

**CITY OF OAKLAND
AGENDA REPORT**

OFFICE OF THE CITY CLERK
2006 JUN 17 PM 1:36

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Measure DD Program Manager
DATE: June 27, 2006

RE: Supplemental Report on the Municipal Boathouse Parking Facilities and Restroom Building with Recommendations for Council Action

SUMMARY

At the May 2, 2006 City Council meeting, staff presented a report that discussed the proposed 52-space parking lot to be constructed on the north side of the Municipal Boathouse. Staff was asked to prepare a supplemental report that would analyze off-site parking opportunities for the Municipal Boathouse restaurant, and develop a compromise parking lot proposal in collaboration with the community.

The following exhibits are attached:

- Exhibit A1 – Matrix of off-site parking lots
- Exhibit A2 – Location map of off-site parking lots
- Exhibit B1 – Original plan for 52-space parking lot
- Exhibit B2 – Compromise plan with 28-space parking lot
- Exhibit B3 – Community plan with no on-site parking

Regarding off-site parking lots, several lots were identified, but they are not available on a consistent basis. Exhibit A1 provides details of the analysis.

Regarding the design of the Boathouse parking lot, Exhibit B2 shows the compromise plan recommended by staff. It includes the minimum number of on-site spaces needed by the restaurant operator, and provides the best options for kitchen deliveries and trash storage. Exhibit B3 shows a plan with no on-site parking, which is favored by some members of the community.

Staff also wishes to revisit the location of the public restroom, and now recommends that the restroom be eliminated from the site. A new public restroom at the adjacent 12th Street project will take care of the needs of Lake users.

FISCAL IMPACTS

There are no fiscal impacts directly related to this report. A total of \$88,250,000 is earmarked from the “Oakland Trust for Clean Water and Safe Parks” general obligation bond (Measure DD) for the various capital projects at Lake Merritt. Staff will return to the City Council to request the approval of each individual Measure DD construction contract. Information related to the

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funding, the capital costs, and the operations and maintenance costs for each project will be addressed at that time.

BACKGROUND

An informational report on the Lake Merritt Measure DD projects was presented to the Life Enrichment Committee on April 11, 2006. That report and a Supplemental Report were presented to the City Council on May 2, 2006. Both staff reports had recommendations for potential alternatives for action. The 52-space parking lot, originally planned on the north side of the Municipal Boathouse, was opposed by members of the community. As a result of discussions at the May 2nd meeting, Council requested that staff return once again with a report that provided additional information on the parking facilities for the Municipal Boathouse, and to work with the community to try and develop a compromise parking solution.

As a point of reference, City of Oakland zoning regulations typically require a 10,000 square foot restaurant, such as the Municipal Boathouse, to provide 50 off-street parking spaces in residential areas or 28 parking spaces in commercial districts. The restaurant, café and meeting room will seat from 300 to 350 people, maximum.

With respect to the total parking needs for the Municipal Boathouse restaurant, the restaurateur has indicated that at least 100 parking spaces will be needed for the successful operation of the restaurant. Also, according to the restaurateur, the needs associated with off-site parking are dependent upon the amount of on-site parking provided and whether the restaurant has control of the on-site parking.

KEY ISSUES AND IMPACTS

1. Review of Off-Site Parking Opportunities in the Vicinity of the Municipal Boathouse

Twelve potential off-site parking facilities were evaluated. Attached are Exhibit A1, which is a matrix analyzing the parking facilities in the vicinity of the Municipal Boathouse and Exhibit A2 which is a map showing the locations of the off-site parking facilities. Parking facilities located more than 1/3 mile away from the Municipal Boathouse were considered too far away to be considered in the study. The 1/3 mile distance limit was considered with respect to a practical walking distance for people who are self-parking and with respect to valet parking, which would require too many valet attendants to be cost-effective and would take too much time to retrieve vehicles.

In summary, there are no off-site parking facilities close by that provide a reliable and consistent supply of parking for the restaurant at this time. The Oakland Museum and Scottish Rite Center appear to be the most feasible options for providing off-site parking for the Municipal Boathouse

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restaurant. The various commercial parking facilities in the area have a high demand for hourly, daily or monthly parking on weekdays during business hours. These commercial facilities may be more available for the restaurant during evening hours and on weekends.

