

CITY OF OAKLAND
Interoffice Memorandum



Oakland Parks and Recreation

TO: Barry Miller, Chair, Parks and Recreation Advisory Commission
FROM: Catherine Payne, Planner IV, Major Projects Division, Bureau of Planning
DATE: October 14, 2015
SUBJECT: RECOMMENDATION REPORT REGARDING FINAL DEVELOPMENT PERMIT APPLICATION FOR SHORELINE PARK (BROOKLYN BASIN)

SUMMARY

The purpose of this report is to seek a recommendation from the Parks and Recreation Advisory Commission (PRAC) regarding a Final Development Permit (FDP) application for Shoreline Park. The PRAC previously reviewed a preliminary design for Shoreline Park at their regularly scheduled meeting on April 8, 2015. At this time, the applicant, Zarsion-OHP 1, LLC (ZOHP) has submitted revised plans and seeks approval of the FDP by the Planning Commission. As part of the review process, Bureau of Planning staff requests that the PRAC conduct design review and make a recommendation the Planning Commission. The proposed Final Development Permit is to construct Shoreline Park, including the demolition of a large portion of the 9th Avenue Terminal, as approved under the Preliminary Development Permit. The Applicant seeks the Shoreline Park FDP in compliance with the Brooklyn Basin project conditions of approval requiring delivery of the park improvements prior to delivery of the 550th dwelling unit for Phase I.

PROJECT SITE AND SURROUNDING AREA

Brooklyn Basin generally encompasses a 64-acre site that adjoins the Oakland Estuary to the south, the Embarcadero and I-880 freeway to the north, 10th Avenue to the east, and Fallon Street to the west. The Shoreline Park site is located in the eastern portion of Brooklyn Basin, generally between 9th Avenue and the Oakland Estuary. The Shoreline Park site previously hosted commercial and industrial uses (including the Ninth Avenue Terminal, a retail furniture store, a metal recycling facility, and outdoor storage of shipping containers).

FISCAL IMPACT

There will be no fiscal impact to the City of Oakland related to preliminary development and maintenance of Shoreline Park. The project is responsible for both development and maintenance of all Brooklyn Basin parks, including Shoreline Park.

Regarding development costs and responsibilities, the Development Agreement between City of Oakland, Redevelopment Agency of the City of Oakland, and Oakland Harbor Partners, LLC (Development Agreement) Section 4.4.2 states that:

“Developer, at it[s] sole cost, shall be responsible for the construction of the Public Open Space improvements for that portion of the Public Open Space located east of the Lake Merritt Channel pursuant to plans approved by the City, which plans shall be substantially similar to the conceptual plans included within the Project Approvals... Notwithstanding the foregoing to the contrary,

Developer shall have the right to fund all or a portion of the costs associated with the construction of the Public Open Space improvements through the CFD {Community Facilities District}.”

In summary, the Development Agreement states that the developer, ZOHP, is responsible for construction and delivery of park improvements to the City of Oakland.

Regarding future ongoing park maintenance, the Development Agreement assumes maintenance to be undertaken by the project:

“The City and Developer shall work together to form the CSD {Community Services District} (Section 4.4.4)... The CSD would be responsible for day to day maintenance of the following public improvements pursuant to the Minimum Maintenance Standards attached hereto as Exhibit F: (i) the improvements within the Public Open Space (including, without limitation, the pile supported deck underlying Shoreline Park) (Section 4.4.4.2)... Regardless of whether or when the CSD is formed, (i) the CFD shall be formed, and (ii) full funding established and authorized as necessary to fulfill in perpetuity (A) the maintenance and service obligations specified in this Section 4.4 or otherwise specified for inclusion in the CSD or CFD budget...” (Section 4.4.4.4)

In summary, the DA states that a CSD and/or CFD or other separate financial tool, acceptable to the City will fund park maintenance and not the City of Oakland.

Staff is currently working with the developer, ZOHP, to establish a Community Facilities District and other financial tools to provide park maintenance that ensure no City of Oakland responsibility, consistent with the terms of the Development Agreement. At this time, the applicant is subject to an estoppel certificate guaranteeing the provision of maintenance until such time as a CFD or other similar financial tool is established for this undertaking.

PROJECT DESCRIPTION

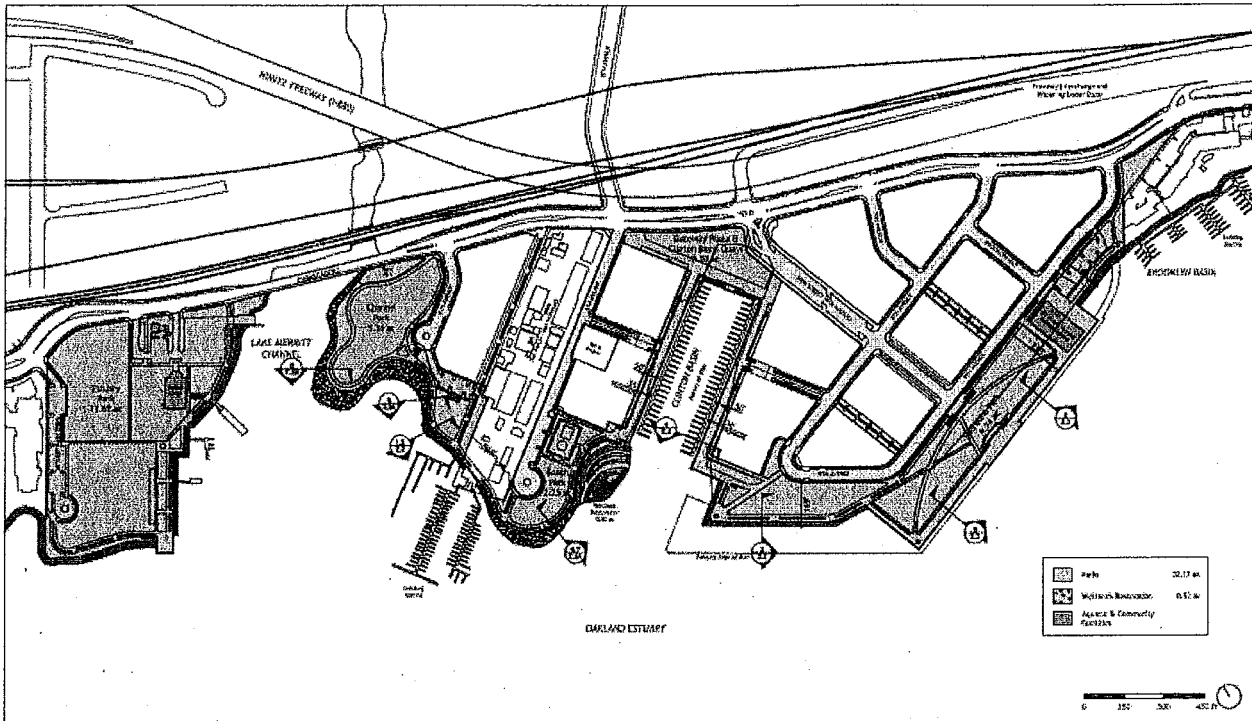


Figure 1: Brooklyn Basin Parks (Shoreline Park is the southeastern most park)

ZOHP has revised their final permit applications to develop Shoreline Park in response to comments by the PRAC, Landmarks Preservation Advisory Board (LPAB), and Design Review Committee of the Planning Commission (DRC). Shoreline Park is the first of three new parks (and an expansion and renovation of the existing Estuary Park, as well) that are planned as part of the approved Brooklyn Basin project. Shoreline Park is the southeastern-most park at the Brooklyn Basin site (immediately east of 9th Avenue), sited generally where the 9th Avenue Terminal is currently located. ZOHP received preliminary land use entitlements for the park and demolition of the 9th Avenue Terminal in 2009. At this time, the remaining City of Oakland requirements to allow issuance of construction-related permits for the park include:

- Demolition Findings for the 9th Avenue Terminal (Landmarks Preservation Advisory Committee—LPAB-- recommendation to Planning Commission--PC);
- Submittal of an application to designate the 9th Avenue Terminal as a City of Oakland Landmark (LPAB and PC recommendation to City Council); and
- Final Development Permit for Shoreline Park, including the remaining portion of the 9th Avenue Terminal (LPAB and Parks and Recreation Advisory Committee—PRAC-- recommendation to PC).

ZOHP has submitted a Final Development Permit (FDP) application for Shoreline Park, as well as a Landmark Application for the 9th Avenue Terminal. As of this writing, staff generally supports the proposed, revised Shoreline Park design.

The planned Shoreline Park is approximately 10 acres, much of which is located on an existing pile-supported wharf over the Bay. The approved design includes demolition of approximately 90 percent of the 9th Avenue Terminal, and historic preservation of the southeastern portion of the building. The park is envisioned to host periodic special events. There are 30 off-street parking spaces and up to 60 on-street parking spaces (public spaces located on 9th Avenue, adjacent to the park). The PDP included an open lawn area occupying up to four acres of the site; however, due to structural limitations of the wharf, the FDP application includes wood decking in lieu of lawn.

Attachment A provides the revised Shoreline Park plans, and includes both conceptual park plans and the proposed 9th Avenue Terminal building design.

Specifically, the proposed Shoreline Park plans include the following:

- *Shoreline Park Design:*
 - *Layout:* The proposed park is a linear-oriented park along the edge of the San Francisco Bay (Bay). The park is generally oriented toward the Bay, with the San Francisco Bay Trail (Bay Trail) located along the water's edge, and axis oriented toward views across the Bay. Off-street parking is located on the southeastern end of the park, adjacent to the remaining portion of the 9th Avenue Terminal (which is planned for commercial uses). The park design includes a range of spaces to accommodate a variety of users: large spaces that can accommodate both casual use and programmed events; smaller spaces for picnicking and smaller gatherings; contemplative opportunities, and pathways and connectors for active movement through and around the park.
 - *Circulation:* The proposed park design accommodates a wide range of access features, including the following:
 - *Vehicular Access:* The Shoreline Park design includes 90 parking spaces, including approximately 30 on-site parking spaces in a lot adjacent to the 9th Avenue Terminal, and 60 on-street parking spaces located immediately adjacent to the park on 9th Avenue and available to the public, including park visitors.
 - *Bicycle Circulation:* Bicycle circulation is provided on a Class 1 dedicated bike path adjacent to 9th Avenue, and on the shared use Bay Trail along the water's edge. The Class 1 dedicated path provides a regional linkage between East Oakland and downtown Oakland.
 - *San Francisco Bay Trail:* Shoreline Park incorporates a new section of the Bay Trail. The Bay Trail will be a minimum of 30 feet wide, surfaced with concrete and include standard Bay Trail signage for identification purposes. The Bay Trail will provide leisure access for bicyclists and pedestrians. This Bay Trail section is designed as a waterfront promenade with ample seating, lighting and limited access to the water for visitors.
 - *Park Entries:* Shoreline Park is generally accessible along the length of 9th Avenue. However, there are three main park entrances where 9th Avenue meets 8th Avenue, where Main Street ends at 9th Avenue and from the existing Bay Trail access (and Embarcadero) at the southeastern end of the park.

- *Parking*: As noted above, there will be 30 on-site parking spaces exclusive to park use, as well as 60 on-street public parking spaces located immediately adjacent to the park along 9th Avenue.
- *Hardscape Materials*: Shoreline Park is predominantly a hard-surface park. The park will be constructed on top of existing pile-supported wharf in the Bay. The Bay Trail and Class 1 bike trail portions of the park will be concrete. The applicant proposes that the remaining hardscape be recycled wood plank from the roof of the 9th Avenue Terminal.
- *Park Furnishings*: The applicant proposes site furnishings including seating, garbage receptacles, lighting and railings, planters, water fountains and signage.
- *Planting Materials*: Although the park will not include turf areas, there will be raised planting areas with a palate of drought-tolerant trees, shrubs, ground-covers and grasses.
- *Special Features*: Special features include:
 - *Interpretive Features*: The plans include references to interpretive signage and the Development Agreement requires interpretive facilities within the remaining portion of the 9th Avenue Terminal.
 - *Public Art*: The plans indicate three locations for public art.
 - *Reuse of the 9th Avenue Terminal*:
 - *Sustainable Design*: The proposed surface for the part of the area where the 9th Avenue Terminal would be demolished includes recycled materials from the demolition.
- *Relationship to Brooklyn Basin Park Network*: Shoreline Park is the first of five parks to be developed as part of the larger Brooklyn Basin project, and includes one-third of the overall project park acreage. Shoreline Park is unique amongst the five parks in that it will exist almost entirely on a human-built structure (the wharf on which the 9th Avenue Terminal currently sits). Whereas the other Brooklyn Basin parks are envisioned as places for more passive recreation, observation and experience of the natural world, and abundant softscape, Shoreline Park is intended to provide a more urban experience, including: extensive hardscape, large gathering areas for organized events, and opportunities for more programmed and commercial uses (in the 9th Avenue Terminal, as well as possible boat, skate and kite rentals).
- *9th Avenue Terminal Design*: The 9th Avenue Terminal building will be reduced from 200,000 to 20,000 square feet, retaining the southeastern end of the building, including the harbor master's office. The changes to the building will retain four building bays, and an exposed roof section (no walls) continuing two bays to the northwest.
 - *Design Treatment*: The remaining portion of the building will be seismically engineered, and will include repair and preservation of historic exterior materials, inserting glazing into delivery bays and exposing and repairing existing clerestory windows. The renovation includes placing solar panels on the roof of the building, as well.
 - *Historic Preservation*: Historic preservation includes retaining 20,000 square feet of the building, revealing original siding materials and openings (to the degree feasible), as well as preserving and renovating details such as the decorative terra cotta medallions on the exterior of the building.

- *Proposed Uses:* The project developer will be the building lessee and can use the building for commercial purposes. The project will retain the historic harbor master office (approximately 200 square feet) and provide a historic maritime interpretive experience for visitors. Primary building uses will be retail and restaurant space, as well as seating and restrooms for visitors.

BACKGROUND

Allowed Activities and Facilities in Shoreline Park

Shoreline Park is subject to City of Oakland, State Lands and Bay Conservation and Development Commission (BCDC) jurisdiction (see Attachment B: PRAC Information Report dated April 8, 2015). In summary, park activities and facilities are limited by the regulatory framework and include the following:

Shoreline Park Permitted Activities and Facilities

ACTIVITY/FACILITY TYPE (OS-RSP ACTIVITY AND FACILITY TYPES)	STATE LANDS JURISDICTION	OS-RSP ZONING REGULATIONS*	PERMITTED AT SHORELINE PARK?	PROVIDED AT SHORELINE PARK?
Caretaker's Quarters	INCONSISTENT	EP (Parcel "N" only)	No	
Botanical Gardens	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	
Community Gardens	INCONSISTENT	EP (Parcel "N" only)	No	
Trails and Paths	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Electrical, gas, and Telephone lines	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Water, Storm Drain, Sewage Lines	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Athletic Fields	INCONSISTENT	EP (Parcel "N" only)	No	
Basketball Courts	INCONSISTENT	EP (Parcel "N" only)	No	
Boathouse	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	
Bocce Ball	INCONSISTENT	EP (Parcel "N" only)	No	
Carousel/Amusement Rides	INCONSISTENT	EP (Parcel "N" only)	No	
Dog Play Area Off Leash (fenced)	INCONSISTENT	EP (Parcel "N" only)	No	
Fishing Pond	INCONSISTENT	EP (Parcel "N" only)	No	
Food Service and Other Concessions	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Gymnasium	INCONSISTENT	EP (Parcel "N" only)	No	
Handball Courts	INCONSISTENT	EP (Parcel "N" only)	No	
Horseback Riding	INCONSISTENT	EP (Parcel "N" only)	No	
Horseshoe Pit	INCONSISTENT	EP (Parcel "N" only)	No	

Lawn Bowling	INCONSISTENT	EP (Parcel "N" only)	No	
Miniature Golf	INCONSISTENT	EP (Parcel "N" only)	No	
Picnic Areas	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Play Grounds/Tot lots/Play Equipment	INCONSISTENT	EP (Parcel "N" only)	No	
Recreation Center	INCONSISTENT	EP (Parcel "N" only)	No	
Skate Park	INCONSISTENT	EP (Parcel "N" only)	No	
Swim Center	INCONSISTENT	EP (Parcel "N" only)	No	
Temporary Uses	CONSISTENT (may be limited)	SHP,GP,SP,CHP,EP	Yes (with limitations)	✓ (accommodated)
Tennis Court	INCONSISTENT	EP (Parcel "N" only)	No	
Wading Pools	INCONSISTENT	EP (Parcel "N" only)	No	
Water Play Feature (Fountain)	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	
Museum	INCONSISTENT	EP (Parcel "N" only)	No	
Maritime Office (Harbor Master)	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	
Auditorium	INCONSISTENT	EP (Parcel "N" only)	No	
Bandstand	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	
Docks/Wharves/Piers	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	
Outdoor Performance Area/Stage/Amphitheater	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Stormwater Detention/Water Quality Facilities	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Full Service Restaurant, within a publicly-owned building	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
General Food Sales	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Accessory Buildings	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Fences Walls, or Gates	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Benches and Street Furniture	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Irrigation Systems	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Kiosks/Maps/Historic Markers	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Interpretive Signage	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Lighting	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Lighting (Sports Facilities)	INCONSISTENT	EP (Parcel "N" only)	No	
Maintenance Sheds	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	
Parking for Park-use	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Public Art	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓
Scenic Overlooks and Pullouts	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	
Rest Room Facilities	CONSISTENT	SHP,GP,SP,CHP,EP	Yes	✓

San Francisco Bay Trail	CONSISTENT (Required)	SHP,GP,SP,CHP,EP	Yes (Required)	✓
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*SHP = Shoreline Park; GP = Gateway Park; SP = South Park; CHP = Channel Park; and EP = Estuary Park.

Shoreline Park has been designed to include only activities and facilities supported by the complex regulatory framework for the park. For example, in an effort to accommodate competing interests, the park design does not include a designated playground or tot lot (not a State Lands-compliant use); however, the park design does include interactive public art and interpretive facilities intended to engage children in much the same way as a playground facility might.

Brooklyn Basin Planned Unit Development Applicable Regulations and Design Guidelines

The following discussion outlines the park-related requirements of the project, as administered by the City of Oakland. Staff analysis of compliance is indicated in indented, italicized text below each requirement.

Oak to 9th Mixed Use Development Conditions of Approval

- 25.B.5) a schedule for completing the work. In no case shall the time allotted for project completion exceed the time allotted in Exhibit C of the Development Agreement (issuance of a certificate of occupancy for the 1,000th unit or 5 years from the issuance of the first building permit for Phase I.)
 - *The applicant has prepared and submitted the Shoreline Park FDP application prior to issuance of any construction-related permits for dwelling units in an effort to ensure delivery of Shoreline Park prior to delivery of the 1,000th residential unit or any other applicable milestone.*
- 38. Prior to and at the time of approval of the first final map for the project, a Community Facilities District (CFD) or other similar financing mechanism acceptable to the City, shall be fully operational, and all assessments, reserve funding and/or other long-term financing and other requirements necessary to fully fund, in perpetuity, the maintenance of the parks, open space and public right of way. In addition, a Community Services District (CSD) may be formed with the responsibility for operation and maintenance of all parks, open spaces, shoreline trails, piers and public rights of way within the project, following the Minimum Maintenance Standards set forth in Exhibit F of the Development Agreement. If at any time the CSD is dissolved or is otherwise unable to adequately perform specified functions, the Development Director may exercise his or her authority under the Development Agreement and Condition of Approval No. 7. The CFD shall specify, without limitation, those obligations as set forth in Section 4.4.3, 4.4.4. a., b., c. d., e. and f. in the Development Agreement, along with the following other provisions...
 - *As noted elsewhere in this report, staff is currently working with the applicant to prepare the CFD; in the meantime, the Phase 1 Final Map is subject to an estoppel certificate that ensures the applicant will comply with maintenance responsibilities otherwise provided under a CFD until such time as the CFD or other financial tool is in place. Specifically, park maintenance would be provided by the CFD (or by the applicant).*

- 40. The Project Applicant shall prepare and implement a Landscape, Open Space, Park and Trail Plan substantially consistent with the Preliminary Development Plans dated February 2006. This plan shall be part of the Final Development Plan package for each phase of the Project set forth in the Phasing Schedule in Exhibit C of the Development Agreement. The plans shall be developed based on detailed surveys of existing site conditions and locations of major features including utility lines and other public improvements. This plan shall include a phasing and staging schedule showing how the landscaping for each phase of the project shall be implemented along with the detailed master improvement plan set forth in Condition of Approval No. 33 that must accompany and correlate with each Development Parcel. This plan must reference and incorporate all applicable conditions and requirements as set forth in these Conditions of Approval. This plan shall be submitted to the Development Director for review and approval prior to the issuance of the building permit for the first Development Parcel. This plan shall include:
 - a. Complete soils information, including soil preparation and amendment specifications, soil particle size for existing site soils and imported soils, representative soils and water table tests confirming the suitability of the site for the plant materials selected.
 - b. Plans for each park shall include paving materials, tree and plant materials, street furniture, lighting, major recreational and landscaping features, public art installations, play equipment, courts, plazas, sculptural features, etc.
 - c. An evaluation of feasible modifications to the grading and overall elevations to improve views of the Estuary from the western portion of the site, particularly from 9 Avenue and Shoreline Park.
 - d. Preservation of a significant portion of the Ninth Avenue Terminal building wharf/apron area on the waterfront side to the recommended 26 foot width and the ramp to the water, as a part of the Shoreline Park and building reuse plan, as practically feasible.
 - e. Plans for all street sections including typical paving and materials cross sections, trees and plant materials,
 - f. Plans and general specifications for other landscaping features and public art installations. Oak to Ninth Mixed Use Development
 - g. Plans and general specifications for the segments of the Bay Trail through the site pathways throughout the site, including the boardwalk areas adjacent to the Estuary.
 - h. Plans for the historic and interpretive elements in and around the area of the preserved portion of the Ninth Avenue Terminal Building and Shoreline Park, including the reinstallation of existing features honoring the history and use of the area as a breakbulk cargo terminal, with an overall physical theme and other unifying physical elements.

- i. All play surfaces and play structures throughout the development will comply with ADA standards.
- j. Prior to the issuance of the first building permit for each Development Area, a final landscape plan shall be submitted for that phase, based on the results, requirements, information and recommendations contained in the master schematic landscape plan, and including but not limited to the following:
 - Detailed irrigation plans, consistent with water conservation and sustainability practices. Planting details such as location, number and sizes of the plant materials and the specifications for planting.
 - Street trees shown on the site plan.
 - Specifications for driveways, paving, entry and other surface treatments.
 - A detailed landscape maintenance plan for each phase, including short and long term plant and tree care, irrigation system maintenance and other information to assure that the landscape plan will be successfully established and maintained consistent with the Minimum Park Maintenance Standards specified in Exhibit F of the Development Agreement.
 - All applicable mitigation measures in the MMRP.

All landscape plans shall be independently reviewed and approved by a qualified landscape architect and other professional consultant, as deemed required by the Development Director, at the Project Applicant's expense.

The Project Applicant shall work with staff regarding the design of the open space such that, to the extent such uses are approved by the State Lands Commission (now or in the future), the Project Applicant shall engineer and design portions of the open space for active (sports) recreation opportunities.

- *The Shoreline FDP submittal reflects progress toward providing each of the components described above. Once a schematic design is approved by the Planning Commission, the applicant will prepare construction documents that indicate the soils information, the specific features that would constitute historic and interpretive elements and irrigation.*
- 40.a. Refer to Exhibit N of the Development Agreement
 - *Exhibit N requires the delivery of the Temporary Bay Trail during the build-out of Brooklyn Basin. The Temporary Bay Trail has been constructed and is open to the public for use from dawn until dusk on a daily basis.*

Oak to 9th Brooklyn Basin Design Guidelines

- Urban Design Principles:
 1. Establish a continuous and diverse network of public open spaces, including parks, promenades and plazas along the Estuary shoreline.
 2. Configure and design the open space system to serve as a city-side and regional resource.
 3. Provide a range of cultural, recreational and commercial activities that reinforce the public destination appeal and civic role of the waterfront.
 4. Maintain and enhance public views to the waterfront.
 - *The proposed Shoreline Park plans indicate range of spaces to accommodate intimate gatherings to large events. The plans indicate opportunities for nature appreciation, exercise, play, dining and entertainment, and appreciation of the San Francisco Bay. The*

park design maintains clear views of the San Francisco Bay along the entire waterfront and provides axis and otherwise frames views of the waterfront from the major park entries and further inland.

- “Shoreline Park along the southern and western edges of the community provides a grand civic space oriented to the open water of Brooklyn Basin. The park is designed to accommodate large celebrations, concerts, water festivals, as well as day-to-day activities, such as informal play and passive recreation. Much of the park is built on the existing pile-supported pier structure of the 9th Avenue Terminal, the maritime history of which will be celebrated through interpretive elements and displays.” (p.7)
 - *The Shoreline Park FDP application respects the adopted vision for the park by maintaining a space for large events and gatherings while also including pathways and smaller gathering spaces for contemplation, picnics and conversation. The park plans also include opportunities for interpretation of the history and prior use of the site.*
- “A refurbished section the Ninth Avenue Terminal will provide an opportunity for historical and interpretive exhibits that celebrate the maritime heritage of the site, a cultural center, community-gathering place, restaurant and retail opportunities.” (p.9)
 - *The proposed plans for the Ninth Avenue Terminal include demolition of 90 percent of the building (consistent with approvals) and retention and restoration of the remaining 20,000 square feet of the building for commercial and interpretive purposes. The space is designed to accommodate cultural interpretive opportunities, gathering space, a restaurant, restrooms, and possible small retail opportunities. In addition, the space is designed to maximize connections to the remaining outdoor wharf area that will be the site of Shoreline Park.*

Public Comments Since April 8, 2015 PRAC Meeting

Staff previously brought the incomplete Shoreline Park FDP application before the Landmark Preservation Advisory Board (LPAB), Design Review Committee of the Planning Commission (DRC) and the PRAC to seek early input into the design process. Comments received are summarized as follows:

- The PRAC reviewed the preliminary Shoreline Park FDP application at their regularly scheduled meeting on April 8, 2015, and held a public hearing on the information item. The following comments were received:
 - The PRAC should request items from the demolition of the Ninth Avenue Terminal be reused in the project.
 - *The plans include reuse of the steel structure and wood roofing materials for a major pergola feature and decking material, respectively.*
 - Staff should verify that the project maximizes reuse of on-site materials in the design of Shoreline Park.
 - *Staff has recommended that the DRC establish a subcommittee to work with staff to monitor the further refinement of the plans and construction documents to ensure reuse of materials as well as achievement of other park design objectives.*

- The air quality near Interstate 880 is poor. How would this affect park use?
 - *Comment noted. There is no specific environmental issue related to park use under the California Environmental Quality Act (CEQA), and park users are not subject to long exposure to site conditions, therefore no significant health concerns are expected related to park use.*
- Concern that the planned park will not provide a wind break as the terminal currently provides.
 - *The park plans include a tree-line promenade and other linear tree plantings, as well as moderate-sized raised planting areas that will provide some wind buffer.*
- The FDP should ensure provisions for maintenance of the new park.
 - *The Brooklyn Basin approvals include provisions for park maintenance as discussed later in this report (see below).*
- Ensure that the PRAC is informed about the Planning Commission decision regarding the proposed FDP, and explain how PRAC comments were addressed.
 - *As noted below, staff recommends that the PRAC advise the Planning Commission to direct staff to report back to the PRAC, accordingly.*
- Additional public comments include the following:
 - Come back to DRC;
 - *The Applicant has revised the plans and provided a greater level of detail for DRC consideration. See complete discussion throughout this report.*
 - How does Shoreline Park relate to other Brooklyn Basin parks (and Jack London Square and Lake Merritt);
 - *Shoreline Park will include features that will carry through to other Brooklyn Basin parks, including lighting, furnishings and interface with the waterfront (including the continuous Bay Trail along the water's edge), plant palette and general focus on the waterfront and San Francisco Bay. See further discussion below. In addition, see Attachment A: Revised Shoreline Park Plans.*
 - Will there be community gardening opportunities for the residents?
 - *Shoreline Park is a regional-serving park and will not include facilities intended specifically for local use, consistent with State Lands jurisdiction. Community gardening may be considered for the residential development program.*
 - Will the park be accessible to pets?
 - *Currently, Shoreline Park is designated as a park where dogs will be allowed on-leash.*
 - Where is boat launch access?
 - *The approved PDP includes a new marina at Clinton Basin. The design for Shoreline Park does not specifically include boat launch access. However, the current plans indicate a variety of ways visitors can interact with the Estuary. Where the waterfront includes a significant grade difference between dry land and water (in particular, along the edge of the 9th Avenue Terminal wharf and near Clinton Basin), the plans indicate ample seating and gathering opportunities*

along a continuous railing. The plans now also include wood and concrete stairs down to the water between Clinton and Brooklyn Basins. This is an opportunity for park visitors without boats to access the water directly.

- Provide additional information and refinement requested by staff (and plans are progressing in that direction).
 - *The current plan set includes refinement and revisions, as requested by staff. The plans indicate a range of gathering spaces for different visitor experiences, a richly designed promenade that provides diverse experiences of the waterfront while providing a unified design theme to accentuate the edge of the waterfront as the most important thematic layer defining the importance of Shoreline Park. In addition, the plans better incorporate a sense of history of the site, respecting the scale of the existing (but to be demolished) 9th Avenue Terminal building, and marking the terminus of the building, and providing smaller gathering spaces that allow the larger building to be meaningful.*
- What is the program for the park? How will spaces be used?
 - *The current plans indicate a variety of spaces: the large open space where the 9th Avenue Terminal is currently located, and medium and small gathering spaces to the west and along the shoreline. The range of gathering spaces will encourage use of the park at all times and allow users to engage in unprogrammed activities such as exercise, picnicking, informal group gatherings, and contemplation. The master developer has rights to occupy and program the remaining portion of the 9th Avenue Terminal. This will result in some synergistic use of the adjacent large area. In addition, Office of Public Recreation (OPR) has committed to programming the park (sponsored activities could include exercise classes, naturalist tours, day camps, and larger events similar to "An Intimate Evening").*
- Are there common themes between this and the other Brooklyn Basin parks?
 - *Shoreline Park is unique in that it is the most developed park site (as it is located almost entirely on a wharf structure) and will include a portion of the historic 9th Avenue Terminal building (and is the site of the ninety percent of the building that is planned for demolition). However, Shoreline Park will also be the southeastern terminus of a chain of parks in Brooklyn Basin (that then connect to Jack London Square and Lake Merritt) to the northwest. As the first Brooklyn Basin park to be developed, Shoreline Park will establish the themes and design strategies that will be carried through the other Brooklyn Basin parks. Shoreline Park will include features that will carry through to other Brooklyn Basin parks, including signage, waterfront treatment, including railing, lighting, furnishings, Bay Trail, plant palette and general focus on the waterfront and San Francisco Bay. See further discussion below.*
- How will the Brooklyn Basin parks be different from one another?

