



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: David Ferguson
Interim Director, Public
Works

SUBJECT: Mosswood Park Master Plan

DATE: January 15, 2021

City Administrator Approval

Date:

Feb 4, 2021

RECOMMENDATION

Staff Recommends That City Council Adopt a Resolution:

Adopting 1) The Mosswood Park Master Plan; And 2) The Related California Environmental Quality Act (CEQA) Negative Declaration; And 3) Accepting And Appropriating: (A) A Donation From The Oakland Parks And Recreation Foundation Which Received Funds From The Kaiser Permanente Northern California Community Benefit Program In An Amount Up To Three Million Five Hundred Thousand Dollars (\$3,500,000.00) For Use On The Mosswood Project; And (B) MacArthur Transit Village Development Impact Funds In The Amount Of One Hundred Twenty-Five Thousand Dollars (\$125,000.00) For Use On The Project.

EXECUTIVE SUMMARY

Mosswood Park Master Plan

Adoption of the Mosswood Park Master Plan will provide the overall vision for the park and guidance for incremental phasing of the project. The Master Plan is the result of one year of community engagement, analysis and recommendations guided by an Equity Framework. The consultant and Park Recreation Advisory Committee (PRAC), made up of community leaders, worked to reach underrepresented Oaklanders and used six in-person workshops, digital engagement tools, mailers and publications, in-person engagement at events and standing community meetings to solicit input on the park and project. The engagement and analysis resulted in a Master Plan that proposes improvements to the park to enhance community benefits, address existing community disparities in education, public health, improve resilience and civic life. (See **Attachment A – [Mosswood Park Master Plan](#)**.)

Oakland Parks and Recreation Foundation Donation from Kaiser Permanente and Development Impact Fees

Approval to accept and appropriate funds from the Oakland Parks and Recreation Foundation (OPRF) which received the donation for the Mosswood project from Kaiser Permanente Northern California Community Benefit Program, in an amount up to three million five hundred thousand dollars (\$3,500,000); and, approval to accept and appropriate funds from the MacArthur Transit Village Development Impact Funds in the amount of one hundred twenty-five

thousand dollars (\$125,000) will enable the implementation of the Phase One Mosswood Community Center and Park Improvements Project.

BACKGROUND / LEGISLATIVE HISTORY

Mosswood Park Master Plan

Established in 1910, Mosswood Park is an eleven-acre public park operated by the Oakland Parks, Recreation and Youth Development Department (OPRYD). Current park amenities include: a playground and tot lot, community garden, dog run, basketball courts, tennis courts, baseball field, a small outdoor amphitheater, a field house (now closed), and the historic J. Mora Moss House (now closed). The park has a large, open lawn bowl with many stands of large-canopy mature trees, and is host to many events, including music, art and cultural festivals. The park is located in Council District 3, at the border of District 1, and is used daily by residents from both Districts (see **Attachment C – Project Location Map**). Special events draw visitors from the greater Bay Area and beyond.

The former Mosswood Recreation Center building was constructed circa 1953 and was an 8,235-square foot structure. The recreation center hosted programs and classes year-round, and a thriving summer camp program. After-school programs featured cooking, computer lab and homework help for children 5 to 11 years of age. In November 2016, the Mosswood Recreation Center suffered major damage from a fire, requiring the City to tear down the original structure. Temporary facilities to house programs at the center have been installed to restore on-site programming until the new community center is built. The Mosswood Park Community Center Design and Park Master Plan project started in September of 2019 to envision a new Center and overall improvements to the beloved park.

Oakland Public Works (OPW) issued a Request for Qualifications (RFQ) to consultants, seeking professional services to develop a Park Master Plan and Community Center Design for Mosswood. Following a competitive process, the City Council adopted Resolution No. 87690 C.M.S. in May 2019, directing the execution of the current consultant contract, and amending the contract in June 2020 with Resolution No. 88192 C.M.S.

