

CITY OF OAKLAND
AGENDA REPORT

OFFICE OF THE CITY CLERK
CITY OF OAKLAND

2006 MAR 29 PM 6:13

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Public Works Agency
DATE: April 11, 2006

RE: **INFORMATIONAL REPORT ON THE MEASURE DD LAKE MERRITT
PROJECTS AND RECOMMENDATIONS ON POTENTIAL ALTERNATIVES
FOR ACTION**

SUMMARY

This report provides information on the implementation of the current Measure DD funded Lake Merritt projects. Measure DD is the Oakland Trust for Clean Water and Safe Parks bond measure passed by Oakland voters in November 2002. In particular, the following three major capital improvement projects are scheduled to start construction over the next several months:

- 1) 12th Street Reconstruction
- 2) Municipal Boathouse Renovation and Lakeside Drive Park Improvements
- 3) Lakeshore Avenue/El Embarcadero Park and Street Improvements

Each of these projects was initially formulated in the Lake Merritt Master Plan. A majority of the design for the projects is now complete. Prior to the finalization of the project designs, staff is reviewing and addressing several additional issues that have been brought forward by various members of the public. The specific issues that are discussed in this report are: 1) removal of existing trees, 2) traffic impacts, 3) location and configuration of the new parking lot at the Municipal Boathouse, 4) the relocation of the exterior restroom at the Municipal Boathouse, and 5) the street reconfiguration of El Embarcadero. Staff requests that the City Council review and comment on the design issues and the recommendations provided by staff for the Measure DD Lake Merritt projects.

The Measure DD Lake Merritt projects are consistent with the Mayoral Goal to "Build Community and Foster Livable Neighborhoods," by providing for clean and accessible parks, trails, and recreational facilities. The Lake Merritt projects are located in Council Districts 2 and 3.

FISCAL IMPACT

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

Item: _____
Life Enrichment Committee
April 11, 2006

BACKGROUND

In June 2002, the Lake Merritt Master Plan was formally accepted by the City Council. The Master Plan defines the overall objectives and provides guidelines and recommendations for the restoration and improvement of the Lake Merritt area. With the passage of Measure DD in November 2002, a total of \$88,250,000 is being directed toward various Lake Merritt projects that are outlined in the Master Plan.

The first three major projects to be implemented at Lake Merritt using Measure DD funds are the 12th Street Reconstruction project, the Municipal Boathouse Renovation and Lakeside Drive Park Improvements project, and the Lakeshore Avenue/El Embarcadero Park and Street Improvements project. The main objectives of these Lake Merritt projects are: 1) the improvement of pedestrian and bicycle circulation with the addition of multi-use paths, class II bicycle lanes, and jogging paths, 2) the creation of shoreline access and new open space at 12th Street, and 3) the restoration of the Municipal Boathouse to reflect its original architectural character and to return it to public use.

As part of the Lake Merritt Master Plan process and as part of the Measure DD implementation process, *community outreach was performed through public presentations and open house events.* Refer to *Exhibit A* for a list of community presentations. The majority of the design for these projects is now complete and the projects are scheduled to start construction within the next few months. Prior to the finalization of the project designs, staff is reviewing and addressing several additional issues that have been brought forward by various members of the public. This report describes the main issues and alternatives, and provides staff recommendations to the Council for comment.

PROJECT DESCRIPTIONS

12th Street Reconstruction:

The 12th Street Reconstruction project involves reconfiguring the existing 12-lane expressway across the 12th Street dam into a six-lane, tree-lined boulevard. The estimated construction cost of this project is approximately \$35 million. Site work extends from Oak Street to the intersection of East 18th Street and Lakeshore Avenue. One major objective of this project is to change the character of the street from a high-speed expressway into a slower, scenic boulevard that complements Lake Merritt.

In addition to the roadway reconstruction work, the other major components of the project include the creation of a new, four-acre park adjacent to Lake Merritt, the replacement of the existing storm drain culverts at the Lake Merritt Channel with an open channel spanned by vehicular and pedestrian bridges, the construction of new multi-use pathways for pedestrians and bicyclists, the extension of the class II bike lane which encircles the Lake, major landscaping improvements, the removal of the unsafe pedestrian tunnels, and the creation of new pedestrian connections to the Oakland Museum, the Henry J. Kaiser Convention Center, and Laney College.

For the 12th Street Reconstruction project, two main issues are currently being addressed: removal of existing trees and traffic impacts. Refer to *Exhibit B* for further information related to the description of the 12th Street Reconstruction project.

Municipal Boathouse Renovation and Lakeside Drive Park Improvements:

The Municipal Boathouse Renovation and Lakeside Drive Park Improvements project involves major upgrades to the Boathouse building and various site improvements. The estimated construction cost of this project is approximately \$12 million. The building renovation for this city landmark facility includes seismic retrofit work, building code and Americans with Disabilities Act (ADA) compliance work, reconstruction of portions of the building shell, and utility system improvements. Based upon the City's mandate for sustainable construction, the Municipal Boathouse has been designed to be the first 'silver' certified city building by the Leadership in Energy and Environmental Design (LEED) Green Building rating system.

Site work for this project includes the construction of new multi-use pathways for pedestrians and bicyclists, the extension of a class II bike lane along Lakeside Drive, landscaping improvements, the relocation of existing off-street parking facilities with the construction of a consolidated 52-space parking lot, the relocation and reconstruction of an exterior restroom facility, and the construction of a storm water filtration bio-swale for purposes of improving Lake Merritt water quality.

For the Municipal Boathouse Renovation and Lakeside Drive Park Improvements project, three main issues are currently being addressed: removal of existing trees, relocation of the parking lot, and the relocation of the exterior restroom facility. Refer to *Exhibit C* for further information related to the description of this project.

Lakeshore Avenue/El Embarcadero Park and Street Improvements:

The Lakeshore Avenue/El Embarcadero Park and Street Improvements project involves major landscape and roadway improvements. The estimated construction cost of this project is approximately \$5 million. Plans for Lakeshore Avenue between El Embarcadero and East 18th Street include the reconfiguration of the street from four vehicular lanes to two vehicular lanes and the installation of class II bike lanes in both directions. Park improvements will include the expansion of the park along Lakeshore Drive, the construction of new multi-use pathways for pedestrians and bicyclists, the construction of new jogging paths, and the installation of new landscaping.

Work at El Embarcadero will involve the closure to vehicular traffic of the southern most traffic couplet, and the reconstruction of the area into a new formal plaza as an entryway to the Pergola structure. Plans propose for the widening of the northern traffic couplet at El Embarcadero near the Lakeview Library by approximately two feet, and the reconfiguration of the street from one-way traffic to two-way traffic (one lane westbound and two lanes eastbound).

For the Lakeshore Avenue/El Embarcadero Park and Street Improvements project, two main issues are currently being addressed: traffic impacts and the reconfiguration of El Embarcadero. Refer to *Exhibit D* for further information related to the description of this project.

KEY ISSUES AND IMPACTS

1. Removal of Existing Trees:

The Lake Merritt Master Plan provided recommendations related to landscaping improvements and also identified the lack of landscape cohesiveness in parts of Lake Merritt Park. The Master Plan set forth the goal of a comprehensive re-forestation program to ensure the vitality and continuity of the landscape. Each of the three main Measure DD Lake Merritt projects proposes the removal of some existing trees. Trees were evaluated based on horticultural issues such as existing health, distress, damage, and projected lifespan; biological impacts such as bird habitats; and impacts to the design and construction of the projects.

Originally, 307 existing trees were proposed for removal. Based on reviews of the trees, feedback from the public, changes to the design plans, and the institution of tree preservation measures, 83 trees are no longer designated for removal. Most of these 83 preserved trees are large, mature trees.

Eighty percent (80%) of the trees proposed for removal are in the 12th Street Reconstruction project. Due to the geometry and magnitude of the project, the site constraints, and the complex construction staging, the project requires the removal of an extensive number of existing trees in order to be able to reconstruct the roadway. At this time, 179 trees are proposed for removal at the 12th Street project. However, as part of the construction, a total of 341 new trees are to be planted for a net increase of 162 trees in this project.

The Municipal Boathouse Renovation and Lakeside Drive Park Improvements project currently has 20 trees designated for removal. As part of the construction, 61 new trees are proposed are to be planted for a net increase of 41 trees in this project.

The Lakeshore Avenue/El Embarcadero Park and Street Improvements project currently has 25 trees designated for removal. As part of the construction, 119 new trees are proposed are to be planted for a net increase of 94 trees in this project. Refer to *Exhibit E* for a summary of issues and facts related to the trees.

At the time this report was written, the tree removal permit for the three projects was pending to be issued. If the tree removal permits are issued and contested, an appeal to the Parks and Recreation Advisory Commission will be heard. A subsequent appeal to the City Council will be heard for any further protests.

2. Traffic Impacts:

Traffic impact issues are most notable in the 12th Street Reconfiguration project and the Lakeshore Avenue/El Embarcadero Park and Street Improvements project. The Lake Merritt Master Plan was utilized as a basis for the proposed roadway reconfigurations.

On the 12th Street project, the existing 12-lane expressway is to be transformed into a six-lane boulevard that will improve the safety of pedestrians and bicyclists. Lakeshore Avenue at 12th Street is to be closed with a cul-de-sac. All other existing streets in the area will remain open to provide the most convenient traffic circulation network. Studies analyzed the traffic volumes, traffic patterns, and Level of Service (LOS) for current conditions as well as for projections to year 2025. The LOS for year 2025 for the various intersections is acceptable and range from A (free-flowing conditions) to C (stable operations with some restrictions and lower speeds). The only exception to the acceptable traffic operations is along 2nd Avenue. By year 2025 during peak usage, the LOS along 2nd Avenue will be unacceptable with extreme congestion. The eventual installation of three traffic signals to replace stop signs along 2nd Avenue will mitigate the traffic delays.

The Lakeshore Avenue/El Embarcadero project will reconfigure Lakeshore Avenue from four vehicular lanes to two vehicular lanes. This reconfiguration provides for expansion of Lake Merritt Park by one acre, the addition of class II bike lanes on Lakeshore Avenue, and the transformation of the road into a pedestrian and park friendly, neighborhood street. Traffic studies were performed for Lakeshore Avenue and coordinated with the adjoining 12th Street project. The projected arterial (Lakeshore Avenue) year 2025 Level of Service (LOS) is C (stable operations with some restrictions and lower speeds) with average arterial speeds of 16.6 to 17.5 miles per hour during peak hours. The only exception is where the northbound, afternoon peak LOS is D (delays and reduced speeds) with an average arterial speed of 12.4 miles per hour. In addition, a separate analysis for year 2025 conditions was performed to appropriately size the length of the left turn storage lanes along Lakeshore Avenue.

At El Embarcadero, the proposed design calls for the closure to vehicular traffic of the southern most traffic couplet. Plans also propose for the widening of the northern traffic couplet at El Embarcadero near the Lakeview Library by approximately two feet, and the reconfiguration of the street from one-way traffic to two-way traffic (one lane westbound and two lanes eastbound). Traffic studies were performed for the intersection of El Embarcadero and Grand Avenue and the intersection of El Embarcadero and Lakeshore Avenue. The LOS during both morning and afternoon peak hour for the Grand Avenue intersection is projected to be C (stable operations with some restrictions and lower speeds) in the year 2025. The LOS for Lakeshore Avenue intersection during the peak morning is D (delays and reduced speeds), and with mitigation measures of utilizing an overlap right turn lane for southbound Lakeshore Avenue traffic, the peak afternoon hour LOS will be D or better. There may be intervals of heavy congestion during the peak afternoon use, but the duration of these periods should be brief.

3. Location and Configuration of the New Parking Lot at the Municipal Boathouse:

The Lake Merritt Master Plan provided guidelines for the site work at the Municipal Boathouse and Lakeside Drive Park, including the recommendation to consolidate the existing off-street parking into a single 52-space lot north of the Boathouse on the existing large lawn area. Consolidation of the parking provides for greater parking efficiency, allows for better pedestrian circulation and access to the shoreline, and provides for improved Lake water quality with the installation of a bio-swale filtration system. The 52-spaces of the proposed lot represents no-change to the total number of off-street parking spaces currently in existence at the site. A dedicated entry and exit for the proposed lot allows for control and closure of the lot. An essential component for the success of a future tenant (i.e. *restaurant or any other type of occupant*) of the Municipal Boathouse Building is to have a minimum amount of convenient parking. The proposed 52-space parking lot still does not provide a restaurant with the full amount of desired parking spaces, and on-street parking and other local parking lots will also need to be used.

The location of the new parking lot is controversial to some of the local residents along the Lakeside Drive area and members of the public since it does convert a large green space to a paved parking lot. The sight lines of the proposed parking lot will be slightly softened with the parking lot constructed at a lower elevation than the sidewalk, and with the addition of street trees along Lakeside Drive. Park users will be able to enjoy new landscaped terraces along the Boathouse's Lake shoreline, and a new four-acre green space that is being constructed as part of the adjacent 12th Street reconstruction project.

A supplemental study was performed by the City's consultant to re-analyze parking lot locations and to examine new on-street parking expansion options. Alternatives to relocate the parking lot to the area south of the Boathouse will allow for the northerly, large green space to remain and will be more convenient to building users, but a south parking lot will require the removal of several additional large trees, still result in the paving of some existing lawn areas, create grading issues that will require new retaining walls to be built, and conflict with the shoreline pathway for pedestrian circulation.

Other alternatives look into reducing the size of the proposed parking lot at the north end. The reduction of parking spaces for the future tenants (including a possible restaurant) of the Boathouse will adversely impact their operations and ability to be successful.

On-Street Parking Options:

Staff is also studying the options to expand on-street parking, which would in theory allow for the reduction in size of the parking lot. The first option is the conversion of the parallel parking on the east side of Lakeside Drive to angled parking which will result in a net gain of approximately 19 spaces on the street. However, in order to provide for angled parking, Lakeside Drive would be reduced to two-lanes of traffic, the class II bike lane could not be installed, and additional expense would be incurred to reconstruct the east curb, to expand the sidewalk, and to construct some retaining structures at the back of sidewalk. If the parking lot were reduced in size, then some cost savings will be realized. At the time of writing this report, traffic volume figures were being verified, and a traffic

simulation model was being prepared to determine the feasibility of reducing Lakeside Drive down to two-lanes of traffic with angled parking on one side of the street.

A second option for expanded on-street parking that is being explored is the construction of a frontage road on the eastside of Lakeside Drive. The frontage road would consist of a 12-foot traffic lane with parallel parking on both sides of this road, which thus essentially doubles the amount of parallel parking on the east side of Lakeside Drive. The net gain of parking spaces from this scenario would be approximately 34 spaces, and the potential conflict with bicyclists would be less than the angled parking scenario. Similar to the angled parking option, the construction of this frontage road with double parallel parking would require Lakeside Drive to be reduced to two-lanes of through traffic, the class II bike lane could not be installed, and additional expense would be incurred for added median and curb work, sidewalk reconstruction, and construction of some retaining structures at the back of the sidewalk. As noted above in the angled parking option, a traffic analysis and simulation are being performed to determine the feasibility of reducing Lakeside Drive down to two-lanes of traffic.