- *As noted above, Shoreline Park will occupy the most developed, constructed site within the Brooklyn Basin park system. Located on an existing wharf, Shoreline Park has the greatest opportunity to host festivals and organized events, as well as include intensive design treatment such as hardscape and furnishings. The current plans indicate large event space, as well as significant hardscape and site furnishings (including a variety of seating, art opportunities, and lighting).*
- *Park design should reflect Oakland: hip, edgy, funky; this does not equal rustic;*
 - *Staff believes that the first step to designing Shoreline Park is place-making. Staff is first focusing on developing park plans that include clearly usable and inviting spaces for a wide range of activities and clear separations and connections between those spaces. Following this process, staff will evaluate the plans in terms of layering the uses with the themes that will provide the park with its identity. The appearance and ambiance sought by the community will be provided in large part by the themes (such as art, sustainability, reuse, interaction between historic and present-day facilities) and design details (benches, lighting, surface treatments, signage) that will overlay the uses. The current plans indicate solid place-making: a variety of areas that comfortably allow for intimate, small group and large group gatherings. In addition, the plans include public art and a strong design connection to the Estuary, key objectives of the park design.*
- *The deck over the pile-supported wharf is 1.5 football fields in size; this will feel barren, particularly once there is no institutional memory of size of 9th Avenue Terminal;*
 - *The current plans include a large space framed by the remaining portion of the 9th Avenue Terminal on one end and a pergola structure (based on the steel frame of the 9th Avenue Terminal) on the opposite end of the open space, marking the approximate location of the terminus of the portion of the 9th Avenue Terminal to be removed. This change to the plans accomplishes key objectives: framing and enclosing the large space which contains it visually so it won't feel barren; and it more dramatically and accurately reflects the history of the 9th Avenue Terminal structure by maintaining the area as a kind of structural void where visitors can sense the size of the previous use and facility at that location. The current plans also include a range of gathering areas that will be attractive to a variety of users such that the large space will feel like a part of a well-used park, even if it is not fully occupied the majority of the time.*
- *Modulate park to create smaller gathering areas;*
 - *The current plans show three small gathering spaces near the 9th Avenue Terminal (picnic area and outdoor dining); small and medium-sized gathering spaces in the western portion of the park, and small gathering opportunities all along the waterfront (including extensive*

- lighting and a range of seating). In addition, the waterfront promenade will be a more dynamic, linear-oriented use area.*
- Retain building columns to support “hip, edgy, funky” feel and provide opportunities/structure for shade and wind buffers;
 - *As noted above, the current plans include a pergola at the western terminus of the existing 9th Avenue Terminal, the design of which is based on the steel structure of the 9th Avenue Terminal. This structure should provide some wind buffer and shade. The structure, in concert with the remaining portion of the 9th Avenue Terminal, will accentuate the grand space the marks the location of the portion of the 9th Avenue Terminal to be demolished. One could argue that the appearance of the design is or is not aesthetically pleasing or appropriate; however, the grand space marked by the bookend structures creates a powerful experience of the historic use and structure, a meaningful experience in-and-of-itself.*
 - Need at least 200 people in a space to feel inviting and populated: that requires significant and continuous programming;
 - *There are various departments in the City of Oakland that program large civic space for community activities. In terms of very large events (similar to Eat Real or Art & Soul), the site will be challenged by its decentralized location and limited parking (up to approximately 500 spaces in the future for events), and will be defined by the approximately 4,000 residents that will make up the neighborhood. With this in mind, the large gathering space lends itself to gatherings of up to 1,200 people. Examples of this size of event include local-serving movie nights, Off-the-Grid food truck events, and “An Intimate Evening” sponsored by the Office of Parks and Recreation (OPR). OPR has committed to whatever level of programming is desirable and appropriate for this space. OPR can provide: youth and adult play days; movie nights; nature education, interpretation and volunteer days; Zumba and outdoor exercise; recitals highlighting local youth talent; larger events similar to the Intimate Evening fundraiser that hosts 1,000 guests. In addition, private parties will be able to lease the space subject to current OPR regulations and requirements.*
 - Occasional events are not enough programming for large space;
 - *Staff believes that, in addition to maximizing programming of the larger spaces, the spaces should be designed to be attractive and engaging when not occupied by large events. This would require the provision of a variety of gathering spaces (from contemplative to intimate to large gatherings) layered with the themes that define the distinctive character of the park. The current plan achieves this by providing a variety of inviting gathering spaces with ample lighting and furnishings, and opportunities to interact with the waterfront. In addition, as noted below, staff recommends that the Applicant supplement OPR programming in the early life of the park.*
 - Revise plant list with support of horticulturalist;

- *According to the Applicant, the plant palette has been reviewed by HortScience.*
- Rain gardens need to be clearly interpreted: otherwise, unclear why they are there;
 - *The “rain gardens” are required storm retention basins that are part of the approved plans for compliance with the National Pollutant Discharge Elimination System permit for Oakland. That they are “rain gardens” is a design approach to integrating the features with the look and function of the park and its landscaping. Construction permits were previously issued for the “rain garden” adjacent to Embarcadero (May 2015) as part of the Phase One infrastructure construction permits (FDP approved in November 2014). However, the feature can be revised through the FDP review process.*
- The radial points (knuckles) where pathways meet (near Clinton Basin) should be designed to host smaller, more intimate events;
 - *The current plan is responsive to this comment: The radial point adjacent to the large gathering area has been redesigned to act as a somewhat formal, medium-sized gathering space with an inviting pergola structure and seating. In addition, the current plan includes many more opportunities for small gatherings along the water’s edge than were previously included.*
- Include a public art theme over the entire park;
 - *The current plan has a stronger site plan than previously reviewed by the DRC, and an improved site design regarding locations for public art. Following approval of a FDP, the Shoreline Park plans should be further detailed with a number of thematic layers that would inform the design details of the park, including: natural history interpretation; cultural interpretation; sustainability and reuse; and art. The construction documents would not simply indicate locations where art pieces could be located, but demonstrate how art will inform interaction between park visitors and the Estuary, how art can provide children’s play opportunities, how art will be incorporated in the design of park entrances and other park features (railings and planters, for example), and how art can be used to carry out design continuity between Shoreline Park and future Brooklyn Basin parks.*
- Work with Cultural Arts Division to include robust public art program;
 - *The Cultural Arts Division has discussed this with the applicant. At this time, the City of Oakland is not in a position to make a commitment to delivering public art for this project. However, the Cultural Arts Division has advised the applicant regarding: how to incorporate art into the project; a list of local artists and examples of their work; and explained the various cultural arts funding opportunities and review procedures to facilitate the incorporation of art in the Shoreline Park design.*
- Need explanation of why softscape (lawn area, in particular) has been reduced from PDP;

- *The expansive lawn area included in the PDP has been eliminated (and partially replaced with raised planting beds) for a number of reasons, including: lawn is a high-water landscaping material that is inconsistent with contemporary water conservation objectives; expansive lawn on a pile-supported structure requires substantial site preparation and engineering to support; lawn is not consistent with a sea-water and salt-air environment; and expansive lawn is not conducive to the high-impact uses envisioned for the pile-supported wharf portion of the site.*
- How would parking be accommodated for major events?
 - *In addition to the 90 parking spaces included in and/or immediately adjacent to Shoreline Park, the Brooklyn Basin project includes extensive on-street parking, as well as a 400-space auto-fee parking facility within two blocks of Shoreline Park. There is planned public transit access within the first phase of the project, as well.*
- See Walter Hood/Murakami/Nelson Oakland Waterfront Trail signage plan for ideas;
 - *The current plans do not include a specific signage program. A site-wide signage program would be considered at a different time. Comment noted and applicant advised, accordingly.*
- Park plan is unimaginative and uninteresting;
 - *The primary goal of the FDP review process is to establish appropriate site planning for Shoreline Park and establish themes to provide the park with a unique and meaningful personality. The current plans indicate more varied types of spaces for park users, as well as development of thematic components that will provide visual and intellectual interest and an imaginative experience for visitors. Themes include: natural history interpretation; cultural interpretation; sustainability and reuse; and art.*
- It is a rare opportunity to design a park in Oakland, particularly of this scale; process and results should be inspired and exciting;
 - *The current plans include more site planning and thematic development that, as noted above, should provide for a more inspired and exciting experience for visitors to Shoreline Park.*
- Park plans should include more trees and grass;
 - *Shoreline Park is the first Brooklyn Basin Park to be developed and will be constructed on a man-made structure (a pile-supported wharf). This park provides the most opportunity for high-impact, heavy-duty visitor traffic (such as programmed events). In addition, the park site does not include any existing soil. Staff finds this is the one park in Brooklyn Basin that need not incorporate expansive softscape. However, the ground plane should be designed in a way to provide the level of visual interest and complexity that would otherwise be provided by planting material.*
- Like 9th Avenue Terminal design;

- *Comment noted.*
- Restaurant(s) should accommodate bicyclists (convenient bike racks, casual food);
 - *The FDP includes bicycle parking adjacent to the 9th Avenue Terminal, near the on-site parking lot.*
- Would it be difficult for bicyclists to navigate 90-degree angles along Bay Trail?
 - *The Bay Trail can include 90-degree angles, as traffic is expected to move at a leisurely pace compared to the Class I bicycle path. The Class 1 bicycle path includes less acute angles to allow for less restrictive bicycle movement.*
- Park will be exposed (windy, glare, no shade) and inhospitable without any buffers;
 - *The current Shoreline Park plan includes plant groupings of small trees and a pergola structure at the western edge of Brooklyn Basin, as well as single and double rows of trees within the park. These elements will provide some wind buffer and shade in the park.*
- Water fountains should be dog-friendly;
 - *The current plans for Shoreline Park include a water fountain specification that hosts a low spigot for filling water bowls for dogs.*
- Preserve views;
 - *The proposed plans for Shoreline Park include demolition of the 9th Avenue Terminal and large areas with no or limited plantings. Views from the park, and through the park, will be expansive.*
- Program activities through Office of Parks and Recreation, Master Developer;
 - *Office of Parks and Recreation (OPR) has identified a number of appropriate activities that they can program at Shoreline Park, including: movie nights, concert series, bicycle clubs and activities, boating activities and outdoor classes that don't require specialized courts or fields (like yoga or tai chi). In addition, the Master Developer will work with OPR to host farmers' markets, "Off-the-Grid"-style and other neighborhood-serving events.*
- Accommodate the "San Francisco Bay Area Water Trail" (Water Trail);
 - *The plan for Shoreline Park does include direct access to the water between Clinton and Brooklyn Basins, although no boat launch. Marina facilities are included in the approved Preliminary Development Plan (PDP) for Clinton Basin and will be provided as part of the overall Brooklyn Basin project.*
- State Lands is an elected body so City has some sway with them;
 - *At this time, the applicant is not proposing any features that would not be compliant with State Lands jurisdiction. If at any time there is a proposal for a specifically local-serving use, such as a sports court or field, or a tot lot, then the City, along with the Master Developer, could communicate with the Tidelands Trust to propose such a use.*

- Should not build anything at Brooklyn Basin other than wetlands; The site will be underwater in 16 years; Any flooding will be City's responsibility (and cost);
 - *Comment noted.*
- Keep railroad trestle;
 - *The proposed plans retain the railroad trestle (and include a retrofit of the structure) as a bicycle and pedestrian pathway.*
- Highline is not an applicable example for this park; this is not a linear park;
 - *The currently proposed plans include a wide range of gathering spaces and opportunities, including the unique grand wharf area currently occupied by the 9th Avenue Terminal and a waterfront promenade. The proposed plans include an emphasis on the linear experience along the edge of the waterfront, as well as a focus on the site of the 9th Avenue Terminal and framing of views and axis points from the inland neighborhood to support connectivity to the surrounding area.*
- Any public art should be considered by the Public Arts Commission;
 - *Comment noted.*
- Park should include ample public restrooms convenient to park users throughout day;
 - *Current plans for Shoreline Park indicate restrooms in the 9th Avenue Terminal (5 stalls, total) that would be available to the public during park hours (presumably, dawn to dusk).*
- Need more robust community involvement in design;
 - *The City requires a public outreach process for any public art to be included in the park. The current plans include a commitment to three pieces of public art. There would be a public process to consider approval of those art pieces.*
- No century plants;
 - *Comment noted. The plans continue to include agave (century) plants, as part of a drought-tolerant, low-maintenance planting palette.*
- No tupelo trees;
 - *Comment noted.*
- Parks should be a unique and special place;
 - *As discussed above, the park plan now includes a variety of spaces and a strong waterfront edge that will provide opportunities for a broad range of experiences and gatherings, and a strong emphasis on the linear waterfront experience at this location. This approach will celebrate the Estuary waterfront in an area where it has not been broadly accessible to the public in the past. In addition, as part of the design refinement that will occur as part of design development and construction documents, the applicant will further develop the themes that will be layered on the park site plan to provide unique character, excitement and imagination in the design details.*
- Bike East Bay supports park plans as presented for bicycling.
 - *Comment noted.*

Design

The DRC previously reviewed preliminary conceptual design plans for Shoreline Park in June 2015. The current submittal (dated September 4, 2015, see *Attachment A* to this report) is more refined and detailed than the previous submittal and responds to many of the comments received. The current set reflects schematic design level of development and detail and includes plan revisions that greatly improve the quality of the design. In summary, the currently proposed plans include improved site planning, more attention to furnishing the site in an inviting manner, and thoughtful and integrated layers of meaning.

In terms of site planning, the current plans have been revised to provide a range of gathering spaces and place an emphasis on the waterfront. The plans include small- and medium-size gathering spaces and ample seating and platforms along the waterfront to allow for and accommodate formal gatherings, picnics, contemplation, exercise and large events. In addition, the plans now indicate a strong focus on the water's edge with a clear promenade, including extensive seating opportunities, a strong railing design and continuous pole lighting along the railing to mark the linear experience of the water's edge along the Bay Trail and to provide an inviting and safe experience at all times of the day. Finally, the plans include a marker (a pergola that harkens to the design of the steel structure of the 9th Avenue Terminal) near the end of the portion of the 9th Avenue Terminal to be demolished. This design feature provides a gathering space and, along with the remaining portion of the 9th Avenue Terminal, frames the large open wharf area. This design reveals the size and scale of the 9th Avenue Terminal, provides a design response to the future demolition, and frames the area to limit the scale of the space so that it feels inviting rather than barren.

The current project plans indicate a wide range of site furnishings. Along the waterfront, there is stepped seating, broad backless seating for groups and picnics, traditional benches and bar-stool seating along the waterfront railing to accommodate a range of visitors and park uses. In addition, the plans indicate a railing and lighting system that will mark the length of the waterfront (with breaks for access to the water between Clinton and Brooklyn Basins). The lighting along the edge of the water, in particular, emphasizes the importance of the waterfront and enhances safety for users.

The schematic design plans for Shoreline Park reveal an emphasis on the water's edge, historic uses of the site and public art. The railing and lighting system along the water's edge, as well as the range of seating near and facing the water, create a promenade that will clearly draw visitors to the waterfront and provide opportunities for gatherings and activity along the waterfront. As noted above, the plans include a marker (a pergola that responds to the design of the steel structure of the 9th Avenue Terminal) near the terminus of the portion of the 9th Avenue Terminal to be demolished. The location and design of the pergola element reveals the size and scale of the 9th Avenue Terminal, provides a design reflection on the demolition, and frames the area of the demolition to limit the scale of the space so that it feels inviting rather than barren.

Appearance

During earlier review of the proposed Shoreline Park FDP application, commenters expressed dissatisfaction with the design style of the park. In summary, commenters noted that the design does not reflect contemporary design trends in Oakland. In some ways, staff agrees. However, the revised plans have a more compelling site planning approach than before resulting in both an inviting place to visit as well as a powerful statement about the place itself. In particular, the site plan includes a strong promenade and more outdoor rooms that include appropriate furnishings and edges to provide comfortable use of the park in a variety of ways (from small to large groups, from informal to formal gatherings, for exercise, picnics or concerts). In addition to a range of amply furnished gathering spaces, the design of the park places a clear emphasis on the water's edge and on the historic presence of the 9th Avenue Terminal. The park design includes the Bay Trail along the water's edge, a strong railing and light pole system (as well as a break in that system to provide direct access to the water between Clinton and Brooklyn Basins), and a wide range of furnishings (including stepped seating, seating slabs, traditional benches, and bar-stool style seating along the railing) facing the water and at the water's edge. This rich provision of improvements along the water's edge is inviting to users. The current park design also responds to the importance of the 9th Avenue Terminal as a truly massive historic land use that will be demolished to make way for the park. Following approval of a FDP for Shoreline Park, design development and construction documents will provide more specificity regarding the way materials will be used and detailed in the delivery of the park. No matter the style of the park, though, the site plan now provides for a usable space that will be inviting to the community.

Previously Identified Issues

Staff previously identified the following concerns for Design Review Committee consideration (and current staff analysis and responses are indicated in indented, italicized text below each stated concern):

- What is the main vision or themes for Shoreline Park?
Shoreline Park will be a major new park for the City of Oakland and will be a regional draw because of its proximity to the Bay. In addition, it is the first of four new parks (and one expanded park) in Brooklyn Basin. The addition of 10 acres of park in the near future (and 30 acres when the Brooklyn Basin project is built out) is a very significant positive change for Oakland. Shoreline Park will have a distinct personality due its unique situation of being located on human-made structure (existing pile-supported wharf), and will set the tone for the entire park system at Brooklyn Basin. In addition, Shoreline Park has the unique distinction of being located at the site of a historic structure and use (the 9th Avenue Terminal break-bulk shipping facility). In addition to providing recreation opportunities expected of municipal and regional parks, Shoreline Park should carry out a unified vision (or multiple themes) in the design, details, and planned use for the site. Examples of possible themes include sustainable design and reuse, public art, and historic interpretation. A vision or themes could be carried out in the design details of the park plan. For example, sustainable design materials used throughout the park could benefit from interpretive materials and public art/displays that demonstrate how sustainable materials are made. Staff believes the park plans should state and

demonstrate development of a clear vision and/or themes that will engage the public in a meaningful way.

Staff has worked with the applicant to: 1) establish a well-designed site plan to accommodate a variety of uses and users at Shoreline Park; and 2) after finishing the site plan, develop the thematic components of Shoreline Park that will provide its personality and engaging qualities. The current park plans indicate a commitment to provide features and design details that will support a thematic approach to imbuing the park with meaning and whimsy for visitors, including:

- *Focus on the Waterfront: The current plans include a clear, richly-designed promenade along the waterfront that includes a variety of gathering spaces and seating opportunities, different ways to access the water's edge, and inviting design details, such as the pole lighting along the water's edge to both draw visitors to the waterfront and provide visual safety.*
 - *Historic Interpretation: The current plans include better resolution of the design of the large space where the portion of the 9th Avenue Terminal to be demolished is currently located. By including a pergola near the western terminus of the existing building that references the steel structure of the facility, the design frames the large space. The two "book-ends" of the existing building mark the location and scale of the structure to be demolished and define the space so that it feels inviting rather than vacant.*
 - *Public Art: The current plans include three locations for public art pieces.*
- How much more detailed should plans be?

As noted above, the previous Shoreline Park submittal was not complete. Staff indicated the level of information required to ensure that the park is constructed consistent with Planning Commission approval. Does the DRC recommend delivery of additional materials beyond those identified by staff?

The current plans for Shoreline Park are more developed than the previously considered conceptual design plans. The current plans indicate the site planning and size and scale of improvements (including the height and length of walls and railings, planting schemes, number and type of furnishings, extent of pathways, and possible materials for these improvements. The Applicant has now also provided information to suggest the character and level of development of key locations and features including images of other work and/or design details that indicate ideas for detailing and materials of steps, furnishings and the design of the waterfront promenade. The current schematic plans better reflect the design detailing of the promenade, how the history of the 9th Avenue Terminal will be honored, and how the site will generally be furnished.

- Required Findings.

The Shoreline Park FDP application will be subject to required findings related to FDPs, design review and demolition of historic properties, as shown in Attachment C

to this report. The DRC may want to consider whether they are able to recommend approval of the project based on the required findings (see *Attachment C: Required Findings*).

Staff Recommendations:

Staff finds the current submittal to be an improvement over the previous submittal. The current plans are responsive to comments regarding providing inviting gathering areas, clarifying and supporting central design themes (e.g., the waterfront promenade, the scale of the to-be-demolished historic 9th Avenue Terminal), and providing more design detail information, especially with regards to the waterfront promenade, furnishings and the prominent pergola feature. However, staff acknowledges that the proposed project will undergo further design development and refinement prior to construction and will be a City park for which the community is a primary stakeholder. In order to ensure procedural transparency and responsiveness of the evolving design process to the City's expectations, and in order to formalize the Applicant commitment to the delivery of a successful park as shown in the current plans, particularly in the early years of use, staff recommends the DRC make the following recommendations to the Applicant and to the Planning Commission:

- Require Applicant to commit to the delivery of three public art pieces for Shoreline Park, consistent with the plans, to be approved by the Cultural Arts Commission, and installed prior to completion of park construction. In addition, require at least one of these pieces be expressly designed to allow and encourage children to interact with the piece physically in a safe manner.
- Establish and require the Applicant to work with a DRC subcommittee to confirm design consistency with the approved FDP through design development and construction documents for Shoreline Park. The DRC subcommittee would review a Design Development set of plans to confirm that materials and design details reflect Oakland's creative essence in this era, and that the design evolves to integrate public art, sustainability and reuse, and cultural interpretation in the design details. The DRC subcommittee would report their findings out to the full DRC.
- Require the Applicant to supplement OPR park programming until buildout of Brooklyn Basin Phase 1. The DRC should ask the Applicant to develop a program of activities (including timing and frequency) for Planning Commission consideration. The program might include, consistent with the images in the current plans: provision of food carts, equipment rentals and instruction (e.g., small boats, inline skates, bikes, kites), exercise classes (e.g., cross-fit, line dancing), monthly outdoor concert series in the dry season; monthly regional festivals in the summer (e.g., kite/bike/food/music/art);
- Provide moveable furniture near 9th Ave Terminal: chairs and small tables for park users that visitors can configure as they like; 50 chairs/15 small tables could be available throughout the programming period during non-curfew hours (could be stored in 9th Avenue Terminal or in an enclosure to be approved by staff during park curfew hours);
- Direct Applicant to revise plans for Planning Commission consideration to ensure consistency between information contained on plan set sheets and to include illustratives that accurately represent the plans.
- Direct staff to report back to PRAC regarding Planning Commission's decision with an analysis of how PRAC's comments were or were not addressed in the decision.

NEXT STEPS

Staff requests that the PRAC conduct design review and make a recommendation regarding the required FDP findings. As noted above, the required Planning Commission findings are “that the Final Development Plan is in substantial conformance with the Preliminary Development Plan...” (Planned Waterfront Zoning District Section PWD-4.060). In addition to a recommendation by the PRAC, staff will seek a recommendation from the LPAB before requesting the Planning Commission to consider approval of the Shoreline Park FDP application.

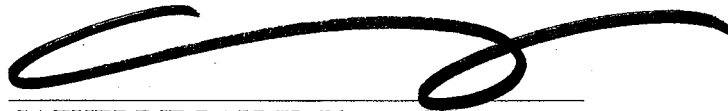
RECOMMENDATION

The Shoreline Park plans have been revised to respond to staff, community and decision-maker comments. The park design includes an appropriate range of gathering areas and orientation to the Oakland Estuary. In addition, the park plans demonstrate a commitment to provide experiences for a wide range of visitors, and support and celebrate the site’s history, opportunities for reuse, environmental sustainability, public art, and of course, the San Francisco Bay. Staff recommends approval of the Shoreline Park FDP subject to staff recommendations included in this report.

Staff recommends the PRAC:

- A. Find that the Shoreline Park Final Development Plan is in substantial conformance with the Preliminary Development Plan (included in Attachment B to this report);
- B. Find that the Shoreline Park Final Development Plan meets the attached Oakland Municipal Code Chapter 17.136.050 - Regular design review criteria (see Attachment C to this report); and
- C. Recommend that the Planning Commission approve the Shoreline Park Final Development Permit, subject to the attached findings and staff recommendations.

Respectfully submitted,



CATHERINE PAYNE, Planner IV
Bureau of Planning, Major Projects Division

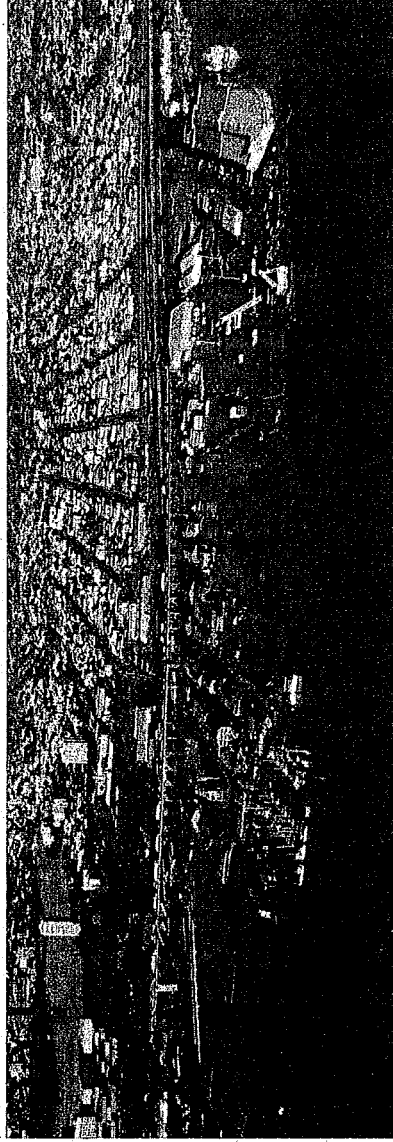
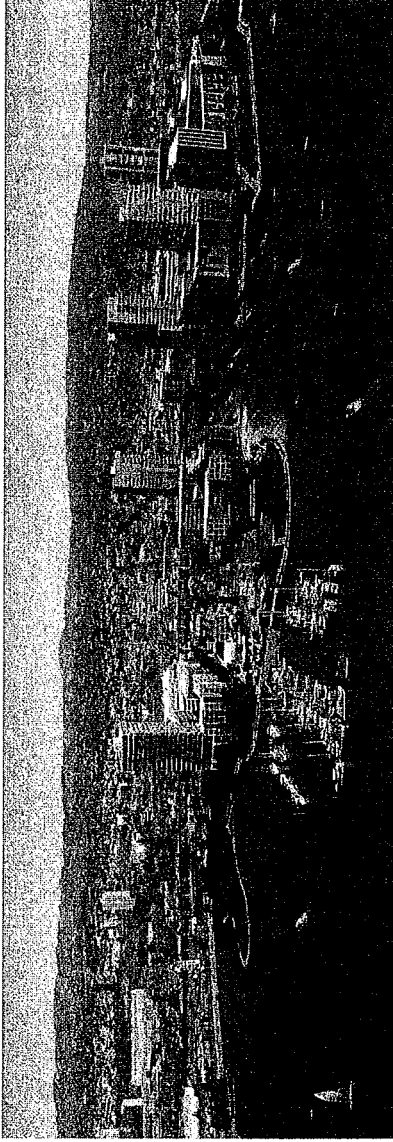
Attachment A: Shoreline Park Plans, dated September 4, 2015

Attachment B: PRAC Information Report, dated April 8, 2015, including attachments

Attachment C: Required Findings

ATTACHMENT

A



OAKLAND PLANNING COMMISSION SUBMISSION

Shoreline Park Design Plan, Brooklyn Basin

Prepared for Signature Development / Zarsion by ROMA Design Group, September 4, 2015

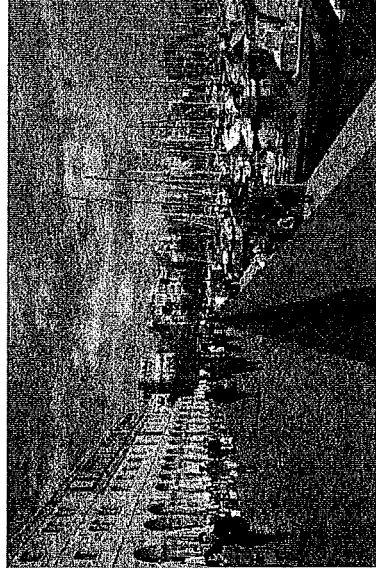
OAKLAND PLANNING COMMISSION SUBMISSION

Shoreline Park Design Plan, Brooklyn Basin

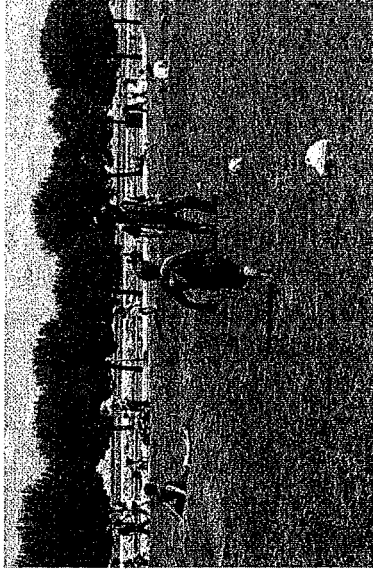
Prepared for Signature Development / Zaision by ROMA Design Group, September 4, 2015

THE VISION FOR SHORELINE PARK

Brooklyn Basin will create a variety of open space experiences that provide for public access and enjoyment of the Bay



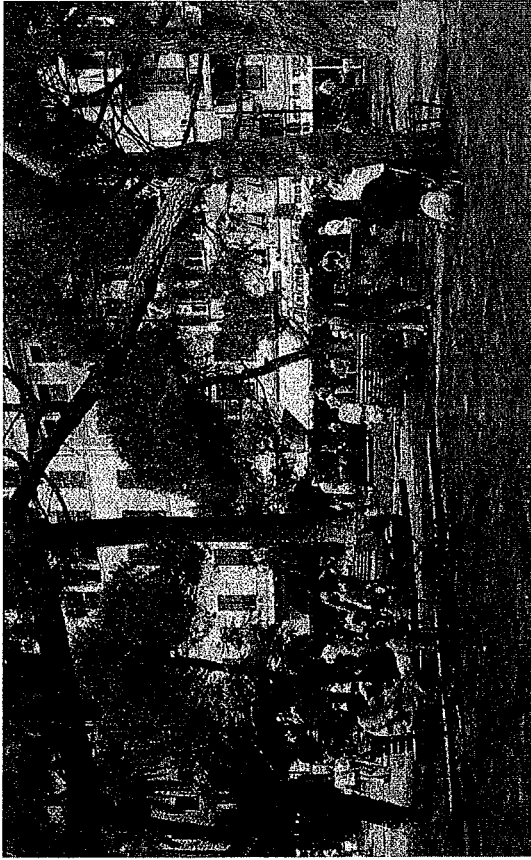
Urban Quay – Clinton Basin



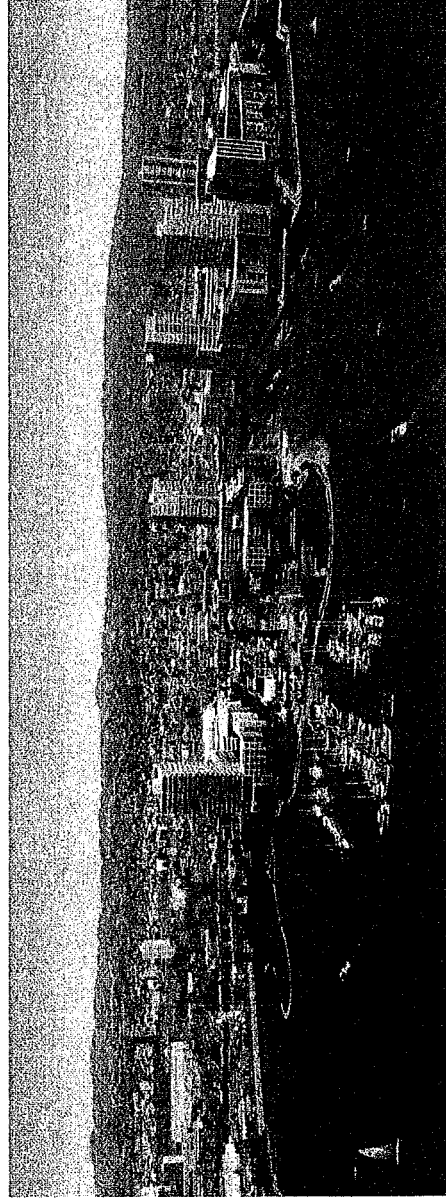
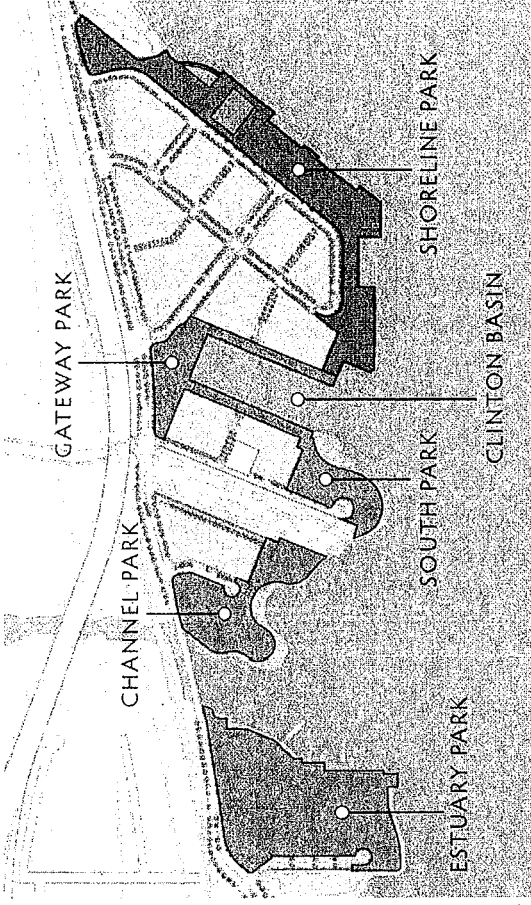
Playfields – Estuary Park

Approximately 30 acres of open spaces are planned along the bayfront edges of Brooklyn Basin, creating a diverse network of parks, promenades, and plazas along the shoreline linked by a pedestrian and bicycle trail system that extends from Jack London Square on the west to Estuary Channel and along the entire perimeter of Brooklyn Basin to Shoreline Park.

On the west, Estuary Park will be improved and expanded for a variety of recreational opportunities; Channel Park will feature a meadow with vegetated edges for passive recreation and enjoyment of the bay; South Park provides a quiet setting with panoramic views up and down the Estuary; Gateway Park provides a dramatic vista to Clinton Basin and is connected to wide promenades and commercial recreational uses along its edge. At the far eastern end, Shoreline Park is located in a portion of the site that was extensively modified to accommodate break-bulk cargo handling activities.



