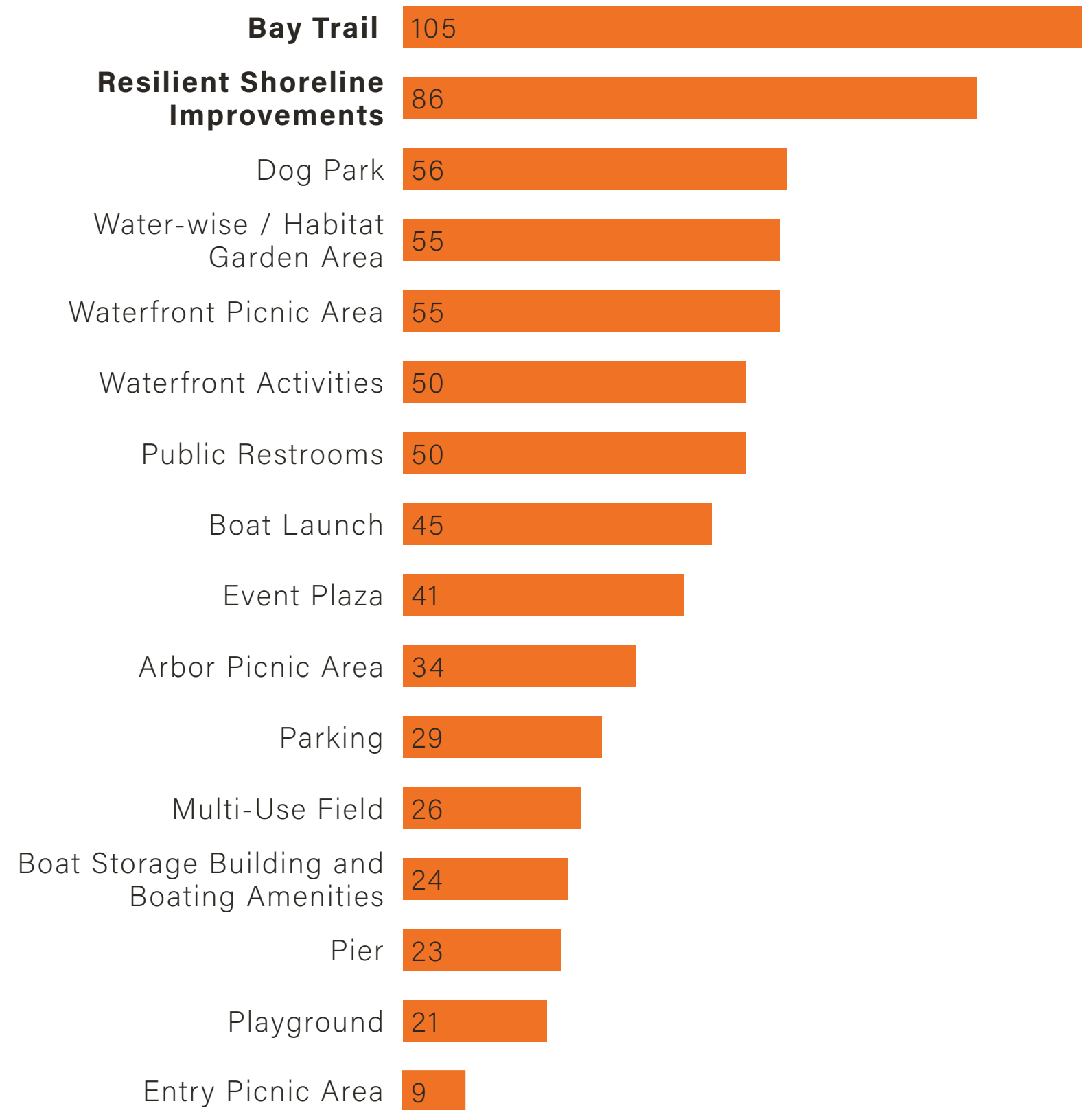
SPORTS / GAMES / PLAY



1. Casual pick-up games
2. Dog play
3. Water play

COMMUNITY PRIORITIES

ONLINE SURVEY AND COMMUNITY MEETING #4





3. CONCEPTUAL MASTER PLAN

CONCEPTUAL MASTER PLAN

- 1 ENTRY PLAZA / FOOD TRUCK PLAZA
- 2 PICNIC PLAZA
- 3 MULTI-PURPOSE LAWN
- 4 DOG PARK
- 5 BOAT STORAGE BUILDING W/ PUBLIC RESTROOMS
- 6 FESTIVAL / GATHERING PLAZA
- 7 PLAYGROUND WITH PLAY FEATURES
- 8 RE-PURPOSED EXISTING TRELLIS
- 9 WATERFRONT PROMENADE W/ RESTING NODES
- 10 RESILIENT SHORELINE IMPROVEMENTS
- 11 PICNIC GROVE
- 12 WATER-WISE / HABITAT GARDEN
- 13 RIP-RAP EDGE W/ ROCK RETENTION STRUCTURE
- 14 GRAVEL/POCKET BEACH FOR KAYAK SOFT LAUNCH
- 15 WOOD PIER (E)
- 16 RECREATIONAL BOAT TRAILER PARKING
- 17 60' ROWING SHELL TRAILER PARKING
- 18 SHORELINE PATH AND PASSIVE RECREATION NODES
- 19 PUBLIC BOAT LAUNCH FACILITIES TO REMAIN
- 20 EXISTING RESTROOM BUILDING
- 21 PROPOSED RESTROOM BUILDING
- 22 STORM WATER INFILTRATION AREAS
- 23 POTENTIAL TO MAINTAIN SECOND VEHICULAR ENTRANCE



EBMUD PUMP STATION

PARK RENOVATION AND EXPANSION PROJECT AREA

JACK LONDON AQUATIC CENTER

FUTURE JLAC AND WATERFRONT RECREATION PROJECTS

--- STATE TRUST LAND BOUNDARY

--- EBMUD EASEMENT

--- BAY TRAIL

0 50 100 150

SCALE: 1" = 100'



MASTER PLAN PARK PROGRAM

Entry Plaza (1)

The entry plaza will serve as the main gateway to the park, with park identification signage as space for people to gather and meet. Food trucks could use this plaza space on a regular basis to serve park users.

Picnic Areas (2, 11)

Picnic areas will be distributed throughout the park, with a large picnic plaza located near the parking lot, to serve large parties and provide access to vehicles. Other picnic areas will be located at the southwestern shoreline node and at the existing trellis structure. Amenities will include grills, trash and recycling receptacles, drinking fountains/potable water supply, accessible tables, and seating.

Multi-purpose Lawn (3)

The multi-purpose lawn will be natural turfgrass. It is sized to accommodate informal team sports such as soccer (with an area large enough for a U-10-sized field) and ultimate frisbee. The lawn can also accommodate occasional events, off-leash dogs, and picnicking.

Dog Park (4)

The fenced dog park is sized to accommodate both large and small dogs. The surface will be wood-chip mulch. Amenities will include benches, shade trees, and dog-waste-bag dispensers.

Restroom and Shower Building / Boat Storage Yard (5, 21)