Refer to *Exhibit F* for additional details and information on the parking lot and the on-street parking alternatives.

4. Relocation of the Exterior Restroom at the Municipal Boathouse:

As part of the Municipal Boathouse renovation project, the existing, exterior restroom facility is to be reconstructed and relocated to the north end of the new parking lot. The relocation and reconstruction is desired in order to eliminate the existing concealed area between the restroom and the Boathouse, to resolve existing drainage problems between the buildings, to enhance the historic Boathouse building setting, to allow for clear sight lines from the street for monitoring by police, and to provide a restroom designed to *minimize negative behavior*. The initially proposed location of the new restroom is far from the Boathouse and has created concerns for its proximity to some residential buildings and for its potential to attract undesirable activities without any monitoring by Boathouse staff.

A supplemental study was performed by the City's consultant to re-analyze the new restroom location. The first alternative looks at keeping the restroom in its current location. This option does not allow for physical separation between the restroom and the Boathouse and thus allows for an area of concealment, and it detracts from the historic setting of the Boathouse. A benefit of this option would be reduced construction costs by minimizing utility improvements.

Another alternative looks to relocate the restroom to the south end of the parking lot. This location is slightly removed from the Boathouse building, it is adjacent to the pathway for park users, and the utility connections would be shorter than the initial location. The negative aspects of this location include obstructed sight lines from the street for police monitoring and a reduction in the size of the bio-swale filtration system.

An alternative to locate the restroom on the south side of the Boathouse was also explored. Significant utility work and the required construction of a new sewage lift station make this option impracticable. Refer to *Exhibit F* for additional details and information on the exterior restroom options.

5. Street Reconfiguration of El Embarcadero:

The plan to reconfigure El Embarcadero between Grand Avenue and Lakeshore Avenue involves closing the southern traffic couplet and converting the northern couplet, which is adjacent to the Lakeview Library, into two-way traffic. Conversion of the northern couplet does require the widening of the roadway by approximately two feet towards the Library in order to provide safe clearances for the new two-way traffic. Closure of a portion of El Embarcadero allows for the expansion of Lake Merritt Park and the construction of a formal plaza and multi-use path as an entryway to the Pergola structure.

Advocates from some groups who utilize the Lakeview Library are concerned that the added traffic generated by the proposed street reconfiguration will adversely impact the use of the Library. The advocates suggest that El Embarcadero either be completely closed or that the northern couplet be closed with the southern couplet converted to two-way traffic.

The plan to close the southern traffic couplet of El Embarcadero originated from the Grand Lake Green Link Plan and the Adams Point Urban Design Plan. The guidelines in Lake Merritt Master Plan and the current construction plan are consistent with the other studies with respect to the reconfiguration of El Embarcadero. Closure of El Embarcadero has been shown to be impractical as evidenced by the temporary closure of the street during prior construction projects, which resulted in traffic gridlock. Traffic simulations also indicate severe traffic delays in the area during peak hours if El Embarcadero were permanently closed. The idea to close the northern traffic couplet near the Lakeview Library instead of the southern couplet would not result in any significant changes to the projected traffic flow. Construction costs to close either the northern or southern couplet are not significantly different, although added costs would be incurred to revise the current design. However, a conversion of the southern couplet to two-way traffic is contrary to the intent of the Lake Merritt Master Plan because it would not allow for park expansion and the creation of a plaza adjacent to the Pergola. The continuity of the Park is broken if users are required to cross traffic at El Embarcadero.

RECOMMENDATIONS AND RATIONALE

1. Recommendation - Removal of Existing Trees:

Staff recommends that the Measure DD Lake Merritt projects proceed with the current plan to remove 224 existing trees. The number of trees requested for removal has been reduced from the original number of 307 based on a concerted effort to save some of the mature trees that do not directly impact the construction of park improvements.

Upon the issuance of the tree permit for the projects, there are opportunities for an appeal to save any of the trees earmarked for removal. The first appeal may be made before the Parks and Recreation Advisory Commission. If a further appeal is requested, the matter will be presented to the City Council for a final determination.

2. Recommendation - Traffic Impacts:

Staff recommends that Measure DD Lake Merritt projects proceed with the currently proposed roadway improvements on 12th Street, on Lakeshore Avenue, and at El Embarcadero. The traffic studies for the 12th Street project indicate that the Levels of Service for traffic will be acceptable. The projected traffic congestion along 2nd Avenue will be mitigated in the future with the addition of three traffic signals in the future (prior to year 2025).

The intent of the reconfiguration of Lakeshore Avenue is to transform the street from a main roadway into a pedestrian and park friendly, neighborhood street. The proposed configuration of two vehicular lanes will have appropriately sized left turn pockets, and will allow for the installation of class II bike lanes in each direction. A key goal of the Bicycle Master Plan is to have these class II bike lanes encircling Lake Merritt. Average traffic speeds will be reduced but the Level of Service for traffic will be acceptable. In addition, future traffic patterns should adjust accordingly with usage.

At El Embarcadero, closure of the existing, southern traffic couplet will generate added traffic congestion during peak use hours. With the installation of an overlap right turn lane for southbound Lakeshore Avenue, traffic delays will be mitigated and the Level of Service for traffic will be acceptable. There may be periods of heavy congestion during the afternoon peak use, but the duration of these periods should be brief.

3. Recommendation - Location and Configuration of the Parking Lot at the Municipal Boathouse

Staff recommends the construction of a 52-space parking lot north of the Municipal Boathouse as originally proposed and designed. The 52-spaces of the proposed lot represents no-change to the total number of off-street parking spaces currently in existence at the site. An essential component for the success of a future tenant (i.e. restaurant or any other type of occupant) of the Municipal Boathouse Building is to have a minimum amount of convenient parking. The proposed 52-space parking lot still does not provide a restaurant with the full amount of desired parking spaces, and on-street parking and other local parking lots will also need to be used.

The proposed consolidated parking lot will provide efficient circulation of traffic, have a dedicated entry and exit to allow for control and closure of the lot, promote Lake Merritt water quality by filtering storm waters with a bio-swale, and allow for the construction of multi-use paths along the shoreline. The loss of the large green space with the construction of the proposed parking lot is not desired, but it does present the most efficient and economical solution to the parking needs of the Boathouse. The sight lines of the proposed parking lot will be slightly softened with the parking lot constructed at a lower elevation than the sidewalk, and with the addition of some street trees. If desired, more street trees along Lakeside Drive can be added to satisfactorily screen the parking lot. Park users will be able to enjoy new landscaped terraces around the Boathouse's Lake shoreline, and a new four-acre green space that is being constructed as part of the adjacent 12th Street reconstruction project.

The construction of an alternate parking lot to the south of the Boathouse is not preferred because the dead-end configuration is not efficient, the driveway must be shared with the Camron Stanford House, additional mature trees will need to be removed, additional grading and retaining structures will need to be built due to the elevation differences, the multi-use path will be interrupted by the parking lot, and there is no opportunity for a bio-swale to improve Lake water quality. Alternatives to reduce the size of the parking lot are not practical due to the requirements of the future Boathouse tenant.

The options to increase on-street parking by converting parallel parking to angled parking, or to construct a frontage road to increase parallel parking are still being studied from a traffic flow perspective. However, both off-street parking expansion options require that Lakeside Drive be reduced to two-lanes of through traffic, and the elimination of the class II bike lanes from the construction plans. An objective of both the Bicycle Master Plan and the Lake Merritt Master Plan is for the installation of class II bike lanes on Lakeside Drive. Additional costs for curb relocation, sidewalk expansion, and retaining wall construction will be incurred if on-street parking is expanded. A combination of expanded on-street parking with a reduced size parking lot is not recommended because of the loss of class II bike lanes and the additional construction costs. Traffic studies that analyze the traffic impacts of expanded on-street parking will be available prior to the presentation of this report.

4. Recommendation – Relocation of the Exterior Restroom at the Municipal Boathouse

Staff recommends the location of the new exterior restroom be moved from its originally planned position at the far north end of the proposed parking lot to a new position that is at the south end of the proposed parking lot (refer to Exhibit F, Page 11, Restroom Alternative D). This recommended location physically separates the restroom from the Boathouse but is not significantly far (approximately 100 feet) and allows for some level of monitoring by Boathouse staff, it is adjacent to the multi-use path, and the construction costs are slightly less since the utility improvements are reduced.

Maintaining the location of the current restroom building is not recommended. Construction costs would be reduced but the restroom would still allow for areas of concealment and thus create greater concerns for public safety. In addition, the historic setting of the Boathouse is greatly detracted with the existing location of the restroom. Significant construction costs for utilities and a sewer lift station make any proposed location for the restroom south of the Boathouse impracticable.

5. Recommendation – Street Reconfiguration of El Embarcadero

Staff recommends that the reconfiguration of El Embarcadero be constructed as originally planned with the closure of the south traffic couplet, and the conversion of the north traffic couplet to two-way traffic (one lane westbound and two lanes eastbound). The planned reconfiguration is consistent with the Grand Lake Green Link Plan, the Adams Point Urban Design Plan, and the Lake Merritt Master Plan. This layout creates a vision for the expansion of the Park, the construction of a formal plaza with a multi-use path, and a large entryway to the Pergola structure. The plan does require the expansion of

the roadway two feet towards the Lakeview Library but does otherwise preserve the existing row of London Plane trees.

Closure of El Embarcadero is not being considered because of the severe traffic congestion that it would create on the surrounding streets. Closure of the north traffic couplet and the conversion of the south couplet to two-way traffic are not recommended. A conversion of the southern couplet to two-way traffic is contrary to the intent of the Lake Merritt Master Plan because it would not allow for park expansion and the creation of a plaza adjacent to the Pergola. The continuity of the Park is broken if users are required to cross traffic at El Embarcadero.

SUSTAINABLE OPPORTUNITIES

Economic: Economic benefits will include the generation of jobs for Oakland residents, and business tax, sales tax, and other revenues for the City by those who work on the projects. In addition, the projects will enhance the City and generate additional visitors.

Environmental: Implementation of the Lake Merritt projects will improve Lake water quality, promote sustainable construction with the Leadership in Energy and Environmental Design (LEED) silver certification of the Boathouse project, restoration of the 12th Street shoreline, and the day-lighting of the Lake Merritt Channel near 12th Street.

Social Equity: Social equity opportunities include expanded access to the Lake from adjacent neighborhoods, and enhanced recreational venues.

DISABILITY AND SENIOR CITIZEN ACCESS

All new improvements will be compliant with the Americans with Disabilities Act (ADA). The Municipal Boathouse will be fully accessible and the construction of new multi-use pathways and shoreline pathways will facilitate disabled and senior access around Lake Merritt.

ACTION REQUESTED OF THE CITY COUNCIL

Staff asks that the City Council review and comment on the Measure DD Lake Merritt projects, including the recommendations on key issues, and any other aspect of this report.

Respectfully submitted,



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Measure DD Program Manager

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APPROVED AND FORWARDED
TO THE LIFE ENRICHMENT COMMITTEE:


OFFICE OF THE CITY ADMINISTRATOR

ATTACHMENTS:

- Exhibit A – Summary of Community Outreach
- Exhibit B – 12th Street Reconstruction Project Information
- Exhibit C – Municipal Boathouse and Lakeside Drive Park Project Information
- Exhibit D – Lakeshore Avenue/El Embarcadero Project Information
- Exhibit E – Tree Fact/Information Sheet
- Exhibit F – Additional Study for Parking and Restroom at the Boathouse

SUMMARY OF PUBLIC MEETINGS AND OUTREACH FOR THE MEASURE DD LAKE MERRITT PROJECTS

- October 13, 2001 – Open House Event at Lakeside Park with Interactive Displays, Questionnaires, Prioritization Exercises - Lake Merritt Park Master Plan
- December 5, 2001 – Public Presentation and Meeting - Lake Merritt Park Master Plan
- February 12, 2002 – Professional Charette to Exchange Design Concepts - Lake Merritt Park Master Plan.
- March 13, 2002 – Public Presentation and Meeting - Lake Merritt Park Master Plan
- June 27, 2002 – Formal Acceptance of Lake Merritt Park Master Plan by the City Council
- August 12, 2004 – Public Open House with Presentations and for Public Comment – Lake Merritt Park Pre-Design Development
- October 27, 2004 – Public Open House with Presentation/12th Street Project – Lake Merritt Park Pre- Design Development
- February 7, 2005 – Landmarks Preservation Advisory Board; Design Presentation of the Municipal Boathouse Project
- February 23, 2005 – Public Open House w/ Presentations and for Public Comment – Lake Merritt Park 35% Design Development
- October 17, 2005 – Landmarks Preservation Advisory Board; Design Presentation of the Lake Merritt Projects
- November 30, 2005 – Town Hall Meeting; Project Presentation with emphasis on Tree Removals
- December 14, 2005 – Parks and Recreation Advisory Committee; Design Presentation of the Lake Merritt Projects
- February 22 and 25, 2006 - Town Hall Meetings; Project Presentations

Other efforts have included:

- Presentations (2) at the Lake Merritt Breakfast Club
- Presentation at the Rotary Club
- Presentation at the Chamber of Commerce
- Stakeholder Meetings; August, September, and November 2001 and February 2003
- *Monthly Measure DD Coalition Meetings*
- Lake Merritt Public Tree Tours: December 3 and 14, 2005; January 7 and 21, 2006
- January 4, 2006 - Informational display boards for the 12th Street project posted at the south end of Lake Merritt.
- February 7, 2006 – Presentation on Municipal Boathouse/Lakeside Drive project to residents of the Essex building.

Future efforts will include:

- Presentations at Parks and Recreation Advisory Committee for Tree Removal
- Public Meetings at Committee and Council prior to Construction
- Conditional Use Permit Hearing for Proposed Restaurant at the Municipal Boathouse
- On-going Measure DD Coalition Meetings



LAKE MERRITT PARK IMPROVEMENTS

12th Street Project

BACKGROUND:

In November 2002, the voters of Oakland passed a bond measure known as Measure DD—the Oakland Trust for Clean Water and Safe Parks. This \$198 million bond will fund a variety of projects related to clean water and parks, including the 12th Street Reconstruction Project.

In 1877, a scenic boulevard was proposed to loop around Lake Merritt. Today, much of the Lake is surrounded by a high-speed expressway. One goal of the Lake Merritt Master Plan and Measure DD is to return to the concept of a slower, scenic boulevard that is more in keeping with the beautiful park setting.

To that end, reconstruction of 12th Street at the south end of the lake is one of the most important urban design projects to be proposed for the City of Oakland in many years.