Place for Social Gathering - Gateway Park

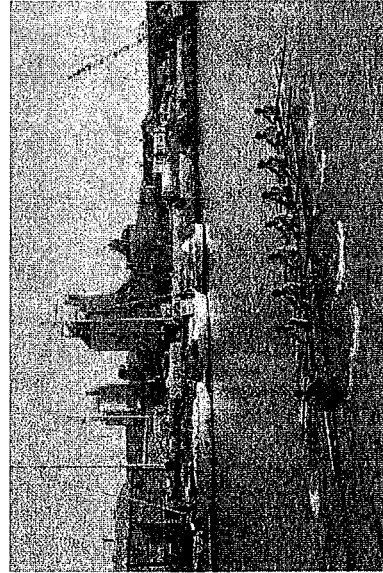


Rendering of Brooklyn Basin



Greenway Trail - Channel Park and South Park

Shoreline Park will engage the Estuary and heighten the opportunity for viewing and enjoying its diversity of activities



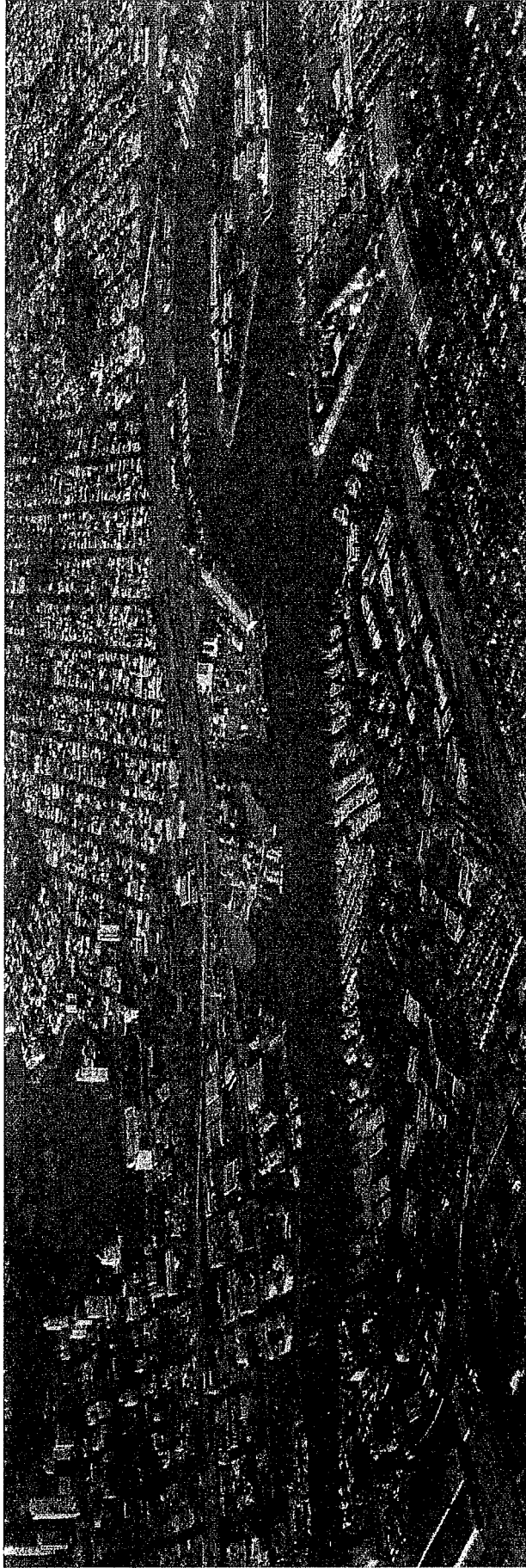
Sculling on the Estuary



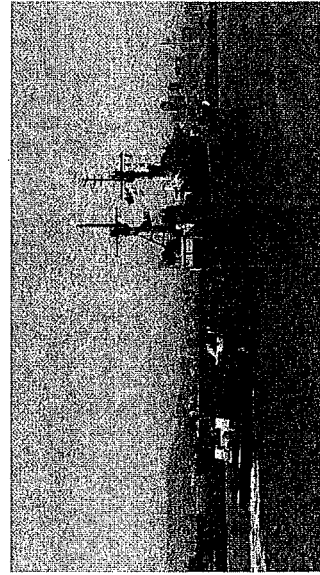
Sailing on the Estuary

The Estuary contributes significantly to Oakland's civic identity, creating continuity from the airport to the port and along the bay and into Lake Merritt. It provides an intimate stage of water activity, offering unique views to passing vessels and a direct connection to the opposite shore. The scale, beauty and ever-changing spectacle of the Estuary demand a restrained design approach that reveals its intrinsic qualities and builds upon the power of its setting. Rather than compete with the waterfront or mimic a pastoral park inland, Shoreline Park will heighten the sense of the waterfront and derive its identity by relation with it.

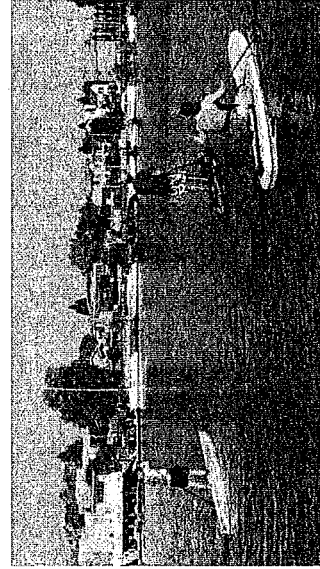
Broad waterfront promenades, view corridors extending from adjacent streets, axial vistas, changes in grade and stepped seating areas will open up to the Estuary in different ways, creating unobstructed and tiered places for viewing and experiencing everyday activities as well as seasonal pageants and special events, such as lighted boat parades and races.



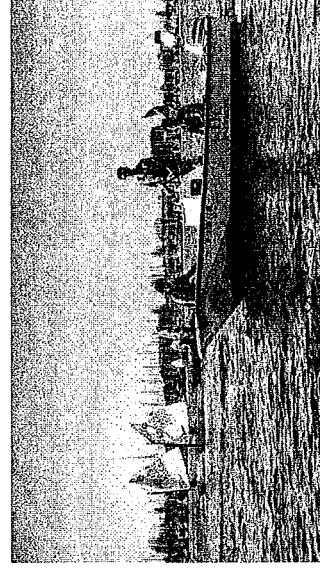
Oakland Urban Waterfront



Coast Guard Vessels



Paddleboarders



Recreational Boating

THE VISION FOR SHORELINE PARK

Landscape elements and linear recreational activities will reinforce the shoreline edge and meeting place of land and water



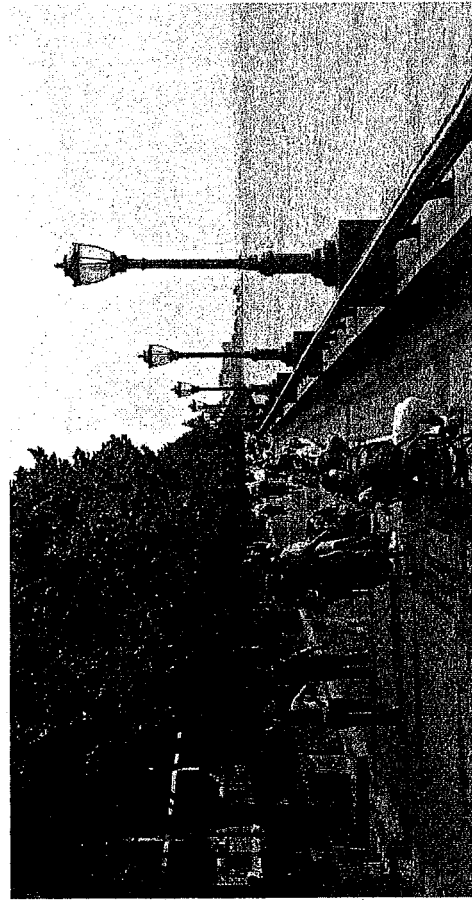
Tree-lined Promenade

Shoreline Park extends over a half mile along the shoreline, connecting Clinton Basin with the Embarcadero. A variety of shoreline conditions will be created along its length, from an extended overlook, to a defined water basin, to a pile supported structure and wood trestle that recalls its maritime legacy. At the same time, the street pattern of the community creates not only visual corridors but also linkages to the activities, whether on Main Street, 8th Avenue, Brooklyn Way or the Embarcadero. Ninth Avenue reinforces the shoreline and the activities of the park.

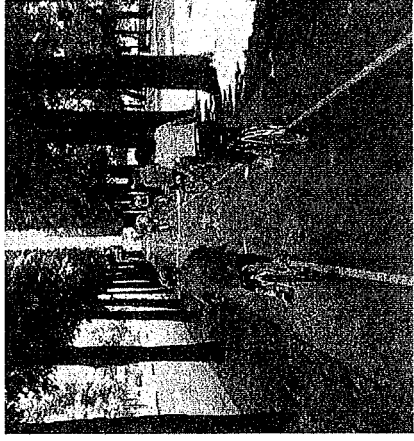
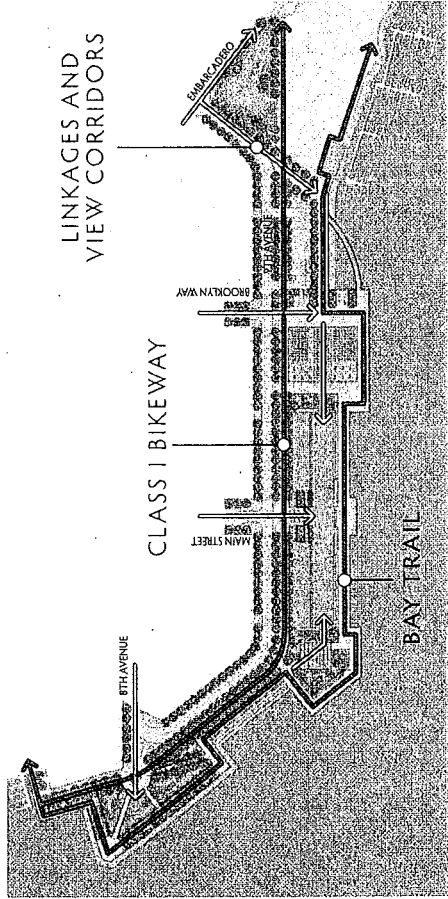
The design approach is to strengthen the “line of force” of the water’s edge and make it more visible and perceptible, to enhance the opportunities for linear recreational activities, which are both fundamental to the waterfront setting and to provide for some of the most popular forms of recreation today, creating connections back into the community, reuniting the city and the bay.



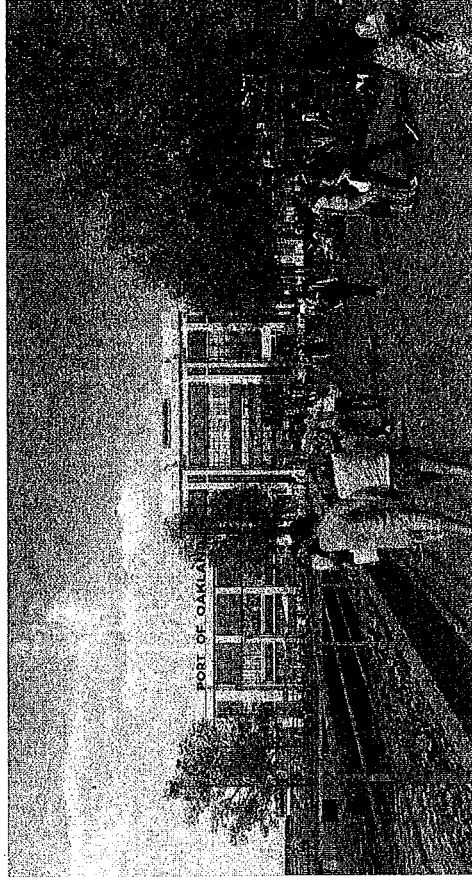
Waterfront Promenade



Waterfront Promenade



Class I Bikeway



Rendering of Bay Trail and 9th Avenue Terminal Building, looking west

THE VISION FOR SHORELINE PARK

The central plaza will become a civic gathering place that recalls its maritime heritage and creates opportunities for a variety of activities



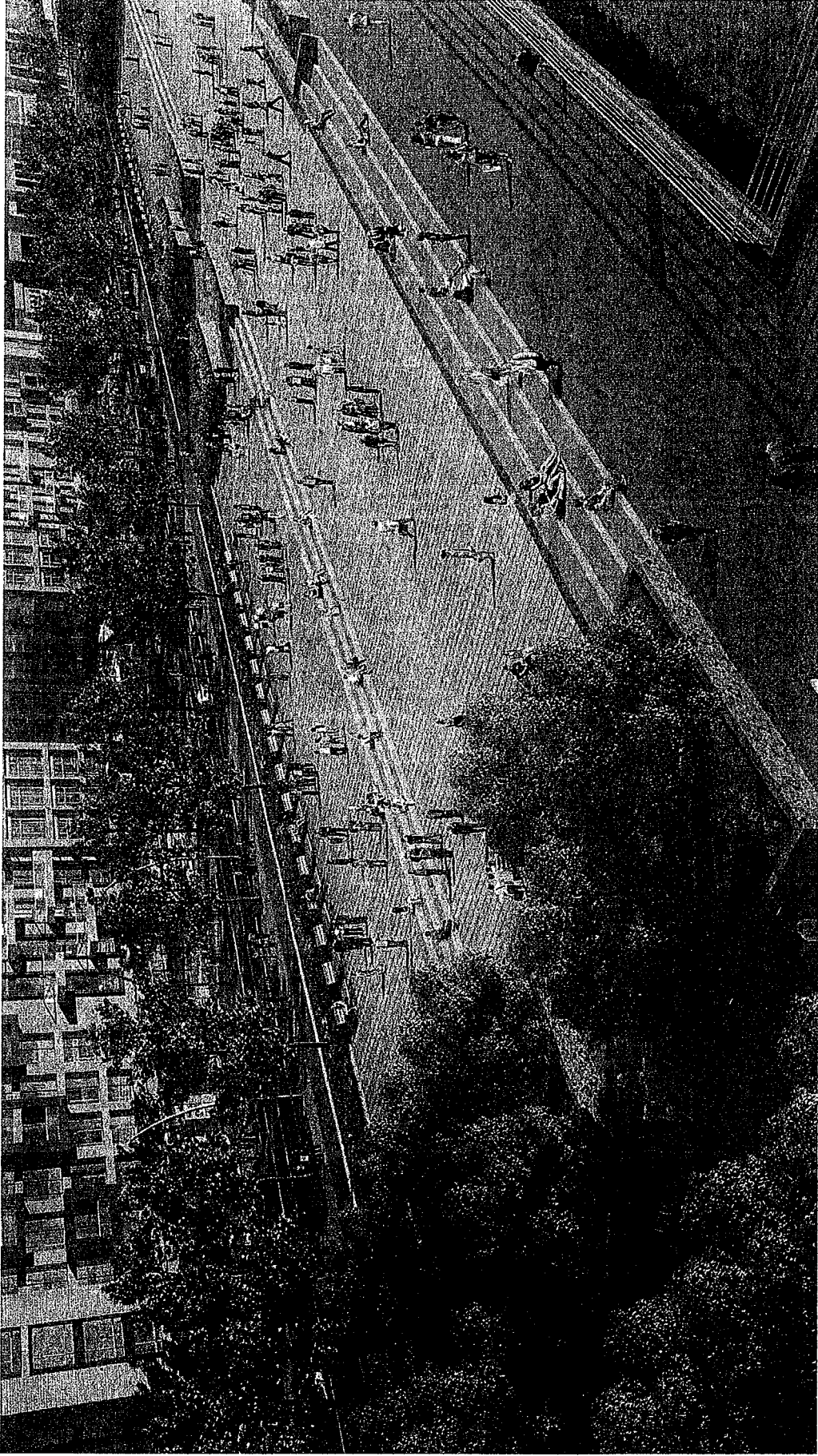
Lounge Chairs



Stepped Edges

The design for Shoreline Park builds upon the nature of the pile-supported structure that underlies the central plaza and expresses its maritime heritage. It is intended to express its authentic identity as a deck over water rather than be treated as if part of land and it builds upon the maritime role of the Ninth Avenue terminal building.

The design references the building scale and form and incorporates an adaptive reuse of building materials, including recycled wood members for decking and remnant elements that speak to the essential qualities of the place. Within this context, changes in grade and stepped edges provide opportunities and suggestions for informal everyday activities while allowing for major special events, such as markets, fairs, theatrical performances, and dancing, that would happen on occasion. This kind of landscape approach brings together the industrial landscape in a modern way to create an attractive and engaging park setting.

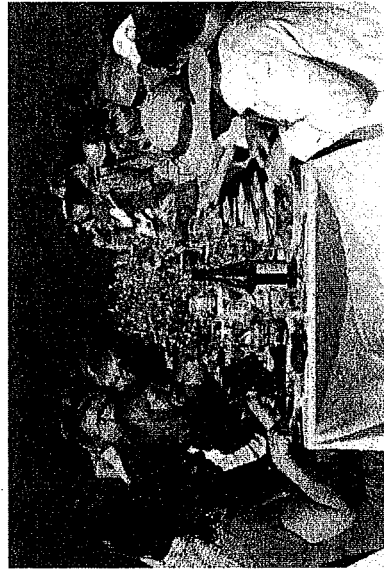


Rendering of Central Plaza

THE VISION FOR SHORELINE PARK: CONCEPTS AND PRECEDENTS

THE VISION FOR SHORELINE PARK

A carefully conceived program of managed events and activities will establish a culture of use and lead to a vibrant, self-regulating place



Outdoor Dining



Children's Event

Shoreline Park is the first park to be built at Brooklyn Basin and it will involve a significant transformation of the existing industrial landscape. Critical to its success, particularly in the early years before the area is fully populated, will be the programming and management of a variety of activities that are welcoming to individuals and groups of all sizes throughout the year.

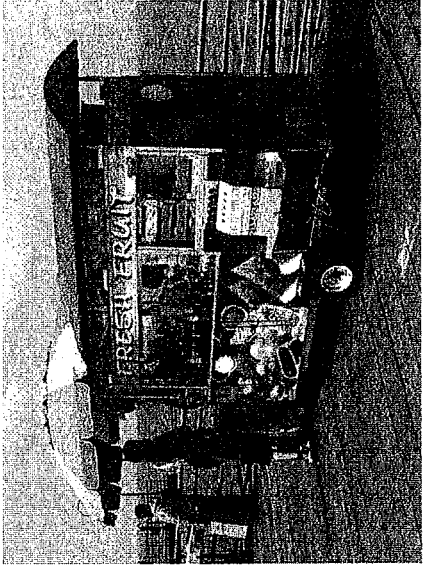
Shoreline Park is composed of a series of bold gestures with spatial variety that foster activity and reinforce the sense of place. Rather than being filled up with specific facilities, the park is intentionally designed to be more flexible and adaptable for a variety of activities and experiences that can change over time. Programming will be organized such activities as children's play, education and discovery tours, yoga, fishing, twilight dancing and concerts, weekend markets, community dining, and gathering for races and other events on the Estuary. Staffing of the park will further a sense of security and safety until it becomes a self-sustaining space.



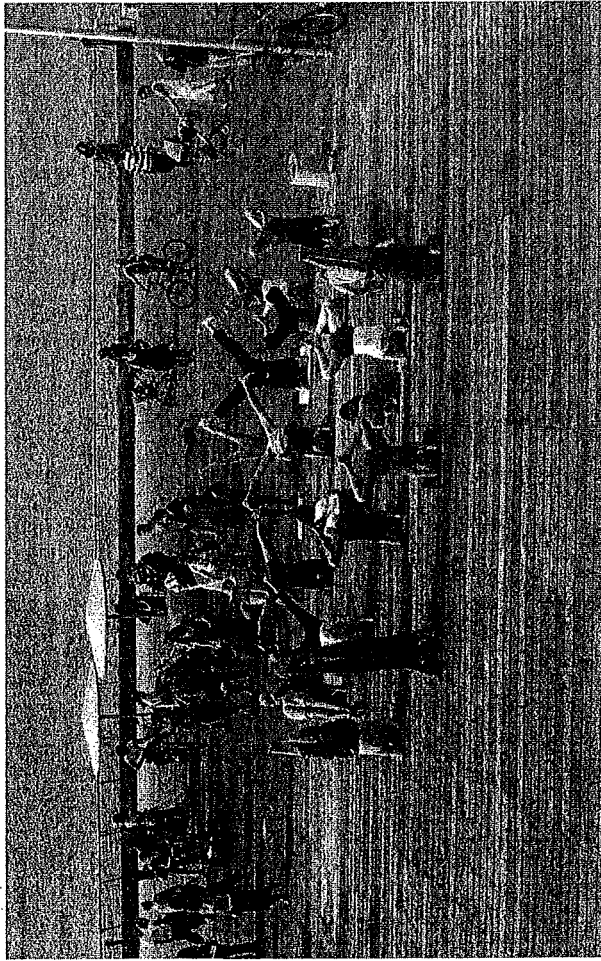
Informal Musical Performance



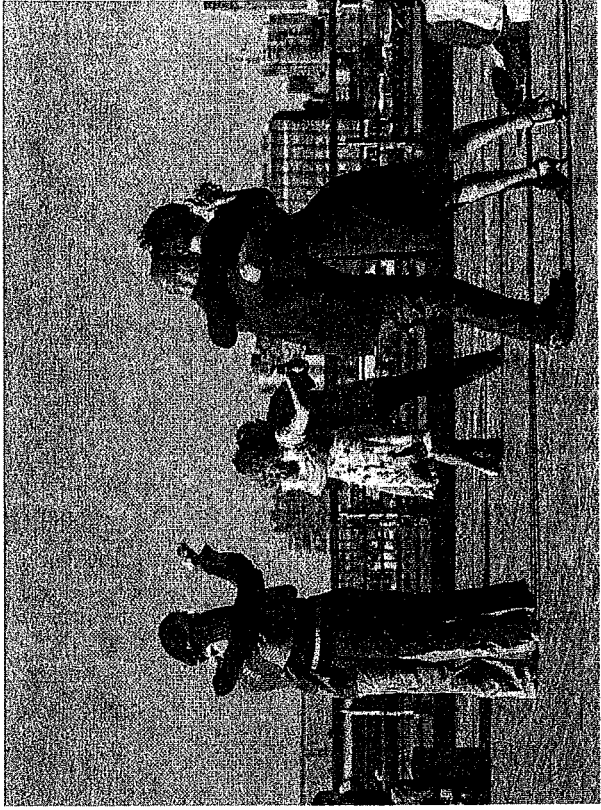
Farmer's Market



Carts



Yoga



Dancing

The east and west extensions from the plaza contribute to the episodic experience of place and enhance “staying activities”



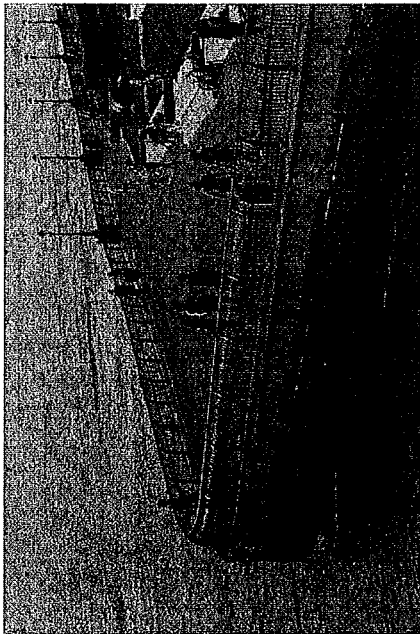
Countertop Seating



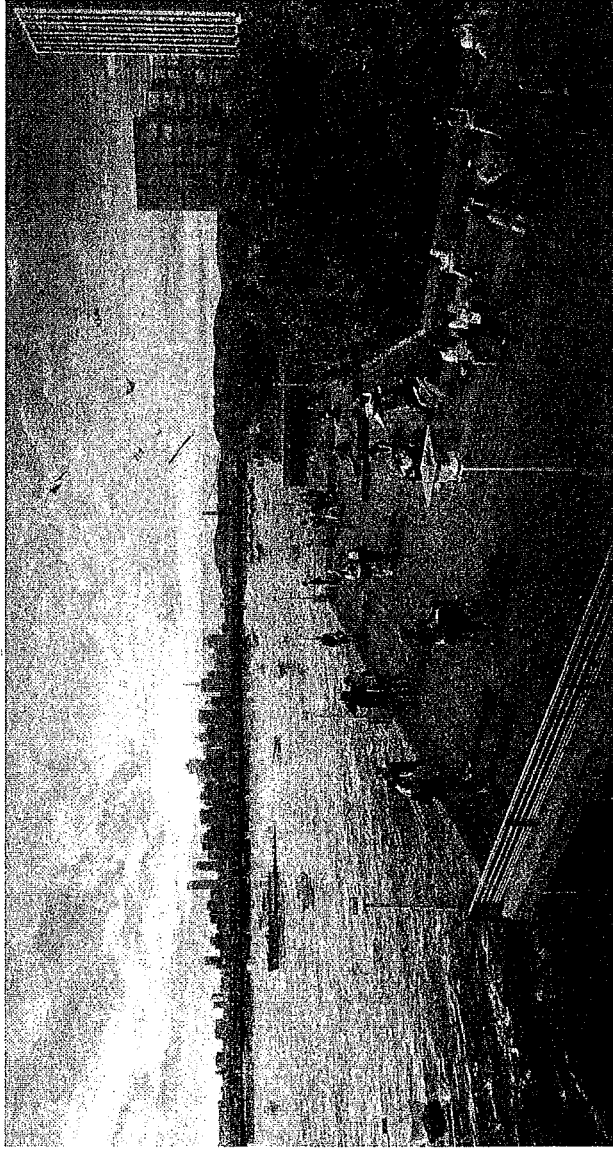
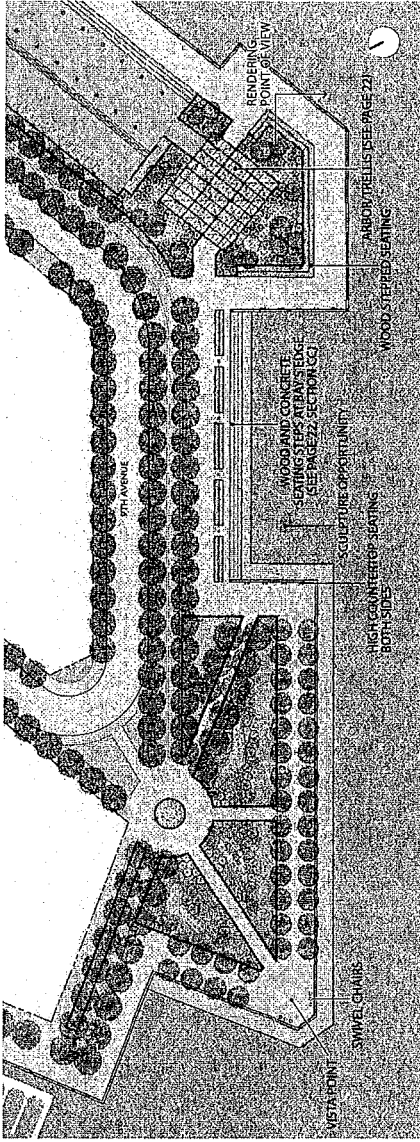
Stepped Seating

Shoreline Park is composed of a number of special places that help to punctuate the shoreline, create destinations within it and provide for a variety of experiences. To the east of the Central Plaza, the 9th Avenue Terminal Building will become a major focus with activities that spill out into the park. The trestle structure will provide for a unique walking experience separated from the shoreline, with views back to it. A large landscaped area will create a strong gateway to Shoreline Park from the Embarcadero, with a portion of it used as rain gardens with Bay Friendly plantings.

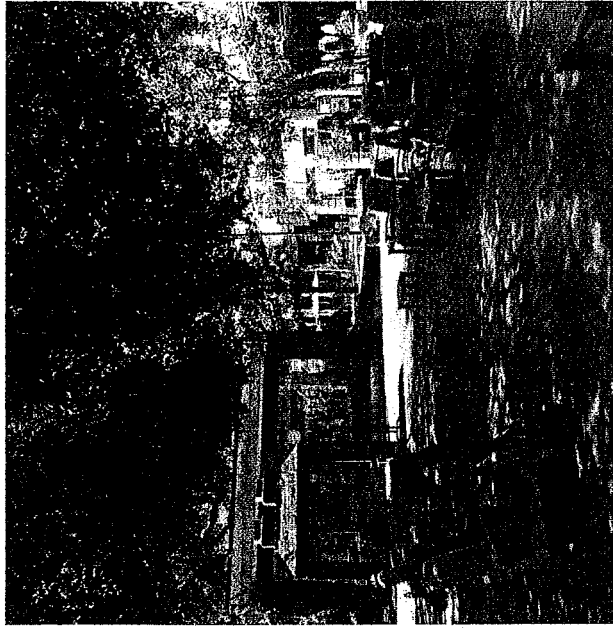
To the west of the Central Plaza, raised planters and at grade landscape will further add to the environmental quality, biodiversity and amenity of the site. A change in direction of the shoreline with a defined water basin and outlooks will enhance a sense of orientation and place and create places to stop and linger along the linear route.



Visa Point



Rendering of Bay Trail Edge, with views west down Estuary to San Francisco
THE VISION FOR SHORELINE PARK: CONCEPTS AND PRECEDENTS



Informal Gathering Space

Public art, interpretive elements and wayfinding can add to the experience and understanding of place



Major Public Art

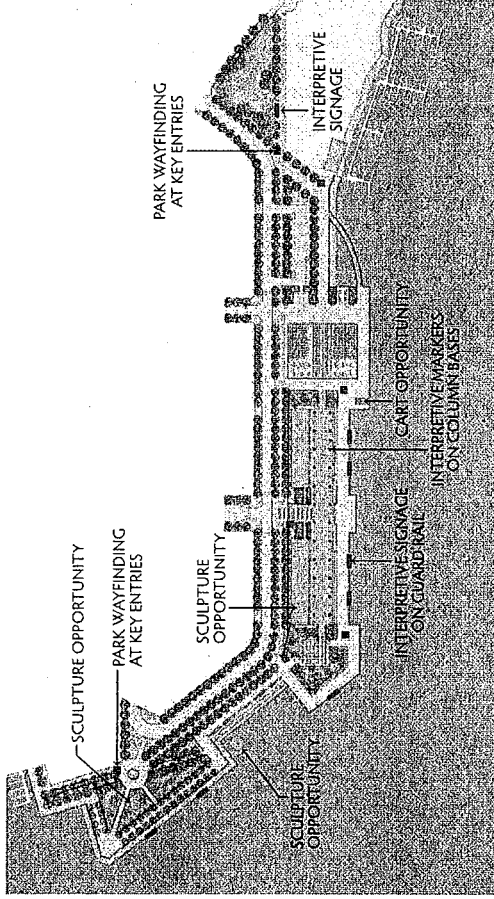
All of Shoreline Park is intended to become an artful composition that is lasting, meaningful and appropriate to its environmental setting. Within the park, public art and interpretive elements will be incorporated to further add to the dimensionality and understanding of place.

Opportunities for public art will be created along the promenade and offshore to engage the visitor, reveal and heighten a sense of the landscape and add meaning to the perception of place.

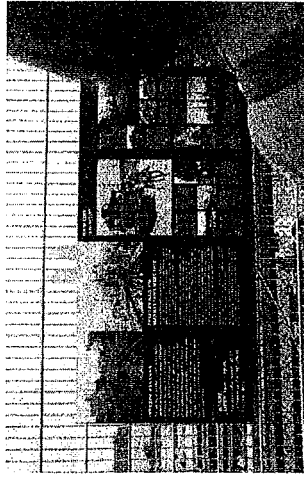
Narrative opportunities include the historic location of the 9th Avenue building, expanding upon its maritime role as a break-bulk cargo terminal and its relevance to Oakland and the Bay Region. The rain gardens and other landscaped areas within the park will also provide an opportunity for interpretive signage that describes the plantings and their contributions to water quality, habitat and local landscape identity.