The Oakland Museum underground parking garage with a 200-space capacity appears to be a feasible facility for off-site parking in the evening. The main disadvantage to this facility is that it is ¼ mile walking distance from the restaurant. This distance would affect many people's decision to park in the Museum garage and walk to and from the restaurant. Valet parking would cost approximately \$10, plus tip, and would take 10 to 15 minutes to retrieve a vehicle. Availability is also a concern during the day since the Museum garage is used for commercial parking. At various times there are events at the Museum, which would substantially reduce or eliminate available parking at that facility for the restaurant.

The Scottish Rite Center, with a 72-space surface parking lot, appears to be feasible for off-site restaurant parking on days when no activities are occurring at the Center. The facility has between 100 and 200 events per year and parking in the Scottish Rite parking lot would not be available during those events. Parking could be scarce in the surrounding neighborhood as well. There are many such events, especially during the winter holiday season, which would directly affect parking availability for the restaurant. The Scottish Rite Center management is evaluating whether to build a parking structure on the site of the existing parking lot.

As negotiations with the Municipal Boathouse restaurateur progress, the other off-site parking lots considered in the study will be analyzed in more detail. In particular, the underground parking garage at 14th Street and Lakeside Drive and the Fire Alarm Building at 14th and Oak Street will be pursued for availability in the evening. Utilizing the Sailboat House parking lot with water taxi service was not considered feasible because it requires a commercial vessel, commercial certified captains to operate the vessel, added cost and time required for transport, and parking may not be available when the Sailboat House has activities.

The City will also be evaluating the addition of diagonal on-street parking on 15th Street, adjacent to the Fire Alarm Building and on 17th Street between Madison Street and Lakeside Drive to augment the parking supply in the neighborhood.

2. Option 1 Compromise Design for the Parking Lot at the Municipal Boathouse

The Option 1 design consists of a 28-space parking lot located north of the Municipal Boathouse and will provide 13 additional parking spaces on Lakeside Drive (see Exhibit B2). Lakeside Drive would be narrowed in the vicinity of the 28-space parking lot so that the lot could be located approximately 12 feet to the west. This would generate more useable lawn area near the Lake as well as accommodating the construction of the bio-swale.

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The visibility to the proposed parking lot will be slightly softened with the parking lot constructed at a lower elevation than the sidewalk, and the addition of some additional street trees will further buffer views of the parking lot.

Option 1 Pros:

- Substantial green space in the north lawn area is preserved.
- 28 on-site parking spaces would be developed with a dedicated entry and exit to allow for control and closure of the lot.
- The City could designate the 28-space parking lot for the exclusive use of the restaurant or any other occupant of the Municipal Boathouse.
- The proposed 28-space parking lot will provide efficient circulation for restaurant patrons, service and delivery vehicles, will provide a location for staging valet parking and will provide access closer to the building for emergency vehicles.
- 13 additional on-street parking spaces are generated along the frontage road.
- The trash, recycling and compost building is located on the north side of the Municipal Boathouse where it is convenient to the restaurant kitchen and would have convenient access for servicing.
- The restaurateur would accept this plan as the minimum level of on-site parking.

Option 1 Cons:

- A portion of the existing lawn area on the north side of the Municipal Boathouse would be replaced with the parking lot.
- The combined total of 41 parking spaces represents an 11-space reduction over the total number of off-street parking spaces currently existing at the site.
- The additional cost of this option to the project would be approximately \$100,000. This cost is due to realigning the entire eastside frontage of Lakeside Drive and requires the reconstruction of curb, sidewalk, drainage facilities and the relocation of street lights.

3. Review of Option 2 Community Design for Parking at the Municipal Boathouse

A segment of the community, who are committed to maximizing preservation of the lawn on the north side of the Municipal Boathouse, has developed Option 2, a modified version of the plan which was presented at the May 2, 2006, City Council meeting, and requests that the Council consider this option (see Exhibit B3).