SCOPE OF WORK:

The 12th Street Reconstruction Project involves reconfiguring the existing 12-lane expressway across the 12th Street dam into a six-lane, tree-lined boulevard. The project limits extend from Oak Street to the intersection of E. 18th Street and Lakeshore Avenue.

The redesign will:

- Move the new road away from the shoreline to create a new, four-acre park at the south end of Lake Merritt
- Remove unsafe and unsightly pedestrian tunnels
- Provide safer access for pedestrians and cyclists along the perimeter of Lake Merritt
- Create pedestrian connections to the Oakland Museum, the Henry J. Kaiser Convention Center and Laney College
- Reduce the width of the roadway, allowing construction of a shoreline park with an event plaza, arc pier, restroom, turf areas and multi-use paths.
- Replace existing culverts at the Lake Merritt Channel with clear-spanning vehicle and pedestrian bridges, allowing improved tidal circulation into the lake and enhanced water quality and wildlife habitat.
- Establish direct pedestrian, bicycle and boat access from Lake Merritt along the Lake Merritt Channel Park, allowing eventual easy access to the Bay Trail and waterfront.

(continued on page 2)





LAKE MERRITT PARK IMPROVEMENTS

SCOPE OF WORK: *(continued)*

- Close the gap in the existing Necklace of Lights by introducing 11 new fixtures. In addition, multi-purpose pathways will be introduced to provide continuity around this area.

The result of these and other traffic changes around Lake Merritt will be to transform the streets from high-speed commute routes into calmer, scenic boulevards. Bicycle and pedestrian safety will be greatly improved, and the park itself will be significantly expanded.

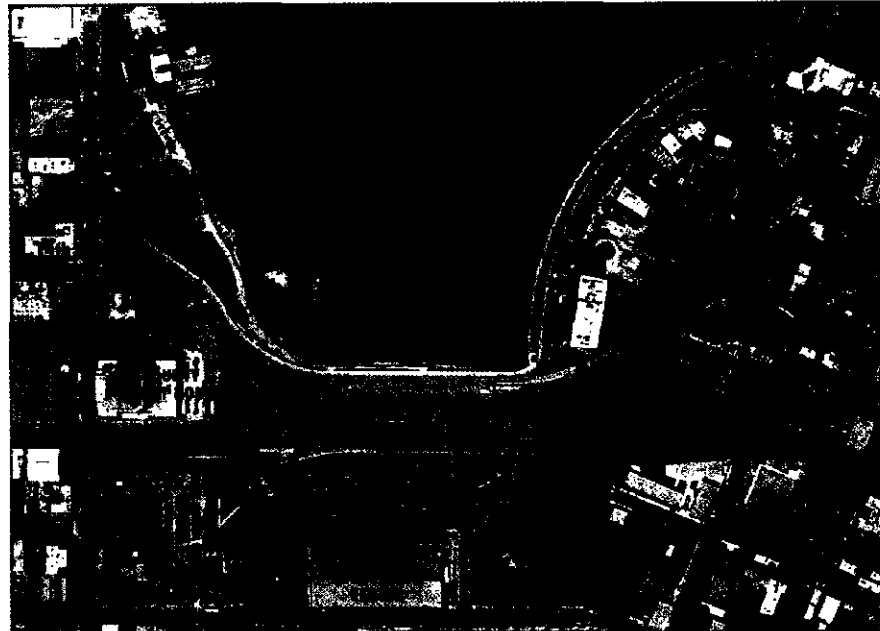
FUNDING:

The project is funded by Measure DD funds and by a Coastal Conservancy grant. The estimated construction budget for the 12th Street Reconstruction Project is \$35 million.

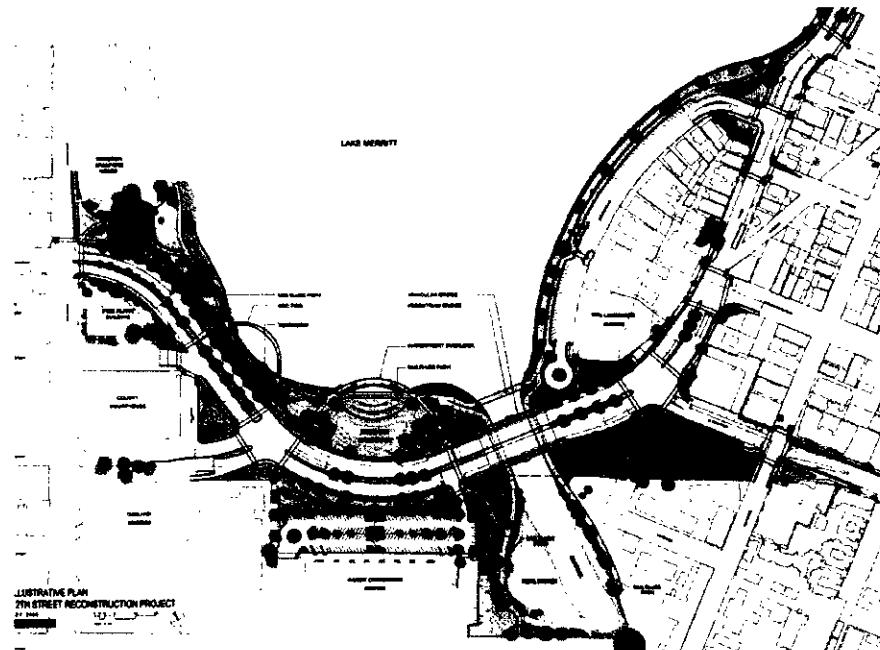
CURRENT STATUS:

The design phase is approaching completion. Construction is anticipated to extend from Summer 2006 to the end of 2008.

For updates visit "News from Public Works" at www.oaklandpw.com or call (510) 238-3546.



Aerial photo of existing conditions.



Proposed reconstruction plan for 12th Street.



EXHIBIT B-3

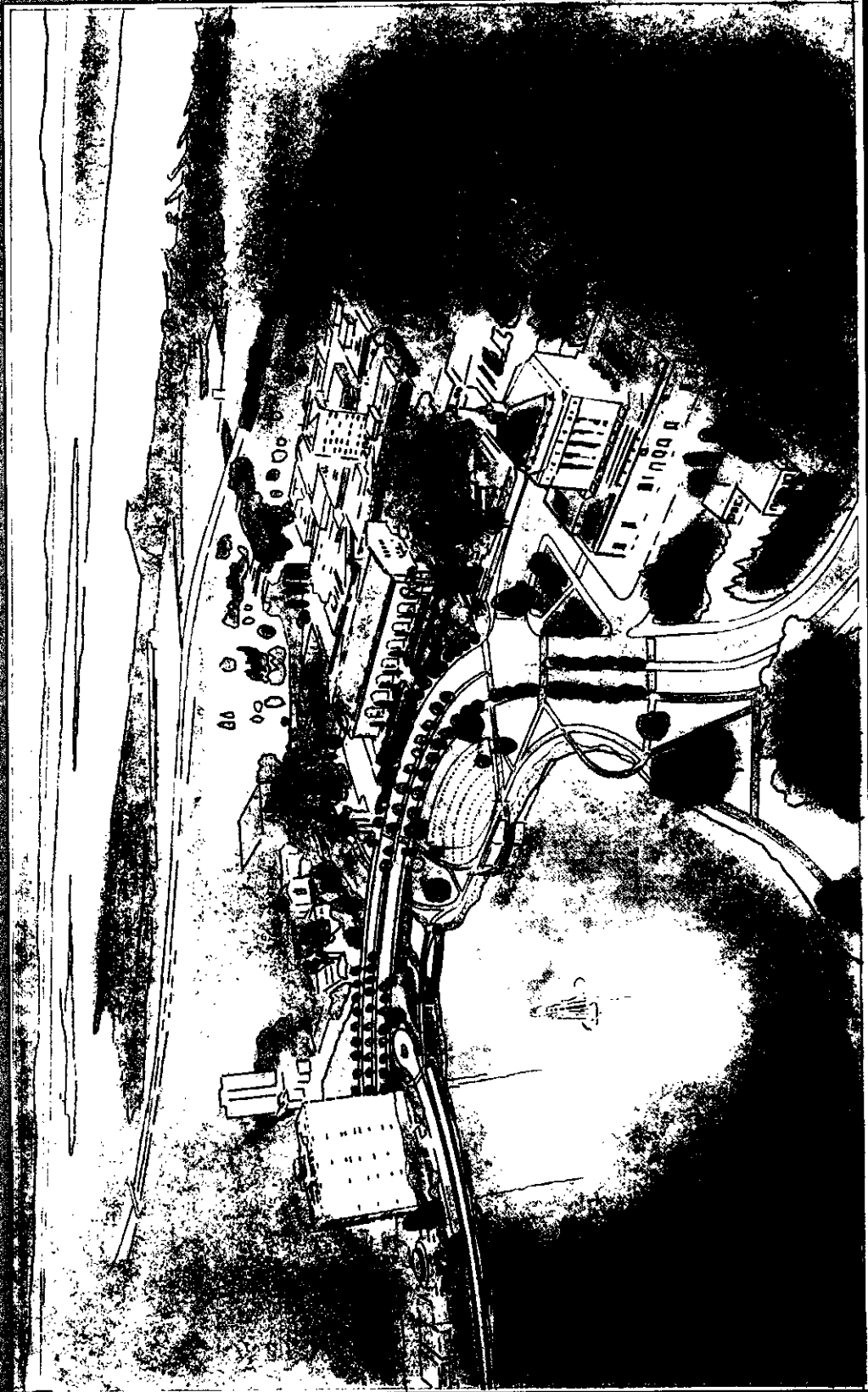


EXHIBIT B-4

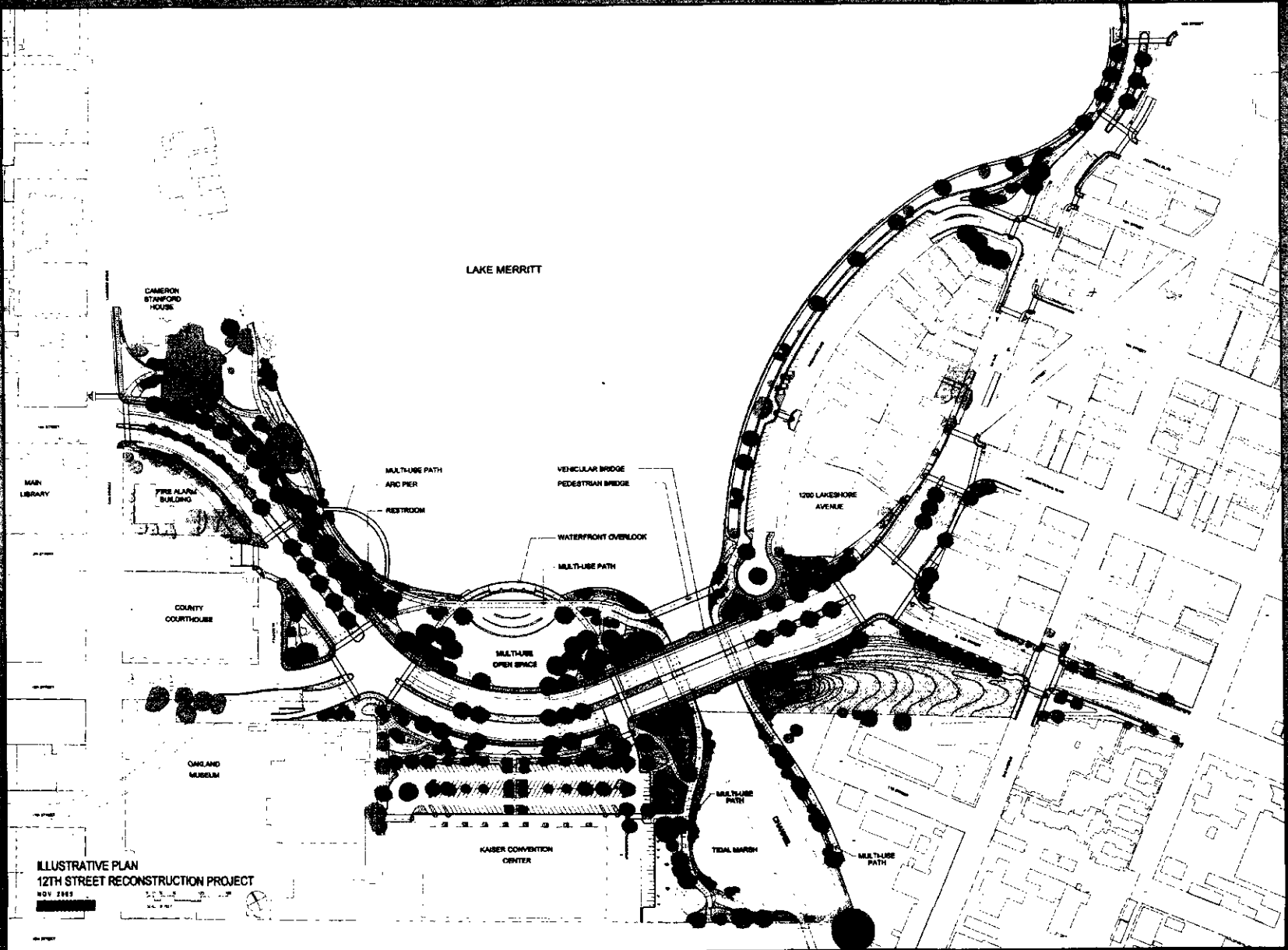


EXHIBIT B-5



LAKE MERRITT PARK IMPROVEMENTS

Municipal Boathouse and Lakeside Drive Park

BACKGROUND:

In November 2002, Oakland voters passed a bond measure known as Measure DD—the Oakland Trust for Clean Water and Safe Parks. This \$198 million bond will fund a variety of projects related to clean water and parks, including the Municipal Boathouse and Lakeside Drive Park project.

SCOPE OF WORK:

This project involves restoration of the Municipal Boathouse and renovation of parkland located east of Lakeside Drive between the Camron-Stanford House and Madison Street.

Municipal Boathouse Improvements

Renovate the historic Municipal Boathouse:

- Convert it from an office facility to allow for greater public use of this historic building
- Upgrade to current codes, including ADA compliance, utilities, seismic retrofitting and energy conservation features
- Provide space for a restaurant, a cafe and a public meeting room on the upper levels of the renovated Boathouse
- Upgrade boating facilities on the lower levels to meet current use requirements.

Construct a grand stairway leading from Lakeside Drive to the Municipal Boathouse, with upgrades provided by the Rotary Club of Oakland.