The City prepared an Initial Study document under the requirements of the California Environmental Quality Act (CEQA) and found that the proposed Park Master Plan will have a less than significant impact on the environment. A proposed negative declaration has been prepared. (See **Attachment B – CEQA Initial Study and Proposed Negative Declaration.**) Adoption of the Park Master Plan and CEQA negative declaration will enable Planning review and approval and implementation of future phased Community Center and park improvements recommended by the Master Plan.

The Mosswood Park Master Plan was unanimously endorsed by the Parks and Recreation Advisory Commission on September 16, 2020. On October 12, 2020, the Landmarks Preservation Advisory Board (LPAB) moved to agree with the California Environmental Quality Act (CEQA) Historic Resource Evaluation (HRE) that there are no significant impacts for the Park Master Plan. The LPAB made additional recommendations including to clarify the HRE description of the former Recreation Center, which have been incorporated, and that City Council be made aware of the importance of a security and maintenance plan for the historic Moss House. An informational report was provided to the Planning Commission on December 16, 2020.

On November 10, 2020, Council authorized the City Administrator to apply for, accept and appropriate grant funds for the State Parks Program Proposition 68, Resolution No. 88353 C.M.S. If awarded, this grant would complete necessary funding of Phase 1: Community Building construction of the Mosswood Master Plan.

The Community Center and Park Improvements Project is the first phase of implementation of the Mosswood Park Master Plan. The Community Center will replace the former 1950's era Recreation Center that burned in 2016, and greatly expand and improve recreational amenities and services at the Park.

Kaiser Permanente Donation and Development Impact Fees

In October 2018, at the outset of the Mosswood project, OPRYD Director Nicholas Williams convened a meeting of City and Kaiser Permanente Foundation representatives seeking funding for the project to rebuild the Mosswood Recreation Center. In December 2019, and again in August 2020 with a revised application, OPW staff collaborated with former Councilmember McElhaney's office staff to apply for the Kaiser Grant through the Community Benefit Program.

In August 2017, City Administrator adopted administrative regulations and a manual which provided City staff with implementation of the Capital Improvement Impact Fee (CIIF). CIIF assures that Development Projects pay their fair share to compensate for increased demand on Capital Facilities generated by Development Projects within the City of Oakland. Eligible projects include: fire, police, library, parks and recreation, or storm drain services. As a result, Planning and Building staff determined that Mosswood Project was eligible to receive CIIF under the MacArthur Transit Village Development Impact Funds.

ANALYSIS AND POLICY ALTERNATIVES

Resolution to adopt the Mosswood Park Master Plan and the CEQA Negative Determination

The Master Plan will serve as a guiding document to implement incremental phases and the strategies for a vibrant destination that will include civic, cultural, social, educational, and recreational activities. The CEQA Negative Declaration will confirm the Master Plan's minimal environmental impact. Upon adoption, any park improvements that are consistent with the adopted Master Plan will be required to obtain a Minor Conditional Use Permit pursuant to Oakland Planning Code Section 17.135.050.A. Design review approval would also be required for a proposal requiring a conditional use permit review. The CEQA document will provide the environmental analysis necessary to assist the City in considering future Design Review/Minor Conditional Use Permit, as well as for tree removal, demolition, encroachment, excavation and other construction permits that may be required for work that is consistent with the adopted Master Plan.

The Master Plan ensures that Park and Center will be inclusive of a diverse community of users, universally accessible, flexible in use, and thoughtfully designed. The new building will integrate within the park context, enhancing visibility, security and connectivity with adjacent uses, while preserving and protecting the verdant, pastoral setting and popular recreation amenities that the park provides.

The Master Plan has embraced the following key steps to achieving equitable outcomes for the Mosswood Park Community:

- Racial Equity Impact Analysis
- Inclusive engagement
- Racial Equity Design Goals
- On-going evaluation and accountability

The Racial Equity Impact Analysis and Racial Equity Design Goals are described in detail in the Master Plan Introduction section on pages 12-19 (see ***Attachment C — Mosswood Park Master Plan***).