In addition to the existing public restrooms currently on the site, four additional public toilets will be provided, in a building shared with showers, changing rooms and toilets for use by the boating programs associated with the Jack London Aquatic Center (JLAC). A fenced and secured boat-storage yard serving the JLAC rowing programs and OPRYD boating programs will be located to the north of the restroom and shower building.

Festival / Gathering Plaza (6)

To the south of the proposed restroom and shower building and existing JLAC building, a large plaza will serve daily park uses such as tai chi, roller-skating and skateboarding, and

will function as an event plaza during festivals and other events. Food trucks will be able to access this plaza during events.

Playground (7)

A playground will be located to the west of the existing pergola structure. In addition to this, natural interactive features such as driftwood logs and boulders will be dispersed along the southern shoreline. All of the play equipment and natural interactive features will be constructed primarily of natural materials. Maritime-themed elements will be incorporated into the play-area design.

Renovated Existing Pergola (8)

The existing Halprin-designed pergola will be maintained and renovated to address deterioration of the wooden members of the structure. The area below the pergola will remain as a picnic and seating area, with upgraded furnishings.

Waterfront Promenade (9)

The area between the pergola and the existing stepped bulkhead will be regraded to raise the elevation of the Bay Trail, creating a sloped area that will include planting and seating areas for passive recreation and viewing the Lake Merritt Channel.

Shoreline Improvements (10, 13)

The southern shore will be reconstructed as a gravel pocket beach, providing a resilient shoreline with increased habitat and recreational value. This beach will be contained on the east and west by rip-rap shore-retention structures. Remaining existing grouted and non-engineered rip-rap and rubble around the shoreline will be replaced with engineered rock revetments.

Water-wise/Habitat Garden (12)

Along the western side of the park, a linear planting area of native and drought-adapted plants will form a buffer between the active portions of the park and the Portobello Apartments. This will provide habitat for pollinators, insects, birds and other animals.

MASTER PLAN PARK PROGRAM (CONTINUED)

Upgrades to the Existing Pier (15)

The guardrail around the existing pier at the southeast corner of the site will be upgraded to meet building-code requirements.

Parking (16, 17)

A new parking lot will be constructed to replace the approximate number of existing parking spaces that will be removed for the park construction. In addition to automobile parking, spaces will be provided for recreational boat trailers and trailers for rowing shells.