Add new and improved, recreational pathways:

- A continuous, 10-foot-wide decorative concrete, multi-use trail
- A 3.5-foot-wide decomposed granite jogging trail along the back of the sidewalk on Lakeside Drive

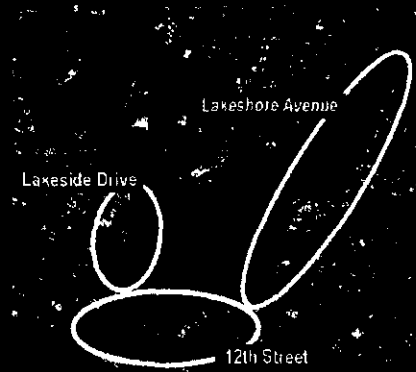
Relocate existing parking facilities and consolidate them into a single, 52-space lot to be constructed in the existing large lawn area north of the Boathouse. The net number of parking spaces will not change. The parking lot relocation and consolidation will:

- Reduce area used for parking on the site by 0.1 acre, for a 20% reduction
- Allow storm water pollutants from the lot to be naturally treated in a bio-swale
- Separate the multi-use pathway system from the parking lot and
- Provide an appropriate landscaped setting for the historic building

Improve Lake Merritt water quality by channeling drainage from the site north of the Boathouse, including the new parking lot and related driveways, into a bio-swale (a vegetated area that will filter and reduce contaminants in the parking lot runoff which drains into the Lake).

Remove the existing restroom building located adjacent to the Boathouse and construct a new restroom building at the north end of the new parking lot.

(continued backside)



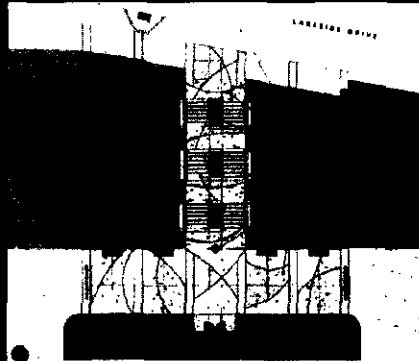
SHORE VIEW



LAKE VIEW

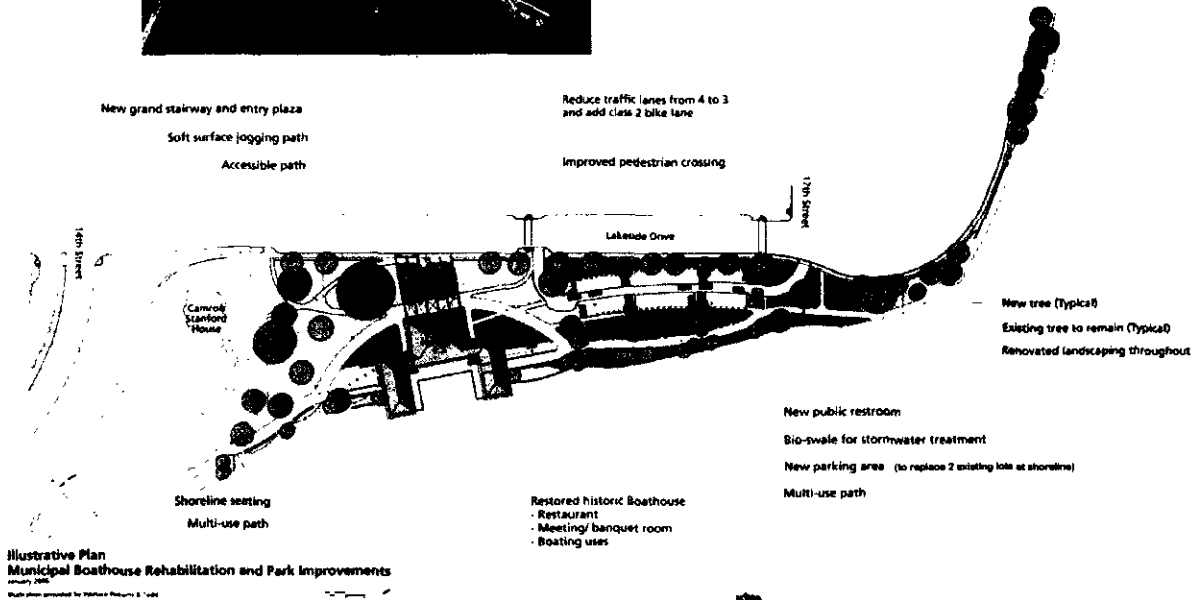
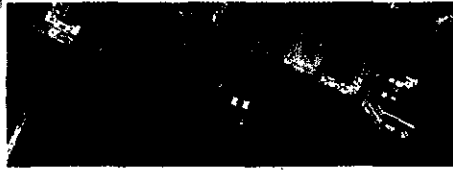


BOATHOUSE ENTRY





LAKE MERRITT PARK IMPROVEMENTS



Section at Boathouse Parking and Bioswale

SCOPE OF WORK (cont):

Lakeside Drive Improvements

Fully renovate 4.1 acres of existing planting and irrigation:

- Plant approximately 61 new trees (15 gallon and 24" box size)
- Remove 20 existing trees (fewer than 1% of the trees in Lake Merritt Park)
- When the project is complete, there will be 91 trees in the project area, a 75% increase
- The trees are being removed because they are in conflict with the new construction, are diseased, have severe structural defects or are screening the building and dropping fruit on pathways.

Restripe Lakeside Drive from four lanes to three lanes for vehicle traffic.

Create a new Class 2 bike lane.

Create pedestrian improvements, including:

- bulb-outs on Lakeside Drive at 14th Street and at the mid-block crossing in front of the Scottish Rite Center
- installation of Americans with Disabilities Act (ADA) - compliant curb ramps and pathways.

Develop many new seating areas along the multi-use trail.

Improve signage. Under a separate project, a comprehensive signage plan is being developed to unify and upgrade signs for park regulations and way-finding for Lake Merritt Park. Interpretive signage describing the area's history is also being developed as part of the signage plan.

FUNDING:

The project is funded by Measure DD – the Oakland Trust for Clean Water and Safe Parks. The current available construction budget for Lakeside Drive Park and the Municipal Boathouse renovation is \$10 million.

CURRENT STATUS:

Bids were solicited in December 2005 for the Municipal Boathouse and Lakeside Drive Park project and discussions are underway with the contractor. The project is scheduled for construction completion in mid 2007.



For updates visit

"News from Public Works"

www.oaklandpw.com/measuredd

or call (510) 238-3389.

New grand stairway and entry plaza

Soft surface jogging path

Accessible path

Reduce traffic lanes from 4 to 3
and add class 2 bike lane

Improved pedestrian crossing

17th Street

Lakeside Drive

14th Street

Cameron
Stanford
House

New tree (Typical)

Existing tree to remain (Typical)

Restored landscaping throughout

New public restroom

Bio-swale for stormwater treatment

New parking area

Multi-use path

Shoreline seating

Multi-use path

Restored historic Boathouse

- Restaurant
- Meeting/banquet room
- Boating uses

Illustrative Plan

Municipal Boathouse Rehabilitation and Park Improvements

January 2005

Illustration provided by Wallace Roberts & Todd



EXHIBIT C-3



Section: Multi-use path and Plaza



Section: Entry Plaza and Stairs



Section: Parking Lot and Bio-swale

EXHIBIT C-4



LAKE MERRITT PARK IMPROVEMENTS

Lakeshore/El Embarcadero

BACKGROUND:

In November 2002, Oakland voters passed a bond measure known as Measure DD – the Oakland Trust for Clean Water and Safe Parks. This \$198 million bond will fund a variety of projects related to clean water and parks, including the Lakeshore Avenue and El Embarcadero project.

SCOPE OF WORK:

This project includes parkland located:

- west side of Lakeshore Avenue from East 18th Street to El Embarcadero and
- adjacent to El Embarcadero between the Lakeview Library and the Pergola

Lakeshore Avenue Improvements

- Narrow Lakeshore Avenue from four lanes to two lanes for vehicle traffic
- Install new, five-foot-wide Class 2 bike lanes
- Create additional park space for public use along Lakeshore Avenue by reconstructing the new curb on the Lake Merritt side of Lakeshore Avenue approximately 12 feet east of the existing curb location
- Retain the same number of on-street parking spaces as existing

El Embarcadero Improvements

- Close the southern-most traffic couplet on El Embarcadero to vehicle traffic
- Reconstruct it to accommodate the multi-use trail and a new formal plaza area just north of the Pergola
- Widen the northerly traffic couplet of El Embarcadero by two feet toward the Library to safely accommodate two-way traffic
- Reconfigure the northerly traffic couplet with two lanes going eastbound and one lane going westbound

Other Park and Landscape Improvements

Add improved, new recreational pathways:

- A continuous, 10-foot-wide decorative concrete, multi-use trail
- A parallel 3.5-foot-wide decomposed granite jogging trail
- A new six-foot-wide planting strip next to the new curb location will buffer the multi-use trail from the roadway
- The shoreline trail will be reconstructed with polymer-hardened decomposed granite in order to provide a firm and stable surface and to be compliant with the Americans with Disabilities Act (ADA).

Fully renovate 9.2 acres of existing planting and irrigation:

- Plant approximately 119 new trees (24" box size).
- Remove 25 existing trees (fewer than 1% of the trees in Lake Merritt Park)
- When the project is complete, there will be 195 trees in the project area, a 89% increase

(continued backside)



LAKESHORE AVE



EL EMBARCADERO





LAKE MERRITT PARK IMPROVEMENTS

SCOPE OF WORK (CONT):

- The trees are being removed because they are diseased, **severely damaged**, have severe structural defects, are in conflict with the new construction or are crowding and screening the Pergola.
- Replace lawn areas in narrower parts of the park corridor with shrubs to reduce maintenance and water use and to reduce the food supply for geese.

Develop many new seating areas throughout the park, particularly at creek nodes and where small peninsulas jut out into the Lake.

Create a new plaza area near the Pergola to emphasize the creek heritage of the area.

Create pedestrian improvements, including:

- Reducing the crossing distance on Lakeshore Avenue by 12 feet
- Installing bulb-outs at Cleveland Cascade
- Adding highly visible crosswalk pavement marking at mid-block crossings at the Lakeview Library and Cleveland Cascade
- Creating pedestrian refuge islands at El Embarcadero, Boden, Brooklyn and Wesley.

Install ADA-compliant curb ramps at all intersections and at the Pergola to provide wheelchair access.

Install markers to designate the historic shoreline of the Lake.

Improve signage. Under a separate project, a *comprehensive signage plan is being developed to unify and upgrade signs for park regulations and way-finding for Lake Merritt Park.* Interpretive signage describing the area's history is also being developed as part of the signage plan.

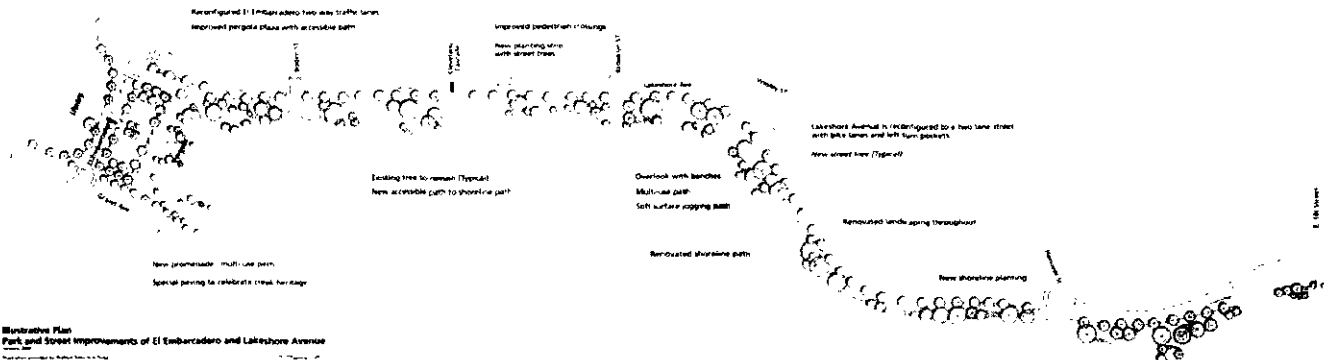
FUNDING:

The projects are funded primarily by Measure DD – The Oakland Trust for Clean Water and Safe Parks. The current available construction budget for the Lakeshore Avenue/El Embarcadero project is about \$4 million.

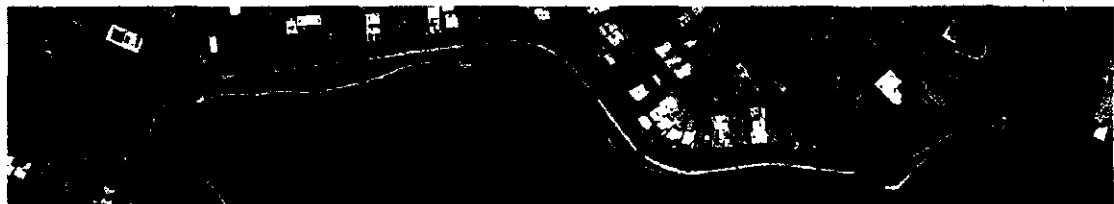
CURRENT STATUS:

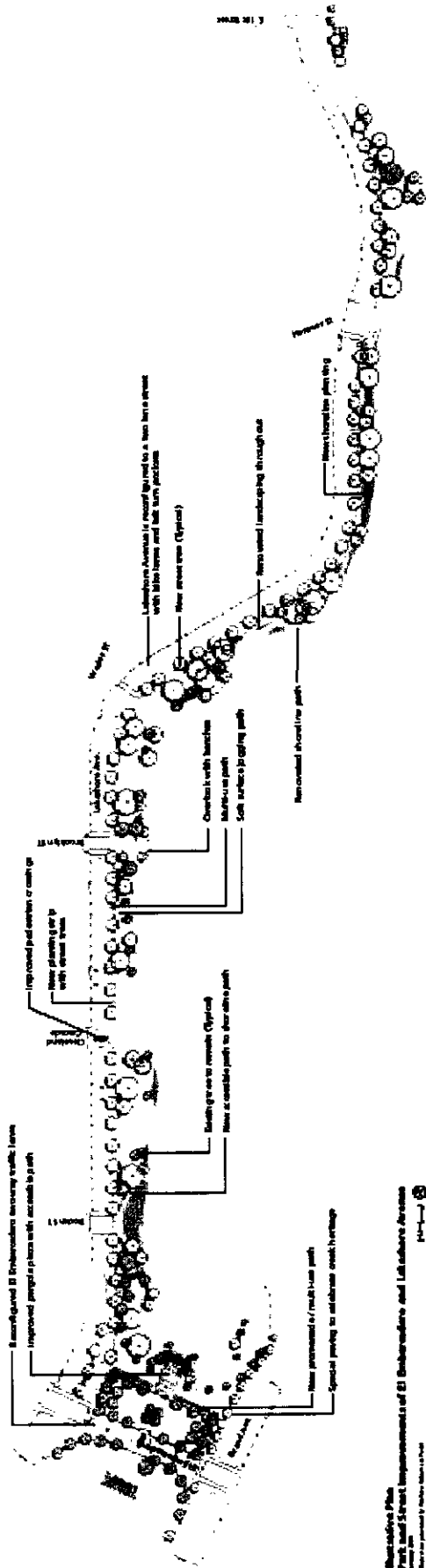
The Lakeshore Avenue/El Embarcadero project design is 99% complete. Construction is scheduled to be complete in early 2007.