Wayfinding Signage



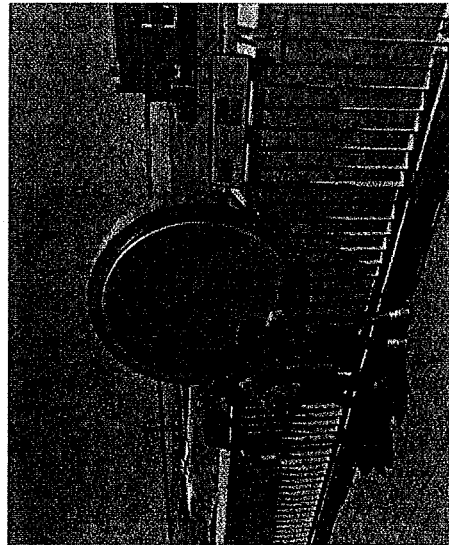
Interactive Elements



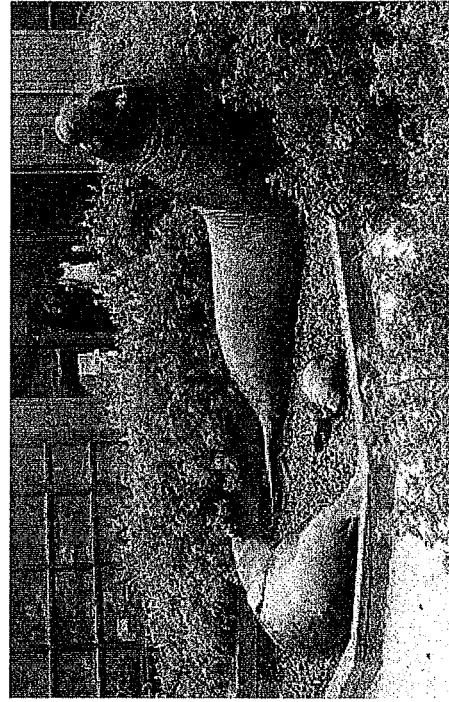
Interpretive Signage



Public Art and Engagement

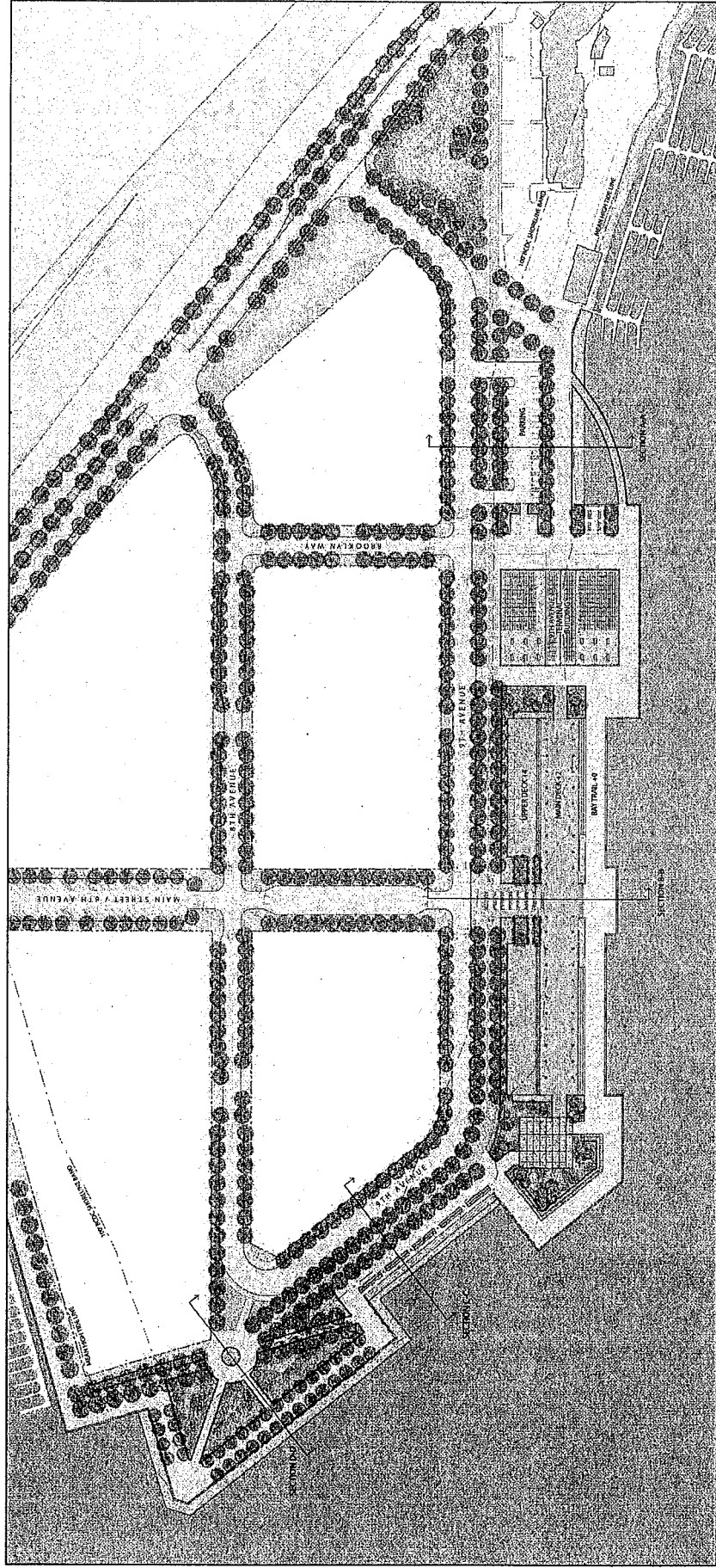


Bay Discovery

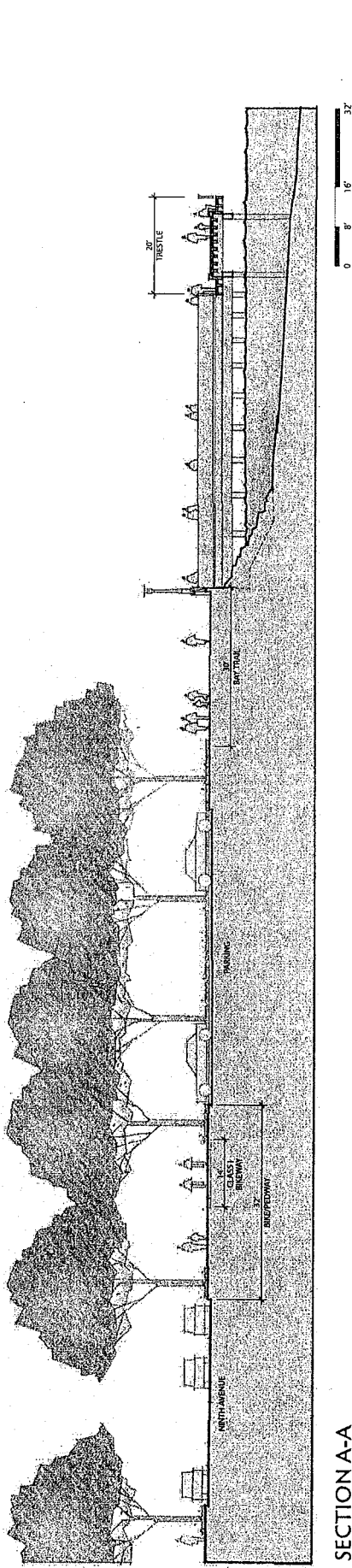


Marine Mammal Sculptures

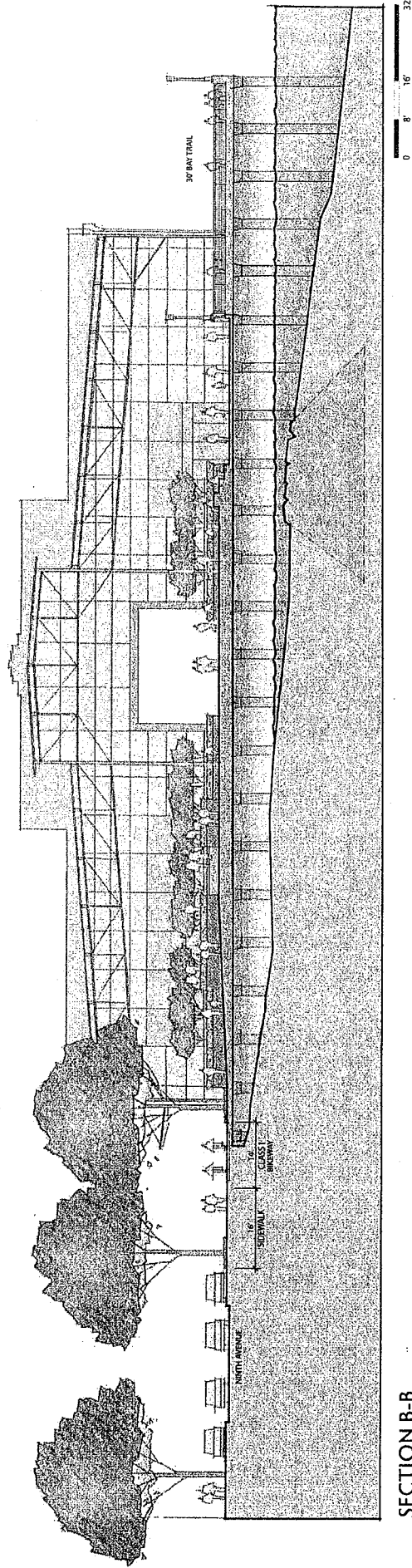
THE DESIGN PLAN DRAWINGS



SHORELINE PARK DESIGN PLAN



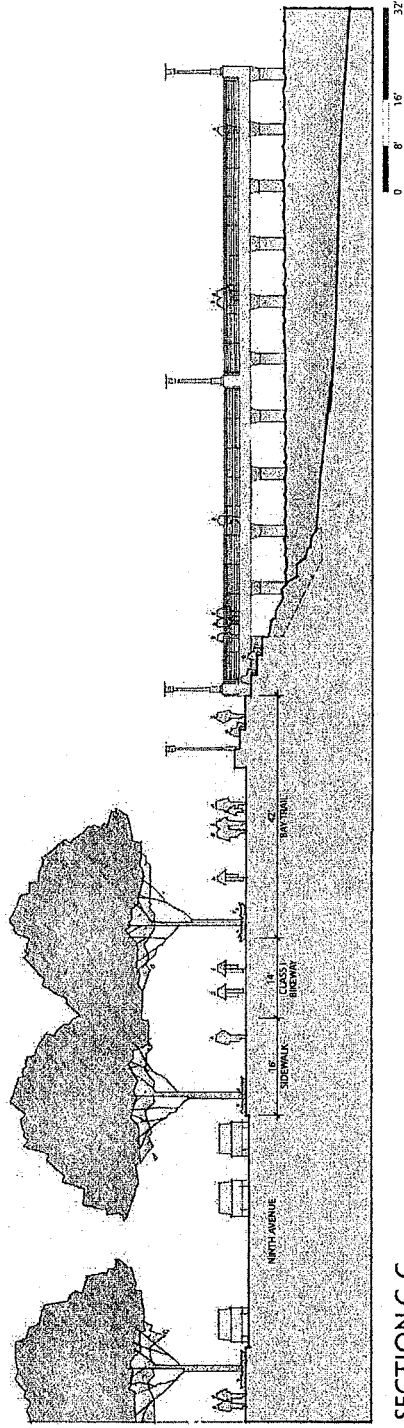
SECTION A-A



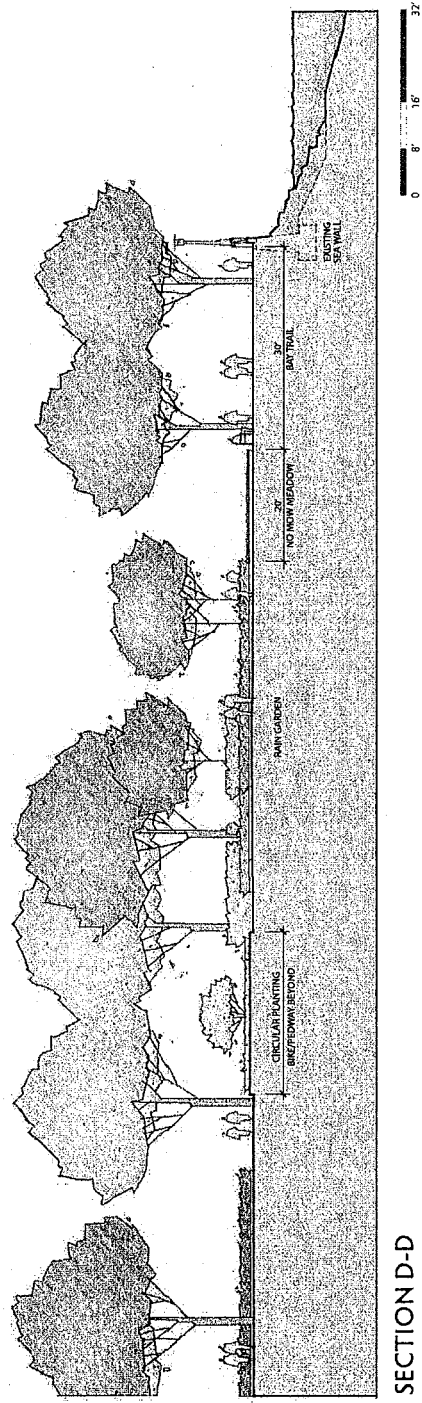
SECTION B-B

CROSS SECTIONS

SHORELINE PARK DESIGN PLAN: THE DESIGN PLAN DRAWINGS

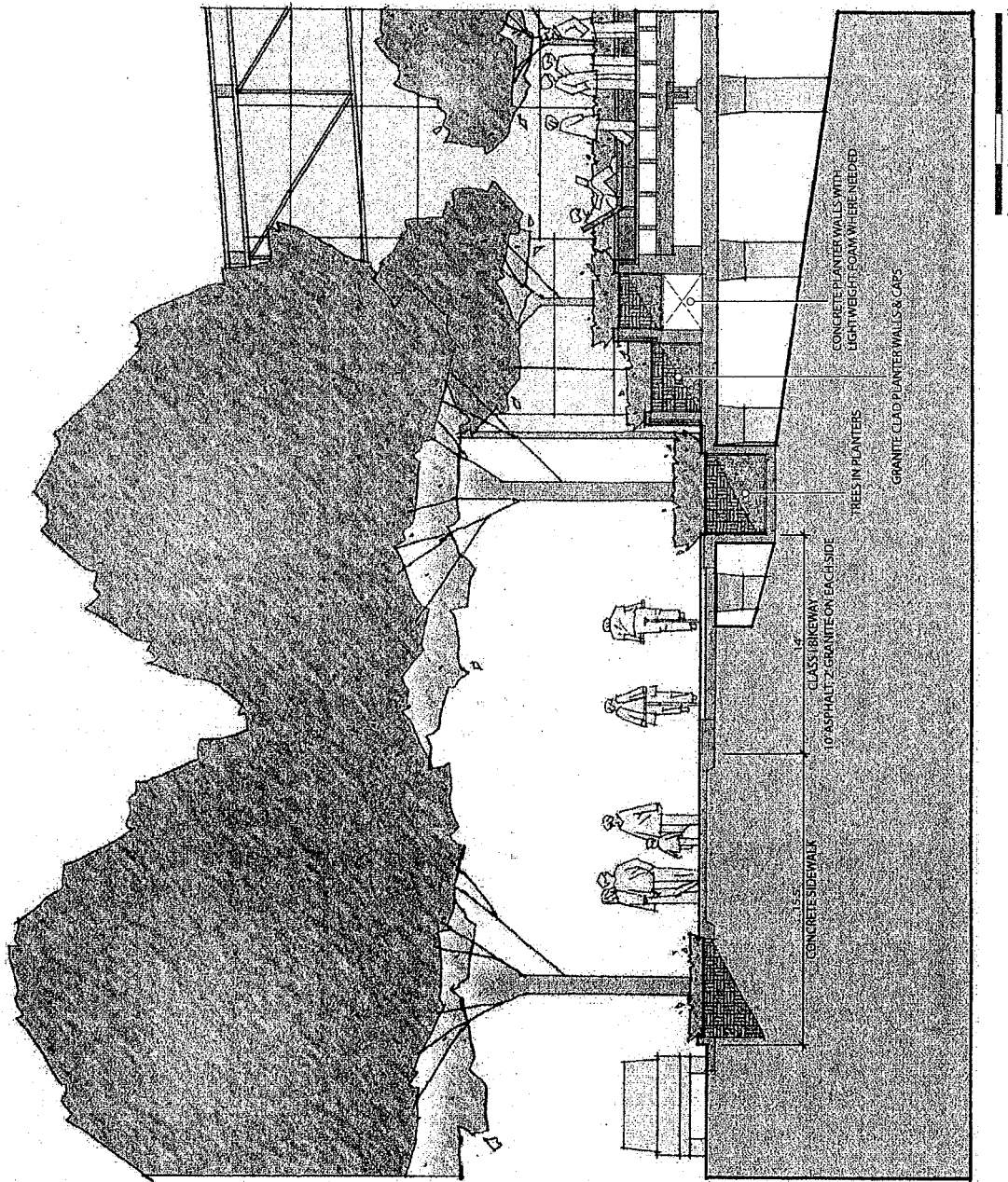


SECTION C-C

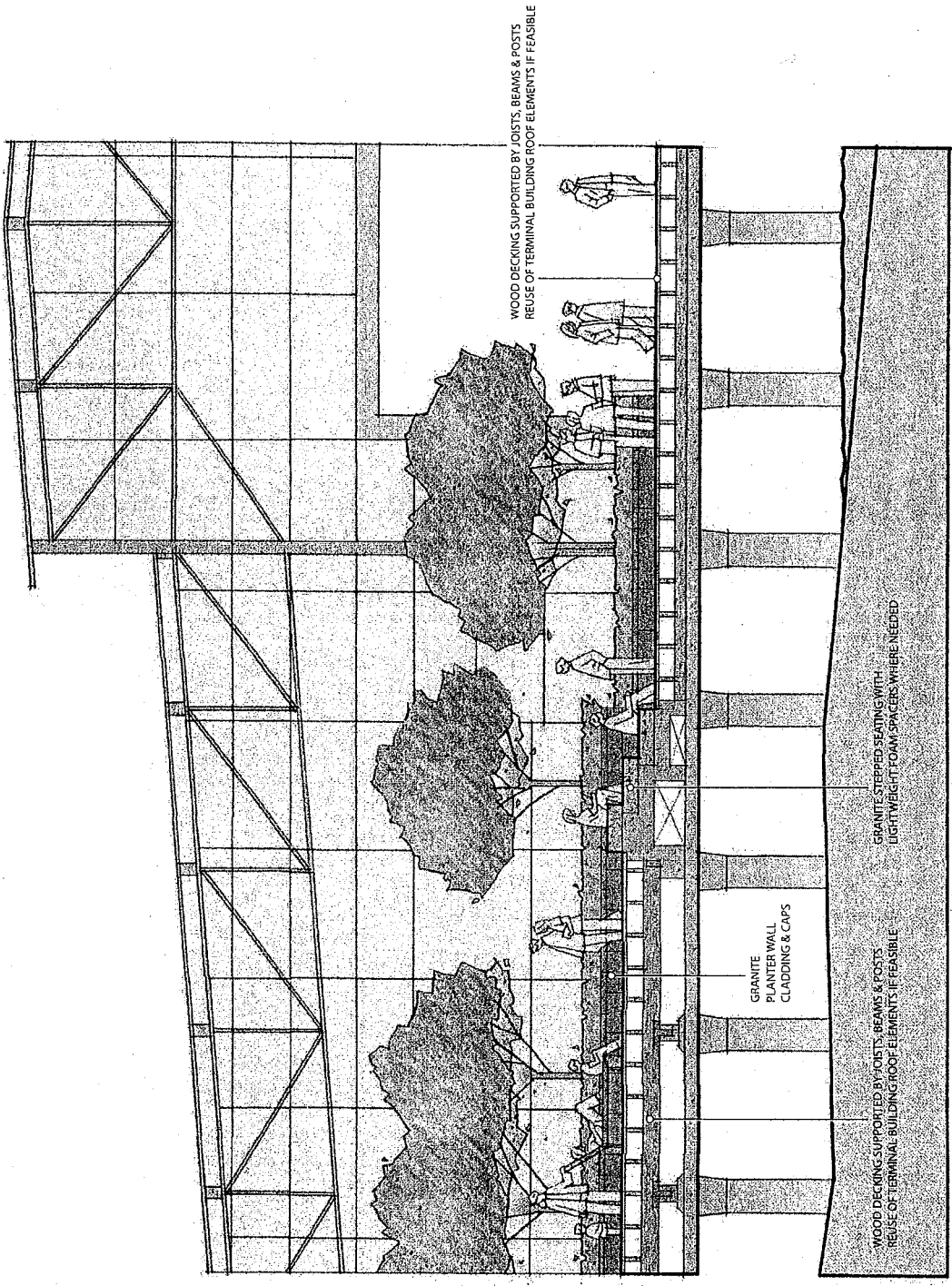


SECTION D-D

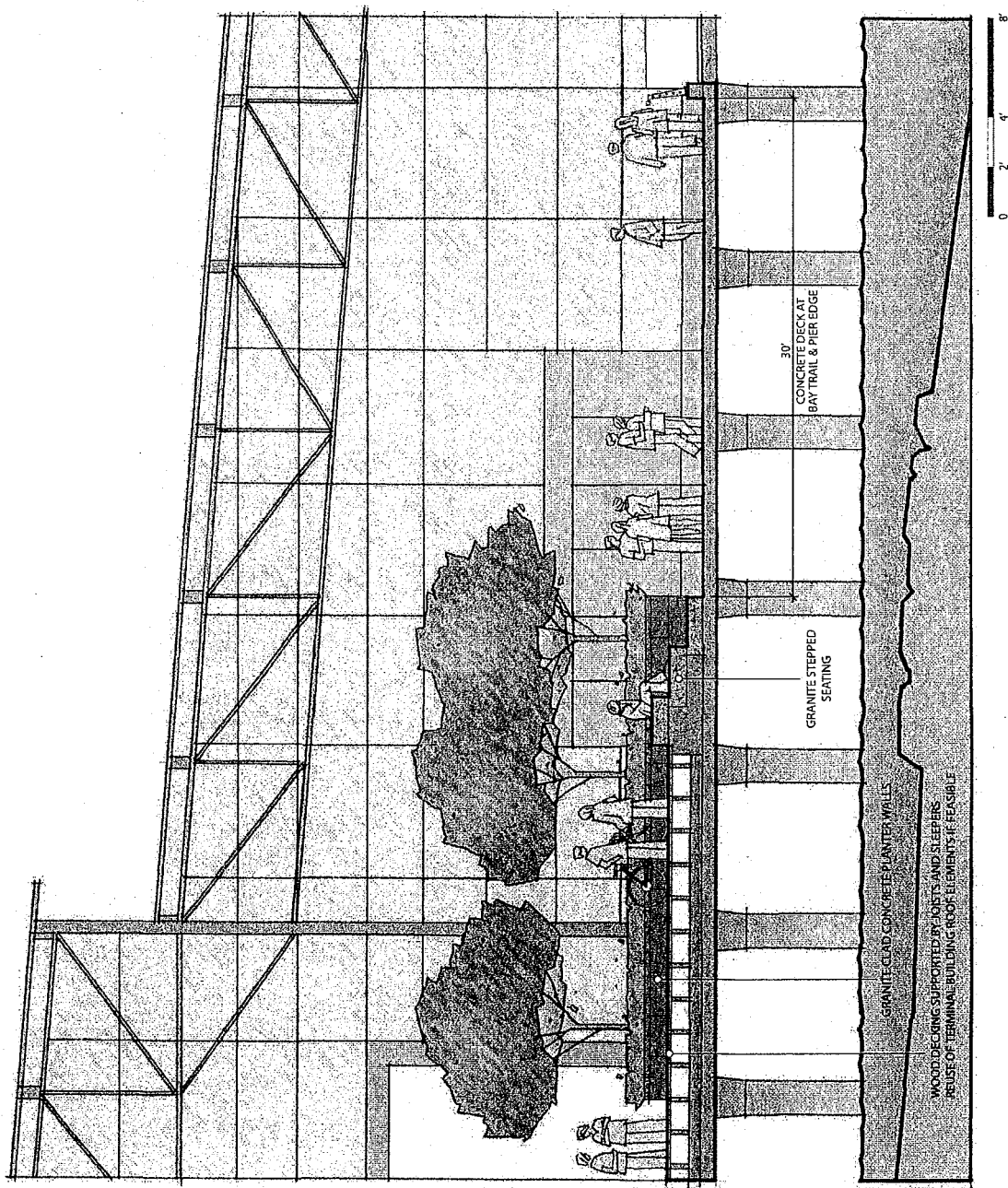
CROSS SECTIONS



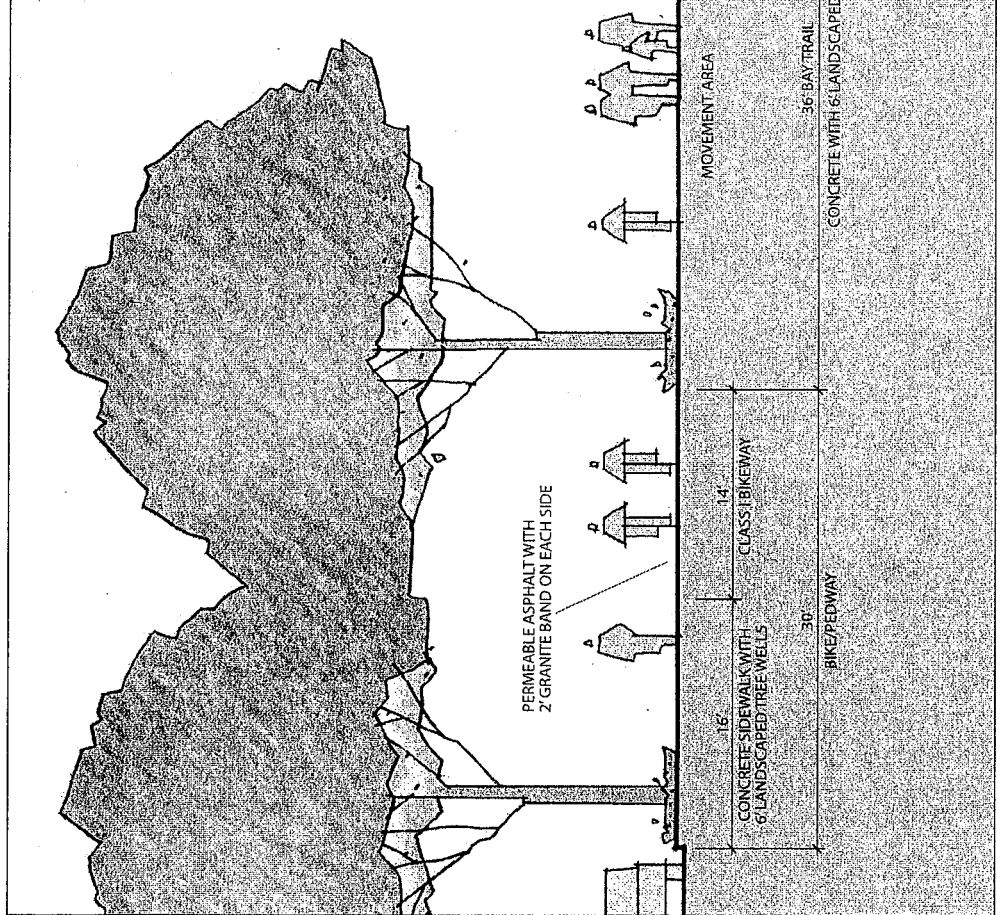
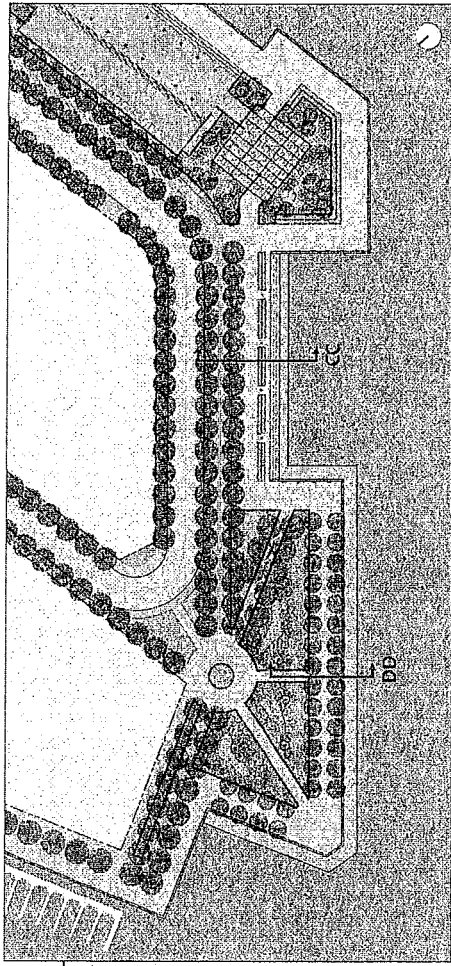
CROSS SECTION AT NINTH AVENUE EDGE OF CENTRAL SPACE



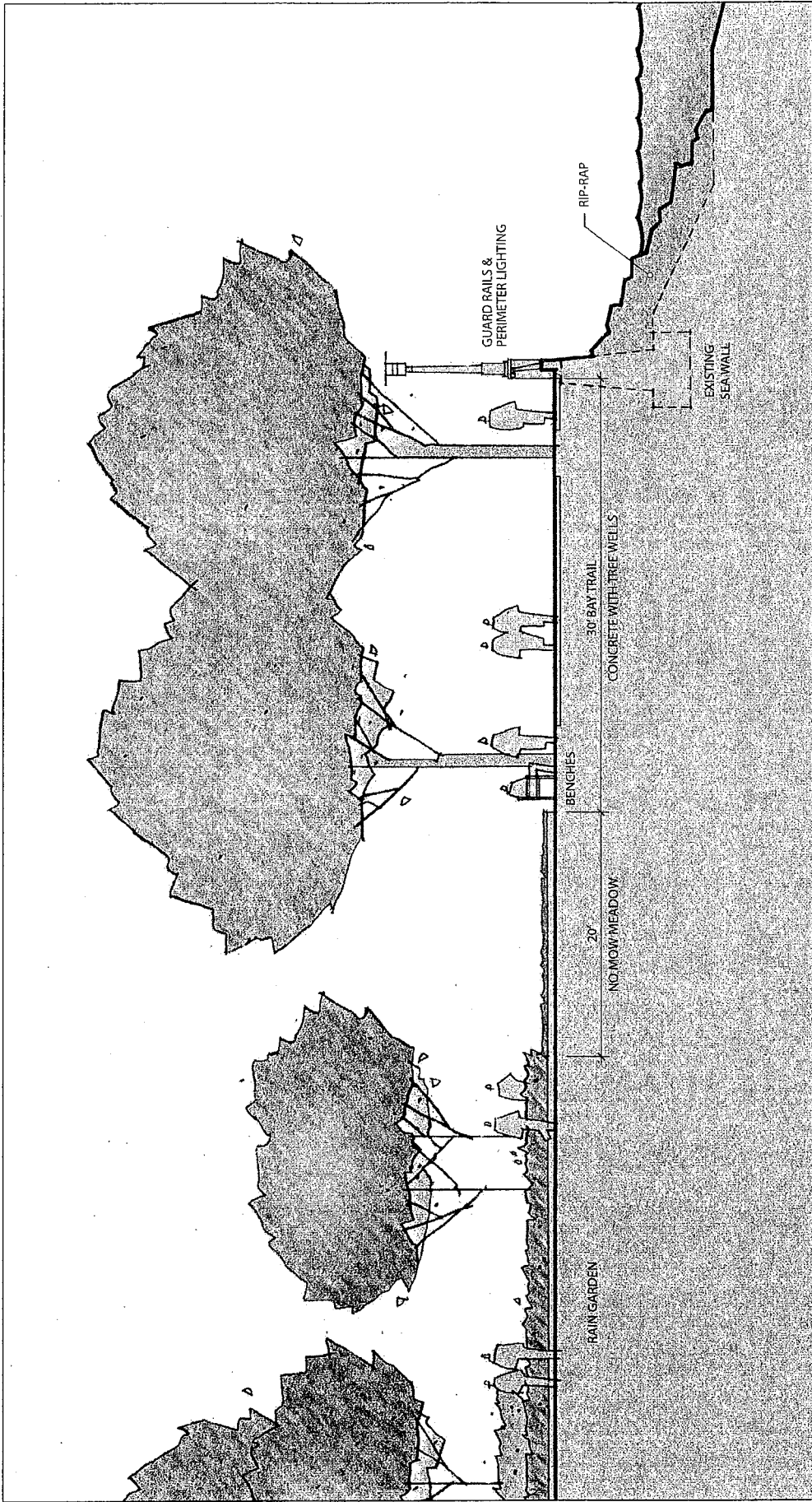
CROSS SECTION AT UPPER DECK EDGE OF CENTRAL SPACE



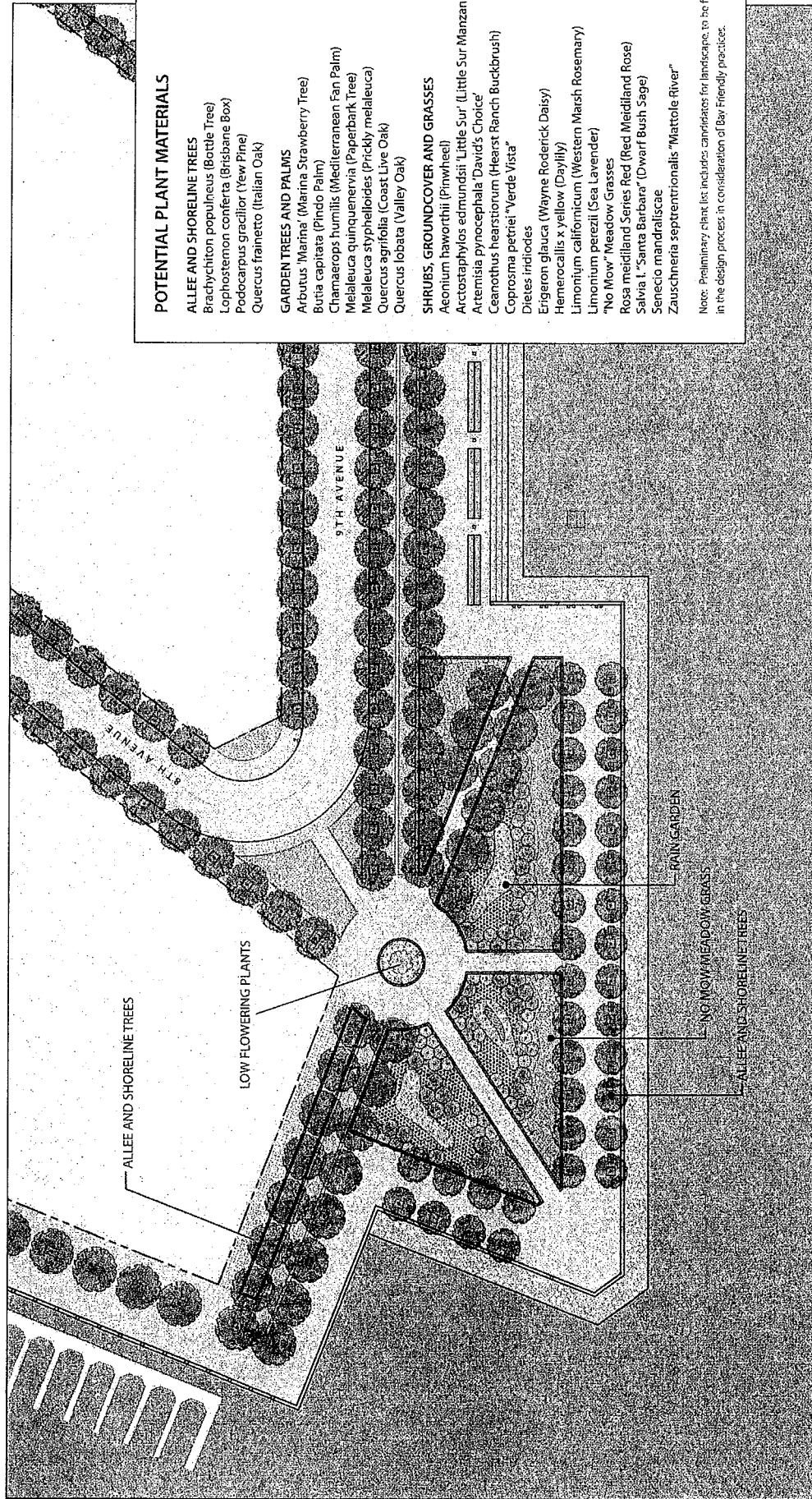
CROSS SECTION AT MAIN DECK EDGE OF CENTRAL SPACE



DETAIL SECTION CC



DETAIL SECTION DD



POTENTIAL PLANT MATERIALS

ALLEE AND SHORELINE TREES

- Brachycton populneus (Bottle Tree)
- Lophostemon confertus (Brisbane Box)
- Podocarpus gracilior (New Pine)
- Quercus frainetto (Italian Oak)

