

**CITY OF OAKLAND**  
**AGENDA REPORT**

OFFICE OF THE CITY CLERK

2005 DEC 28 PM 5:05

TO: Office of the City Administrator  
ATTN: Deborah Edgerly  
FROM: Public Works Agency  
DATE: December 13, 2005

RE: RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO DEVELOP A  
PRIORITIZATION LIST AND APPROVING EVALUATION CRITERIA FOR  
INITIAL FEASIBILITY ANALYSES FOR CITY OF OAKLAND PARKS CAPITAL  
IMPROVEMENT PROJECTS

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**SUMMARY**

A resolution has been prepared authorizing the City Administrator to identify and assess a limited number of projects in each Council District in order to undertake initial project feasibility analyses leading to the establishment of a prioritization list for City of Oakland parks capital improvement projects. The resolution will also establish the evaluation criteria for the initial feasibility analyses and cost estimates to prepare the identified projects for future funding opportunities.

Previously staff prepared a report to City Council entitled, "status report on the development of a strategic plan and a prioritization list for City of Oakland parks capital improvement projects based on adopted Open Space, Conservation and Recreation (OSCAR) goals and request for Council direction on the proposed recommendations." That report was presented at the February 8, 2005, Life Enrichment Committee. Staff described a comprehensive "best practices" approach to assess all of the City's parks and recreation needs, with criteria based on what has worked for other cities. However, this comprehensive approach was estimated to cost over \$1 million to implement. Therefore, staff was requested to return with a lower-cost alternative. Subsequently, Council approved \$200,000.00 in the fiscal year 2005-06 Budget for such a project.

A flow chart, entitled "Proposed Park Prioritization Process," has been prepared (see "Exhibit A") that shows the proposed lower-cost process. Instead of over \$1 million to implement, this new proposal is estimated to cost \$200,000.00 for staff and consultant services. It will be limited in scope and will not assess the physical conditions of all the City's parks and open spaces and facilities, nor will it make recommendations on future needs based on changing demographics or other circumstances. The advantages of the proposed plan are that it is less expensive, faster to implement, and is based on the premise that individual Council members are in a position to know the most immediate needs in their respective districts.

By developing and implementing a strategy plan to prioritize City's park and recreation projects, the City will be able to establish a priority list for funding future projects that is determined

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based on evaluation against an approved set of criteria. The project prioritization list will serve as the basis for grant applications and funding of future parks capital improvement projects. This proposal meets the Council goal to build community and foster livable neighborhoods. The proposal will assess projects in each Council district.

## **FISCAL IMPACT**

The estimated cost for implementing this proposal is \$200,000.00 for staff and consultants. It has been appropriated in the current year's budget (source: Citywide Capital Allocation Pool). Funds exist in Capital Reserves Fund 5510, Capital Projects Technical Support Organization 92349, Contract Contingencies Account 54011, Minor Capital Improvement - Miscellaneous FY 06 Project C275010, Facilities Management and Development Program IN02.

Other possible funding sources for future or expanded assessments could be explored at the direction of the Council, including the General Plan Surcharge fund, Redevelopment Agency funds, and the assessment of park development fees on major new development projects.

## **BACKGROUND**

On July 20, 2004, City Council approved Resolution No. 78747 C.M.S. establishing criteria used to prioritize Oakland's capital improvement projects for parks and open space using OSCAR as the basis. The prioritization criteria are:

- Projects that resolve existing health and safety issues, including liability exposure.
- Projects that replace existing deteriorated facilities, fields, tot lots, etc.
- Projects that leverage existing improvements that are already funded, or in design or construction, particularly those that are approved by Citywide vote.
- Projects that is partially funded and suitable for grant-funding opportunities.
- Projects that increase access to existing parks for school children.