Bay Trail

The Bay Trail will be constructed in accordance with Bay Trail guidelines, providing a 20-foot-wide multi-use trail. The Bay Trail will be elevated to the 6-foot City of Oakland elevation to mitigate for estimated sea-level rise to the year 2070, except where the trail needs to conform with existing elevations at the JLAC building and western park boundary.

Sea-Level-Rise Mitigation

Most of the program areas of the park will be elevated to prevent estimated flooding for a “low risk-aversion” project to approximately the year 2070, which is estimated to be at the 6-foot City of Oakland (COO) elevation (11.7 feet NAVD), accounting for a 1-year still water level, 1-foot allowance for wave runup, 1 foot of freeboard, and 2 feet of sea-level rise. Portions of the park will be below the 6-foot COO elevation because of the need to conform with existing conditions around and within the site, such as adjacent roadways, the Bay Trail, the JLAC building and the existing EBMUD pump station. Sea-level-rise mitigation for these areas would be addressed by future project(s).

Emergency Vehicle Access

Emergency vehicle access is provided as a continuous loop around the park, providing access to the Portobello Apartments on the western side of the site, the JLAC building, and the perimeter of the park. Removable bollards will prevent private vehicles from entering the park beyond the parking lot.

Bicycle Access and Parking

Bicycle access will be provided from Embarcadero and via the Bay Trail. Bicycle racks will be distributed throughout the park to accommodate cyclists using different areas and park program elements.

Site Lighting and Security

Site lighting will be provided throughout the park, including overhead lights at the parking lot, along the pathways, at the gathering areas, and at the restroom/shower building and boat-storage yard. Open sight lines will be maintained by avoiding abrupt grade-changes where possible and the selection and placement of plant material. Along the eastern edge of the pergola area, the existing low wall will be removed and the Bay Trail will be elevated, allowing open views across the eastern edge of the park. The emergency-vehicle route around the park will provide police access as well as emergency-vehicle access.

Existing Facilities to Remain

In addition to the renovated existing pergola and upgrades to the existing pier guardrail, existing water-access points will be maintained in their current locations. These include the boat ramp at the northeastern corner of the site and the floating docks along the eastern shoreline. The stepped bulkhead that is part of the original Halprin design will also remain and be repaired as necessary. The JLAC building will remain along with the adjacent outdoor areas used for boating activities, until a long-term sea-level rise adaptation is required (not in the scope of this Master Plan).

MASTER PLAN PARK PROGRAM (CONTINUED)

Future JLAC and Waterfront Recreation Project(s)

Additional assessment and planning is needed to better understand the feasibility, scope and cost of renovation for the JLAC and adjacent waterfront recreation area, including a sea-level-rise adaptation plan for the northeastern shoreline quadrant of the park and improvements to the Bay Trail and boat-launch facility. (This area is indicated on the Conceptual Master Plan drawing.) A longer-term adaptation strategy for a 100-year planning horizon could propose elevating critical elements of the park to the 2.7-foot COO elevation (13.2 feet NAVD). This long-term adaptation strategy would require replacing the JLAC building and raising the adjacent outdoor facilities, including the Bay Trail to the east of the JLAC building. A small, gravel beach providing a soft launch for small craft will be studied for future implementation along with other future JLAC and waterfront recreation projects.