GARDEN TREES AND PALMS

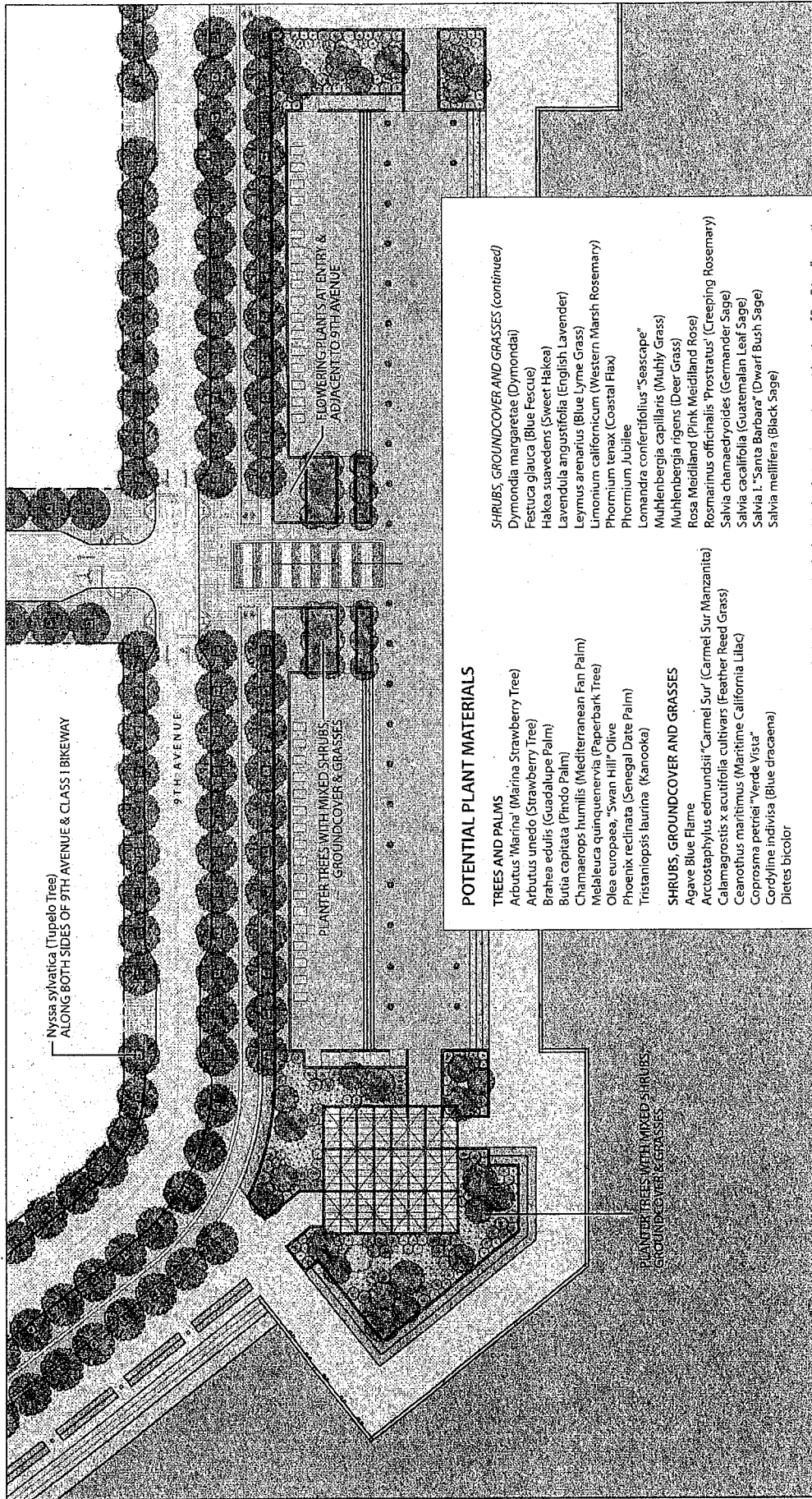
- Arbutus 'Marina' (Marina Strawberry Tree)
- Burta capitata (Pindo Palm)
- Chamaerops humilis (Mediterranean Fan Palm)
- Melaleuca quinquevnia (Paperbark Tree)
- Melaleuca stypheoloides (Prickly melaleuca)
- Quercus agrifolia (Coast Live Oak)
- Quercus lobata (Valley Oak)

SHRUBS, GROUNDCOVER AND GRASSES

- Aconitum haworthii (Pinwheel)
- Arctostaphylos edmundsii 'Little Sur' (Little Sur Manzanita)
- Artemisia pinocephala 'David's Choice'
- Ceanothus hearstiorum (Hearst Ranch Buckbrush)
- Coprosma petriei "Verde Vista"
- Dietes iridoides
- Erigeron glauca (Wayne Roderick Daisy)
- Hemerocallis x yellow (Daylily)
- Limnium californicum (Western Marsh Rosemary)
- Limnium perezii (Sea Lavender)
- "No Mow" Meadow Grasses
- Rosa meidland Series Red (Red Meidland Rose)
- Salvia L. "Santa Barbara" (Dwarf Bush Sage)
- Senecio mandraliscae
- Zauschneria septentrionalis "Mattole River"

Note: Preliminary plant list includes candidates for landscape, to be finalized in the design process in consideration of Bay-Friendly practices.

ALLEE AND SHORELINE WEST GARDENS



POTENTIAL PLANT MATERIALS

TREES AND PALMS

- Arbutus 'Marina' (Marina Strawberry Tree)
- Arbutus unedo (Strawberry Tree)
- Brahea edulis (Guadalupe Palm)
- Butia capitata (Pindo Palm)
- Chamaerops humilis (Mediterranean Fan Palm)
- Melaleuca quinquenervia (Paperbark Tree)
- Olea europaea, 'Swan Hill' Olive
- Phoenix reclinata (Senegal Date Palm)
- Tristaniaopsis laurina (Kanooka)

SHRUBS, GROUND COVER AND GRASSES

- Agave Blue Flame
- Arctostaphylos edmundsii 'Carmel Sur' (Carmel Sur Manzanita)
- Calamagrostis x acutifolia cultivars (Feather Reed Grass)
- Ceanothus maritimus (Maritime California Lilac)
- Coprosma petriei 'Verde Vista'
- Cordylone indivisa (Blue dracaena)
- Dietes bicolor

SHRUBS, GROUND COVER AND GRASSES (continued)

- Dymondia margaritae (Dymondai)
- Festuca glauca (Blue Fescue)
- Hakea suavescens (Sweet Hakea)
- Lavandula angustifolia (English Lavender)
- Leymus arenarius (Blue Lyme Grass)
- Limonium californicum (Western Marsh Rosemary)
- Phormium tenax (Coastal Flax)
- Phormium Jubilee
- Lomandra confertifolius "Seascape"
- Muhlenbergia capillaris (Muhly Grass)
- Muhlenbergia rigens (Deer Grass)
- Rosa Meidiland (Pink Meidiland Rose)
- Rosmarinus officinalis 'Prostratus' (Creeping Rosemary)
- Salvia chamaedryoides (Germanier Sage)
- Salvia cacaifolia (Guatemalan Leaf Sage)
- Salvia L. 'Santa Barbara' (Dwarf Bush Sage)
- Salvia mellifera (Black Sage)

Note: Preliminary plant list includes candidates for landscape, to be finalized in the design process in consideration of Bay-Friendly practices.

CENTRAL PLAZA PLANTER LANDSCAPE

POTENTIAL PLANT MATERIALS

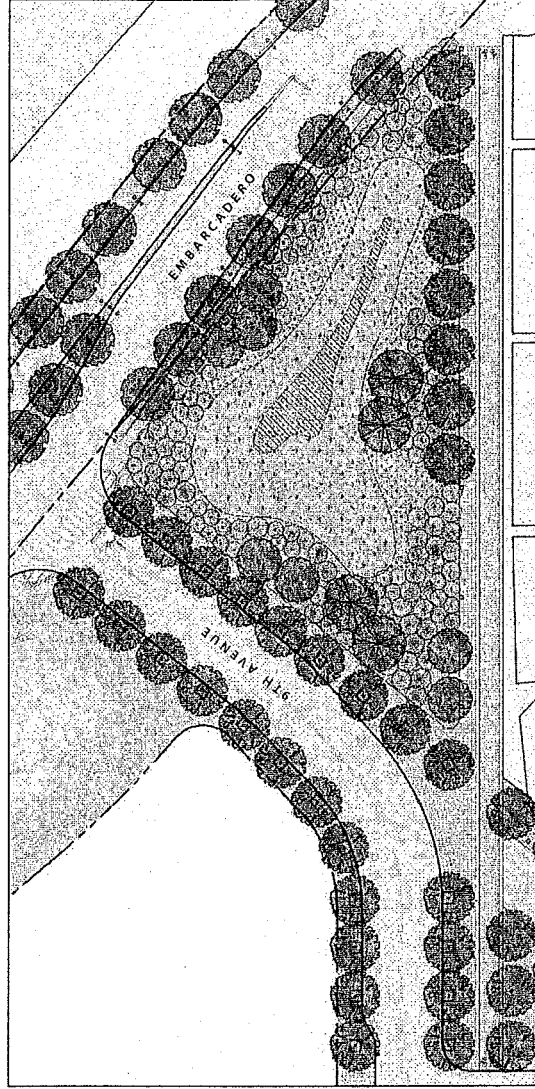
RAIN GARDEN TREES

- Cercocarpus betuloides* (Mountain Mahogany)
- Quercus agrifolia* (Coast Live Oak)
- Quercus lobata* (Valley Oak)
- Platanus X acrifolia* "Columbia" (London Plane Tree)

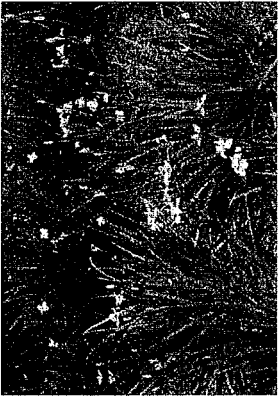
SHRUBS, GROUNDCOVER AND GRASSES

- Arctostaphylos densiflora* "Howard McMinn" (Howard McMinn Manzanita)
- Arctostaphylos edmundsii* "Little Sur" (Little Sur Manzanita)
- Artemisia pyrocephala* "David's Choice" (David's Choice Artemisia)
- Ceanothus x concha* (California Lilac)
- Chondropetalum tectorum* (Cape Rush)
- Cistus salvifolius* "Prostratus" (Gageleaf Rockrose)
- Dietes bicolor* (African Iris)
- Festuca glauca* (Blue Fescue)
- Frangula californica* "Mound San Bruno" (California Coffeeberry)
- Griselinia littoralis*
- Hemerocallis x yellow* (Daylily)
- Leymus arenarius*
- Limonium californicum* (Western Marsh Rosemary)
- Lomandra longifolia* "Breeze"
- Lomandra confertifolius* "Seascape"
- Muhlenbergia capillaris* "Autumn Blush" (Pink Muhly)
- Muhlenbergia rigens* (Deer Grass)
- Loropetalum chinense*
- Rosa californica* (California Wild Rose)
- Salvia L. "Santa Barbara"* (Dwarf Bush Sage)
- Salvia mellifera* (Black Sage)

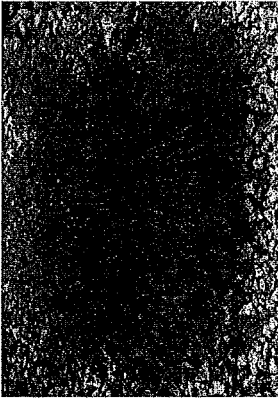
Note: Preliminary plant list includes candidates for landscape, to be finalized in the design process in consideration of Bay-Friendly practices.



EMBARCADERO GATEWAY



Diets iridoides (African Iris)



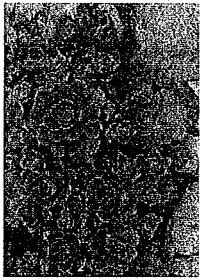
Zauschneria septentrionalis "Matteole River"



Ceanothus hearstiorum (Hearst Ranch Buckbrush)



Anigozanthus "Big Red" (Red Kangaroo Paw)



Aeonium haworthii (Pinwheel)



Erigeron glauca (Wayne Roderick Daisy)



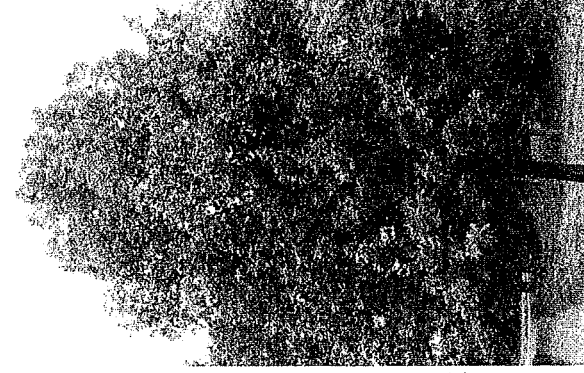
Nyssa sylvatica (Tupelo Tree)



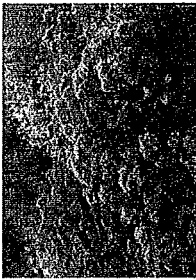
Lophostemon conferta (Brisbane Box)



Brachychiton populneus (Bottle Tree)



Quercus frainetto (Italian Oak)



Limonium perezii (Sea Lavender)



Coprosma petrii "Verde Vista"

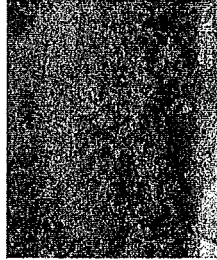
PLANT PALETTE: ALLEE, SHORELINE AND OTHER LINKAGES



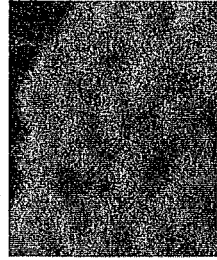
Arbutus 'Marina' (Marina Strawberry Tree)



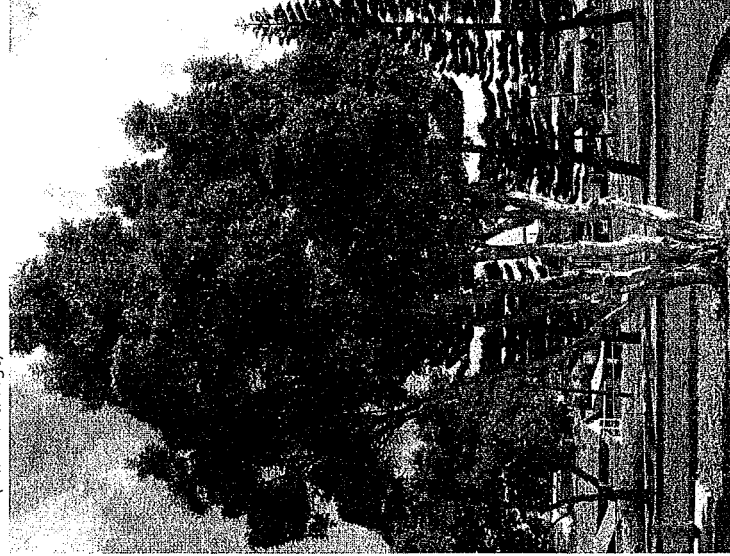
Olea europaea, 'Swan Hill' Olive



Salvia chamaedryoides (Germander Sage)



Festuca glauca (Blue Fescue)



Melaleuca quinquenervia (Paperbark Tree)



Artostaphylos edmundsii "Little Sur"



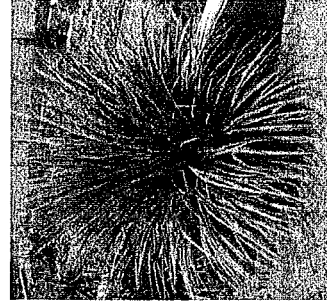
Ceanothus maritimus (Maritime California Lilac)



Rosmarinus officinalis 'Prostratus' (Creeping Rosemary)



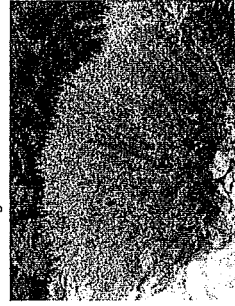
Phormium Jubilee



Cordyline indivisa (Blue dracaena)



Agave Blue Flame

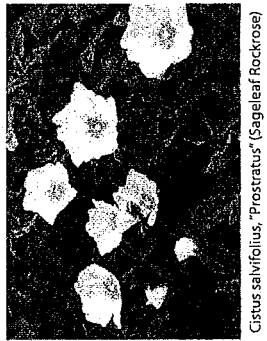


Lavendula angustifolia (Lavender)

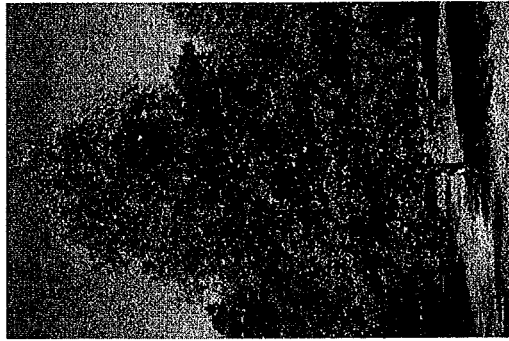
PLANT PALETTE: PLANTER LANDSCAPE



Juncus patens, Elk Blue



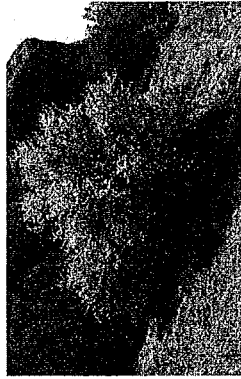
Cistus salvifolius, 'Prostratus' (Sageleaf Rockrose)



Quercus lobata (Valley Oak)



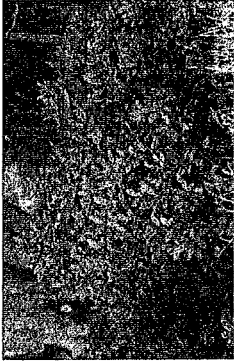
Chondropetalum tectorum (Thatching Reed)



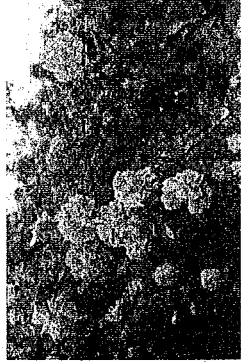
Cercocarpus betuloides (Mountain Mahogany)



Platanus X acerifolia "Columbia" (London Plane Tree)



Frangula californica, "Mound San Bruno"



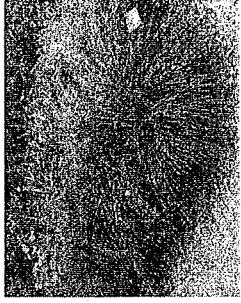
Rosa californica (California Wild Rose)



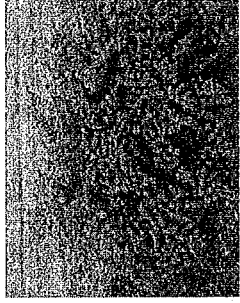
Quercus agrifolia (Coastal Live Oak)



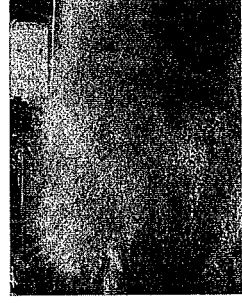
Sisyinchium californicum (Yellow Eyed Grass)



Carex divulsa (Berkeley Sedge)



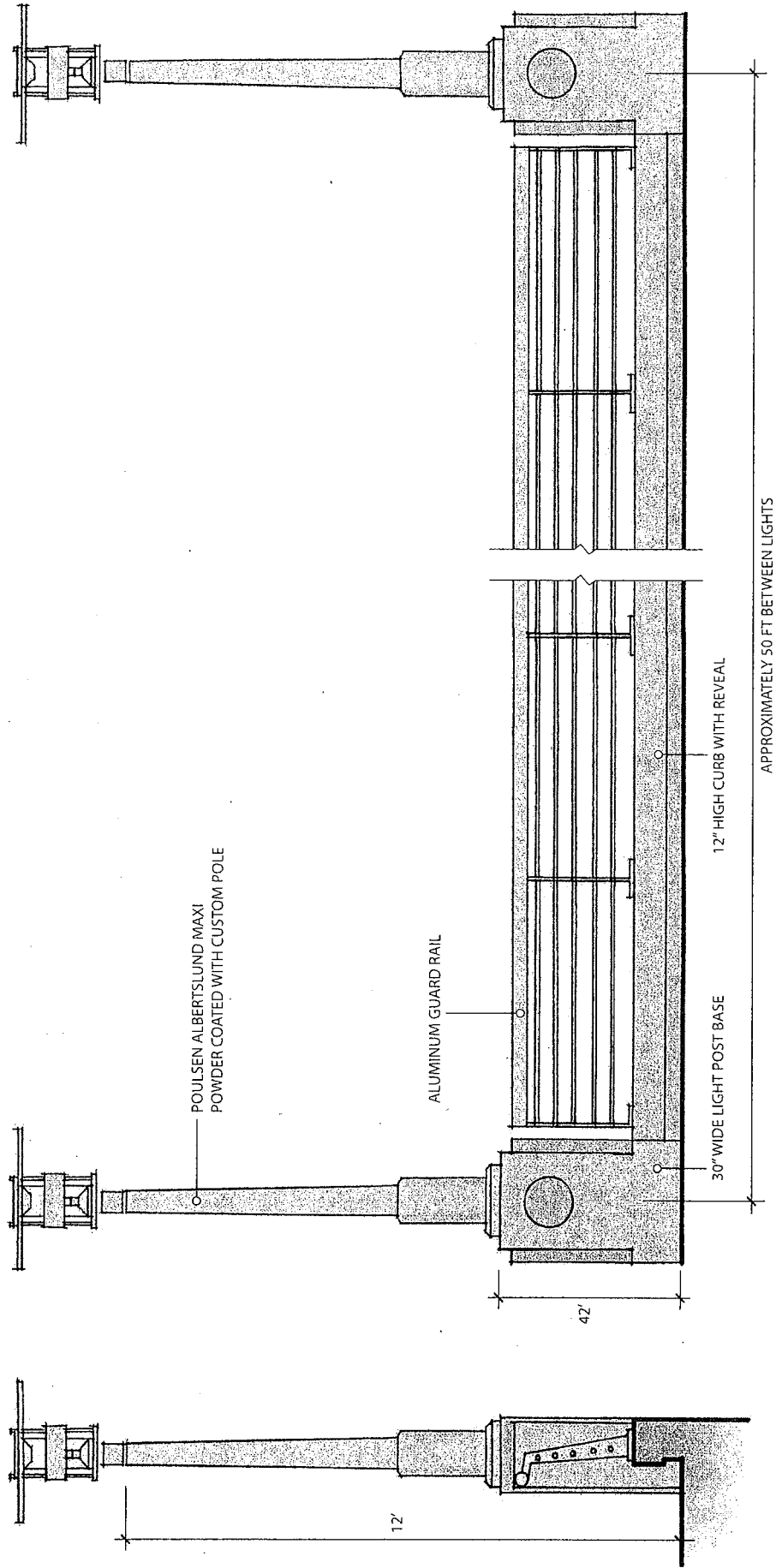
Ceanothus X Concha



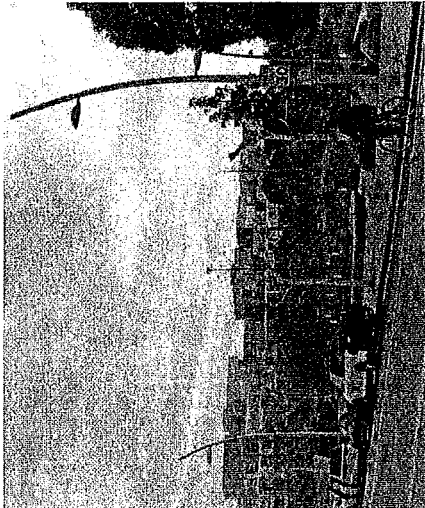
Muhlenbergia capillaris (Pink Muhly Grass)

RAIN GARDENS

SHORELINE PARK DESIGN PLAN: THE DESIGN PLAN DRAWINGS

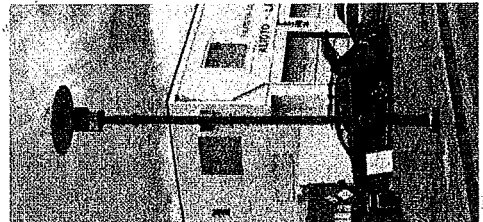
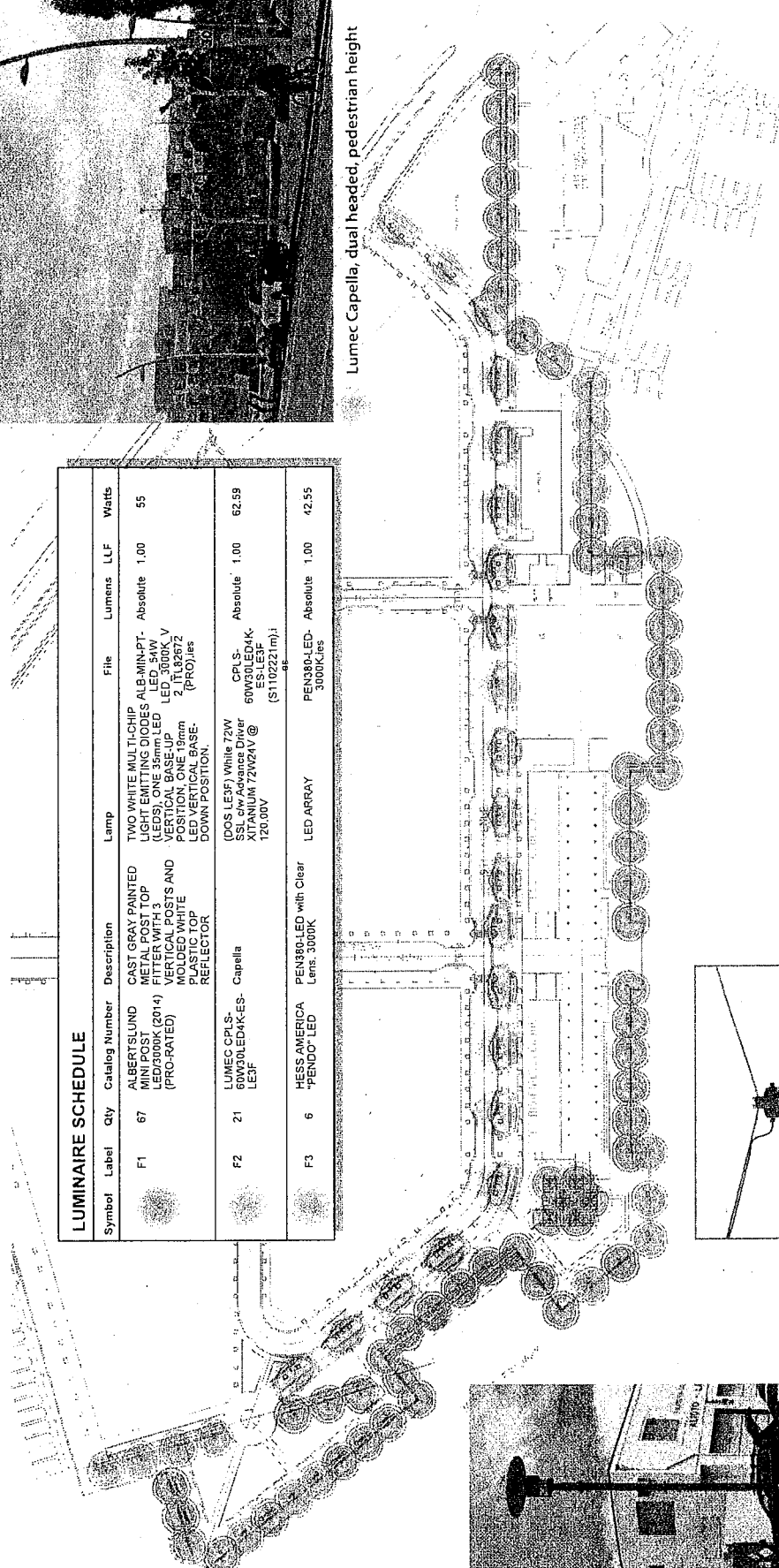


Typical Elevation of Promenade Lighting and Guard Rail

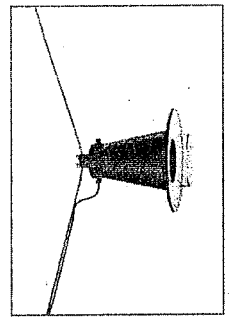


Lumec Capella, dual headed, pedestrian height

Symbol	Label	Qty	Catalog Number	Description	Lamp	File	Lumens	LLF	Watts
F1		67	ALBERTSLUND MINI POST (PRO-RATED)	CAST GRAY PAINTED METAL POST TOP VERTICAL POSTS AND PLASTIC TOP REFLECTOR	TWO WHITE MULTI-CHIP LIGHT EMITTING DIODES (LEDs), ONE 35mm LED VERTICAL BASE-UP DOWN POSITION	ALB-MINI-PT-LED-3000K V 2 (PRO)IES	Absolute	1.00	55
F2		21	LUMEC CPLS-60W30LED4K-ES-LE3F	Capella	(DOS LE3F) White 72W SSL, c/w Advance Driver 120.00V	CPLS-60W30LED4K-ES-LE3F (\$110222/m)	Absolute	1.00	62.59
F3		6	HESS AMERICA "PENDO" LED	PEN380-LED with Clear Lens, 3000K	LED ARRAY	PEN380-LED-3000K.ies	Absolute	1.00	42.95



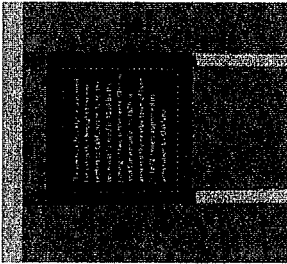
Poulsen Albertslund Maxi (14' tall)