At the October 19, 2004, City Council meeting, Council directed staff to further refine these criteria and establish a process to identify, evaluate, and prioritize parks projects for implementation. Staff researched and examined the methodology used by other municipalities to prioritize their parks projects. The February 8, 2005, report shared the research results with the Council, and sought preliminary Council input so staff might further develop a proposed strategy and present options for Council's approval.

Since the comprehensive "best practice" approach of assessing the current condition and future needs of all the City's parks was estimated to cost over \$1 million, a more economical alternative

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was requested to limit the number and/or scope of parks and facilities to be assessed based on staff recommendations and Council direction.

## KEY ISSUES AND IMPACTS

In recent years, the City of Oakland's park system has been faced with budget and staffing constraints in parks operations and maintenance. This has presented a challenge for the City to define and implement projects critical to maintaining services and programs for the public. Recent budget constraints make prioritization more important than ever to provide for a systematic approach in selecting the most critical projects for the limited available funding. Although funds are not available to do a comprehensive needs assessment of the City's parks and recreational facilities, the evaluation criteria adopted by Council can be applied to prioritize those projects assessed under this proposal's more limited scope. It should be noted that this proposal is not a replacement for a comprehensive study but is offered as a means of jump-starting a minimum number of parks projects in each district by providing the information needed to prepare the projects for future funding opportunities. By developing an evaluation system and assessing each park against the criteria, the City will have a priority list of projects for implementation. The priority project list will serve as the guiding plan to continue to maintain and improve Oakland's treasured open space assets as funds become available either from the City or outside grant sources. The plan can be reviewed and updated, as needed, every two years during the Budget process.

Following is the proposed evaluation criteria for park capital improvement projects based on the criteria established by Council in Resolution No. 78747 CMS, dated July 20, 2004.

- **Public Safety or Health Risks** – Evaluate project's value in correcting existing risk of physical safety conditions, environmental health hazard, safety/security of users, and code deficiencies.
- **Maximize Use and Program Services** – Evaluate project's ability to meet program demand and ability to meet service needs of the neighborhood(s). Evaluate potential to enhance existing assets and sites that will maximize use at a lower cost. Evaluate level of services provided by the project. Repair physical deficiencies that will enhance program and remove obstacles to meet community needs.
- **Improve Operation and Maintenance (O&M) Efficiency** – Evaluate projects that will reduce maintenance cost while maintaining or increasing program use. Evaluate maintenance cost impacts based on the proposed improvements. Determine the impact of any additional needed O&M funding level.

- **Collaborative Opportunities** – Evaluate project for collaborative potentials with other organizations/schools/agencies to meet high program needs or potentials and enhance underutilized space and facilities.
- **Protection of Existing Resources** – Evaluate project’s extent of conservation and protection of existing assets and ability to restore natural resources.
- **Evaluate Project Funding Need versus Availability** – Determine project funding availability and suitability for grant funding.

The system will include weighing factors for each criterion. Higher points will be given to those projects that address greater need or maximize benefits. A proposed rating-sheet is attached as “Exhibit B.” Projects will ultimately be prioritized and ranked based on the number of points they receive.

Grants, donations and other funding opportunities that are not known at this time may become available to fund parks projects. Therefore, it is important to have identified and prioritized projects and have site plans, preliminary cost estimates and work scopes ready when funding opportunities arise. In identifying projects, it is useful to consider the types of projects that would be eligible for upcoming grant applications. The following grant opportunities are expected to be available over the next two years:

The Land and Water Conservation Fund for acquisition and development of outdoor recreation areas and facilities. The acquisition projects are for public outdoor recreation. The development projects include construction or renovation of selected outdoor facilities along with support facilities like restrooms and utilities. Indoor facilities that support the outdoor recreation activities are also eligible.

The Recreational Trails Program (RTP) will provide funding for developing and acquiring trails and trail related projects. Funds can be used for maintenance and restoration of existing recreational trails, development and rehabilitation of trailside, trailhead and trail linkages for recreational trails.