For updates visit "News from Public Works" www.oaklandpw.com/measuredd or call (510) 238-3389.

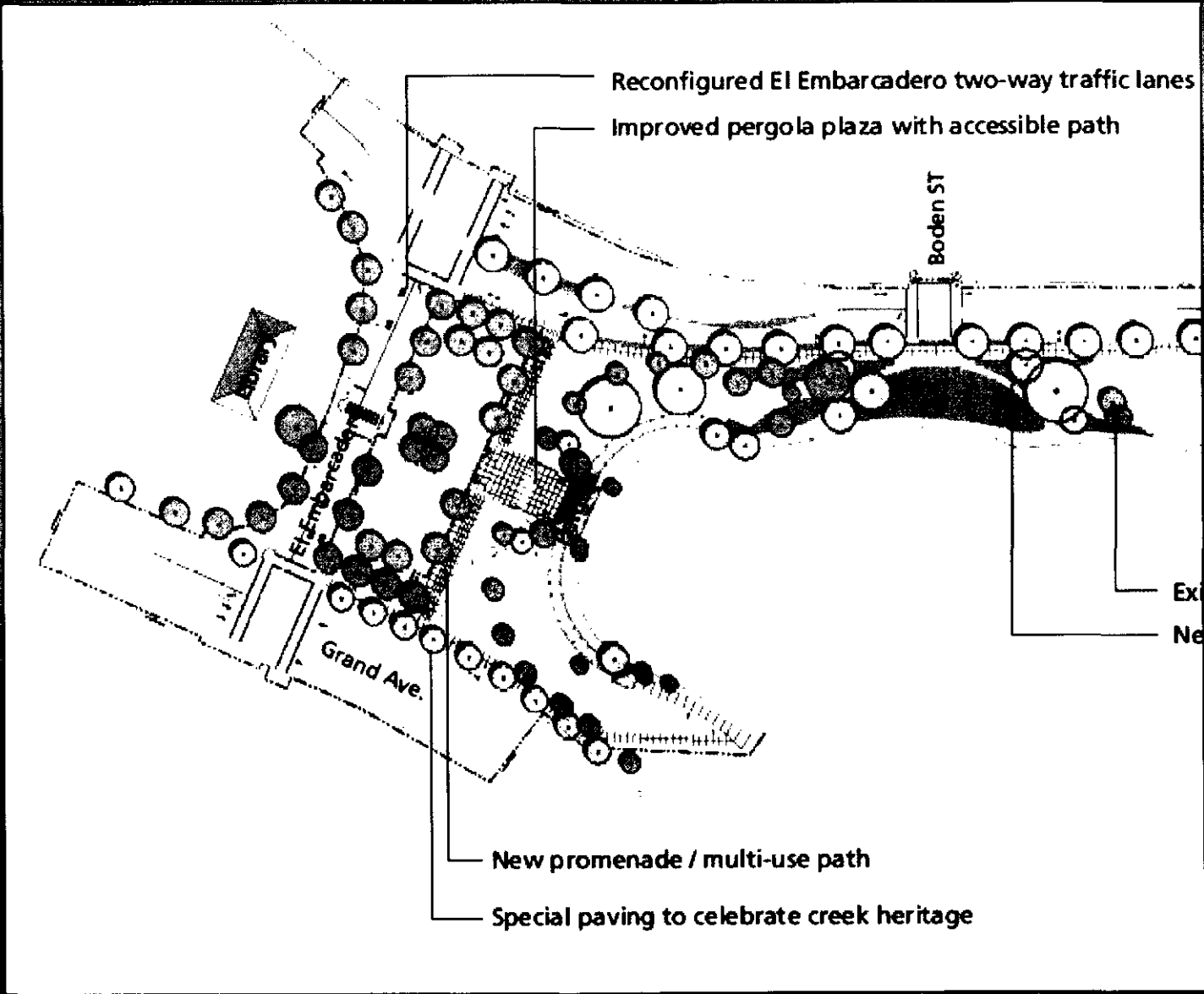


Illustrative Plan
Park and Street Improvements of El Embarcadero and Lakeshore Avenue





**Illustrative Plan
Park and Street Improvements of El Estero and La Sabana Avenue**
Scale: 1" = 10'-0"



El Embarcadero



Existing



Proposed (approx. 5 years)

Park and Street Improvements of El Embarcadero and Lakeshore Avenue

Lake Merritt Master Plan Implementation

City of Oakland

Illustration provided by Wallace Roberts & Todd

EXHIBIT D-5

Lakeshore Ave



Existing



Proposed (approx. 5 years)

Park and Street Improvements of El Embarcadero and Lakeshore Avenue

Lake Merritt Master Plan Implementation

City of Oakland

Illustration provided by Wallace Roberts & Todd

EXHIBIT D-6

Measure DD Park Improvement Projects

Tree Fact Sheet

In December 2005, the City of Oakland's Public Works Agency applied for three tree removal permits for the Lake Merritt improvement projects funded by Measure DD to accommodate creation of four acres of new park area, full renovation of 13 acres of existing planting and park areas, significant pedestrian and bicycle safety improvements and enhanced water quality in Lake Merritt.

Tree Tours and Public Input Process

The original proposal called for the removal of 307 trees. As part of an extended public comment period on the proposed improvement projects, over a two-month period Public Works Agency officials conducted four guided tree tours attended by about 150 people and hosted a Town Hall meeting attended by about 150 community members. Based on the input received throughout this period, project managers re-evaluated the design of all three projects with the intent to preserve as many trees as possible.

As a result, about a quarter of the trees originally proposed for removal (83) were removed from the list and are proposed to remain in place. The City will implement a phased approach to tree removal around Lake Merritt wherever feasible, meaning that the Tree Services Division will remove a tree when it dies or becomes a hazard. The Public Works Agency's revised proposal now requests removal of a total of 224 trees.

Putting the Numbers in Context

Currently, there are a total of 2,558 trees in Lakeside Park and surrounding Lake Merritt. There are 348 trees in the 12th Street project area outside the bounds of the existing park, most of which are located in poorly accessible areas not used for recreation: in the median of the 12-lane roadway, in the parking lot of the Henry J. Kaiser Convention Center and along Lake Merritt Channel. There are a total of 2,906 trees in all of Lake Merritt Park and the 12th Street project area together.

To put the impact in context, the tree removals associated with the Lakeside Drive/Municipal Boathouse project and the Lakeshore Avenue/El Embarcadero project will affect less than two percent (2%) of the trees around Lake Merritt. The remaining six percent (6%) are associated with the 12th Street project, which affects trees not currently part of Lake Merritt parkland.

Construction of the projects will also entail the planting of 521 new trees. In about two years, there will be 800 trees in the three project areas, nearly 60 percent more than the number of trees that exist today.

Project	Trees proposed for removal	Percentage of trees in Lake Merritt project area	New trees to be planted	New trees + remaining trees	Total increase in trees
Lakeside Drive/ Municipal Boathouse	20	0.7%	61	91	75%
Lakeshore Avenue/ El Embarcadero	25	0.9%	119	195	89%
New south lakeside park/ 12 th Street Reconstruction	179	6.2%	341	514	48%
TOTAL	224	7.8%	521	800	59%

12th Street Project: From Mini-Freeway to New, Four-Acre Shoreline Park

The vast majority (80%) of the trees slated for removal (179) must be removed to accommodate construction of the new south lakeside park, also known as the 12th Street project, which will significantly reconfigure 34 acres at the south end of Lake Merritt. This \$35 million project will:

- Remove the 12-lane expressway across the 12th Street dam and reconfigure it into a six-lane, tree-lined boulevard away from the Lake edge.
- In its place, create a new, four-acre shoreline park, providing a recreational area where none currently exists.
- Open up the Lake Merritt Channel to recreation and public access, with pedestrian and vehicular bridges crossing the channel.
- Create a tidal wetland, resulting in improved wildlife habitat and enhanced water quality.
- Include more than 500 trees at the south end of the lake which is now dominated by a 12-lane expressway
- Result in a dramatic transformation of 12th Street from a high-speed commute route to a calmer, scenic boulevard with vastly improved pedestrian and bicycle access and enhanced safety.

Project	Original tree removal proposal (12-02-05)	Current tree removal proposal	Number of trees proposed for preservation	Percentage reduction
Lakeside Drive/ Municipal Boathouse	37	20	17	46%
Lakeshore Avenue/ El Embarcadero	35	25	10	29%
New south lakeside park/ 12 th Street Reconstruction	235	179	56	24%
TOTAL	307	224	83	27%

Impact on Birds

To address a concern raised during the public comment period, the City hired a wildlife biologist to assess the wildlife habitat value of the trees proposed for removal and evaluate the impact of the tree removals on the local bird community. According to the report, urban bird populations are adaptable and opportunistic in choosing where to forage and nest. The specialist concluded that the tree removals would not have a substantial adverse effect on the local bird community, and that planting 521 new trees "will offset any short-term, localized habitat loss by increasing the amount of tree habitat around Lake Merritt over the long term, resulting in a net benefit to the local bird community."

Construction of all three projects is expected to begin in the Summer of 2006.

**MUNICIPAL BOATHOUSE REHABILITATION AND
PARK IMPROVEMENTS
LAKE MERRITT PARK MASTER PLAN IMPLEMENTATION**

Parking Lot Studies
Restroom Studies
Lakeside Drive On-Street Parking Studies

prepared for:
City of Oakland

prepared by
Wallace Robert & Todd, Inc
Murakami / Nelson
DKS Associates

March 23, 2006

EXHIBIT F-1

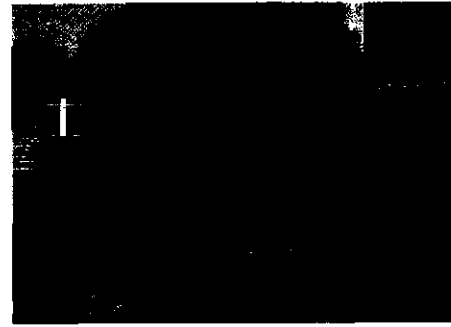
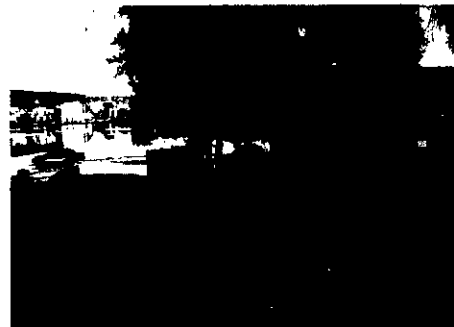
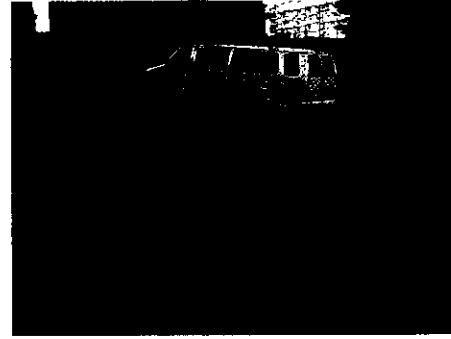


EXHIBIT F-2

Boathouse Area Existing Conditions Photographs
Municipal Boathouse Rehabilitation and Park Improvements
Lake Merritt Master Plan Implementation
City of Oakland

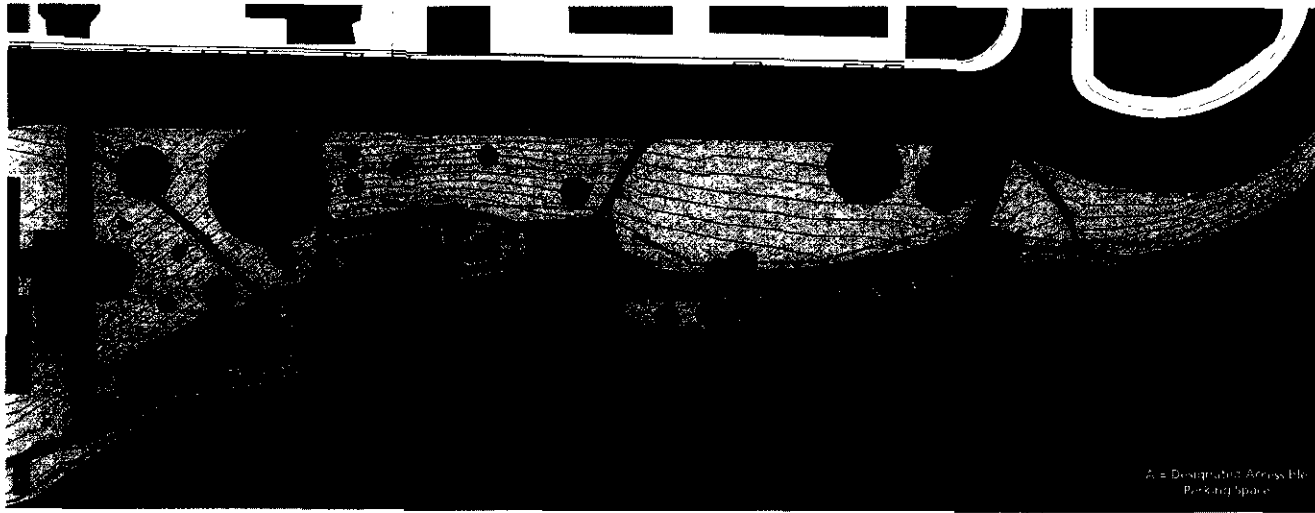
PARKING LOT STUDIES

GENERAL COMMENTS

- The Lake Merritt Master Plan (LMMP) addresses parking in three critical ways:
 1. Goal to maintain parking quantity with no net loss
 2. Goal to move parking away from environmentally sensitive shoreline
 3. Goal to utilize off site parking areas for special events
- Parking lot reconfigurations are proposed by the LMMP for the Municipal Boathouse and the Sailboat House.
- The LMMP explicitly describes and shows graphically, the removal of existing parking lots near the boathouse and their replacement with a central lot configuration in the north lawn area in order to meet the objectives of the plan.
- The LMMP proposes continuous pedestrian paths in the park and class II bicycle lanes in the adjacent streets.
- Parking areas should be designed to best integrate into the park through the use of unique paving materials, planting, and where feasible, on street parking (i.e. Bellvue).
- Basic design criteria exist for parking lots to promote ease of use and public safety. Dead-end lots are parking lots with no outlet and are discouraged as they require turning around at the end if no space is available. If multiple cars have entered the lot, an impasse can be created. The resulting backing up can lead to collisions and pedestrian injury. The existing parking lots function this way. Further, if one lot is full, the users must proceed to the next lot and may encounter the same conditions. The proposed parking area is a single directional loop. No backing up is required to exit. Drop off and valet is available if desired by the user.