Through implementation, the Master Plan strives to positively impact three key sectors of the City's Racial Equity Disparity Indicators through physical design and programmatic activation – Education, Public Health, and Neighborhood and Civic Life. The Master Plan increases educational and recreational opportunities by improving access to high-quality open space and park amenities, physical fitness activities and programming, and safe opportunities to connect with nature to benefit this community impacted by racial disparities. The new Community Center identified in the Master Plan will provide education, access to technology, cutting edge Science, Technology, Engineering, Art and Mathematics (STEAM) programs, mentorship, college preparedness and job training.

The City's Design Review and Permitting processes will provide opportunities for review and adjustment of proposed improvements to ensure that any unintended consequences are addressed through future project phase implementation.

Oakland Parks and Recreation Foundation Donation from Kaiser Permanente and Development Impact Fees

Approval to accept and appropriate funds from the Oakland Parks and Recreation Foundation which received a donation from the Kaiser Permanente Northern California Community Benefit Program in an amount up to Three Million Five Hundred Thousand Dollars (\$3,500,000) and MacArthur Transit Village Development Impact Funds in the amount of One Hundred Twenty Five Thousand Dollars (\$125,000) will provide partial funding required to enable the implementation of the Phase One Mosswood Community Center and Park Improvements Project. Additional funding is still being sought through the State Parks Program Proposition 68 grant funding program to complete funding required for construction.

FISCAL IMPACT

Approval of the proposed resolution authorizes the City Administrator to accept and appropriate a pass-through donation from Oakland Parks and Recreation Foundation (OPRF) who received a donation from the Kaiser Permanente Northern California Community Benefit Program in an amount up to three million five hundred thousand dollars (\$3,500,000) and MacArthur Transit Village Development Impact Funding in the amount one hundred twenty five thousand dollars (\$125,000). Adoption of the Mosswood Park Master Plan will have no direct fiscal impact. However, fiscal impacts will result from future capital improvement project implementation.

A planning-level estimate of the cost to implement the Mosswood Park Master Plan is approximately \$41.6 million for the three-phase Community Center buildings, \$5.3 million for the Moss House renovation, and \$3.7 million for all park improvements. The Phase One Community Center and park improvements are projected to cost \$19.5 million for construction. The City of Oakland has secured the following funding dedicated to Phase I of this project:

Table 1.1 Measure K funding Source

FUNDING SOURCE	AMOUNT
Measure KK Bond Funds	\$4,000,000
Insurance Settlement Funds	\$3,723,302
California Natural Resources Agency Cultural, Community and Natural Resources Grant	\$2,201,100
Total Secured Funding	\$9,924,402

Additionally, \$27,000 in pass-through donations have been collection by Oakland Parks and Recreation Foundation along with \$275,000 in Development Impact Fees which are anticipated to be received in February 2021. Accepting and appropriating the \$3,500,000 donation from OPRF and the \$125,000 in MacArthur Transit Village Development Impact funding will bring the total secured funding to \$13,851,402 or 71% of the total Phase One project costs. The remaining additional funding required to complete Phase I is currently being targeted through the upcoming State Prop 68 grant opportunity as approved by City Council Resolution No. 88353 C.M.S. Approval of the proposed resolution will authorize this funding to be appropriated to

Table 1.2 Private Funds Funding Source

FUNDING SOURCE	AMOUNT
Private Grants (2999); Capital Projects Organization (92270); Buildings Account (57211); Mosswood Park Renovation & Expansion Project (100625); Program (IN06); Award (TBD)	Up to \$3,500,000
Capital Improvement Impact Fee Fund (2421); Capital Projects Organization (92270); Buildings Account (57211); Mosswood Park Renovation & Expansion Project (1003625); Program (IN06); Award (23902)	\$125,000

There is no impact to the General Purpose Fund and no additional funding is required.

PUBLIC OUTREACH / INTEREST

Gentrification of the community surrounding Mosswood is advanced. One of the primary goals of the Master Plan community engagement process is to give voice to the older generation of Mosswood residents and their families, particularly the Black or African American community, that have a deep connection to the Park, but many of whom have been displaced over recent years to other parts of Oakland. To preserve the local history and ensure the new Community Center continues to be welcoming to those residents, this sector of the community was a key stakeholder in the Master Plan's engagement effort. Additionally, families and children – from Oakland Unified School District (OUSD), the Town Camp, the Center's Inclusion Program and the surrounding neighborhoods – that are active users of the park were also important stakeholders of the engagement process.