Proposition 40 California Cultural Historical Endowment funds a broad range of cultural and historic resource preservation programs. It funds the acquisition, development, preservation, and interpretation of buildings, structures, sites, places, and artifacts that preserve and demonstrate culturally significant aspects of California’s history.

The California Integrated Waste Management (CIWMB) offers the Tire-Derived Product (TDP) Grant Program to promote markets for recycled-content products derived from waste tires generated in California and decrease the adverse environmental impacts created by unlawful disposal and stockpiling of waste tires. The grant provides funds for the purchase (but not installation) of a variety of materials made from recycled tires, including sports fields, tennis

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courts, tracks, playgrounds, sidewalks/pathways, traffic cones and barriers, resilient flooring, tree wells, decking material, fencing, benches, chairs, tables, and mulch or soil amendment.

Workforce Housing Reward Program can be used for construction, rehabilitation or acquisition of capital assets that demonstrate a benefit to the community. The amount of funds available fluctuates and depends on the number of affordable housing permits the City issues during the calendar year.

## PROJECT DESCRIPTION

The proposed steps to develop the capital improvement project implementation plan for parks and recreational facilities projects are shown in the flow chart, attached as “Exhibit A” and described as follows:

1. Council Offices identify priority projects in their districts drawing upon Public Works Agency (PWA), Office of Parks and Recreation (OPR), and community input. In selecting projects, Council offices will be advised to include more than one type of project, i.e., fields, trails, tot lots, etc, in order to provide projects appropriate to the eligibility requirements of a variety of potential grants.
2. PWA/OPR staffs meet with each Council Office to narrow and select up to three top priority projects in each district.
3. PWA administers consultant contract to conduct project assessments and develop scope and cost estimates for each identified project, in consultation with OPR.
4. PWA, in consultation with OPR, ranks projects based on established criteria and proposed point system (see “Exhibit B”).
5. PWA/OPR presents prioritized list to Parks and Recreation Advisory Commission (PRAC) for review and recommendations.
6. PWA returns to City Council for approval of prioritized project list.
7. The prioritized list is be reviewed and revised every two years, in conjunction with the budget cycle.

Since limited funding is available to identify, assess, document and prioritize up to three projects from each Council district, including At –Large Council Office, (for a possible total of 24 projects), the projects identified will need to be relatively small and contained. In other words, it

is anticipated that a project might be, for example, to renovate a small park or a component of a large park, such as an athletic field, trail, ADA access, recreation center, etc. If 24 projects are selected for this exercise, they would have an average of approximately \$6,000.00 each allocated for the consultant to make a field visit to the site, assess the work needed, draw a preliminary site plan, and provide a preliminary cost estimate. The estimate consultant fee is based on preliminary discussions staff conducted with consultants who have preformed this type of service. The limited cost is premised on ability to award the prioritization scope with one firm to realize cost efficiency. Other work could be added if additional funding is provided.

### **SUSTAINABLE OPPORTUNITIES**

There are no direct sustainable opportunities associated with this report. However, when the projects are implemented based on priorities established, the individual projects will address economic, environmental, and social equity opportunities appropriate per each project.

### **DISABILITY AND SENIOR CITIZEN ACCESS**

There are no direct disability and senior access opportunities associated with this report. However, future projects will provide a direct benefit to the City for improving access to City parks, facilities, and programs for persons with disabilities.

### **RECOMMENDATION(S) AND RATIONALE**

By developing and implementing a strategy plan to prioritize City's park and recreation projects, the City will be able to establish a project priority list based on evaluation against an approved set of criteria. The project prioritization list will also serve as the basis for grant applications and implementation of future capital improvement projects. In addition, the prioritization list will allow the City to periodically review and assess the progress the City is making toward maintaining City assets and providing the level of service essential to the public. The list will be reviewed every two years in conjunction with the budget process and updated.

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**ACTION REQUESTED OF THE CITY COUNCIL**

Council is requested to approve the resolution authorizing the above-described implementation strategy for selected parks projects to develop a prioritization list and approve evaluation criteria.