CONCEPTUAL DESIGN



12,500 FENCED DOG PARK



PLAYGROUND FOR DIFFERENT AGE GROUPS



RESTING DECK



FLEX LAWN



RE-PURPOSED TRELLIS



NATURAL GARDEN



LANDFORM AMPHITHEATER SEATING/
ART NATURAL GARDEN



GRAVEL / SAND BEACH

CONCEPTUAL DESIGN



BIO-RETENTION



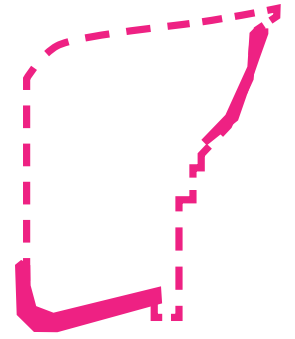
SLOPED VEGETATED SELF-RETAINING AREA



VEGETATED / GRASS SWALES

CHARACTER IMAGES

SHORELINE



Pocket Beach + Seat Wall and Armoring Integration



Transitional / Adaptive Zone, Upland Meadow



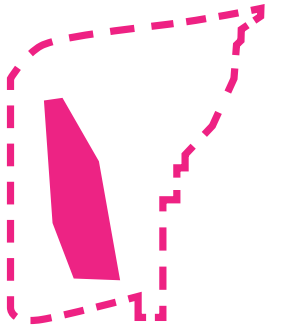
Seat Wall and Beach Integration



Rip - Rap Edge

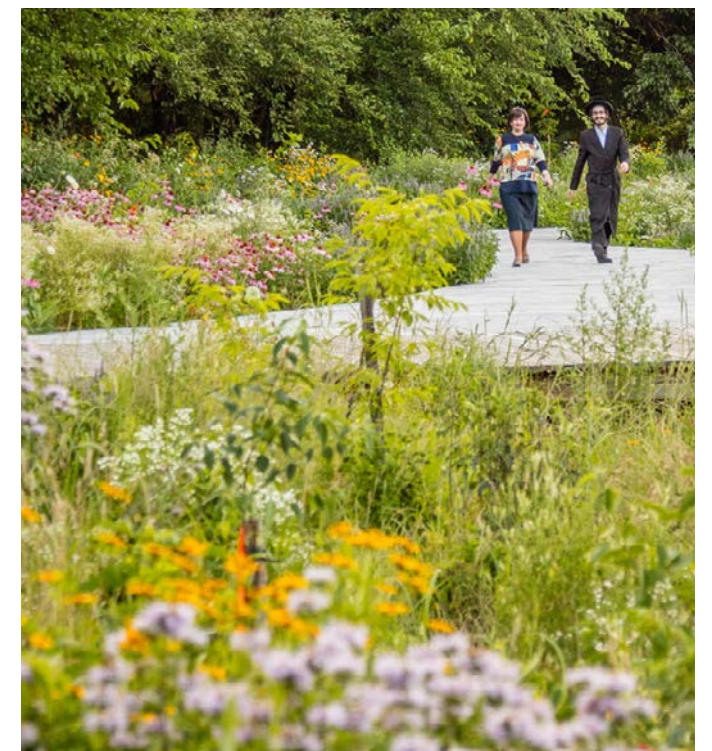
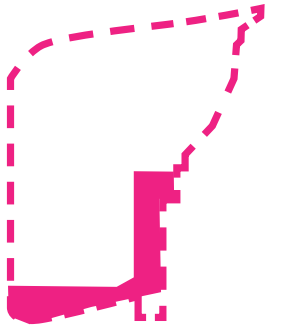
CHARACTER IMAGES

MULTI-USE FIELD



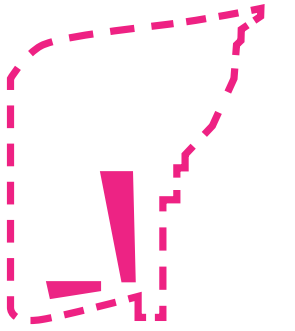
CHARACTER IMAGES

WATERFRONT PROGRAMMING - URBAN GATHERING PLAZA / IMMERSIVE NATURE



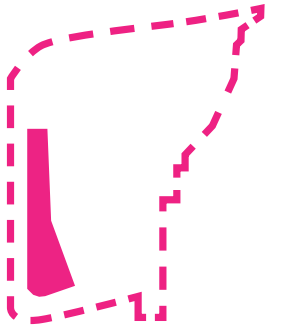
CHARACTER IMAGES

NATURE PLAY ELEMENTS



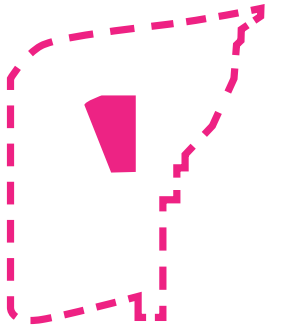
CHARACTER IMAGES

RESTORATIVE MEADOW PLANTING



CHARACTER IMAGES

DOG PARK



Big Dog Park



Dog Obstacle Course



4. ESTUARY PARK RENOVATION AND EXPANSION PROJECT

ESTUARY PARK RENOVATION AND EXPANSION PROJECT CONCEPTUAL PLAN

(Basis for Environmental Review)



PROJECT ELEMENTS

- ① RESILIENT SHORELINE TREATMENT (SOUTH SHORELINE ONLY)
- ② PARKING LOT
- ③ PAVEMENT / WALKING PATHS
- ④ BAY TRAIL
- ⑤ RESTORATIVE NATIVE MEADOW HYDROSEED PLANTING
- ⑥ PICNIC AREAS
- ⑦ PUBLIC RESTROOM/BOATING PROGRAM SHOWERS
- ⑧ SHORELINE PATH AND PASSIVE RECREATION NODES
- ⑨ NATURAL PLAY ELEMENTS
- ⑩ DOG PARK
- ⑪ EAST PROMENADE
- ⑫ GATHERING PLAZA
- ⑬ REFURBISHED TRELIS AREA
- ⑭ MULTI-USE LAWN
- ⑮ BOAT STORAGE FACILITY
- ⑯ RESURFACE AND RESTRIPE JIAC PARKING
- ⑰ SITE LIGHTING