An inclusive engagement plan was developed at the outset of the project with input from the Department of Race and Equity (DRE). After identifying key stakeholders and engaging park users and community leaders, the design team used a variety of methods to ensure equity and respect for the community history in this important place. Master Plan Chapter 2 'Stakeholder and Community Engagement' details the strategy, methods and outcomes of that engagement process, using a three-pronged approach combining online, print and in-person engagement. In addition to six in-person workshops, the design team went to many events in Oakland, hosted an online survey, and conducted stakeholder interviews. In addition to targeted outreach to community organizations, groups and leaders; the team distributed print flyers, posted banners and posters, tabled at local events, and took out a full spread advertisement in the East Bay Express, in order to increase visibility and awareness of the project.

The Master Plan document provides a summary of the deep understanding of history and place, robust and inclusive engagement process, and close collaboration with stakeholders that informed the Community Center design and park improvement recommendations. From the many voices and ideas shared through the engagement process, a consistent call to protect ecology, history, sports and performance were heard. As well as a call to create places to learn, gather, create and relax. These formed the 'Guiding Principles' for the Master Plan: Dialogue with History, A Green Oasis in the City, Community Energy & Creativity, and Resiliency; and resulted in the Racial Equity Goals for the Park defined in the Master Plan.

This intensive engagement process resulted in a strong overlapping web of input from community leaders and individuals, and it is the Project Team's hope that the noted outreach efforts will continue to build and amplify the enthusiasm around celebrating Mosswood Park's rich history, building a new Community Center, and implementing the Park Master Plan.

COORDINATION

The Mosswood Park Master Plan was prepared and reviewed in close coordination with the Oakland Parks, Recreation, and Youth Development Department (OPRYD). The Master Plan was also reviewed with the Department of Transportation's Americans with Disabilities Act (ADA) Program Coordinator. A Project Advisory Committee was composed of staff representatives from several City Departments including the Department of Race and Equity,

Planning and Building, Public Art, OPW Parks and Tree Services and Building Facilities, and OPRYD, as well as community representatives from Mosswood Recreation Advisory Committee and Oakland Parks and Recreation Foundation. The proposed recommendation and report have been reviewed by the Budget Bureau and the City Attorney's Office.

SUSTAINABLE OPPORTUNITIES

Economic: The Master Plan itself has no immediate economic impact. However, should the City be successful in obtaining capital improvement funds to implement the projects recommended by the Master Plan, businesses associated with the implementation of the project phases will receive economic opportunities through contracting for services, construction, material, and supplies. Completion of the capital projects can also contribute to economic opportunities for those who utilize the programs housed in the facilities and in the park.

Environmental: As part of the City's policies and mandates, all capital projects for implementation must meet various environmental and sustainable programs such as Green Building Ordinance, Bay Friendly Landscaping, Equitable Climate Action Plan objectives, etc. The projects recommended by the Master Plan will be implemented in accordance with various City's programs to protect and conserve natural resources, address climate change impacts and build resiliency, improve community in a positive way, meeting requirements of the City's Equitable Climate Action Plan

Race & Equity: The neighborhoods immediately surrounding Mosswood vary greatly in their current demographic profile and equity disparity findings. To the south, the neighborhoods are approximately 65% people of color, and rank as 'medium' priority in terms of equity. To the north, the demographics shift to 49% people of color and 'low' priority. Households with limited English proficiency range from a low of 2.8% to the north and a high of 22.1% to the east of the park. All neighborhoods surrounding the park are experiencing advanced gentrification.

The environmental pollution burden has disparate impacts to the communities surrounding Mosswood Park. The MacArthur freeway – '580' - borders the park to the south, and the interchange with the north-south 980 freeway is two blocks to the west. The pollution burden of these freeways impacts the park and surrounding neighborhoods and is born primarily by the neighborhoods to the south and west.