Respectfully submitted,

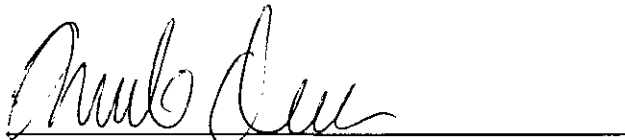


**RAUL GODINEZ II, P.E.**  
Director, Public Works Agency

Reviewed by:  
Michael Neary, P.E.  
Assistant Director, Public Works Agency  
Design & Construction Services Department

Prepared by:  
Jeanne Zastera, Project Manager  
Project Delivery Division

APPROVED AND FORWARDED TO THE  
LIFE ENRICHMENT AGENCY



**OFFICE OF THE CITY ADMINISTRATOR**

Attachments:

- Exhibit A – Park Prioritization Implementation Plan Flow Chart
- Exhibit B- Project Prioritization Evaluation System

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EXHIBIT A

**PROPOSED PARK PRIORITIZATION PROCESS**  
for  
Major Park Capital Improvement Projects

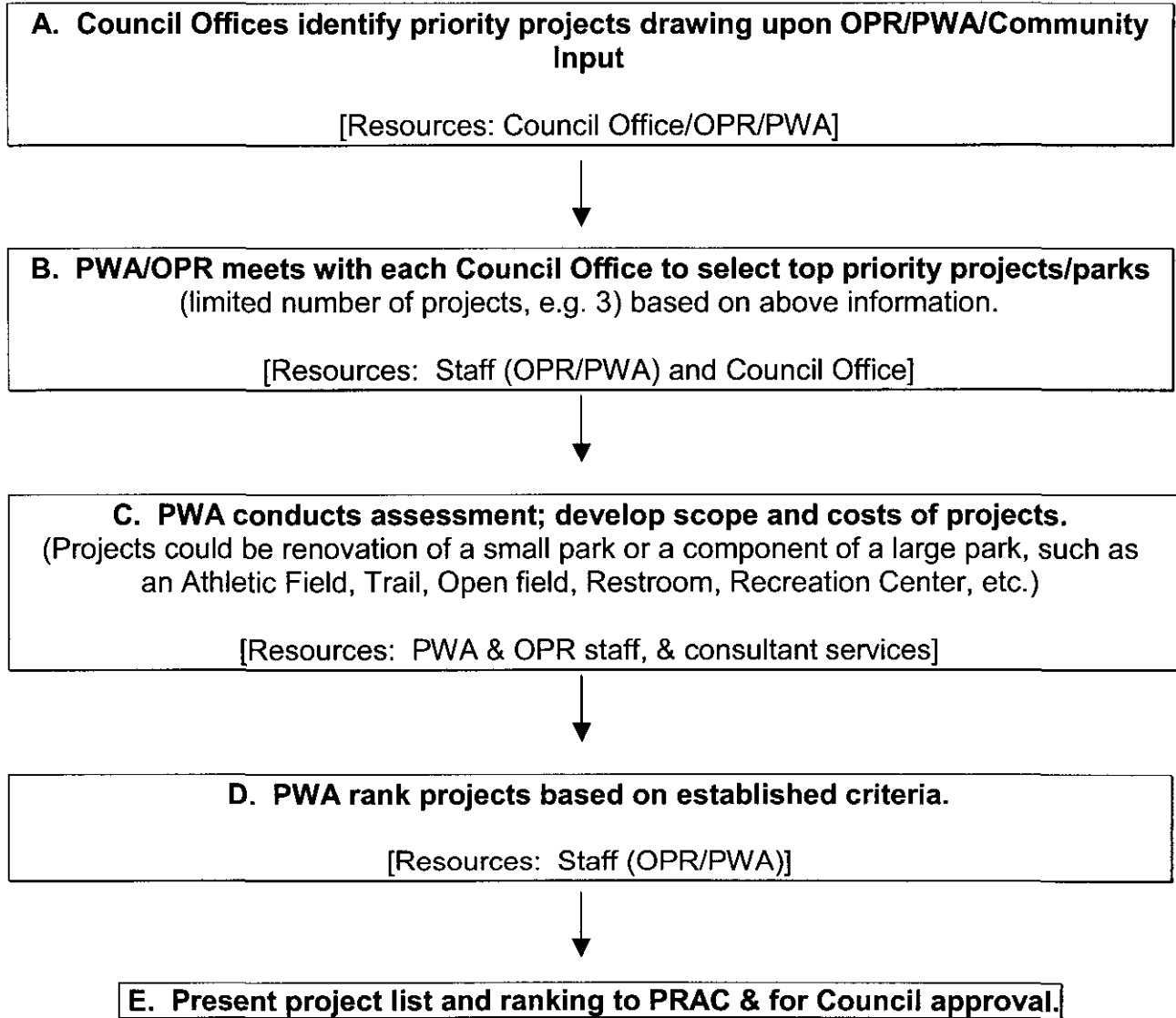




EXHIBIT A

**COST ESTIMATE**  
(based on Park Prioritization Flowchart)

**Consultant Support Services:**

- Schematic Design layout of projects based on Council direction & OPR's community process. Est. 25 schematic site plans.
- Develop cost estimate based on PWA's defined scope of work.

<b>Consultant Cost @ \$6,000/site x 25 sites</b>	<b>\$150,000</b>
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**Staff Costs:**