SPECIFIC COMMENTS RELATED TO BOATHOUSE PARKING AREA

- The proposed replacement parking lot is relocated away from the shoreline for several key reasons:
 1. to improve water quality
 2. to enhance park user experience, access to the shoreline, and historic building setting
 3. to improve overall parking and parking space efficiency
 4. to allow new recreational uses to occur around the building, such as exercise, sitting, gathering, viewing, etc.
- The proposed quantity of 52 spaces will roughly replace those lost. Additional parking for events, restaurant peak demand, and other park users will be provided off-site in remote lots and on street.
- Proposed parking lot reduces area for parking by 20%, or 0.1 acre, over existing conditions.
- Proposed parking lot materials and planting soften appearance and provide some permeability for stormwater.
- Bio-swale feature captures all stormwater run off from the parking lot and adjacent Lakeside Drive, filtering out pollutants before discharge into the lake.
- New and proposed trees in the parking lot and on Lakeside Drive will provide some screening from high-rise buildings while allowing security surveillance under the canopy from the street.
- This project is the first LEED project for the City of Oakland. LEED (Leadership in Energy and Environmental Design) Green Building Rating System® is a voluntary, consensus-based national standard for developing high-performance, sustainable buildings and sites. Credits are received based on environmental objectives met through the design, construction and operation of the building and site. Treatment of stormwater runoff and use of paving materials that reduce the urban heat island effect are some of the objectives met by the design of the parking area.
- The restaurant and park both demand a greater number of parking spaces than currently exist and are proposed. To provide additional parking and convenience to users, off site parking opportunities will be identified. Also, a valet service area and curb-side drop off is proposed. On street parking is retained.



Existing Conditions

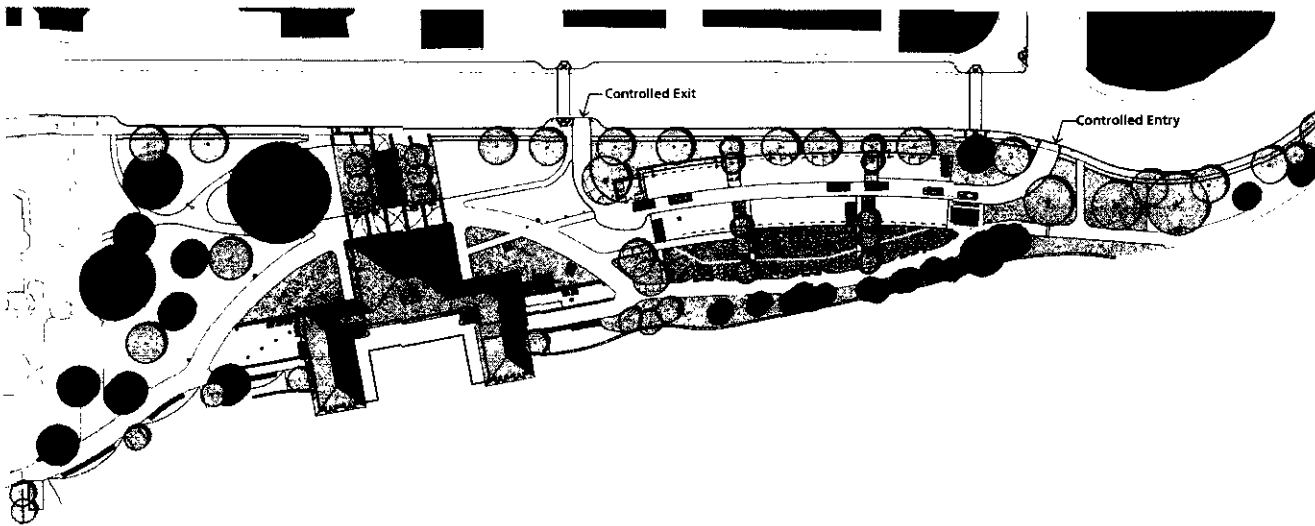
Maintain existing parking configuration and green space

Pros

- Maintains existing lawn area

Cons

- Untreated stormwater runoff goes directly to lake
- Parking lots conflict with pedestrian shoreline circulation
- Setting of historic building is compromised
- Untreated stormwater runoff falls directly to lake
- Required ADA access to dock area will reduce parking spaces
- No recreational uses are accommodated at shoreline near building
- Dead-end and disjointed parking lot configurations are inefficient and not user friendly
- Shared driveway with Camron Stanford and dead end configuration



Proposed Plan

Locate the parking away from the building and shoreline, and remove any pollutants from run off in bio-swale

Pros

- Protects water quality
- Enhances park user experience and access to the shoreline
- Provides access along the shoreline through the boathouse area
- Allows new recreational uses to occur around the building
- Bio-swale feature captures all stormwater run off from the parking lot and adjacent Lakeside Drive, filtering out pollutant before discharge into the lake.
- Controlled entry and exit discourages after hour use for illicit activities.
- Adds usable park space on shoreline to south of building where existing parking lot is removed.

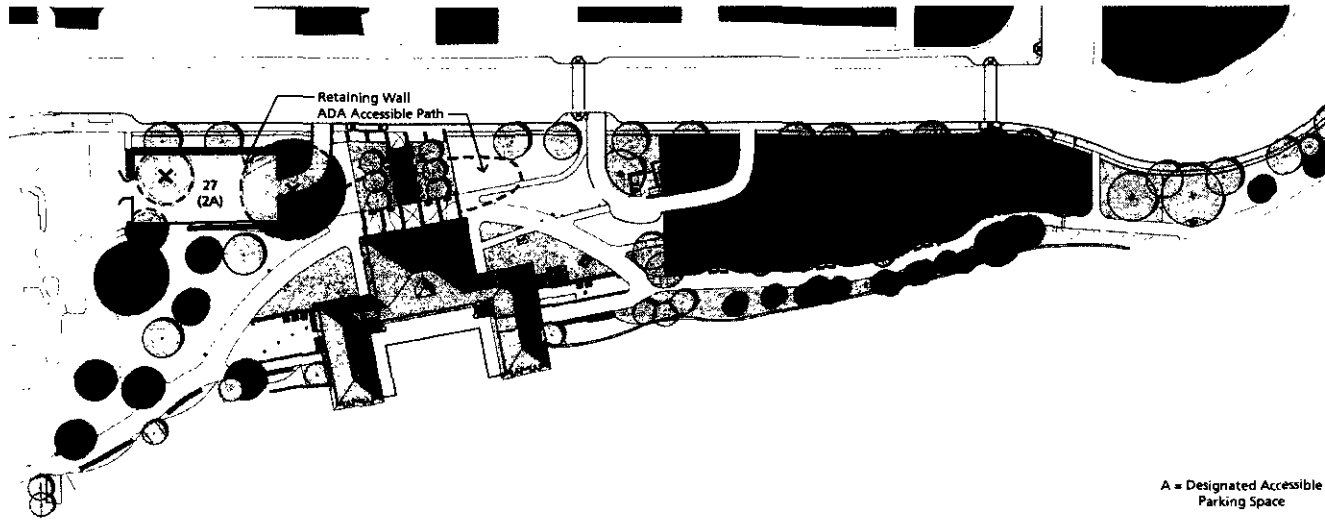
Cons

- Loss of usable green space along street to north of building

Parking lot Studies
Municipal Boathouse Rehabilitation and Park Improvements
Lake Merritt Master Park Plan Implementation
City of Oakland



EXHIBIT #4



Alternative 1A

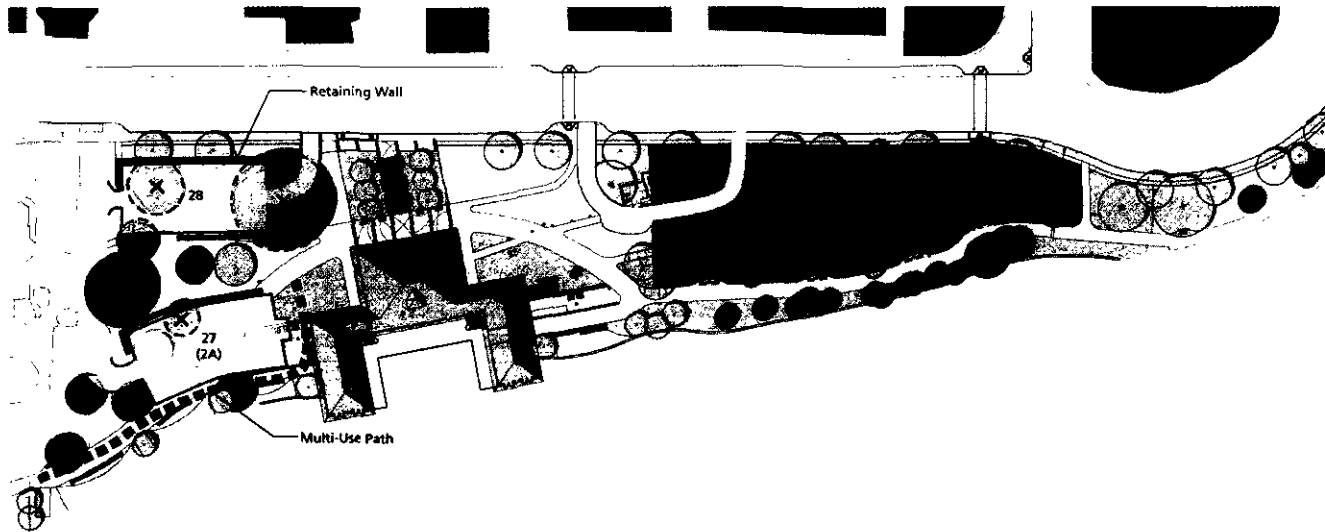
Locate parking to south of boathouse to fully preserve existing lawn area. Lot is located near Lakeside Drive.

Pros

- Maintains major usable green space
- Maintains proposed shoreline path circulation

Cons

- Requires removal of very old Magnolia and Eucalyptus
- Conflicts with ADA accessible path from 14th Street
- Requires high retaining walls (0' to 6' estimated) at great cost
- Shared driveway with Camron Stanford
- Loss of 25 parking spaces (50%) impacts bldg. operation
- No stormwater treatment at parking lot and loss of LEED points (green building rating system)
- Grading challenge to provide ADA accessible path from parking lot to building.
- Service access to recycling center becomes sole purpose driveway and road as shown or building is redesigned to relocate service functions to other side



Alternative 1B

Locate parking to south of boathouse to fully preserve existing lawn area. Two lots are provided to achieve parking quantity equal to existing.

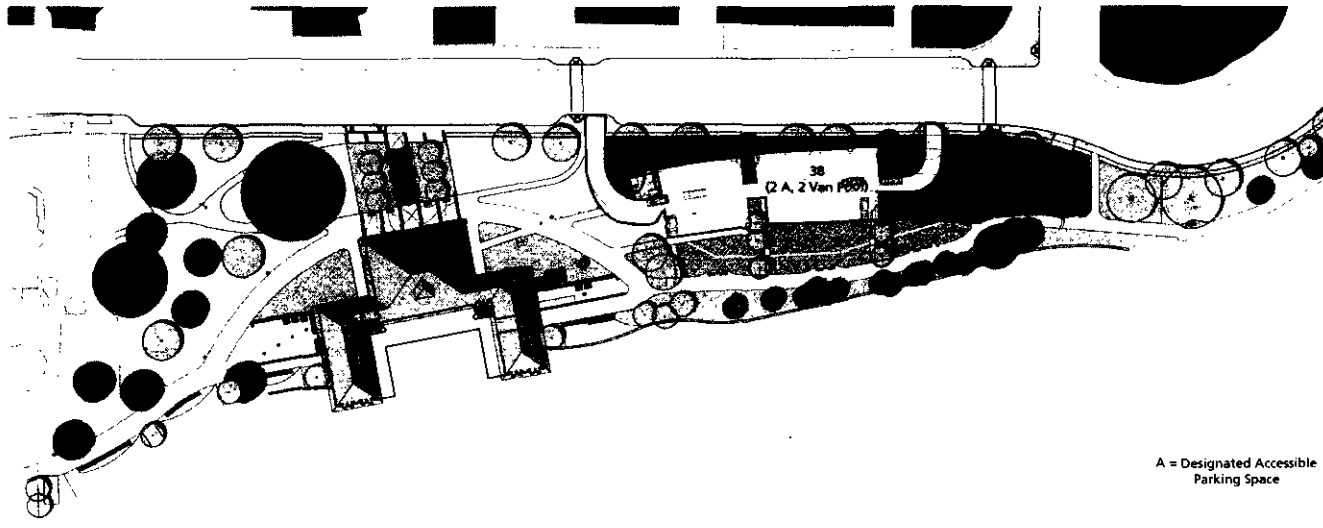
Pros

- Maintains major usable green space
- Close access from parking lot to building
- Parking quantity is equal to existing

Cons

- Requires removal of very old Magnolia and Eucalyptus
- Impedes necessary shoreline path circulation
- High retaining walls (0' to 6' estimated) at great cost
- Shared driveway with Camron Stanford
- No stormwater treatment at parking lot
- Loss of LEED points
- Dead-end parking lot configuration expand
- Service access to recycling center becomes sole purpose driveway and road as shown or building is redesigned to relocate service functions to other side





Alternative 2

Reduce size of proposed parking area to preserve the lawn area with the most recreation usability. Preserve the bio-swale.