The community's plan emphasizes preservation of the grass area north of the Municipal Boathouse and a bio-swale has been introduced into this design. The only parking provided is 27 additional on-street parking spaces which would be added along a new median island and

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frontage road on Lakeside Drive. No parking is proposed on the north side or on the south side of the Boathouse.

The trash, recycling and compost storage facility for the restaurant would be provided on the south side of the Boathouse site on the Camron-Stanford House driveway.

Option 2 Plan Pros:

- Most of the green space in the north lawn area would be preserved.
- Approximately 27 additional on-street parking spaces are generated along the frontage road which could be dedicated for the exclusive use by the restaurateur by changing ownership of the land from street right of way to parkland and incorporating the frontage road into the park.
- Two additional trees on north side of the site would be preserved.
- The cost of the option would reduce the project cost by \$100,000.

Option 2 Plan Cons:

- The development of 27 parking spaces represents a 25-space reduction over the total number of parking spaces currently available at the site.
- The linear configuration of parking on the frontage road is less versatile than a parking lot to use for valet parking
- The linear configuration of parking on the frontage road adjacent to a public street may not be clear to the public that it is privately managed parking lot. It will require substantial signage and pavement marking to communicate that it is not for public parking.
- The trash, recycling and compost storage facility is located within view of the Camron-Stanford House.
- The proposed trash, recycling and compost facility is in a dead-end location in terms of circulation. Collection trucks, which would be servicing the facility daily, would have to pick up material and back out of the driveway and out on to Lakeside Drive.
- Trash, recycling and compost would need to be transported from the kitchen on the north side of the building to the storage facility on the south side of the site. This may require the use of a motorized cart to do it efficiently and discreetly.
- The restaurateur has said he will not accept this option.

4. Determination of whether parking developed on the street or in the park could be exclusively utilized and operated by the restaurant operator.

The proposed frontage road area that would generate additional parking on Lakeside Drive can be reserved for the exclusive use of the restaurant at the Municipal Boathouse. The alignment of Lakeside Drive would have to be changed and the frontage road would have to be incorporated into the park.

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The 28-space off-street parking lot shown in Option 1, could also be designated for the exclusive use of the restaurant.

5. Determination regarding deletion of the restroom building from the Municipal Boathouse project.

At the May 2, 2006 meeting, Council approved the relocation of the proposed restroom building at the Municipal Boathouse site from the originally proposed location opposite 17th Street to a location about 100 feet north of the Municipal Boathouse building.

Based on additional feedback from the neighboring community and the restaurateur, staff now requests the deletion of the proposed restroom building from the project.

Both the restaurateur and the neighboring community are opposed to the restroom building on the site. The community is concerned with the appearance of the building in the landscape and with the social problems some public restrooms tend to attract. The restaurateur indicated that the new location for the restroom would be in clear view of the north wing, which is to be used for the café. Without the restroom, views from the café looking northward would be very desirable.

To address the need for restroom facilities in the Park, the proposed new restroom building to be constructed on the 12th Street project will be about 900 feet from the Municipal Boathouse (see Exhibit A2, Off-site Parking Inventory Map, which also shows the location of the restroom proposed on the 12th Street project).

The construction cost of the restroom building is approximately \$200,000. The deletion of this item from the project would help offset other cost increases in the project. Utilities for the restroom building will be stubbed out for future use if an exterior restroom is deemed necessary at a later date.

RECOMMENDATIONS AND RATIONALE

Staff recommends that Council approve the implementation of the Option 1 Compromise Design because it provides substantial lawn area adjacent to the multi-use path, 28 spaces of on-site parking, which could be identified for use by the restaurant or any other occupant of the Municipal Boathouse, provides efficient circulation and access for service and delivery vehicles, and the restaurateur will accept this proposal.

Staff does not recommend the Option 2 Community Design because it does not provide adequate on-site parking, in terms of quantity and operations, to ensure the success of the restaurant or any

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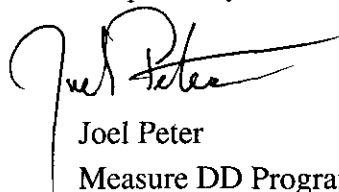
other occupant of the Municipal Boathouse, circulation and access for trash collection is problematic, the trash storage building would be visible from the Camron-Stanford House, and the restaurateur has said he will not accept this proposal.