Step A: Councilmembers identify priority projects	No staff cost
Step B: <u>Coordination</u> : PWA Staffing estimated time of 5 hrs./ Councilmember X 8 40 Hrs. x \$125/hr. for \$5,000	\$5,000
Step C: <u>Assessment</u> : PWA staff est. time of 12 hrs./project x 25 projects 300 hrs. x \$125/hr. for \$37,500	\$37,500
Step D: <u>Prioritization</u> : 40 hrs @ 125/hr. for ~\$5000	\$5,000
Step E: <u>Report preparation to Council</u> : 20 hrs. @ 125/hr. ~ \$2500	\$2,500

<b>Total Staff costs</b>	<b>\$50,000</b>
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<b>Estimated Total Cost</b>	<b>\$200,000</b>
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# Park Capital Improvement Project Project Prioritization Evaluation System

DEPT: \_\_\_\_\_ Date: \_\_\_\_\_ Prepared by: \_\_\_\_\_

Final Ranking No \_\_\_\_\_ Project Name: \_\_\_\_\_ Total Points 100

**PROJECT SCOPE DESCRIPTION:**

**ESTIMATED PROJECT COSTS:**

Pre-Design/Planning	_____
Environmental Remediation	_____
Design	_____
Construction	_____
Construction Survey	_____
Inspection	_____
Project Management/Admin.	_____
Project Contingency	_____
<b>Estimated Total Proj. Cost</b>	<b>\$ _____</b>