Hess America "Pendo" pendant

LIGHTING CONCEPT

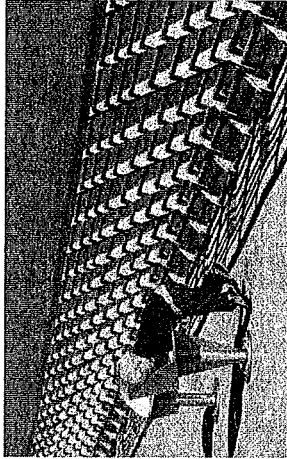
SHORELINE PARK DESIGN PLAN: THE DESIGN PLAN DRAWINGS



Interpretive Signage on Railing



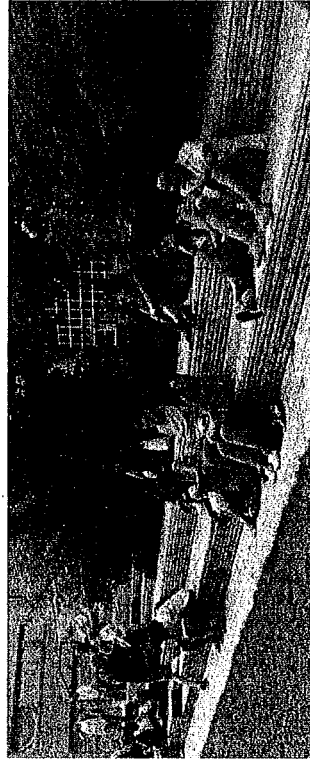
Arbor/Trellis with Vine Planting



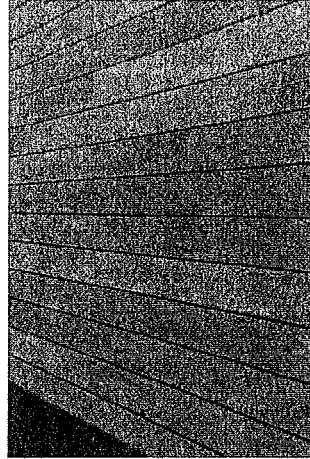
Swivel Chairs at Vista Point



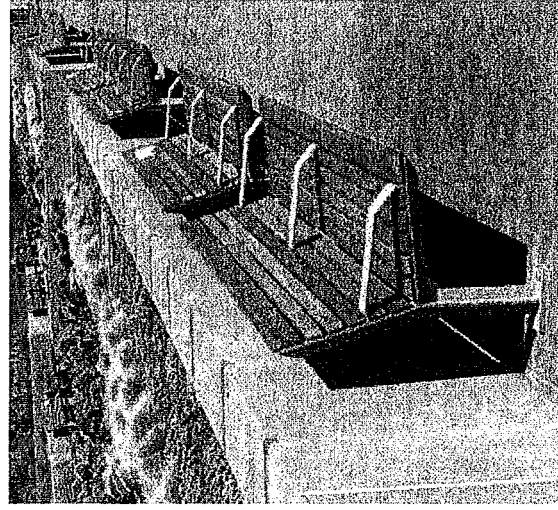
Lounge Chairs on Central Plaza



Seating Steps at Planters



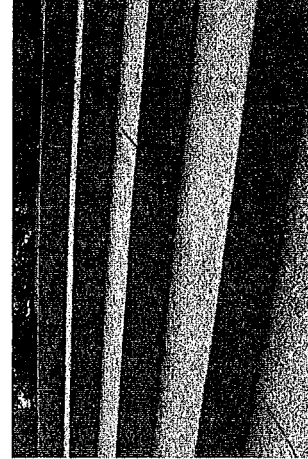
Hardwood Decking



Knight Bench, Forms+Surfaces

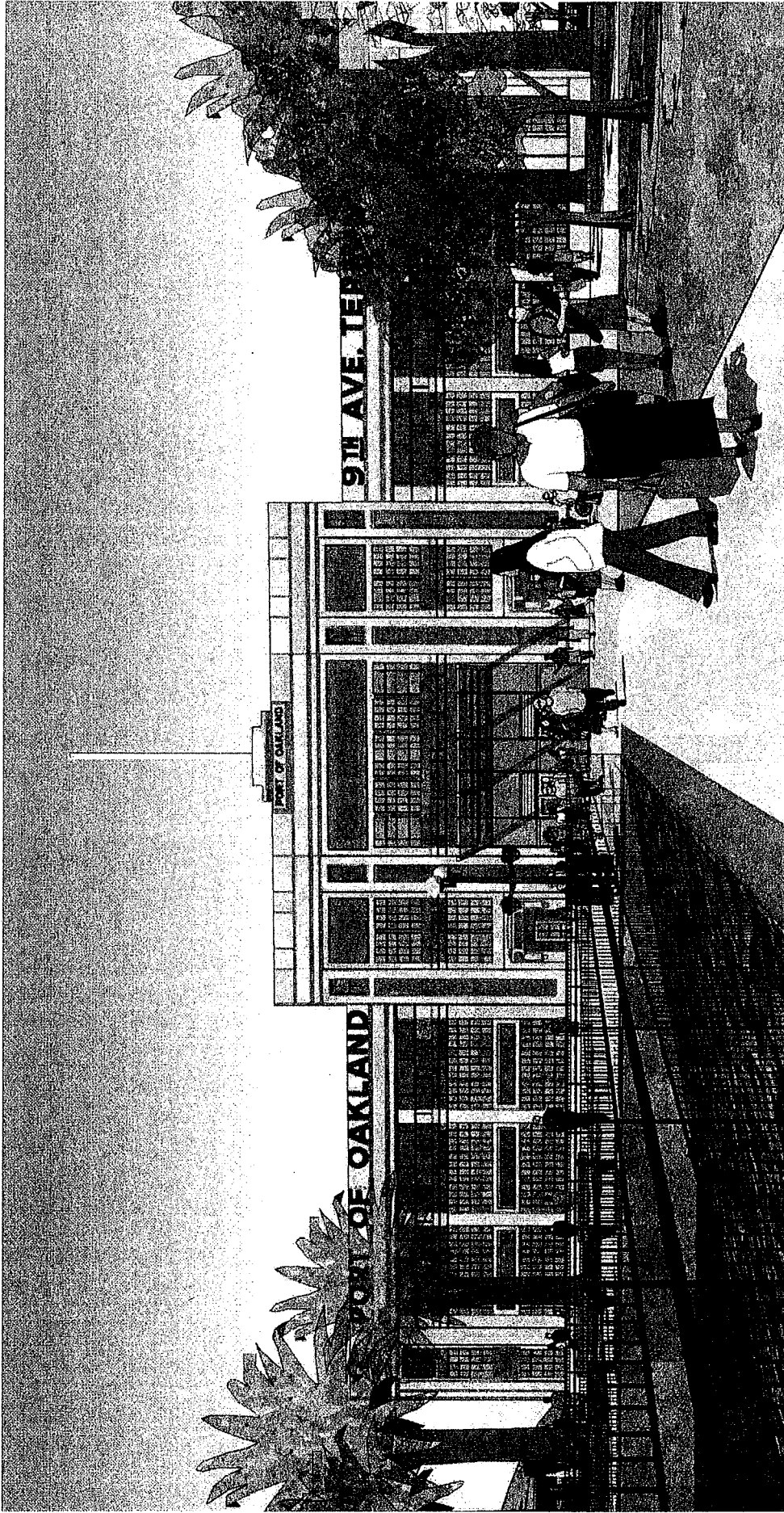


Seating Steps at Water's Edge



Granite Stepped Seating

MATERIALS AND FURNISHINGS PRECEDENT



VIEW FROM BAY TRAIL (EAST)

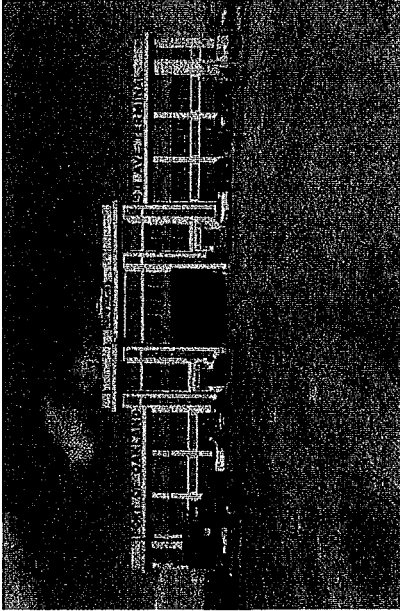


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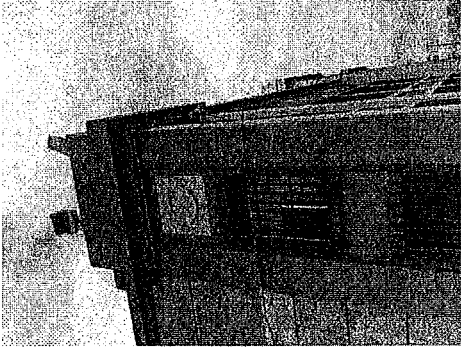
Ninth Avenue Terminal
Oakland, California

June 30, 2014

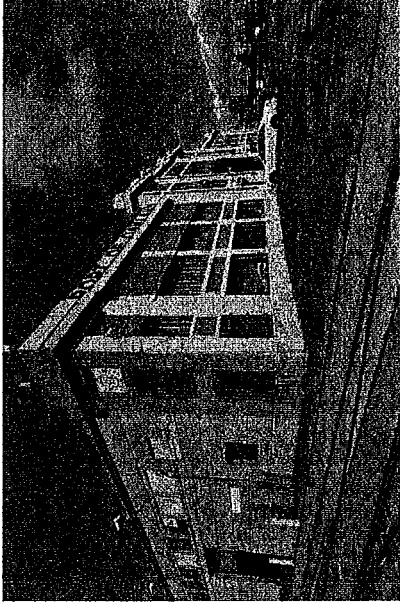
SIGNATURE
DEVELOPMENT
GROUP



FRONT OF BUILDING



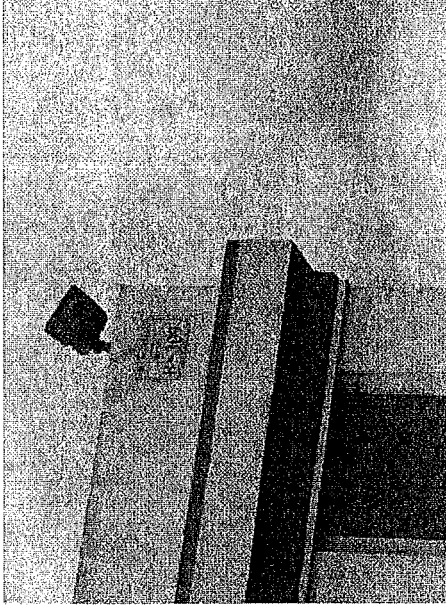
TERRACOTTA DETAIL ON SIDE FACADE



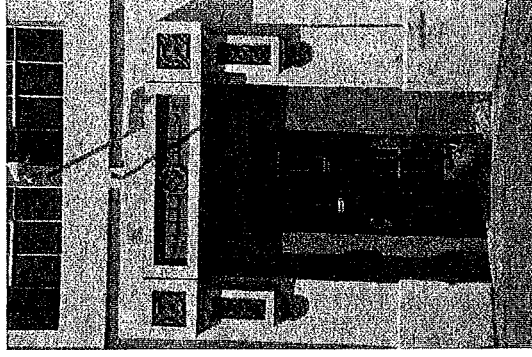
FRONT CORNER - WATER SIDE



LAND SIDE



TERRACOTTA DETAIL ON FRONT FACADE



FRONT DOOR DETAIL

EXISTING PHOTOS

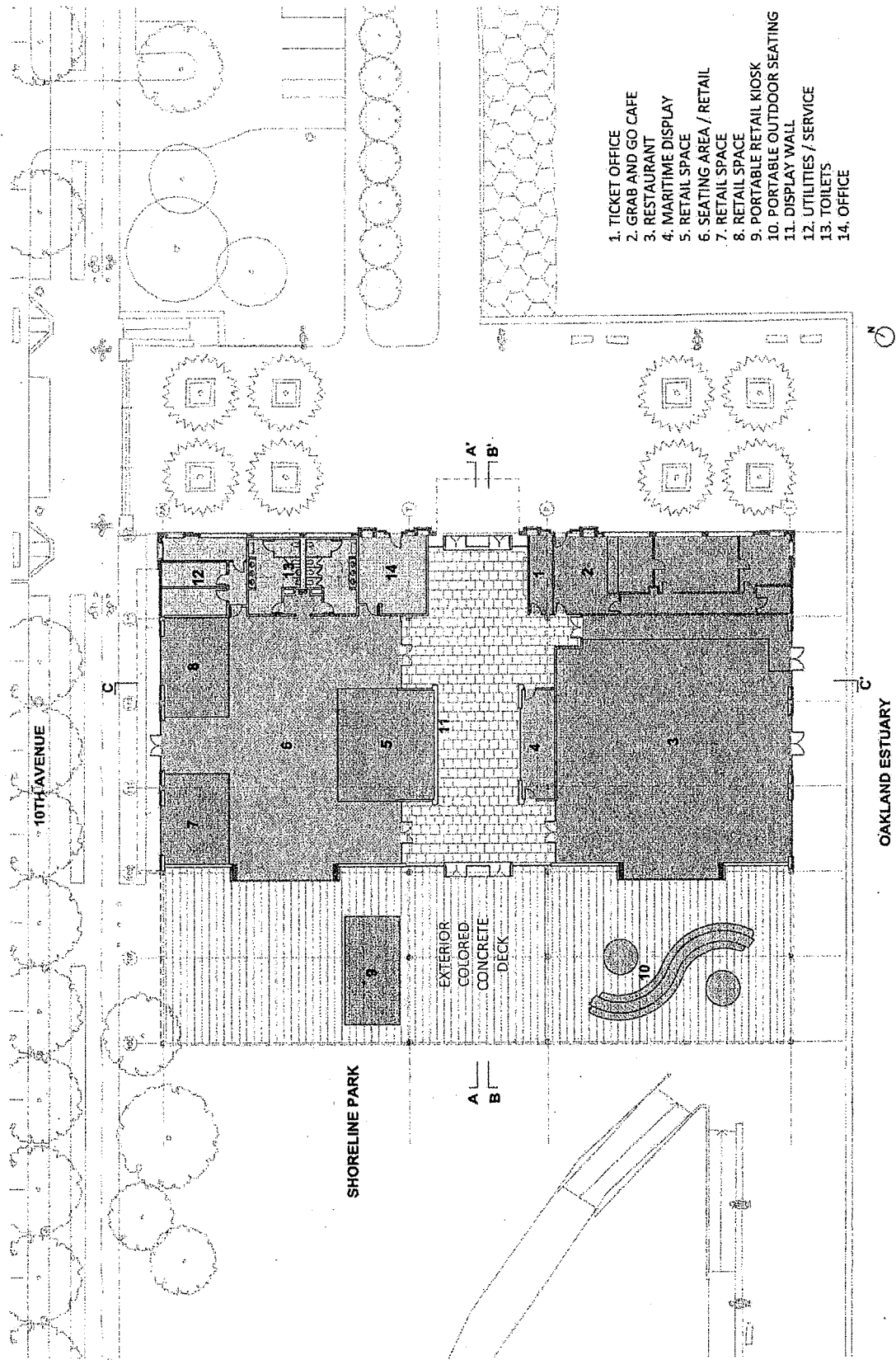


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Ninth Avenue Terminal
Oakland, California

Sept. 30, 2011

SIGNATURE
DEVELOPMENT
GROUP



- 1. TICKET OFFICE
- 2. GRAB AND GO CAFE
- 3. RESTAURANT
- 4. MARITIME DISPLAY
- 5. RETAIL SPACE
- 6. SEATING AREA / RETAIL
- 7. RETAIL SPACE
- 8. RETAIL SPACE
- 9. PORTABLE RETAIL KIOSK
- 10. PORTABLE OUTDOOR SEATING
- 11. DISPLAY WALL
- 12. UTILITIES / SERVICE
- 13. TOILETS
- 14. OFFICE

10/10/2014

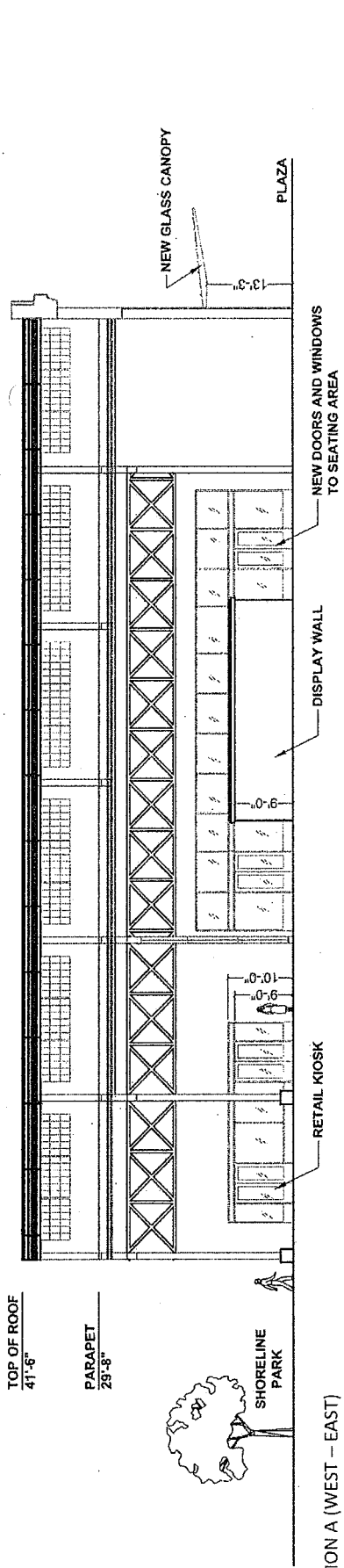
SIGNATURE
DEVELOPMENT
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Ninth Avenue Terminal
Oakland, California

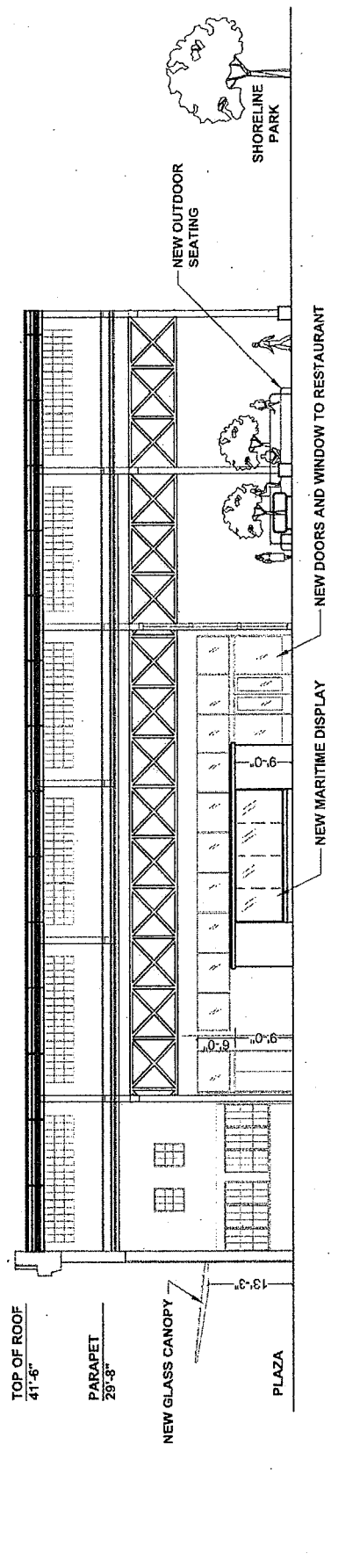
SITE PLAN



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SECTION A (WEST - EAST)



SECTION B (EAST-WEST)

SECTIONS A & B (EAST-WEST)



mwaa architects

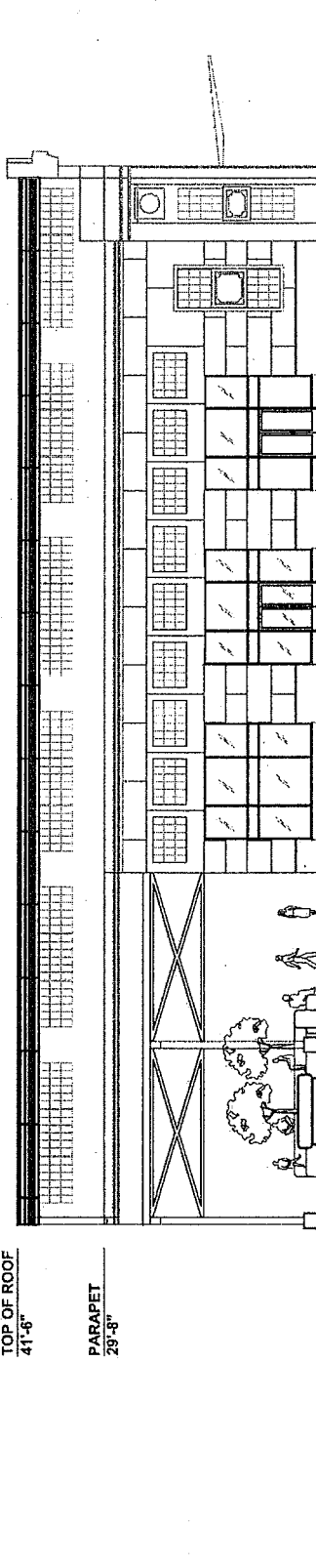
Ninth Avenue Terminal
Oakland, California

SIGNATURE
DEVELOPMENT
GROUP

JUNE 30, 2017

TOP OF ROOF
41'-6"

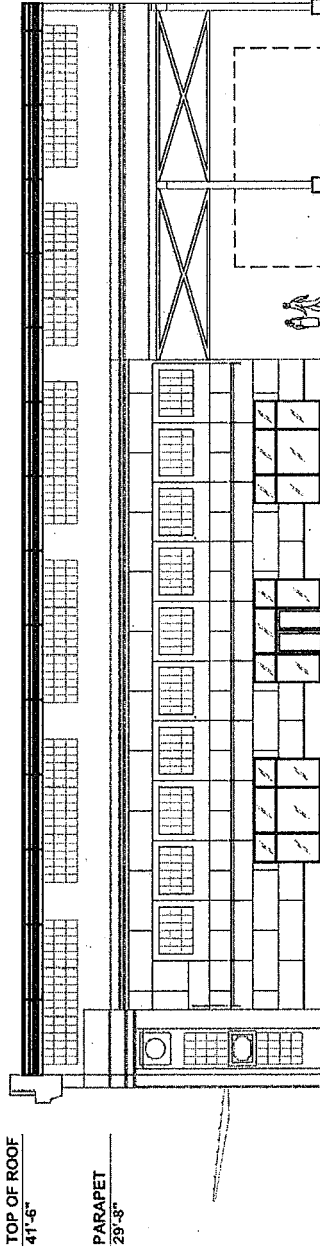
PARAPET
29'-8"



SOUTH ELEVATION - WATER SIDE

TOP OF ROOF
41'-6"

PARAPET
29'-3"



NORTH ELEVATION - LAND SIDE

NORTH AND SOUTH ELEVATIONS



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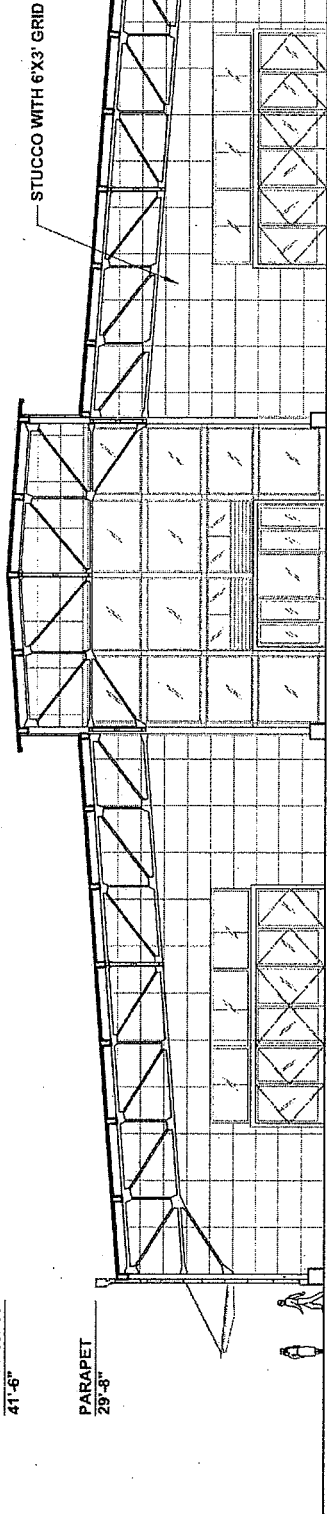
Ninth Avenue Terminal
Oakland, California

DATE: 06-20-10

SIGNATURE
DEVELOPMENT
GROUP

TOP OF ROOF
41'-6"

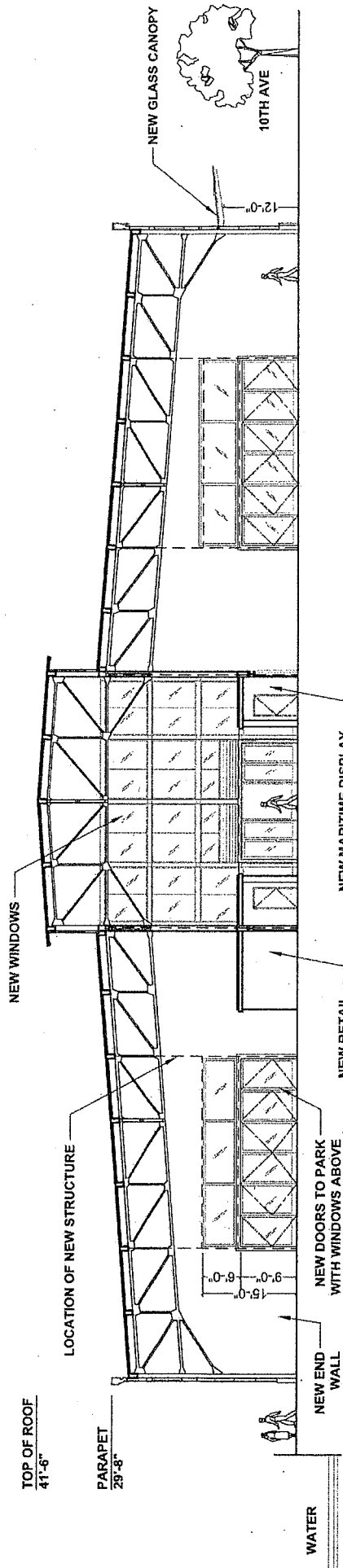
PARAPET
29'-8"



WEST ELEVATION - REAR

TOP OF ROOF
41'-6"

PARAPET
29'-8"



SECTION C (SOUTH-NORTH)

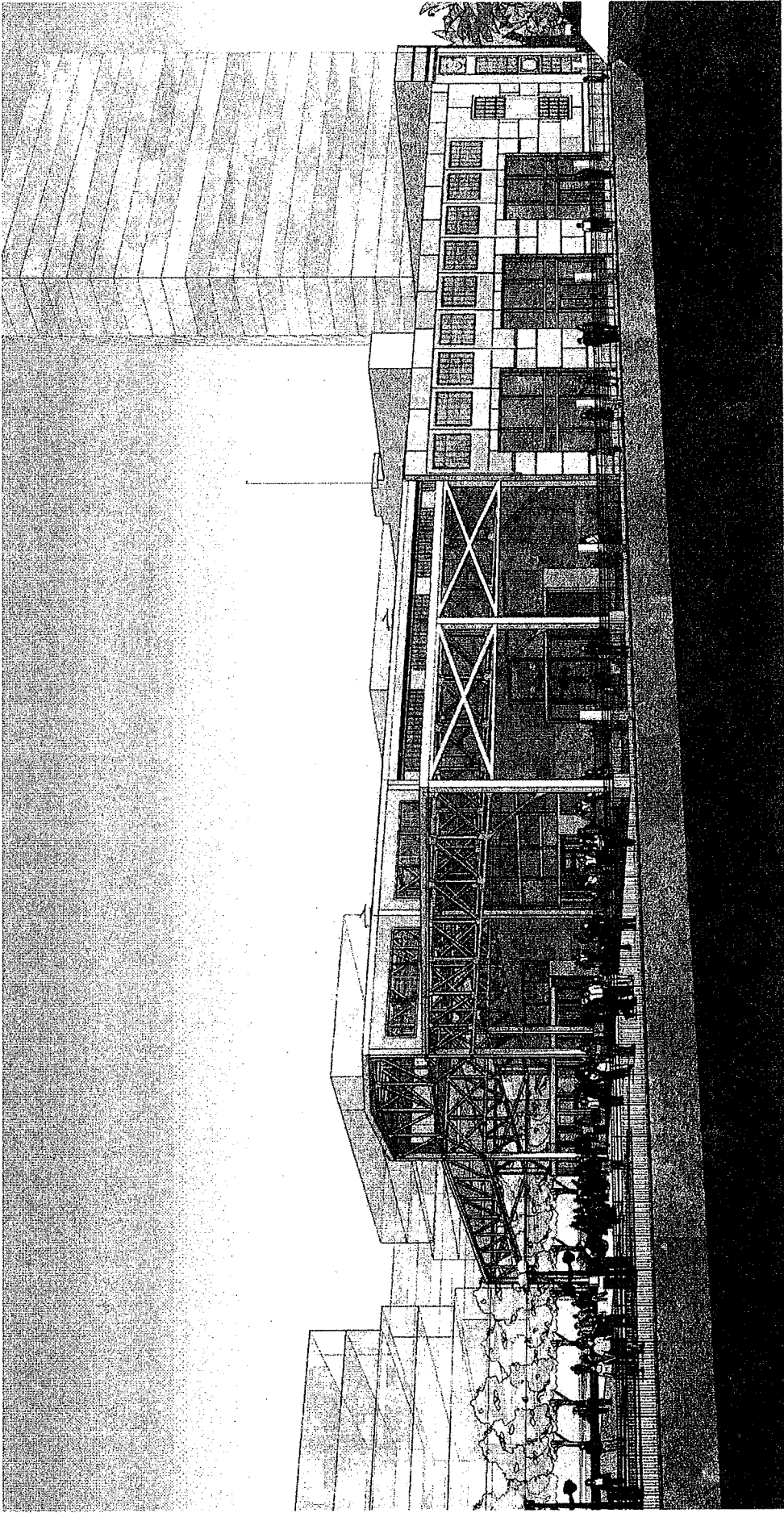
REAR ELEVATION & SECTION C (SOUTH-NORTH)



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Ninth Avenue Terminal
Oakland, California

SIGNATURE
DEVELOPMENT
GROUP



VIEW FROM OAKLAND ESTUARY (SOUTH)