Pros

- Provides some usable lawn area
- Maintains the proposed bio-swale
- Maintains proposed shoreline path circulation
- Retains proposed service access to recycling and trash center

Cons

- No access from 17th Street to parking lot
- Loss of 14 parking spaces (27%) impacts building operation

EXHIBIT F-6

Parking lot Studies
 Municipal Boathouse Rehabilitation and Park Improvements
 Lake Merritt Master Park Plan Implementation
 City of Oakland



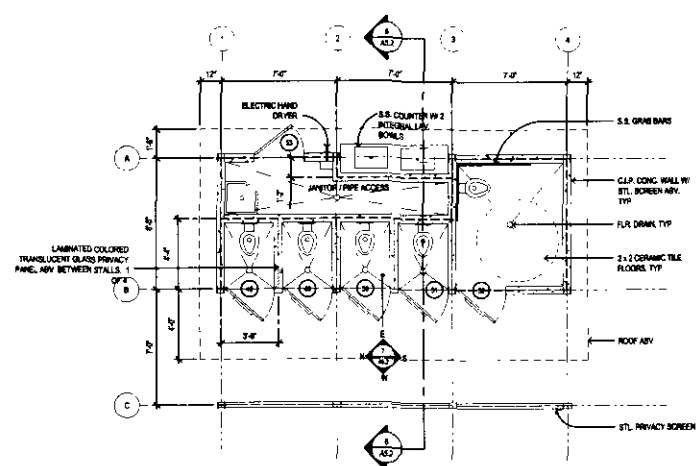
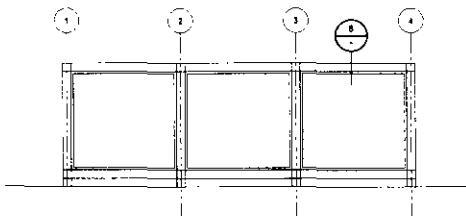
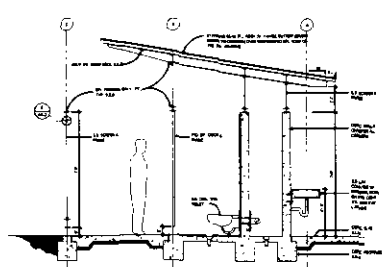
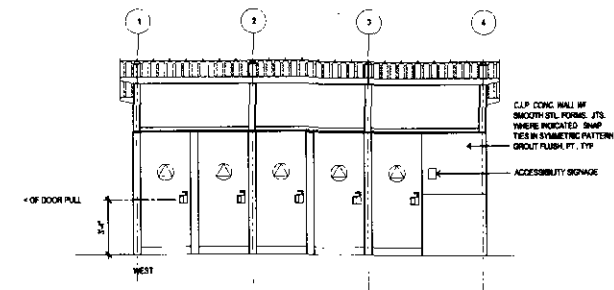
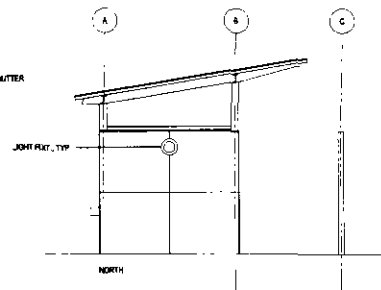
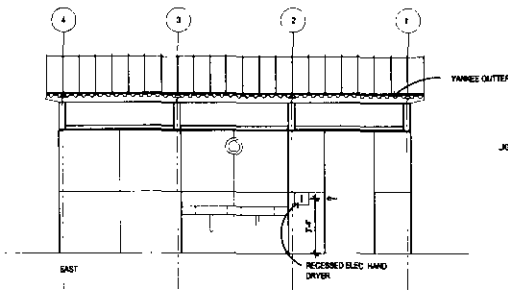
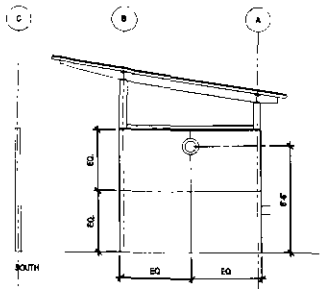
RESTROOM STUDIES

GENERAL COMMENTS

- The LMMP calls for placing restrooms around Lake Merritt at regular intervals for recreational users.
- Restrooms should be located at activity areas such as the Boathouse.
- The nearest restroom to the Boathouse will be at 12th Street more than 1000 feet away and in Snow Park to the north, not a part of the contiguous Lake Merritt Park.
- Restrooms should be on the public path and adjacent to public parking, if any.
- Restrooms should be neutral buildings, well designed and constructed, but not draw attention.
- Restrooms should be designed to maximize safety, hygiene and maintainability.

SPECIFIC COMMENTS RELATED TO PROPOSED RESTROOM RELOCATION

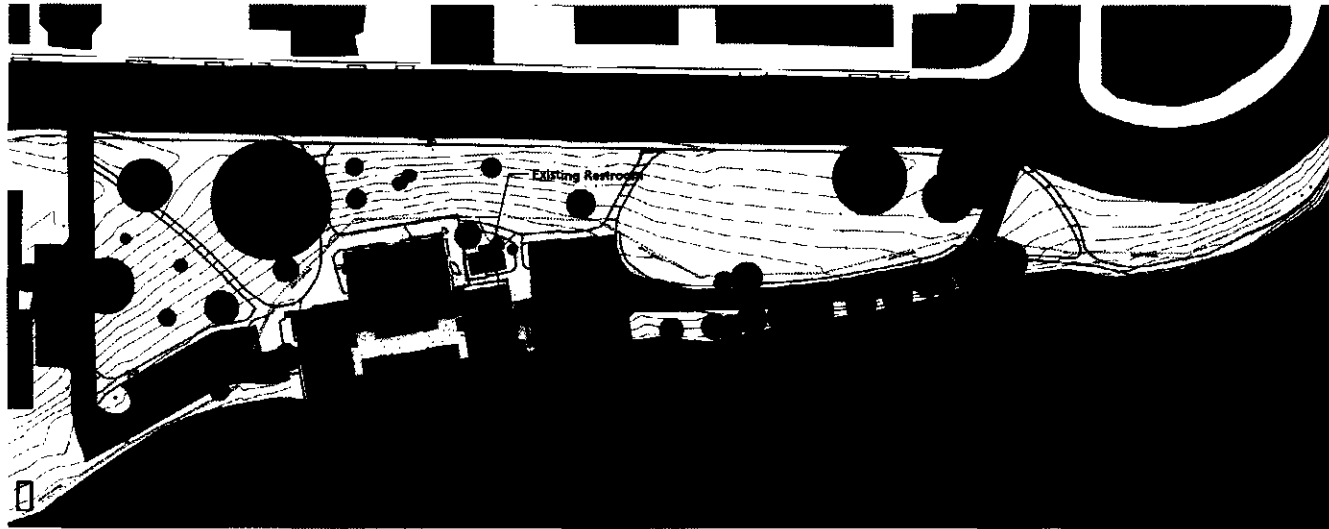
- Remove restroom building adjacent to historic building.
- Eliminate the concealed area between restroom and Boathouse.
- Improve the setting of the historic Boathouse, to be more in keeping with historic context.
- Enhance the entry to the Cafe.
- Resolve existing drainage issues on north side of Boathouse.
- Break pattern of negative behavior by redesigning and relocating existing facility.
- Minimize negative behavior through design of restroom that improves security, maintainability, and encourages acceptable public behavior. The proposed design provides individual chambers, sized for only one person. Group use and sleeping is not possible. Users do not need to share the interior space with others or face potential assailants. Maintainability is greatly improved due to exposed plumbing in the janitor closet. The attached plan shows the design as proposed for construction.
- Design and location improves visibility of restroom from roadway for security.
- *New building will be smaller in square footage.*



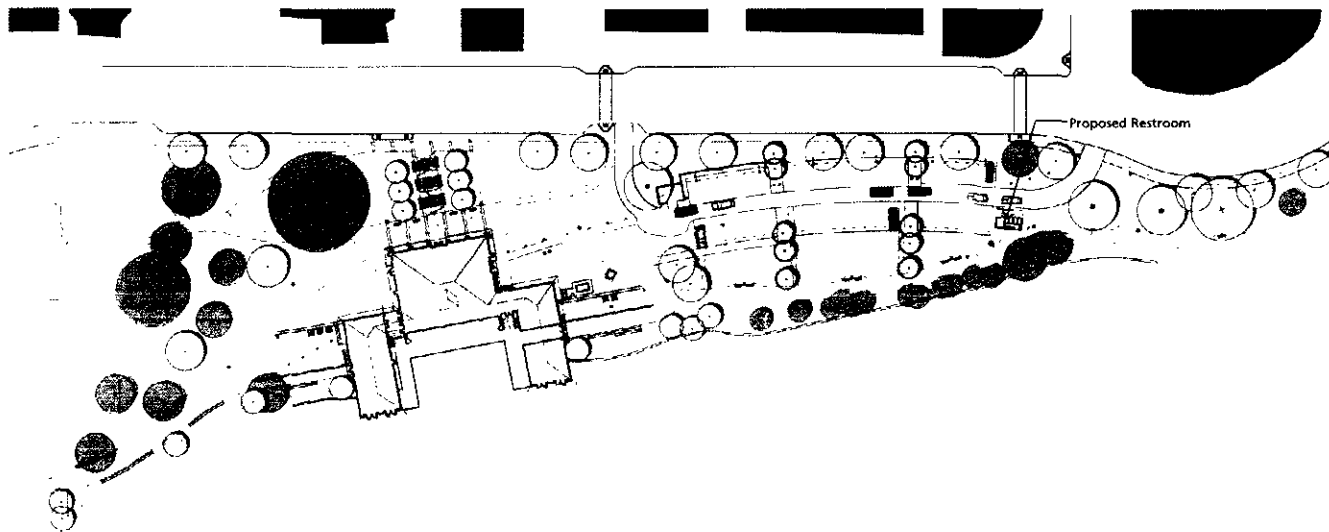
Section and Plan View

EXHIBIT F-8

Restroom Studies
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Existing Conditions



Proposed Plan

Current proposed location.

Pro

- Visible from street
- Location preferred by Police Department
- Adjacent to pedestrian path and parking lot
- Restroom separated from Boathouse internal uses and historic setting
- Some screening from adjacent taller buildings due to mature trees and newly planted trees

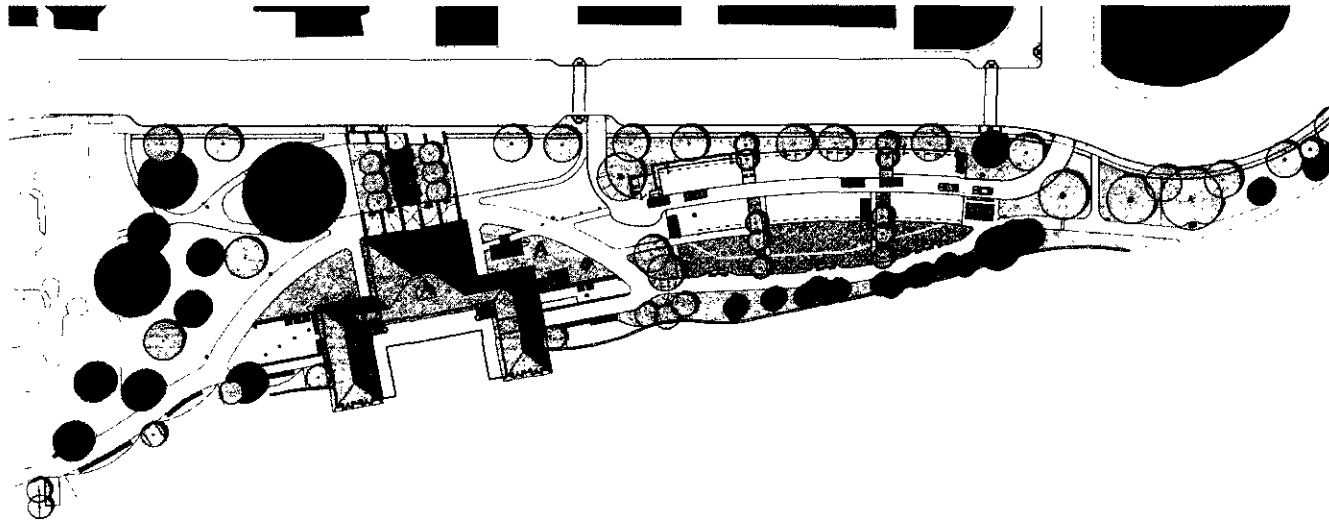
Con

- Visible from buildings across Lakeside Drive
- Perceived security / aesthetic concerns of neighbors
- Longer utility lines

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EXHIBIT F-9



Alternative A

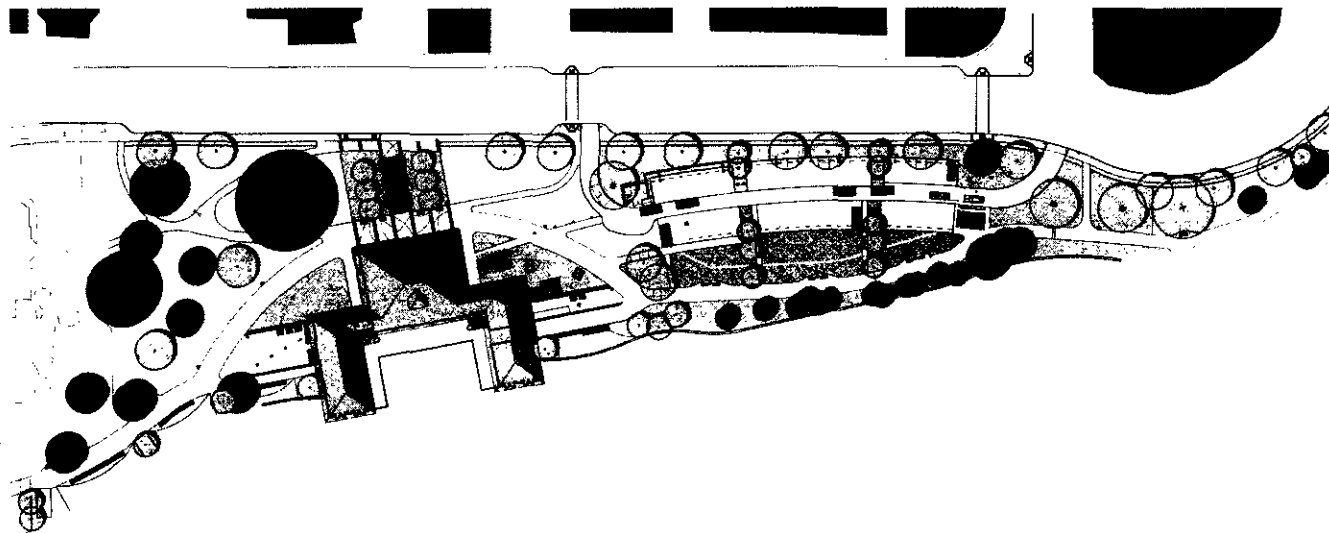
Existing restroom to remain in place.

Pro

- Minimal utility runs
- Adjacent to pedestrian path and relatively close to parking lot

Con

- Not highly visible from street due to location below street level
- Police Department can't monitor building from street
- Concealed area between restroom and Boathouse
- *Detracts from historic setting for Boathouse*
- *Detracts from entry to Cafe*
- Design allows occupancy by multiple individuals, potentially reducing safety and preventing police surveillance
- Poor drainage conditions will persist, compromising building integrity and use



Alternative B

New restroom building in location of existing building.