In addition, staff recommends that the proposed restroom building be deleted from the Municipal Boathouse project because the neighboring community and the restaurateur oppose the restroom, and a new restroom building to be constructed under the 12th Street project will be about 900 feet away.

ACTION REQUESTED OF THE CITY COUNCIL

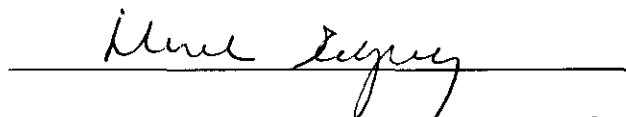
Staff requests that City Council accept this supplemental report and take action accepting staff's recommendations for the Municipal Boathouse Option 1 compromise parking lot proposal and approving the deletion of the restroom from the Municipal Boathouse project.

Respectfully submitted:



Joel Peter
Measure DD Program Manager
Office of the City Administrator

APPROVED AND FORWARDED TO THE
CITY COUNCIL:



OFFICE OF THE CITY ADMINISTRATOR

Attachments:

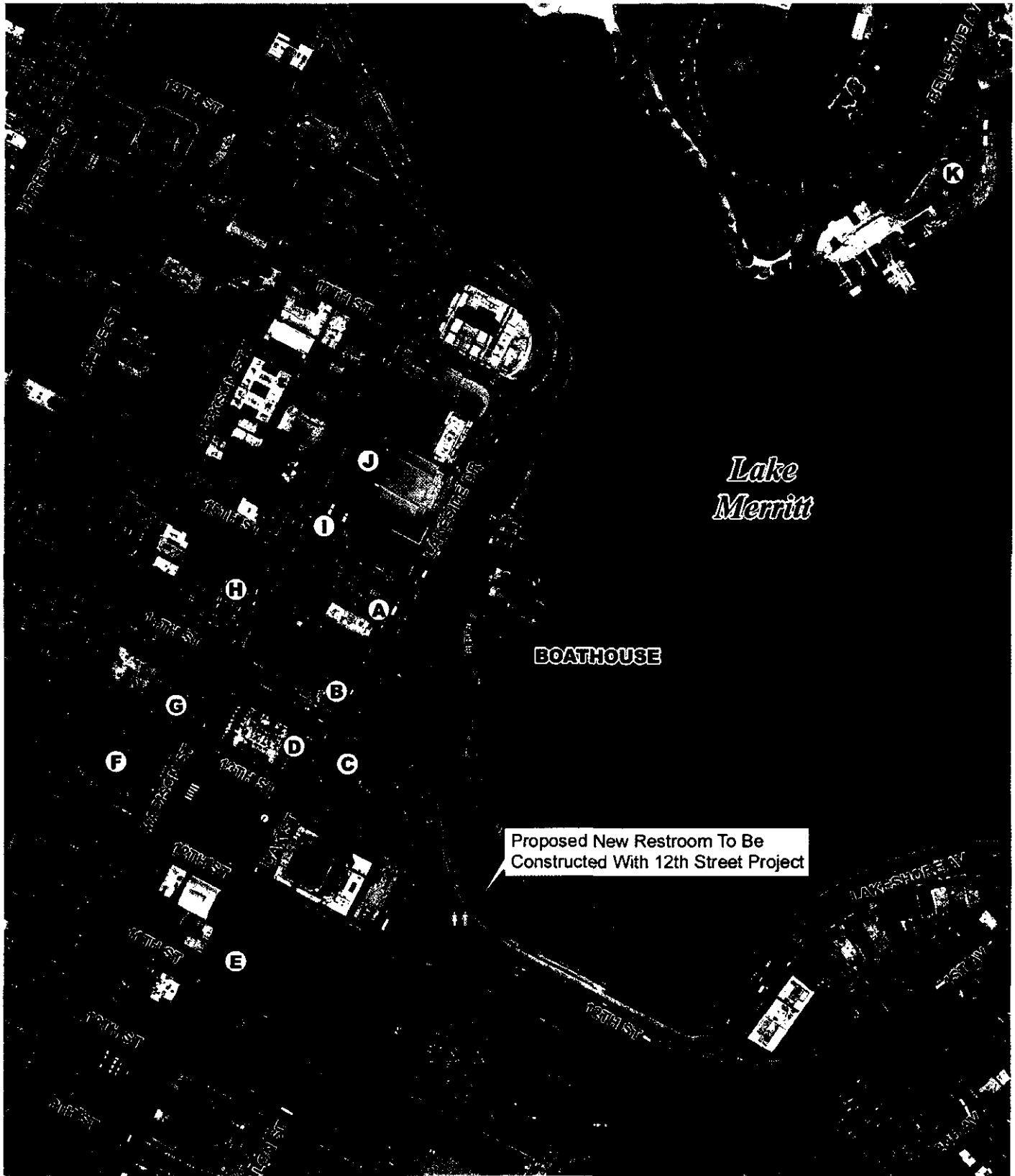
- Exhibit A1 - Off-site Parking Inventory Matrix
- Exhibit A2 - Off-site Parking Inventory Map (Also shows 12th St. project restroom location)
- Exhibit B1 – Originally Proposed 52-space Parking Lot at the Municipal Boathouse
- Exhibit B2 – Option 1 Compromise Design for Parking at the Municipal Boathouse
- Exhibit B3 – Option 2 Community Design for Parking at the Municipal Boathouse