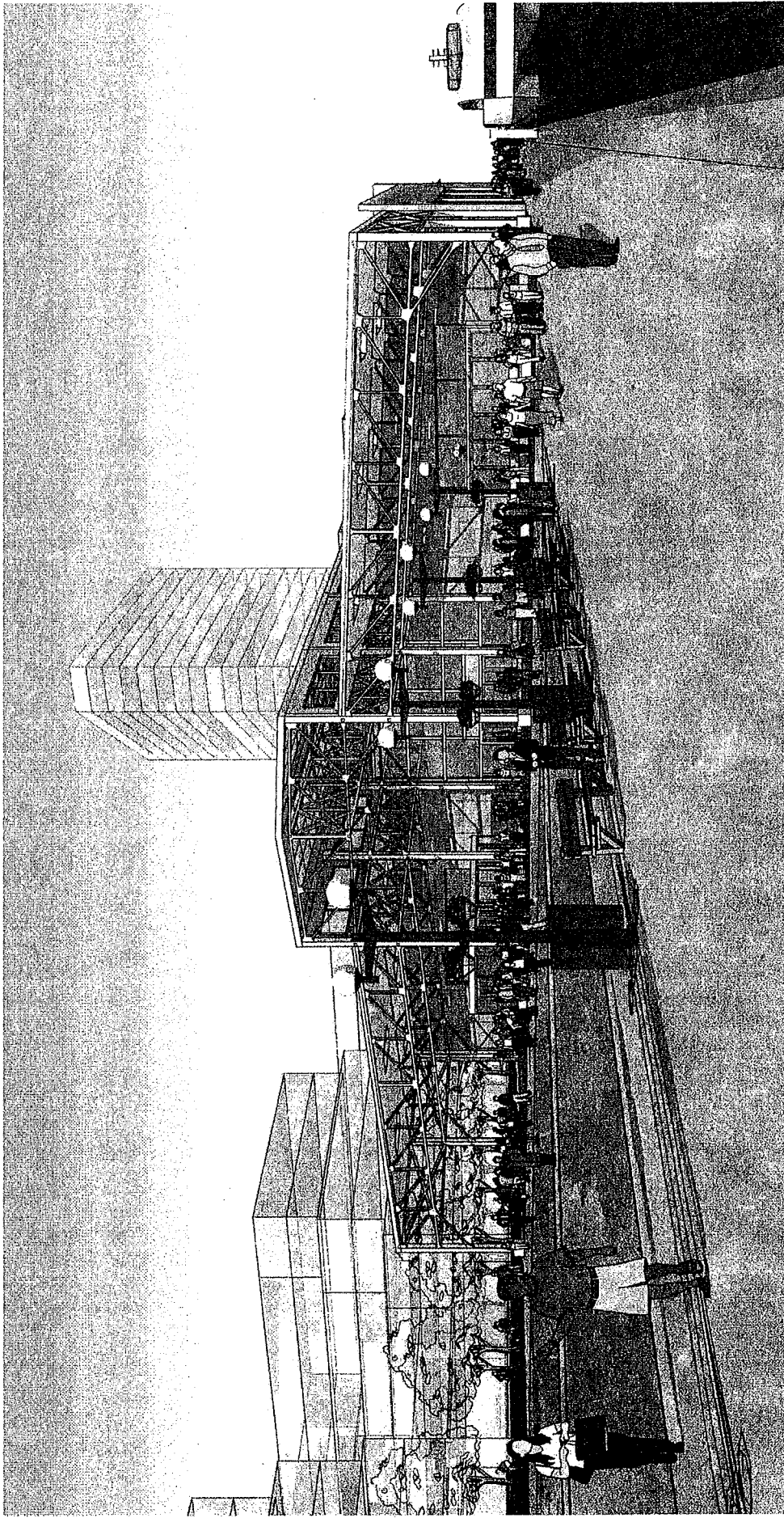


mwa architects


Ninth Avenue Terminal
Oakland, California

June 20, 2014

SIGNATURE
DEVELOPMENT
GROUP



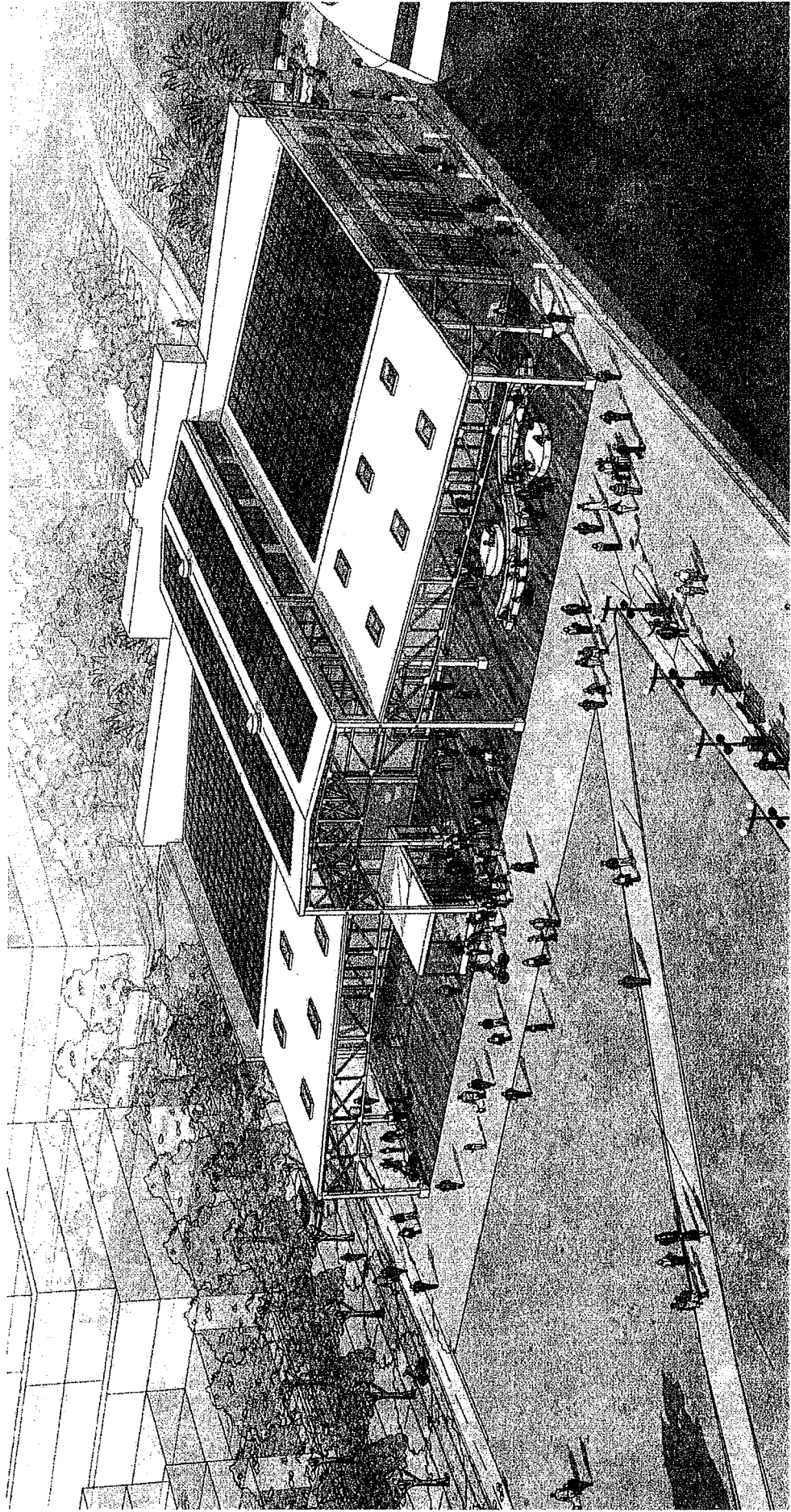
VIEW FROM SHORELINE PARK (WEST)

 mwa architects

Ninth Avenue Terminal
Oakland, California

SIGNATURE
DEVELOPMENT
GROUP

01.10.2017



AERIAL VIEW FROM SOUTHWEST

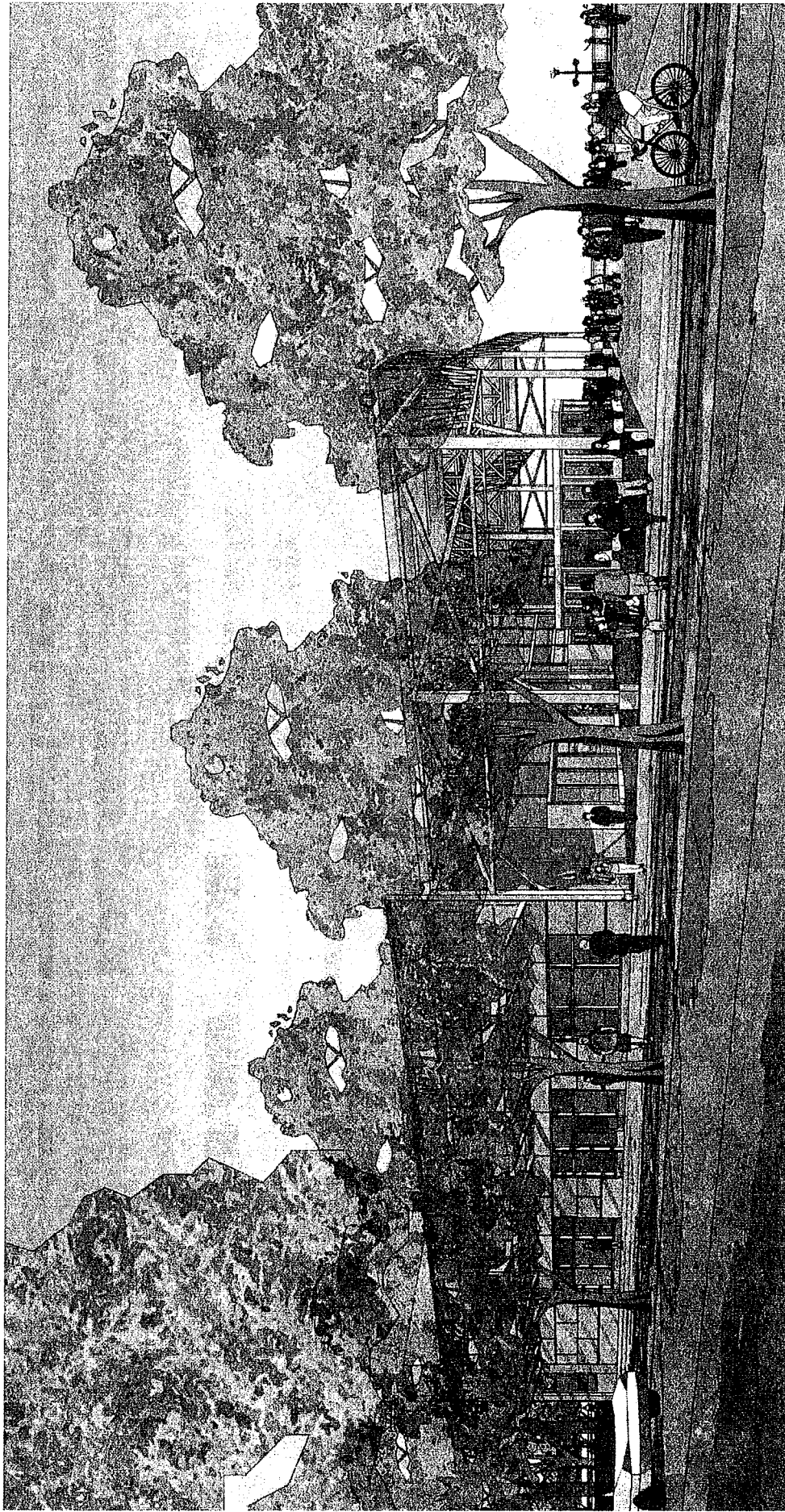


mwa architects

Ninth Avenue Terminal
Oakland, California

DATE: 10/01/14

SIGNATURE
DEVELOPMENT
GROUP



VIEW FROM 10TH AVENUE (NORTH)



mwa architects

Ninth Avenue Terminal
Oakland, California

ARCHITECTURE

SIGNATURE
DEVELOPMENT
GROUP

ATTACHMENT

B

CITY OF OAKLAND
Interoffice Memorandum



Oakland Parks and Recreation

TO: Barry Miller, Chair, Parks and Recreation Advisory Commission
FROM: Catherine Payne, Planner III, Major Projects Division, Bureau of Planning
DATE: April 8, 2015
SUBJECT: **INFORMATION REPORT REGARDING FINAL DEVELOPMENT PERMIT APPLICATION FOR SHORELINE PARK (BROOKLYN BASIN)**

SUMMARY

The purpose of this report is to provide the PRAC with background and information related to implementation of the Brooklyn Basin Project (formerly known as "Oak Street to Ninth Avenue"). The Brooklyn Basin Project land use entitlements were originally approved in 2006 and 2009. At this time, the applicant, Zarsion-OHP 1, LLC (ZOHP) is initiating Phase I improvements. Specifically, the applicant is seeking a Final Development Permit to construct Shoreline Park, including the demolition of a large portion of the 9th Avenue Terminal, as approved under the Preliminary Development Permit. Later this year, staff will request the PRAC to consider FDP findings for Shoreline Park.

PROJECT SITE AND SURROUNDING AREA

Brooklyn Basin generally encompasses a 64-acre site that adjoins the Oakland Estuary to the south, the Embarcadero and I-880 freeway to the north, 10th Avenue to the east, and Fallon Street to the west. The Shoreline Park site is located in the eastern portion of Brooklyn Basin, generally between 9th Avenue and the Oakland Estuary. The Shoreline Park site previously hosted commercial and industrial uses (including the Ninth Avenue Terminal, a retail furniture store, a metal recycling facility, and outdoor storage of shipping containers).

FISCAL IMPACT

There will be no fiscal impact to the City of Oakland related to development and maintenance of Shoreline Park. The project is responsible for both development and maintenance of all Brooklyn Basin parks, including Shoreline Park.

Regarding development costs and responsibilities, the Development Agreement between City of Oakland, Redevelopment Agency of the City of Oakland, and Oakland Harbor Partners, LLC (Development Agreement) Section 4.4.2 states that:

"Developer, at it[s] sole cost, shall be responsible for the construction of the Public Open Space improvements for that portion of the Public Open Space located east of the Lake Merritt Channel pursuant to plans approved by the City, which plans shall be substantially similar to the conceptual plans included within the Project Approvals... Notwithstanding the foregoing to the contrary, Developer shall have the right to fund all or a portion of the costs associated with the construction of the Public Open Space improvements through the CFD {Community Facilities District}."

In summary, the Development Agreement states that the developer, ZOHP, is responsible for construction and delivery of park improvements to the City of Oakland.

Regarding future ongoing park maintenance, the Development Agreement assumes maintenance to be undertaken by the project:

"The City and Developer shall work together to form the CSD {Community Services District} (Section 4.4.4)... The CSD would be responsible for day to day maintenance of the following public improvements pursuant to the Minimum Maintenance Standards attached hereto as Exhibit F: (i) the improvements within the Public Open Space (including, without limitation, the pile supported deck underlying Shoreline Park) (Section 4.4.4.2)... Regardless of whether or when the CSD is formed, (i) the CFD shall be formed, and (ii) full funding established and authorized as necessary to fulfill in perpetuity (A) the maintenance and service obligations specified in this Section 4.4 or otherwise specified for inclusion in the CSD or CFD budget..." (Section 4.4.4.4)

In summary, the DA states that a CSD and/or CFD or other separate financial tool, acceptable to the City will fund park maintenance and not the City of Oakland.

Staff is currently working with the developer, ZOHP, to establish a Community Facilities District and other financial tools to provide park maintenance that ensure no City of Oakland responsibility, consistent with the terms of the Development Agreement.

PROJECT DESCRIPTION

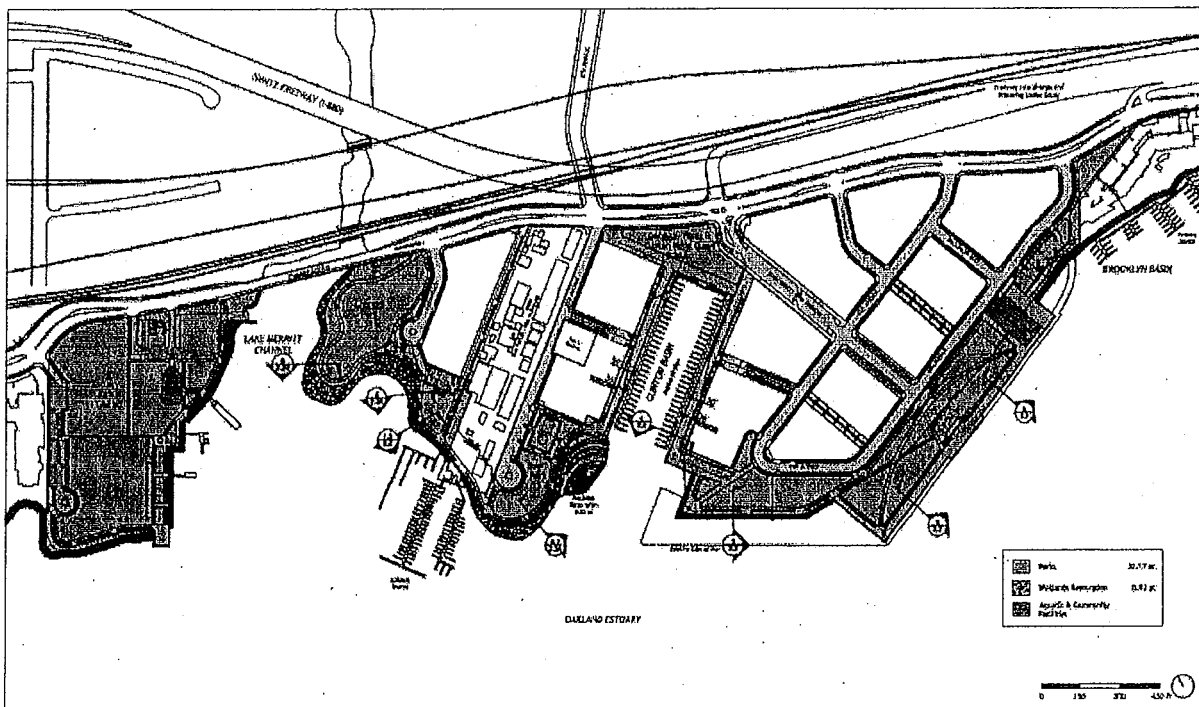


Figure 1: Brooklyn Basin Parks (Shoreline Park is the southeastern most park)

ZOHP is initiating final permit applications to develop Shoreline Park. Shoreline Park is the first of three new parks that are planned as part of the approved Brooklyn Basin project. Shoreline Park is the southeastern most park at the Brooklyn Basin site (immediately east of 9th Avenue), sited generally where the 9th Avenue Terminal is currently located. ZOHP received preliminary land use entitlements for the park and demolition of the 9th Avenue Terminal in 2009. At this time, the remaining City of Oakland requirements to allow issuance of construction-related permits for the park include:

- Demolition Findings for the 9th Avenue Terminal (Landmarks Preservation Advisory Committee—LPAB-- recommendation to Planning Commission--PC);
- Submittal of an application to designate the 9th Avenue Terminal as a City of Oakland Landmark (LPAB and PC recommendation to City Council); and
- Final Development Permit for Shoreline Park, including the remaining portion of the 9th Avenue Terminal (LPAB and Parks and Recreation Advisory Committee—PRAC-- recommendation to PC).

ZOHP has submitted a Final Development Permit (FDP) application for Shoreline Park, as well as a Landmark Application for the 9th Avenue Terminal. As of this writing, staff has not deemed either application complete. However, in the interest of seeking early public and City input, staff is providing information to and seeking guidance from the PRAC regarding the project status and proposed design.

The planned Shoreline Park is approximately 10 acres, much of which is located on an existing pile-supported wharf over the Bay. The approved design includes demolition of approximately 90 percent of the 9th Avenue Terminal, and historic preservation of the southeastern portion of the building. The park is envisioned to host periodic special events. There are 30 off-street parking spaces and up to 60 on-street parking spaces (public spaces located on 9th Avenue, adjacent to the park). The PDP included an open lawn area occupying up to four acres of the site; however, due to structural limitations of the wharf, the FDP application includes wood decking in lieu of lawn.

Attachment A provides the plans submitted by ZOHP to initiate the FDP application, and includes both conceptual park plans and the proposed 9th Avenue Terminal building design.

BACKGROUND

City of Oakland Land Use Entitlements

The planned Brooklyn Basin Project consists of a mix of residential, retail/commercial, civic, and parks and open space uses preliminarily approved by the Planning Commission on March 15, 2006, and for which a Development Agreement was executed on July 18, 2006 by the City Council. Following a legal challenge, final entitlements were granted in 2009. The project sponsors plan to construct up to 3,100 residential units, 200,000 square feet of ground-floor commercial space, a minimum of 3,950 parking spaces, 29.9 acres of parks and public open space, two renovated marinas (total of 170 boat slips), and an existing wetlands restoration area. The existing buildings on the site will be demolished with the exception of a portion of the Ninth Avenue Terminal shed building and the Jack London Aquatic Center. The project does not include approximately six acres of privately-

held property along and east of 5th Avenue that contains a mix of commercial and industrial uses, as well as a small community of work/live facilities.

Over the past year, ZOHP has worked with the City of Oakland to comply with the terms of the zoning regulations, Development Agreement (DA), Planned Unit Development permit (PUD), Environmental Impact Report (EIR) and the adopted project Conditions of Approval (CoAs) to prepare the Phase I site for parcel development activities. Parcel development cannot occur until a Final Map is issued, and specific CoAs must be met prior to issuance of the first Final Map. To this end, the applicant has worked to complete the following milestones toward issuance of the first Final Map (this matrix represents the highlights of the applicant's activities and is not exhaustive):

Summary of Brooklyn Basin Milestones March 2015

Milestone	Required by	Status
Land Use Entitlements (DA, PUD/PDP, GPA, Rezone, EIR)	Oakland Municipal Code	Complies: Initial (challenged) approval 7/18/2006; Final approval 1/2009
Schematic Master Improvement Plan	CoA 33, Prior to issuance of site development grading permit	Complies: Submitted to the City of Oakland and revised based on City comments 3/2014; City Engineer approval 5/2014
Soil remediation (grading/surcharge permits)	EIR MM H, Prior to issuance of site development building permits	Complies: Activities initiated 6/2014
Sale of Parcels F, G and T to the City of Oakland	CoA 48: 90 days after determination of Finished Lots or earlier	Complies: Close of escrow 8/2014 (prior to Finished Lot)
Phase I Infrastructure FDP	Zoning regulations	Approved by Planning Commission 11/14
CFD	CoA 38, Prior to issuance of first Final Map	In process as of this writing
Final TDM	EIR MM B and C, CoA 22, Prior to approval of FDP	Complies: Planning Commission recommendation 11/5/14; City Council consideration pending
Submittal of CC&Rs	CoA 30, Prior to submittal of First Final Map	Complies: 8/2014

The PUD includes two permitting phases: the Preliminary Development Permit (PDP) and the Final Development Permit (FDP). The PDP was approved as part of the PUD approval in 2006. The PDP represents schematic design of Shoreline Park (and is shown in Attachment B to this report). The FDP is intended to represent design development of the approved PDP—it should be consistent with and an evolution and refinement of the approved PDP. In considering approval of an FDP application, the Planning Commission is asked to make “written findings that the Final Development Plan is in substantial conformance with the Preliminary Development Plan...” (Planned Waterfront Zoning District Section PWD-4.060). The PRAC, in turn, will be asked to make a recommendation to the Planning Commission for all future Brooklyn Basin Park FDP applications based on the required findings.

State Lands Jurisdiction

The Public Trust Policy for the California State Lands Commission controls waterfront land uses generally (and Shoreline Park, specifically), as follows:

Uses of trust lands, whether granted to a local agency or administered by the State directly, are generally limited to those that are water dependent or related, and include commerce, fisheries, and navigation, environmental preservation and recreation. Public trust uses include, among others, ports, marinas, docks and wharves, buoys, hunting, commercial and sport fishing, bathing, swimming, and boating. Public trust lands may also be kept in their natural state for habitat, wildlife refuges, scientific study, or open space. Ancillary or incidental uses, that is, uses that directly promote trust uses, are directly supportive and necessary for trust uses, or that accommodate the public's enjoyment of trust lands, are also permitted. Examples include facilities to serve visitors, such as hotels and restaurants, shops, parking lots, and restrooms. Other examples are commercial facilities that must be located on or directly adjacent to the water, such as warehouses, container cargo storage, and facilities for the development and production of oil and gas. Uses that are generally not permitted on public trust lands are those that are not trust use related, do not serve a public purpose, and can be located on non-waterfront property, such as residential and nonmaritime related commercial and office uses.

In summary, applicable State Lands jurisdiction requires Shoreline Park uses to be waterfront-related and public in nature.

Bay Conservation and Development Commission

With regards to the Shoreline Park project, The Bay Conservation and Development Commission (BCDC) has jurisdiction over the 100 feet of land inland from the San Francisco Bay shoreline and requires the provision of a minimum 10-foot wide section of the Bay Trail through all redeveloped bayfront parcels in their jurisdiction, as well as “maximum feasible public access” (Shoreline Spaces: Public Access Design Guidelines for the San Francisco Bay, BCDC). More specifically, Shoreline Park is subject to a BCDC Permit (No. 2006.007.01) that is generally consistent with the PDP (see Attachment B), and includes: 345,000 square feet of access, including a public fountain, 40 benches, pedestrian-scale lighting, wharf railings, one Bay Trail directional map, four interpretive/historic markers, a vertical trail marker; a 24,600 square-foot rain garden for stormwater

detention, as well as public access improvements along the train trestle located to the northeast of the Ninth Avenue Terminal.

Public Comments to Date

The LPAB previously reviewed the Shoreline Park FDP application at their regularly scheduled meeting on March 9, 2015. In addition, the LPAB held a public hearing on the information item. The following comments were received:

- LPAB:
 - Landmark application:
 - Prefer to process Landmark application sooner rather than later (prior to demolition)
 - Would like to receive an application to landmark entire building
 - *Staff note: CoA 25.b(5) states project requirement as: ...an application to nominate the remaining portion of the building and the site as a City of Oakland landmark*
 - Can 2004 landmark application be revived?
 - Would like applicant to work with community to submit application
 - LPAB might receive two separate applications at two different times
 - Design:
 - Park design should incorporate references to extent and footprint of historic building: carry evidence of building out into landscape (keep pedestals/columns)
 - Ensure long-term maintenance of unique park features
 - Need more public amenities: restrooms, seating and gathering areas
 - Park feels vast and empty:
 - Invigorate space with pop-up retail and activities;
 - Indicate immense scale of 9th Avenue Terminal;
 - Express landscape that might have been there historically
 - Established a subcommittee:
 - Andrews and MacDonald volunteered to be on subcommittee
- Public Speakers:
 - Naomi Schiff:
 - Likes Michael Willis design for the remaining portion of the 9th Avenue Terminal
 - Mark the original portion of the building to indicate the earlier (vs. the later) construction phase of the building
 - Park design is not adequately detailed
 - Does not support landmarking the building: this is a remnant of a facility and landmarking such would be an insult
 - Believes the wharf may be historic given its' age
 - No high-end restaurant
 - Integrate indoor/outdoor space
 - Joyce Roy:
 - How many building bays is the project required to preserve?
 - *Staff note: The required retention of twenty thousand square feet of the original building is accommodated by retention of four building bays;*

keeping an additional two bays as outdoor space is not part of the required building retention

- Designate entire building as a landmark, as the planned project may never happen

NEXT STEPS

The purpose of this report is to provide background information regarding the Brooklyn Basin Shoreline Park PDP, provide the PRAC with the preliminary Shoreline Park FDP submittal, and provide clarity to and respond to questions from the PRAC and community members regarding the remaining decision-making process for development of the park.

In the future, the PRAC will be asked to conduct design review and make a recommendation regarding the required FDP findings. As noted above, the required Planning Commission findings are “that the Final Development Plan is in substantial conformance with the Preliminary Development Plan...” (Planned Waterfront Zoning District Section PWD-4.060).

RECOMMENDATION

Staff recommends the PRAC:

- A. Accept this informational report;
- B. Review the attached plans (Attachment A);
- C. Provide early comment on the FDP submittal and required findings; and
- D. Identify any outstanding information needs.

Respectfully submitted,

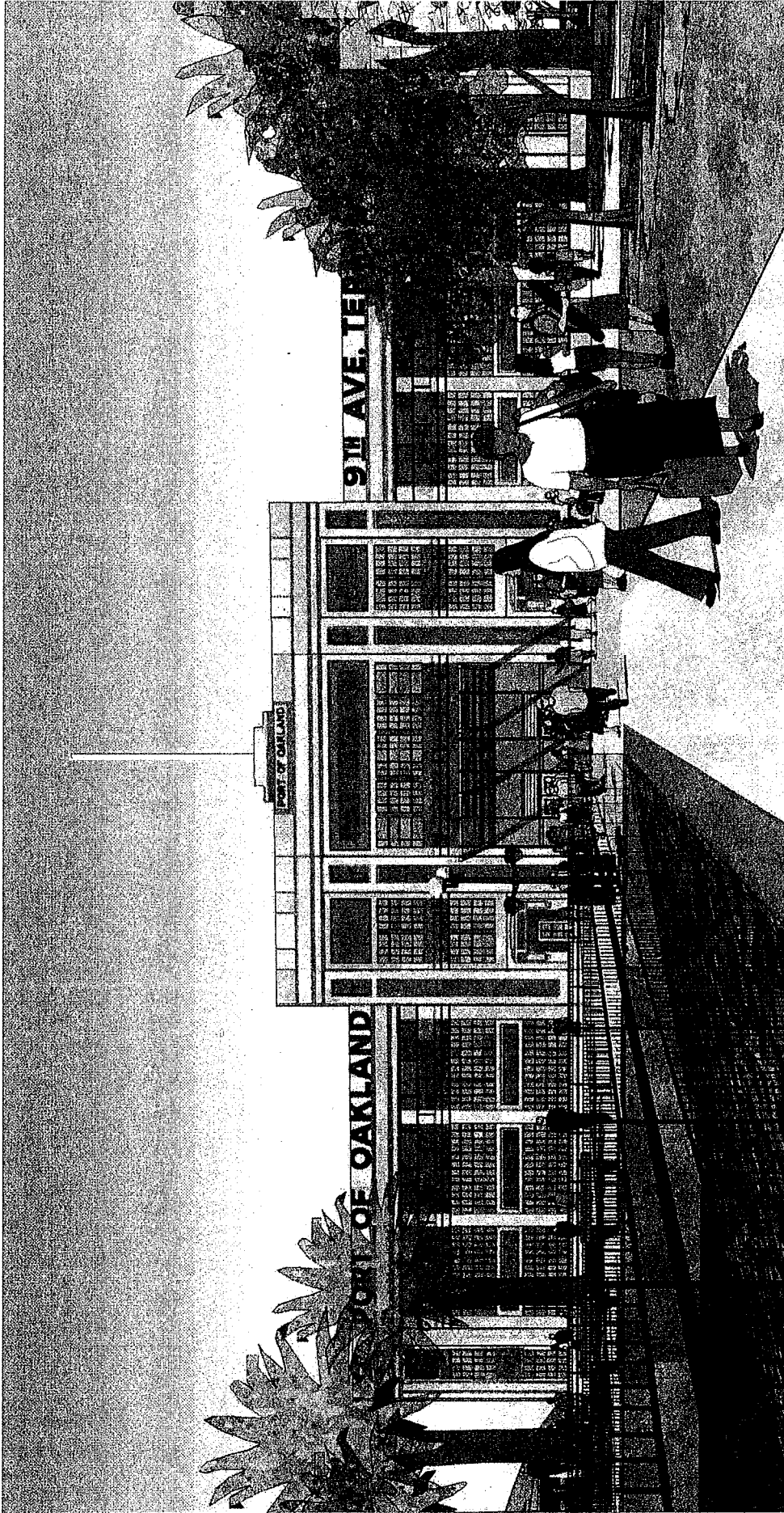


CATHERINE PAYNE, Planner III
Development Planning Division

Attachment A: Shoreline Park FDP Submittal (February 2015)

Attachment B: Brooklyn Basin Approved PDP (2006)

Attachment C: Development Agreement Exhibit F



VIEW FROM BAY TRAIL (EAST)

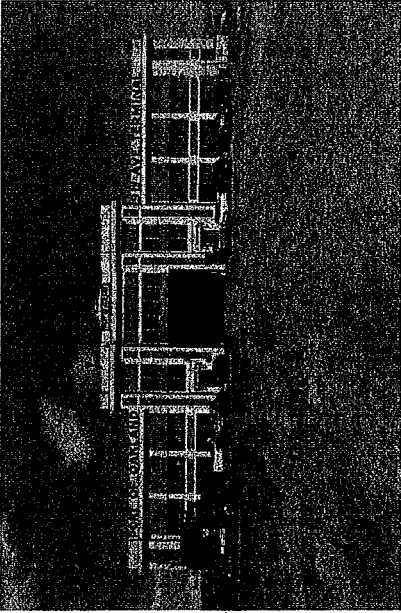


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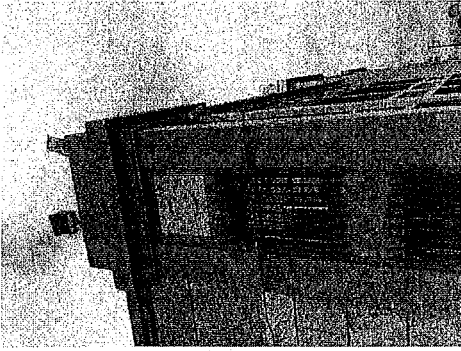
Ninth Avenue Terminal
Oakland, California

June 20, 2014

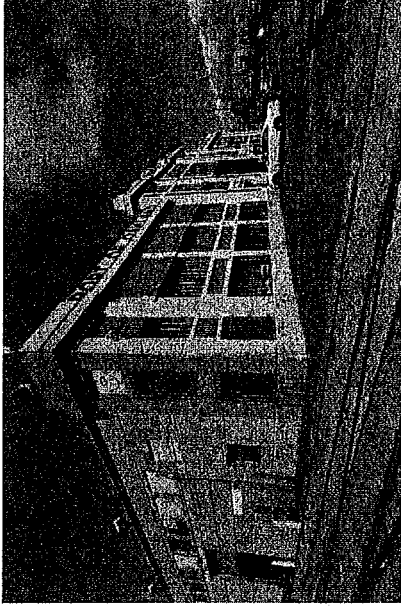
SIGNATURE
DEVELOPMENT
GROUP



FRONT OF BUILDING



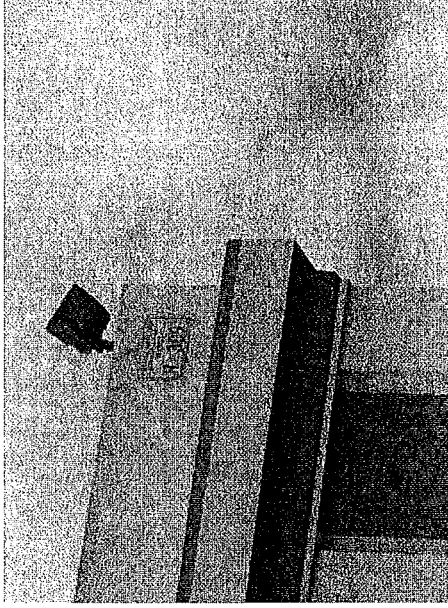
TERRACOTTA DETAIL ON SIDE FACADE



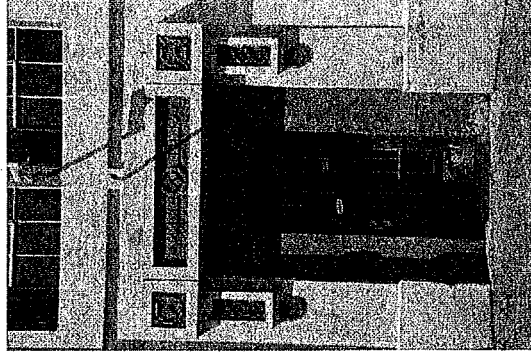
FRONT CORNER — WATER SIDE



LAND SIDE



TERRACOTTA DETAIL ON FRONT FACADE



FRONT DOOR DETAIL

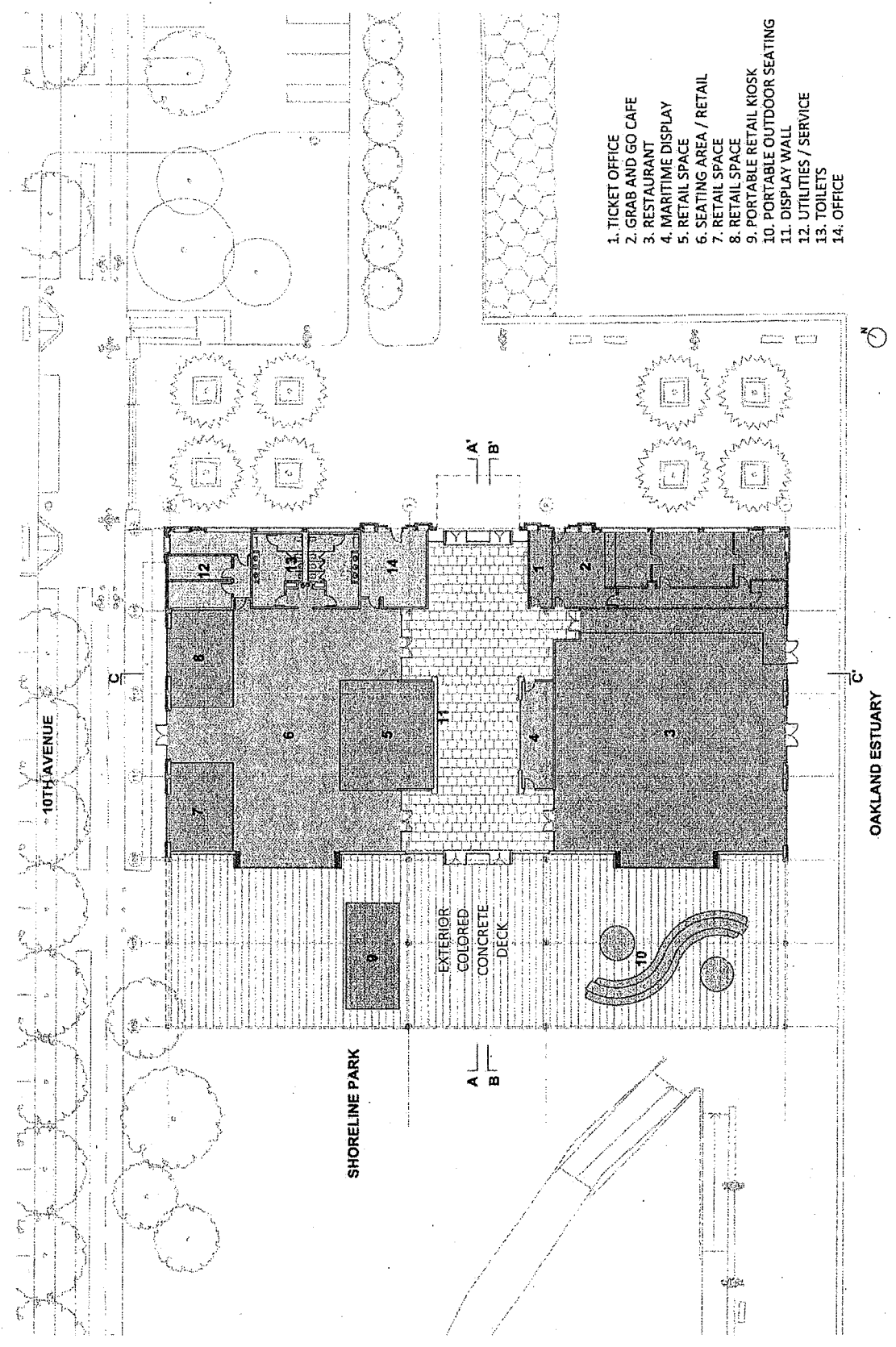
EXISTING PHOTOS



miwa architects

Ninth Avenue Terminal
Oakland, California

SIGNATURE
DEVELOPMENT
GROUP



- 1. TICKET OFFICE
- 2. GRAB AND GO CAFE
- 3. RESTAURANT
- 4. MARITIME DISPLAY
- 5. RETAIL SPACE
- 6. SEATING AREA / RETAIL
- 7. RETAIL SPACE
- 8. RETAIL SPACE
- 9. PORTABLE RETAIL KIOSK
- 10. PORTABLE OUTDOOR SEATING
- 11. DISPLAY WALL
- 12. UTILITIES / SERVICE
- 13. TOILETS
- 14. OFFICE