OPRYD's data shows that Mosswood Park has historically served the residents of West Oakland, and continues to be a draw for students, families and basketball players from that community. 69.8% of the West Oakland neighborhood consists of low-income people, 36.6% are severely rent-burdened, and a staggering 71.7% are people with low educational attainment. West Oakland is predominately Black (37.6%) and Hispanic (23.42%). West Oakland is listed as a neighborhood of highest priority.

Based on the evidence that the Mosswood Park community includes many people from East and West Oakland, and the documented disparities in those communities, the project has aspired to improve equity outcomes particularly for the disadvantaged communities that it serves, and strive to maintain and support engagement of those communities into the future.

Based on the Equity toolbox statistics, the greatest areas of disparity for this community are Education, Health and Employment. The Equity Indicators Report data shows the overwhelming impact that low educational attainment and limited access to high-quality jobs has had on the West Oakland community and other high priority communities of Oakland. This has attributed to the predominance of heavily rent-burdened households and to the advancing displacement and gentrification of those neighborhoods, among other indicators of disparity.

Mosswood Park and Community Center have the promise to positively impact three key sectors of the City's Racial Equity Indicators through physical design and programmatic activation – Education, Public Health, and Neighborhood and Civic Life. The Master Plan's Racial Equity Design Goals (see **Attachment C — Mosswood Park Master Plan**, page 19) highlight specific recommendations to target disparities by 'Advancing Education', 'Improving Public Health' and 'Fostering Neighborhood and Civic Life'.

The completion of physical construction – of a Community Center or park improvement project - is only the first step. It is the ongoing programming and stewardship of the park by Oakland Parks and Recreation and Youth Development Department (OPRYD) that has the potential to achieve the targeted equity outcomes. Oakland Parks and Recreation and Youth Development Department is committed to advancing racial equity through their programs and partnerships to achieve equity and improve outcomes for disadvantaged communities. OPRYD will continue to track past and current enrollment statistics to Alameda County and City of Oakland census, providing a roadmap of target audience and proportionate improvements to programming. OPRYD will measure success by comparing data of enrollments including age, race/ethnicity, gender, and geographic area against this baseline, and adjust outreach strategies and programming to encourage diverse participation.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

An Initial Study has been prepared under the requirements of the California Environmental Quality Act (CEQA) for review and action by the City. The Initial Study evaluates the potential environmental impacts of the proposed project. Based on the results of the Initial Study, it has been determined that the project will not have a significant effect on the environment. Therefore, a proposed Negative Declaration (ND) has been prepared. The Initial Study and proposed ND were published for 20-day comment period and are provided as an attachment for certification. The project will be subject to the City's Standard Conditions of Approval that will reduce any potential environmental impact to a less-than-significant level.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That City Council Adopt a Resolution:

Adopting 1) The Mosswood Park Master Plan; And

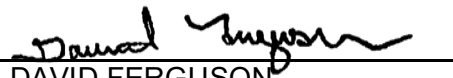
2) The Related California Environmental Quality Act (CEQA) Negative Declaration;
And

3) Accepting And Appropriating: (A) A Donation From The Oakland Parks And Recreation Foundation Which Received Funds From The Kaiser Permanente Northern California Community Benefit Program In An Amount Up To Three Million Five Hundred Thousand Dollars (\$3,500,000.00) For Use On The Mosswood Project; And

(B) MacArthur Transit Village Development Impact Funds In The Amount Of One Hundred Twenty Five Thousand Dollars (\$125,000.00) For Use On The Project

For questions regarding this report, please contact Christine Reed, RLA, Capital Improvement Project (CIP) Coordinator at (510) 238-6540.

Respectfully submitted,



DAVID FERGUSON
Interim Director, Public Works

Reviewed by:

Matthew Lee, P.W., Interim Assistant Director
Bureau of Design & Construction

Reviewed by:

Denise Louie, Architect (HI), Project Manager
Project & Grants Management Division

Prepared by:

Christine Reed, RLA, CIP Coordinator
Project & Grants Management Division

Attachments (3):

- A. *Mosswood Park Master Plan*
- B. *CEQA Initial Study*
- C. *Project Location Map*