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Municipal Boathouse Restaurant Off-Site Parking Inventory

Name	Symbol	Address	Ownership	Operated By	Spaces Available	Availability/Restrictions	Distance from MBH	Structure Type	Cost
Residential Tenant Parking	A	1445 Lakeside Dr	Private	Tenants	50	Closed to Public residential parking only	200 ft	Surface	N/A
Government Building	B	1401 Lakeside Dr	County of Alameda	County of Alameda	None, closed after 6:00 pm	Availability unknown. Used by County employees	400 ft	Secure underground parking structure	N/A
Fire Alarm Building	C	Oak & 14th Street	City of Oakland	Public Works Agency	33	Used by PWA, Library employees and others. Possible 22 spaces available - evening only	1/8 of mile	Surface	None
Oakland Library - Main Branch	D	Oak & 14th & Madison Street	City of Oakland	City of Oakland	8	Evening only	1/8 of mile	Surface	to be negotiated
Oakland Museum	E	1000 Oak Street	City of Oakland	Oakland Museum/ Douglas Parking	250	Full during the Museum hours, Wed- Sun 9-6, closed evenings	1/4 mile - 1,250 ft	Secure Underground parking structure	to be negotiated
ALCO Park	F	1220 Jackson Street	Alameda County	Parking operator	900	Open to public from 7am to 7 pm M-F	1/3 mile	Above-ground garage structure	to be negotiated
Commercial Lot	G	Northwest Corner of 13th St & Madison St	Private	California Parking	70	Monthly permit parking only	1/3 mile	Surface	Monthly parking only
Islamic Cultural Center of Northern California	H	1433 Madison St	Islamic Center	Islamic Center	25	Use by staff and visitors of Center	1,000 ft	Surface	N/A
Commercial Lot	I	1400 Madison St	Private	Star Park	30	Daily or monthly	800 ft	Surface	\$6/Day, \$3/Evening
Scottish Rite Center	J	1547 Lakeside Dr	Scottish Rite Center	Scottish Rite Center	72, Center is evaluating plans to expand parking to 250	Used for 100-200 events per year, possible availability when no events are planned at the Center.	300 ft	Surface	Center will be providing rates for parking
Sail Boat House	K	568 Bellevue Avenue	City of Oakland	Office of Parks and Recreation	85	Not available when there are events at the Sailboat House	1/4 mile by Boat, 1.1 mile by car	Surface	\$3 entrance fee on weekends, additional cost of water taxi