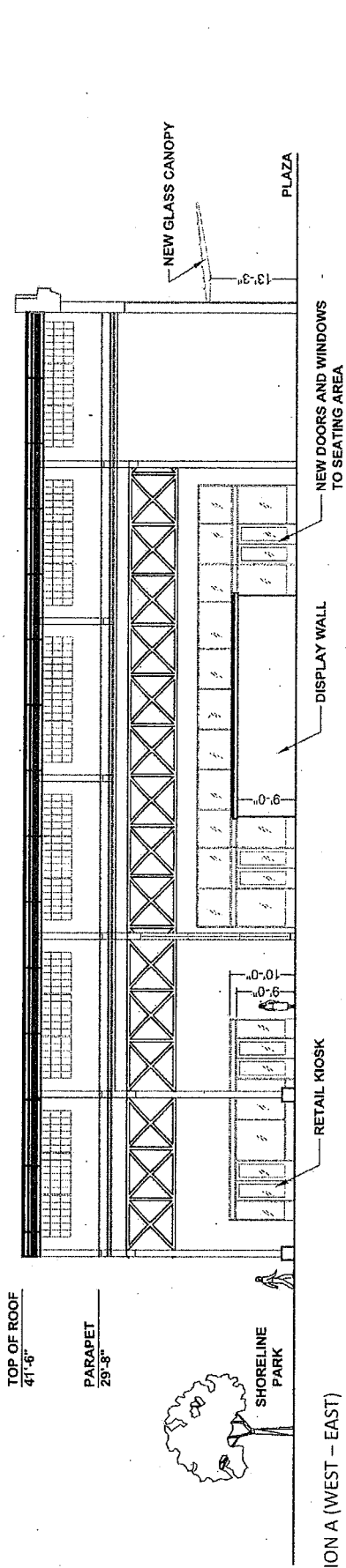
SITE PLAN



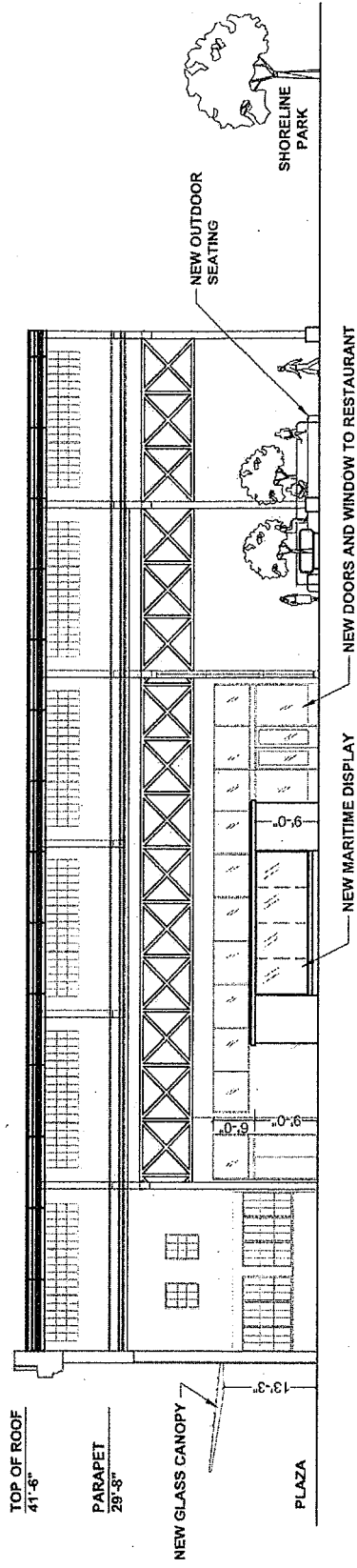
Ninth Avenue Terminal
Oakland, California

SIGNATURE
DEVELOPMENT
GROUP

10/13/2017



SECTION A (WEST - EAST)



SECTION B (EAST-WEST)

SECTIONS A & B (EAST-WEST)



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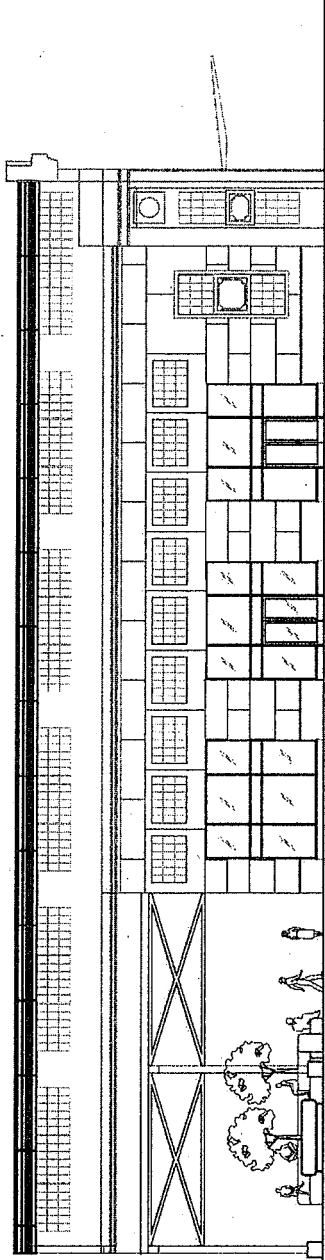
Ninth Avenue Terminal
Oakland, California

SIGNATURE
DEVELOPMENT
GROUP

DATE: 10/20/12

TOP OF ROOF
41'-6"

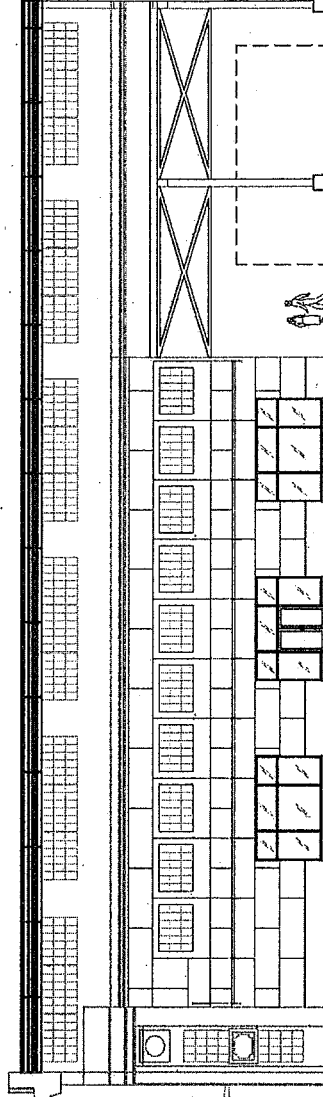
PARAPET
29'-8"



SOUTH ELEVATION - WATER SIDE

TOP OF ROOF
41'-6"

PARAPET
29'-8"



NORTH ELEVATION - LAND SIDE

NORTH AND SOUTH ELEVATIONS



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Ninth Avenue Terminal
Oakland, California

JUNE 30, 2012

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TOP OF ROOF
41'-6"

PARAPET
29'-8"

STUCCO WITH 6'X3' GRID

WEST ELEVATION - REAR

TOP OF ROOF
41'-6"

PARAPET
29'-8"

NEW WINDOWS

LOCATION OF NEW STRUCTURE

WATER

NEW END
WALL

NEW DOORS TO PARK
WITH WINDOWS ABOVE

NEW RETAIL
SPACE

NEW MARITIME DISPLAY

NEW GLASS CANOPY

10TH AVE

SECTION C (SOUTH-NORTH)

REAR ELEVATION & SECTION C (SOUTH-NORTH)

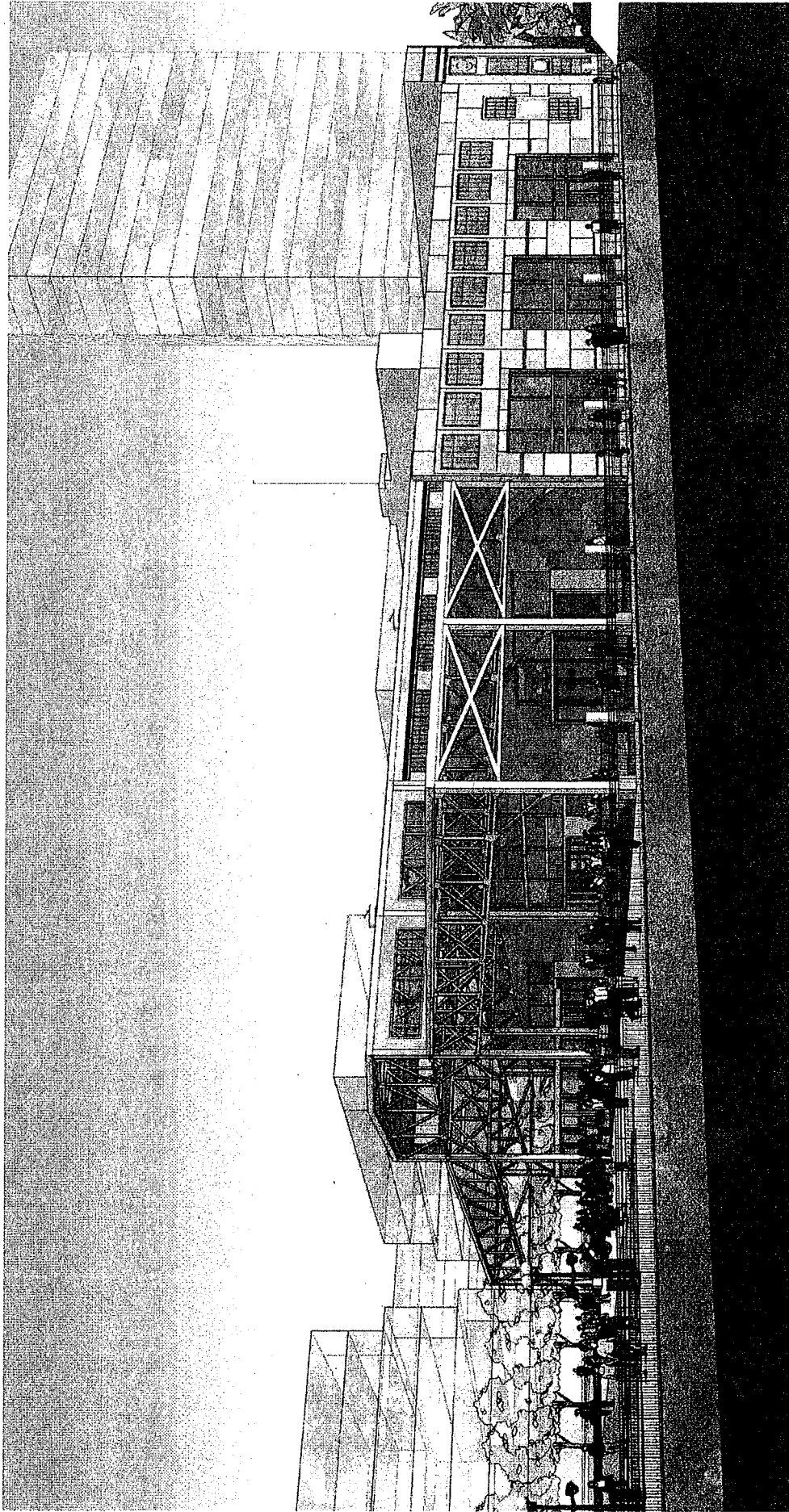


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Ninth Avenue Terminal
Oakland, California

SIGNATURE
DEVELOPMENT
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DATE: 07/20/11



VIEW FROM OAKLAND ESTUARY (SOUTH)

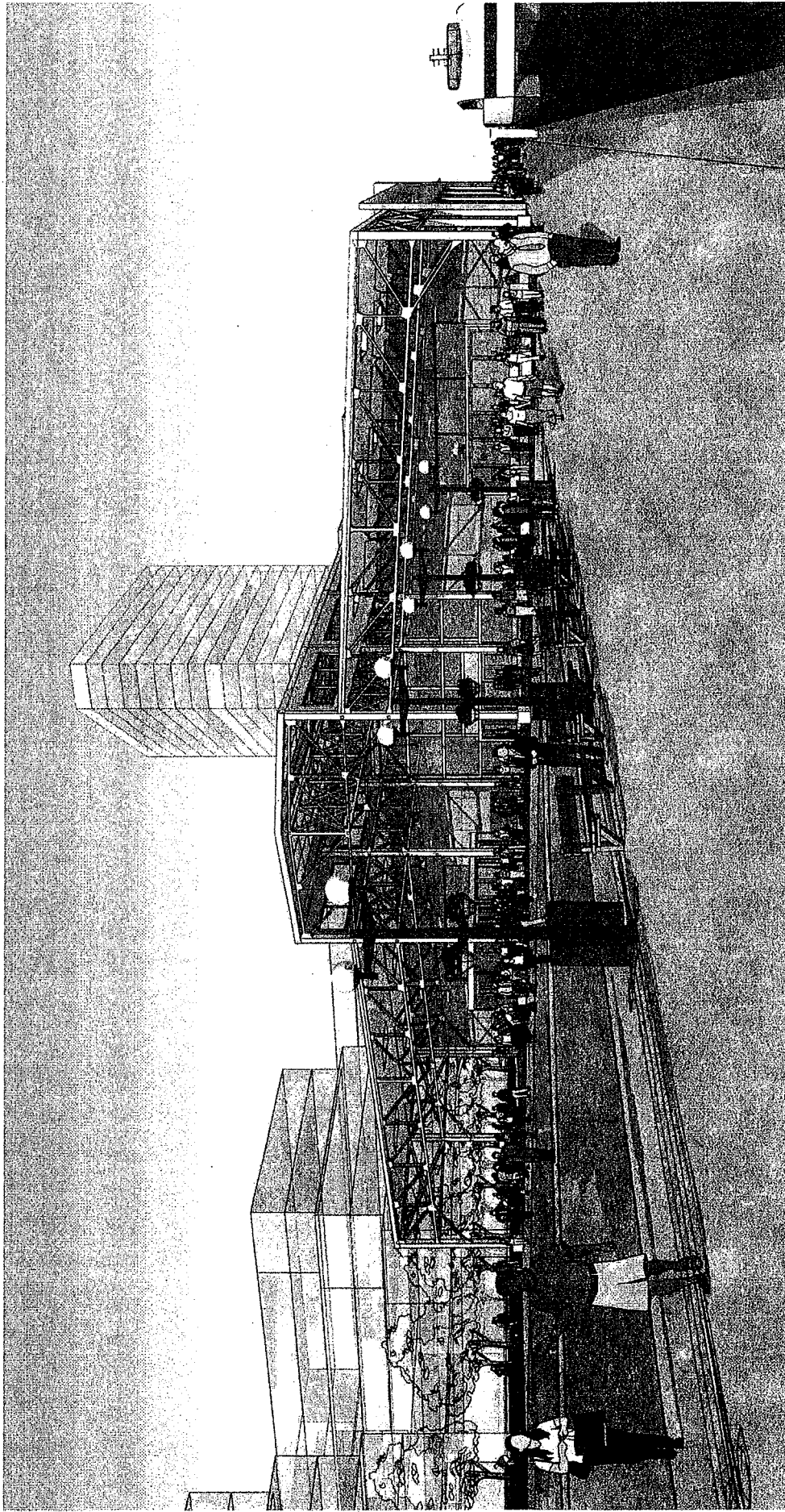


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Ninth Avenue Terminal
Oakland, California

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VIEW FROM SHORELINE PARK (WEST)

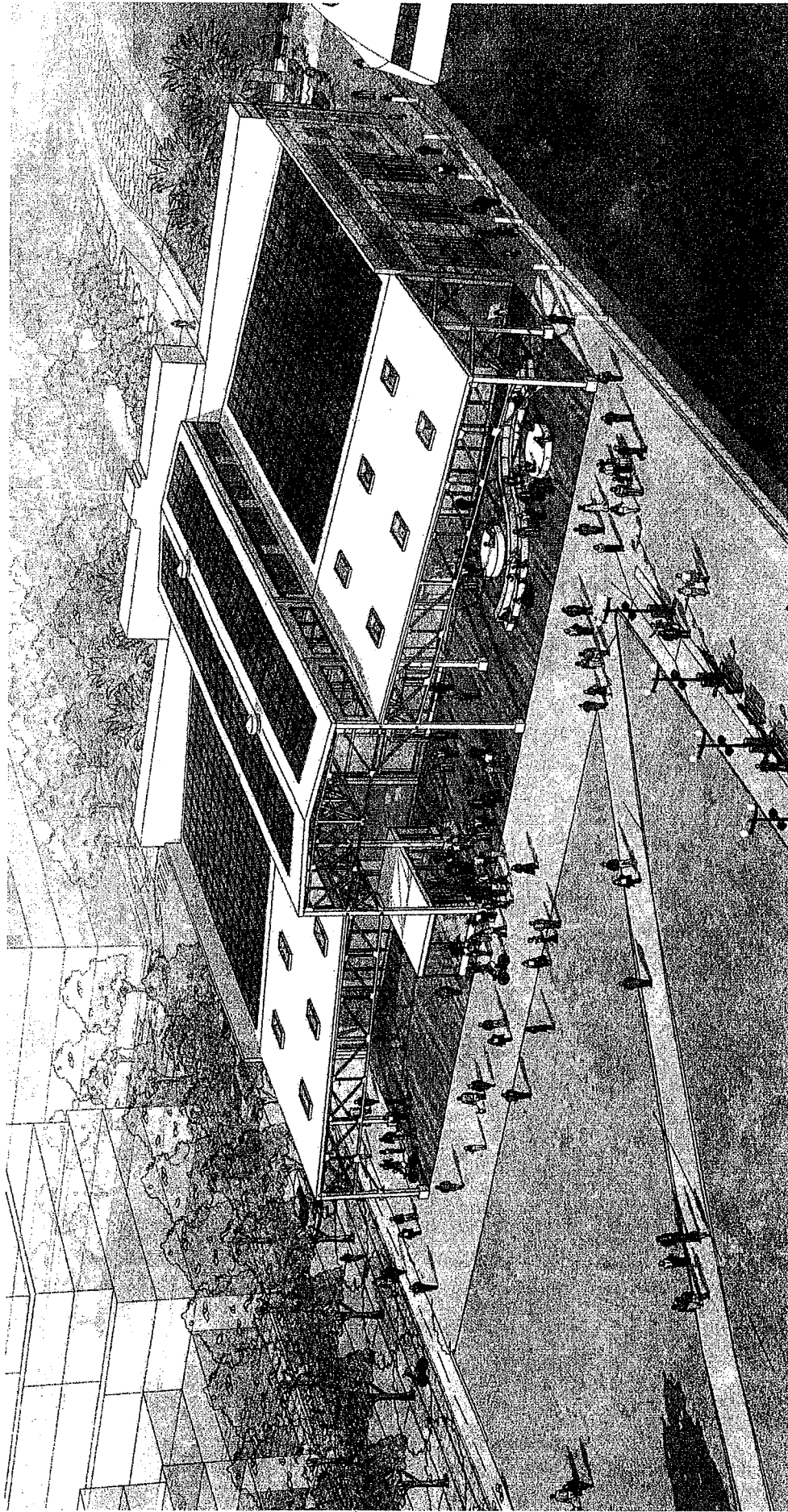


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Ninth Avenue Terminal
Oakland, California

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AERIAL VIEW FROM SOUTHWEST

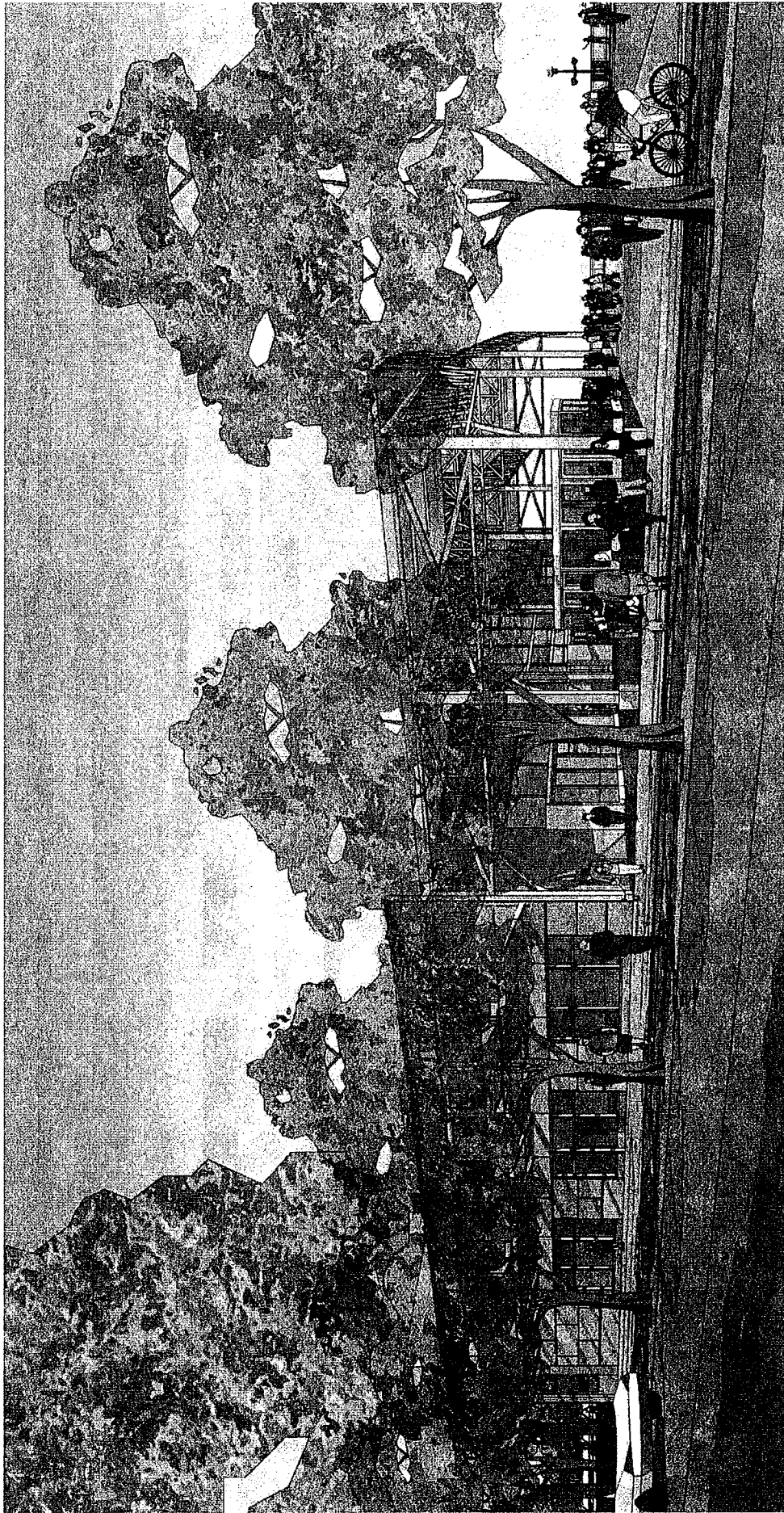


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Ninth Avenue Terminal
Oakland, California

1981-1982/1984

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VIEW FROM 10TH AVENUE (NORTH)

UNIVERSITY OF CALIFORNIA



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Oakland, California

SIGNATURE
DEVELOPMENT
GROUP

ATTACHMENT

C

**PRAC, October 14, 2015
ATTACHMENT C:**

**REQUIRED FINDINGS:
BROOLYN BASIN SHORELINE PARK
FINAL DEVELOPMENT PERMIT**

Required findings include:

- California Environmental Quality Act
- Planned Waterfront Zoning District-4(PWD-4)Findings for FDP
- Regular Design Review: Planning Code Section17.136.050
- City of Oakland Demolition Findings for Historic Properties: Planning Code Section 17.136.075

California Environmental Quality Act

To be provided for Planning Commission at a later date.

**Planned Waterfront Zoning District-4(PWD-4)
Findings for FDP**

“The Planning Commission shall approve the Final Development Plan if it makes written findings that the Final Development Plan is in substantial conformance with the Preliminary Development Plan; Oak to Ninth Design Guidelines, Planned Waterfront Zoning District-4 (PWD-4) Regulations, the Open Space-Region Serving Park (OS-RSP) zoning regulations, the Civic Center/Design Review Combining Zone (S-2/S4) regulations, Vesting Tentative Tract Map No. 7621, Conditions of Approval, Mitigation Monitoring Reporting Program, and the Development Agreement...”

As demonstrated throughout this staff report, the Brooklyn Basin Shoreline Park Final Development Permit is consistent with the Preliminary Development Plan, the Oak to Ninth Design Guidelines, and the OS-RSP zoning regulations, the Conditions of Approval, the MMRP, and the Development Agreement. As noted in this report, the FDP is a refinement of the PDP and includes only non-substantive changes intended to carry out the Oak to Ninth Design Guidelines and refine the design of Shoreline Park.

City of Oakland Demolition Findings for Historic Properties

Demolition of the 9th Avenue Terminal would need to comply with Planning Code Section 17.136.075 Regulations for demolition or removal of designated historic properties and potentially designated historic properties. The Planning Commission will be asked to make the following findings for Category I Historic Properties:

B. Regular Design Review approval for the demolition or removal of any Landmark, Heritage Property, structure rated "A" or "B" by the Oakland Cultural Heritage Survey, and structure on the City's Preservation Study List that are not in an S-7 or S-20 zone or Area of Primary Importance (API) as determined by the Oakland Cultural Heritage Survey may be granted only if the proposal conforms to the regular design review criteria, all other applicable design review criteria, and the following additional criteria:

1. The applicant demonstrates that: a) the existing property has no reasonable use or cannot generate a reasonable economic return and that the development replacing it will provide such use or generate such return, or b) the applicant demonstrates that the structure constitutes a hazard and is economically infeasible to rehabilitate on its present site. For this finding, a hazard constitutes a threat to health and safety that is not immediate;

2. If a replacement facility is required by Subsection 17.136.075.A., the design quality of the replacement facility is equal or superior to that of the existing facility; and

3. It is economically, functionally architecturally, or structurally infeasible to incorporate the historic structure into the proposed development.

At the time of project consideration in 2006, retention of the 9th Avenue Terminal was found to be economically infeasible, resulting in a substantial negative return for the project (see Attachment B, Oak to Ninth Alternatives Feasibility Analysis). Based on the Oak to Ninth Alternatives Feasibility Analysis, retention of the facility would result in the deepest financial loss, as compared to replacing the facility with open space. The proposed plans include rehabilitation of a portion of the existing 9th Avenue Terminal (ten percent, or 20,000 square feet). This rehabilitation would require seismic retrofit, insulation, provision of ingress and egress, overhaul and expansion of utilities, and additional interior and exterior treatments to restore the historic appearance of the building. This investment is not possible for the entire, very large, 200,000 square-foot facility.

City of Oakland Design Review Findings

The proposed Shoreline Park design is subject to Planning Code Section 17.136.050 - Regular design review criteria. Accordingly, regular design review approval may be granted only if the proposal conforms to all of the following general design review criteria, as well as to any and all other applicable design review criteria:

A. For Nonresidential Facilities and Signs.

- 1. That the proposal will help achieve or maintain a group of facilities which are well related to one another and which, when taken together, will result in a well-composed design, with consideration given to site, landscape, bulk, height, arrangement, texture, materials, colors, and appurtenances; the relation of these factors to other facilities in the vicinity; and the relation of the proposal to the total setting as seen from key points in the surrounding area. Only elements of design which have some significant relationship to outside appearance shall be considered, except as otherwise provided in Section 17.136.060;**

Shoreline Park will provide a buffer between the planned development in Brooklyn Basin and the Oakland Estuary. The park will be constructed upon an existing pile-supported wharf. The plan includes axis that connect to the streets and views in the neighborhood, providing visual connections between the waterfront and development.

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Shoreline Park will provide a buffer between the planned development in Brooklyn Basin and the Oakland Estuary. The park will be constructed upon an existing pile-supported wharf. The plan includes axis that connect to the streets and views in the neighborhood, providing visual connections between the waterfront and development.

2. That the proposed design will be of a quality and character which harmonizes with, and serves to protect the value of, private and public investments in the area;

The proposed Shoreline Park plans emphasize access to, use of and the aesthetic beauty of the Oakland Estuary. In addition, the Shoreline Park plans provide

ample open space opportunities for the public, including an area for large events that is unique along the Oakland waterfront. These improvements would make positive use of the site for the community in particular and the region as a whole.

3. That the proposed design conforms in all significant respects with the Oakland General Plan and with any applicable design review guidelines or criteria, district plan, or development control map which have been adopted by the Planning Commission or City Council.

The proposed Shoreline Park plans would result in significant new public open space in Oakland, consistent with the Brooklyn Basin approvals to date and the underlying zoning regulations for the site.

C. For Local Register Properties that are not Landmarks or located in the S-7 or S-20 Zone:

1. That for additions or alterations, the proposal will not substantially impair the visual, architectural, or historic value of the affected site or facility. Consideration shall be given to design, form, scale, materials, texture, lighting, landscaping, Signs, and any other relevant design element or effect, and, where applicable, the relation of the above to the original design of the affected facility.

The project would demolish ninety percent of the existing 9th Avenue Terminal. However, the proposed project includes rehabilitation of the remaining portion of the facility. Specifically, the project includes restoration of the eastern (front) façade, functional rehabilitation of the north and south facades, and opening up the western façade by apparently deconstructing the building to the west to reveal the existing truss structure as a transition to the openness of the park.

CITY OF OAKLAND
Interoffice Memorandum



Oakland Parks and Recreation

TO: Barry Miller, Chair, Parks and Recreation Advisory Commission
FROM: Dana Riley
DATE: October 1, 2015
SUBJECT: Request for Approval to Dedicate a Bench to Andrea Snedeker

SUMMARY

Mr. Philippos Tsourkas has requested that a bench facing the children's play area in Mosswood Park is dedicated to honor his fiancée Andrea Snedeker. The dedication plaque will read:

In loving memory of
Andrea Snedeker
Aug. 7, 1965 - Dec. 5, 2013
Beloved fiancée
Neighborhood resident

FISCAL IMPACT

Mr. Tsourkas will make a donation of \$800 to the Oakland Parks and Recreation Foundation to have the bench spruced up and the plaque purchased and installed. The plaque installation process is in accordance with the Public Works Department construction requirements.

BACKGROUND

Andrea Snedeker lived in the Bay Area since 1993. In 2006 she purchased a home on Manila Avenue, across the street from Mosswood Park and lived there for the rest of her life. She was very active in the Greater Mosswood Neighborhood Association and was well-known and regarded in the neighborhood. She greatly loved Mosswood Park and spent a lot of time there. In 2012 she was diagnosed with cancer of the oral tongue. She went through multiple treatments but succumbed to the disease in December of 2013. As her fiancée, Philippos lived with her from 2006 till the end. He would like to dedicate a bench in her memory because he knows how much she loved the neighborhood and Mosswood Park, and can't think of a more fitting memorial to her.

RECOMMENDATION

Staff recommends that the Parks and Recreation Advisory Commission approve the plaque language as written for a bench in Mosswood Park to be dedicated to Andrea Snedeker.

Respectfully submitted,

Dana Riley
Manager of Operations