**Increased Cost for Operations & Maintenance** \$ \_\_\_\_\_

**Project Type:**

- Buildings
- Parks
- Fields
- Playgrounds

**Funding Sources: (Check all that applies)**

- Grant
- Bond Measure
- General Fund
- Other: \_\_\_\_\_

Instruc \_\_\_\_\_

CRITERIA: The Project will/has	Max. Points Available	Rating/Points
<b>PUBLIC SAFETY OR HEALTH RISK</b>	Maximum 25 pts.	
Safety: Correct conditions that are safety and code deficiencies (e.g. seismic upgrade)	10 points	
Health: Remediate environmental health hazard (e.g. lead, asbestos abatement etc.)	5 points	
Access: Insure access to persons with disabilities.	5 points	
Security: Provide safety and security of the property and the users (e.g. site lighting, fencing, g:	5 points	
<b>SUBTOTAL PTS</b>		
<b>MAXIMIZE USE AND PROGRAM SERVICES</b>	Maximum 10 pts.	
Improvement will provide programs or services to at-risk youth	6 points	
Improvement will expand programs or services for an underserved neighborhood population	3 points	
Improvement will expand programs or services for the city-wide community	1 point	
<b>SUBTOTAL PTS</b>		
<b>COLLABORATIVE OPPORTUNITIES</b>	Maximum 10 pts.	
Provides new collaborative program/opportunity with outside public agencies (e.g. OUSD)	5 points	
Provides new collaborative program/opportunity with non-profit organizations.	5 points	
<b>SUBTOTAL PTS</b>		
<b>OPERATION AND MAINTENANCE EFFICIENCY</b>	Maximum 20 pts.	
Provide major repairs/improvements to an existing facility, or	10 points	
Provide minor repairs/and/or preventative maintenance to an existing facility,	5 points	
Improvements are expected to reduce on-going maintenance costs,	5 points	
Improvements are expected to generate increased revenues for the City	5 points	
<b>SUBTOTAL PTS</b>		
<b>PROTECTION OF EXISTING RESOURCES</b>	Maximum 15 pts.	
Preserve recreational/cultural/historical/natural resources	10 points	
Improve/enhance recreational/cultural/historical/natural resources	4 points	
Create new recreational/cultural/historical/natural resources	1 points	
<b>SUBTOTAL PTS</b>		
<b>COMMUNITY SUPPORT LEVEL</b>	Maximum 10 pts.	
High community support, or	10 points	
Moderate community support	5 points	
<b>SUBTOTAL PTS</b>		
<b>PROJECT FUNDING STATUS</b>	Maximum 10 pts.	
Full project funding available, or	10 points	
Between 50% to 100% project funds available, or	5 points	
Funds available - up to 50% of project cost, or	2 points	
No funding	0 points	
<b>SUBTOTAL PTS</b>		
<b>TOTAL POINTS</b>		

OFFICE OF THE CITY CLERK  
OAKLAND

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Approved as to Form and Legality

*Debra Noran*  
Oakland City Attorney's Office

# OAKLAND CITY COUNCIL

Resolution No. \_\_\_\_\_ C.M.S.

**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO DEVELOP A PRIORITIZATION LIST AND APPROVING EVALUATION CRITERIA FOR INITIAL FEASIBILITY ANALYSES FOR CITY OF OAKLAND PARKS CAPITAL IMPROVEMENT PROJECTS**

**WHEREAS**, opportunities to apply for grant funds are available from time to time for parks capital improvement projects; and

**WHEREAS**, funding opportunities usually have short time frames for submitting applications and require detailed project information, such as, identification of community needs and community partners, works scopes, cost estimates, schedules and matching funds; and

**WHEREAS**, in order to prepare in advance for these funding opportunities and make Oakland's applications more competitive, it is necessary to establish funding for preliminary feasibility analyses and cost estimates for those projects identified by the Council as being of the highest priority; now, therefore, be it

**RESOLVED**: That the Oakland City Council authorizes the City Administrator to develop a prioritization list, and approves evaluation criteria for initial feasibility analyses, for City of Oakland parks capital improvement projects; and, be it

**FURTHER RESOLVED**: That each of the members of the City Council shall provide to the Public Works Agency up to three projects for analysis; and, be it

**FURTHER RESOLVED**: That the projects submitted by the City Council shall be assessed and cost estimates prepared and compiled into a prioritized funding list based on the evaluation criteria adopted by the City Council, and said list shall be reviewed every two years in conjunction with the City budget process.

IN COUNCIL, OAKLAND, CALIFORNIA,

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID  
AND PRESIDENT DE LA FUENTE

NOES -  
ABSENT -  
ABSTENTION -

ATTEST:

\_\_\_\_\_  
LATONDA SIMMONS  
City Clerk and Clerk of the Council of  
the City of Oakland, California