EXHIBIT A1

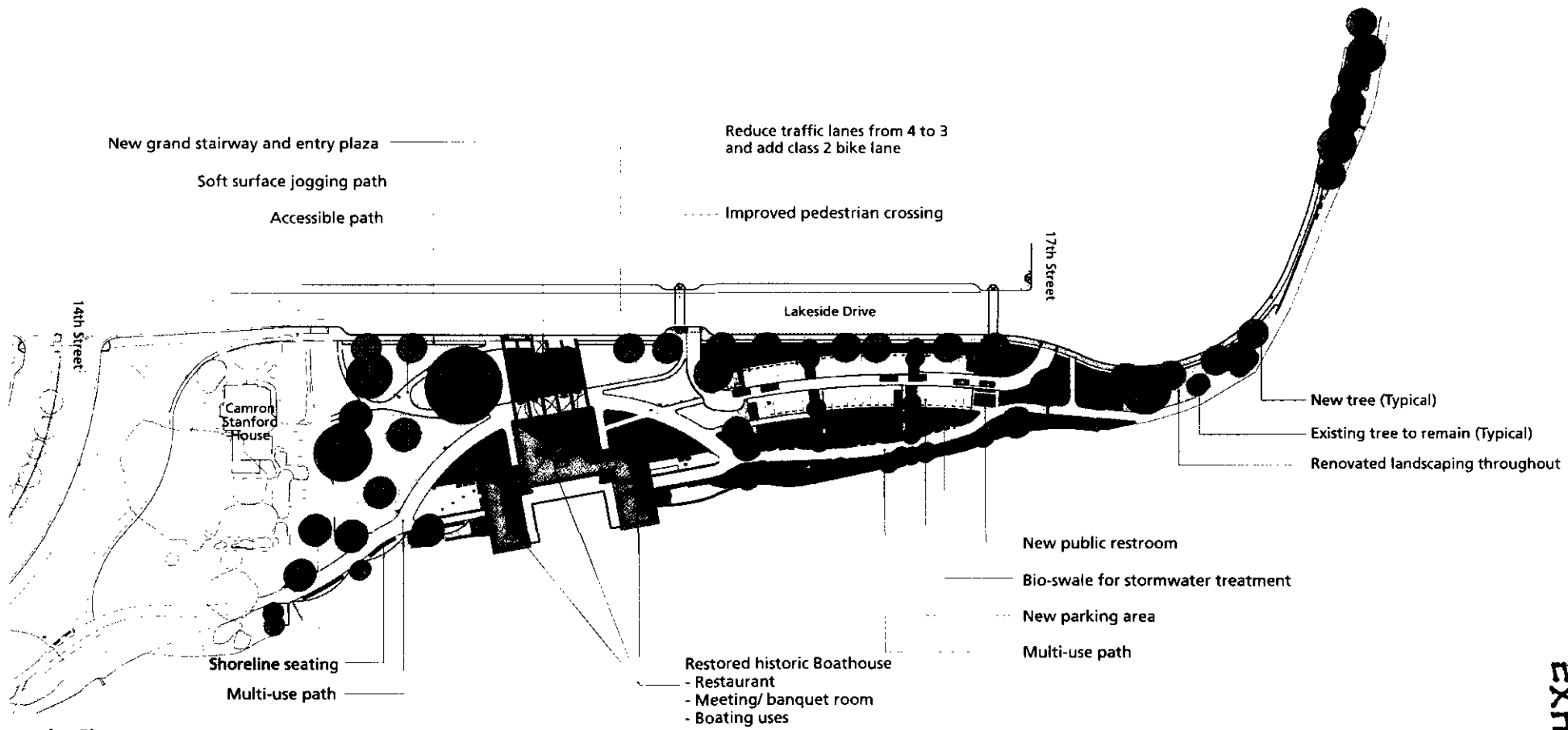


Municipal Boathouse Restaurant Offsite Parking Inventory Map



0 200 400 Feet

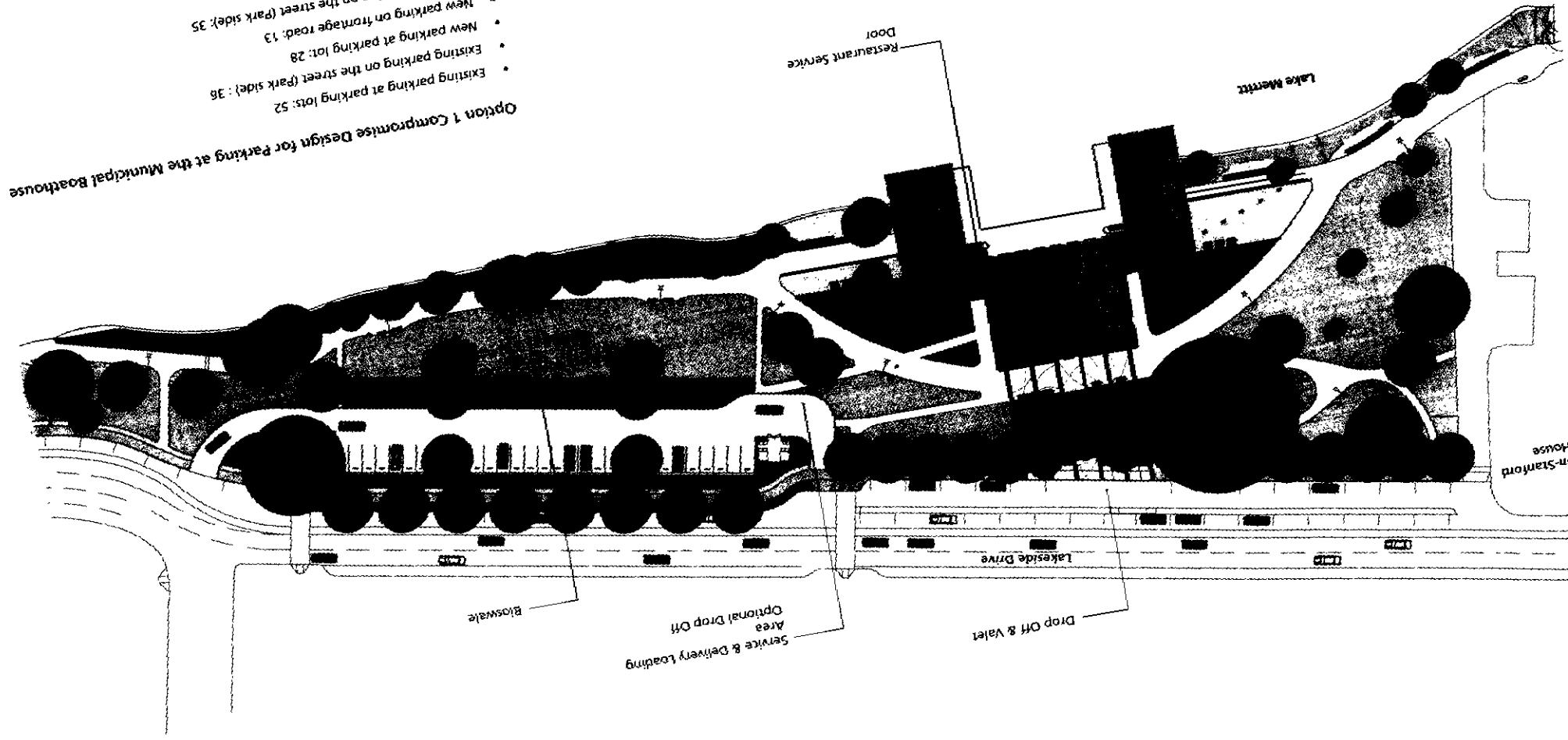
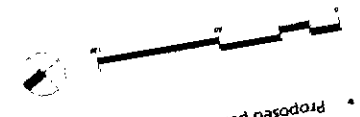
(X) Offsite Parking Locations



Illustrative Plan
Municipal Boathouse Rehabilitation and Park Improvements
 January 2006
 Illustration provided by Wallace Roberts & Todd