Pro

- Shortest utility runs
- Adjacent to pedestrian path and relatively close to parking lot
- Replacement building allows regrading of area to prevent flooding

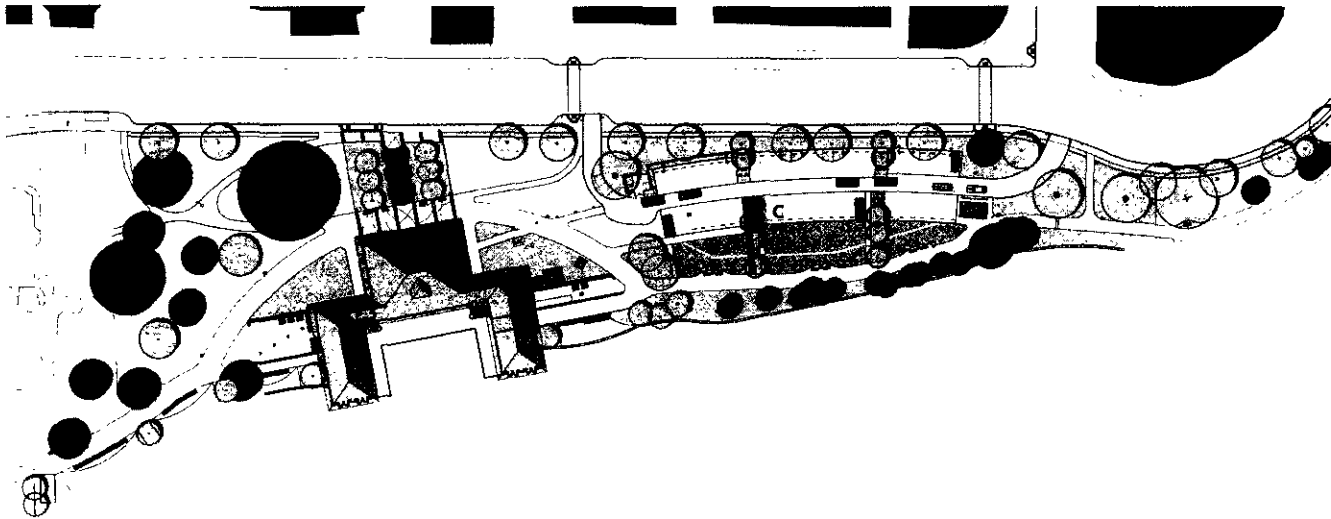
Con

- Not highly visible due to location below street level and distance from street
- Police Department can't monitor building from street
- Concealed area between restroom and Boathouse
- *Detracts from historic setting for Boathouse*
- *Detracts from entry to Cafe*

EXHIBIT F-10

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Alternative C

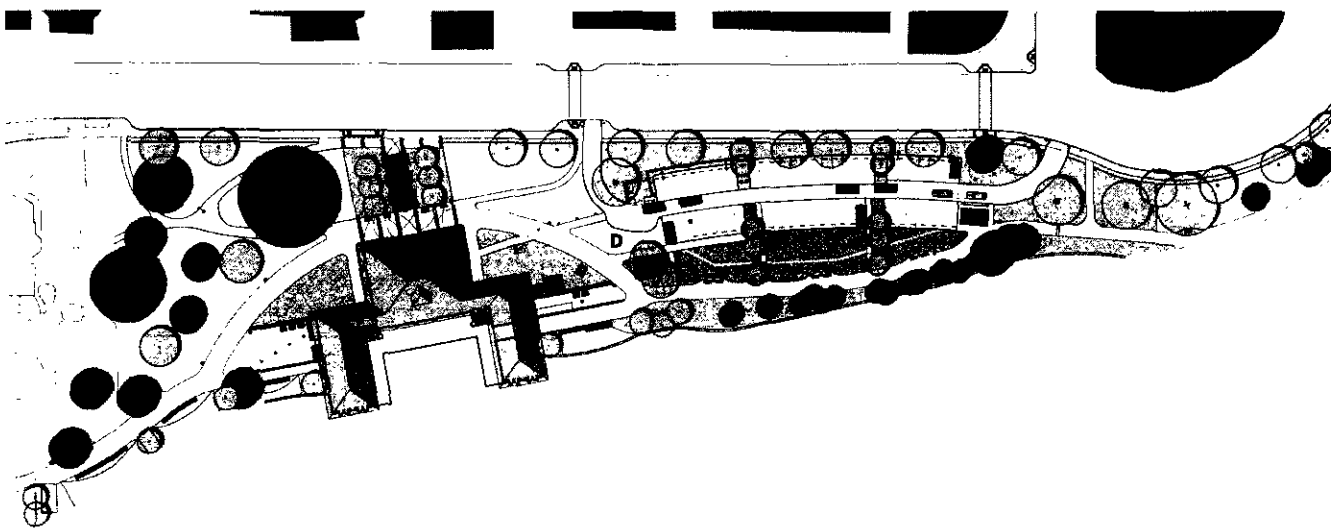
New restroom building on island in parking lot.

Pro

- Adjacent to parking lot
- Separated from Boathouse internal uses and historic setting
- Minimizes view blockage to water

Con

- Somewhat visible from condos across Lakeside Drive
- Not on public path, requires bridge across bio-swale
- Police can only partially monitor building from street
- Longer utility lines



Alternative D

New restroom building adjacent to parking lot.

Pro

- Adjacent to public path and parking lot
- Somewhat separated from Boathouse internal uses and historic setting
- Shorter utility lines
- Alternative location shown is similar to existing location

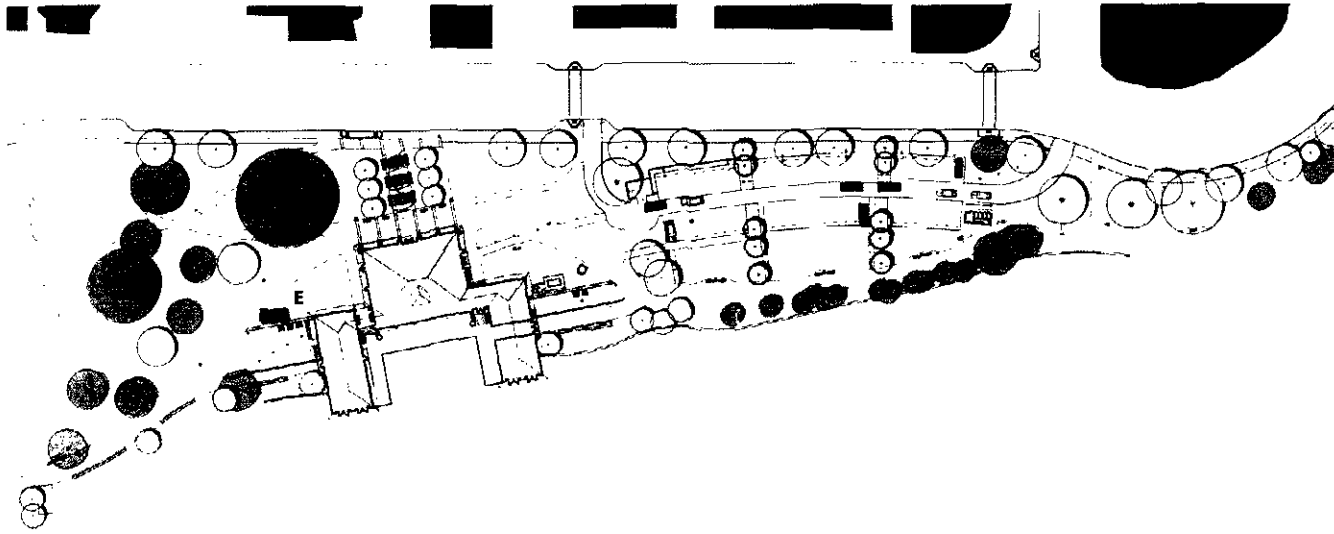
Con

- Difficult for police to monitor building from street
- Adds another building to area immediately north of boathouse
- Interrupts / reduces bio swale

EXHIBIT F-11

Restroom Studies
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Alternative E

New restroom building south of the boathouse.

Pro

- Adjacent to pedestrian path

Con

- Blocks views of building and water
- Significantly longer utility lines
- Requires new/additional sewer lift station
- Remote from parking lot unless lot is moved
- *Can't be monitored by Police*
- Not remote from Boathouse

EXHIBIT E-12

Restroom Studies
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LAKESIDE DRIVE ON-STREET PARKING STUDIES

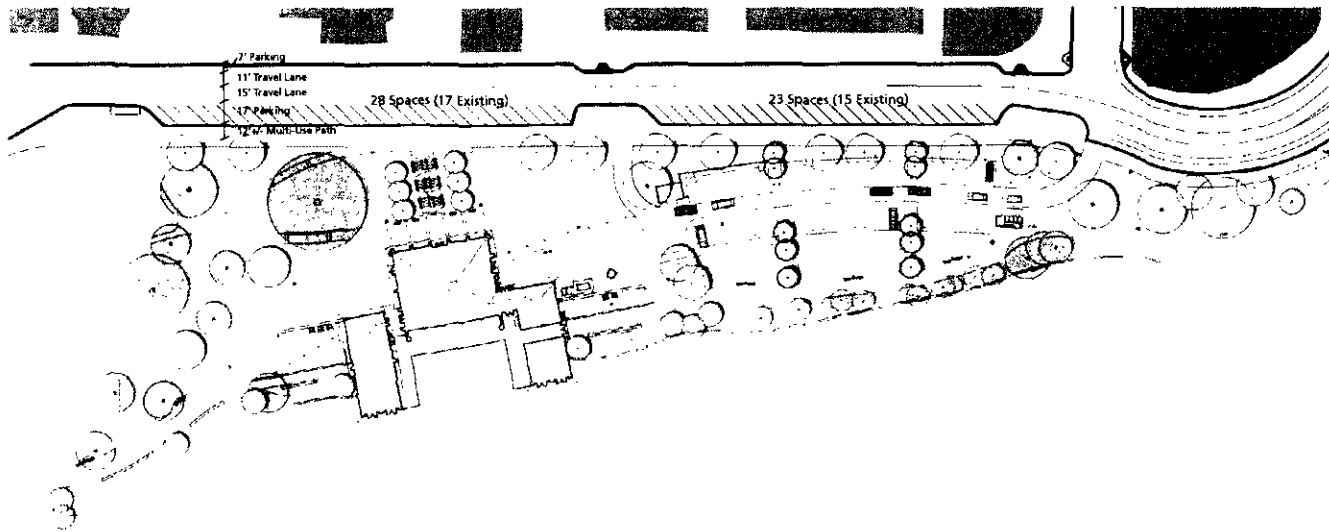
GENERAL COMMENTS

- The LMMP has a goal to retain an equal number of parking spaces for park users and to encourage on-street parking.
- On street parking is not easily designated for specialized park destinations and users.
- Traffic impacts such as intersection level of service (LOS) and segment flow has been studied and is under separate cover to this document.
- On street parking alternative studies indicate potential negative impacts to bicycle use and pedestrian access.
- On street parking alternative studies indicate layouts to provide greater numbers of parking spaces.

SPECIFIC COMMENTS

- The study reviewed locations for increasing parking on both sides of Lakeside Drive between 14th and 17th streets. Conflicts with the proposed bicycle lanes, residential driveway entrances, and access to the park were key factors.
- Angled parking on the west side of the street was studied and determined to be not feasible for the following reasons:
 - Very few parking spaces would be gained due to frequency of five existing residential driveways.
 - Park and restaurant users would be required to cross the street to reach their destination.
- A bicycle lane on the west side of the street with angled parking on the east side (Alternative B next page) was studied and was not feasible due to the difficulty for bicycles transitioning between sides of the street at each end of the segment. At 14th Street and Lakeside Drive, bicycles would be required to cross at the signal using the crosswalk. To the north at Madison and Lakeside, the bicycle lane faces oncoming traffic where there is no way to provide an effective and safe bicycle lane transition back to the park-side of Lakeside Drive.

EXHIBIT F-13



Alternative A

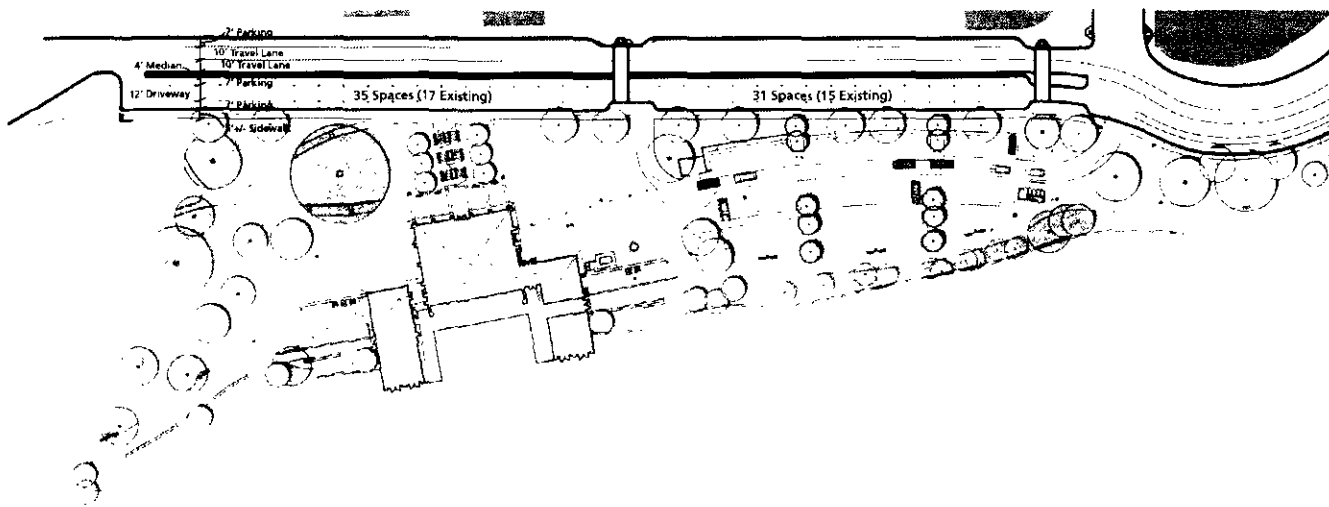
Angled parking (45deg.) on the park (east) side of street.

Pro

- Provides the a net increase of 21 on-street parking spaces
- Provides benefits to pedestrian safety at street crossings due to narrowed roadway
- Project will incur less additional costs for construction than alternative B (parking lane)

Con

- Class II bicycle lane is not feasible due to lack of width. However, sidewalk can be widened and designated as multi-use path.
- Pedestrian use of sidewalk and drop off plaza is compromised by overlapping use by commuter bicycle traffic
- Unregulated on-street bicycle use directly conflicts with vehicles backing out of angled parking spaces
- Traffic impacts are greatest under this alternative due to conflicts between vehicles backing up and approaching vehicles.



Alternative B

Double sided parking lane with shared bicycle facility on park side of street corridor.

Pro

- Provides a net increase of 34 on-street parking spaces
- Provides benefits to pedestrian safety at street crossings due to narrowed roadway
- Provides better circulation for pedestrians and bicyclists than alternative A (angled parking)

Con

- Class II bicycle lane is not feasible, however parking drive lane can be marked and designated for "share the road" conditions
- Bicycle ingress to and egress from parking lane is not standard
- Camron Stanford House access may be routed through parking lane
- Additional 2'+/- width needed for roadway will be taken from park, impacting sidewalk width and creating grading conflicts at top of slope
- Project will incur additional costs for construction of median and new sidewalk and 2' of widening.
- Unregulated bicycle use on street is not well accommodated by outside lane width.

Lakeside Drive Parking Studies
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EXHIBIT F-14