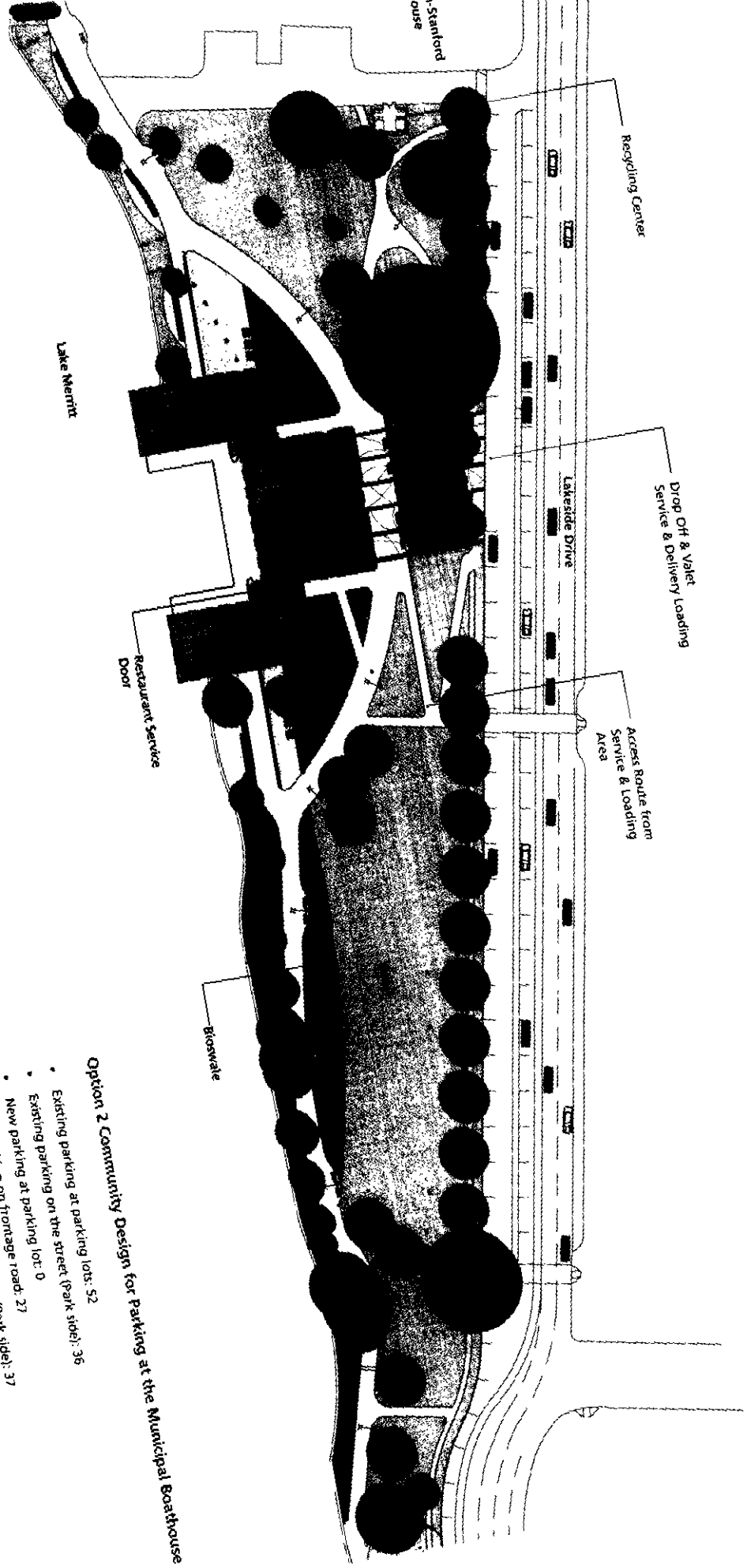
EXHIBIT B1

- Option 1 Compromise Design for Parking at the Municipal Boathouse
- Existing parking at parking lots: 52
 - Existing parking on the street (Park side): 38
 - New parking at parking lot: 28
 - New parking on the street (Park side): 35
 - Proposed parking on the street (Park side): 35



Stamford House

EXHIBIT B3



Option 2 Community Design for Parking at the Municipal Boathouse

- Existing parking at parking lots: 52
- Existing parking on the street (park side): 36
- Existing parking at parking lot: 0
- New parking on frontage road: 27
- Proposed parking on the street (park side): 37

