



# AGENDA REPORT


**TO:** Edward D. Reiskin  
City Administrator

**FROM:** David Ferguson  
Interim Director  
Public Works

**SUBJECT:** Prop. 68 Statewide Parks Grant  
Applications - Project  
Recommendations

**DATE:** October 14, 2020

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City Administrator Approval 

Date: Oct 27, 2020

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## **RECOMMENDATION**

### **Staff Recommends That The City Council Adopt A Resolution**

- 1) Authorizing The City Administrator Or Designee To Apply For, Accept, And Appropriate Grant Funds From The Proposition 68 – California Statewide Park Development And Community Revitalization Program Grant, Each For An Amount Not-To-Exceed Eight Million Five Hundred Thousand Dollars (\$8,500,000.00) For The**
  - **Lincoln Square Park Recreation/ Community Center Re-Build/Expansion Project**
  - **Mosswood Park New Community Center**
  - **Verdese Carter Park Renovation in Partnership with the Trust for Public Land, and**
  
- 2) Waiving The Request For Proposal/Qualifications Competitive Selection Requirement And authorizing The City Administrator To Enter Into Professional Services Agreements With The Trust For Public Land To Implement The Verdese Carter Park Renovation, In An Contract Amount To Be Negotiated By The City Administrator, Without Return To Council.**

## **EXECUTIVE SUMMARY**

Approval of the proposed resolution will authorize the City Administrator or designee to apply for, accept, and appropriate grant funds from Fourth Rounds of the Proposition 68 – California Statewide Park Development and Community Revitalization Program Grant for the Mosswood Park New Community Center, the Lincoln Square Park Recreation/Community Center Re-build/Expansion Project, and Verdese Carter Park Renovation project. The recommended Lincoln Square Park Recreation Center project is the highest scored parks project per the recently updated Capital Improvement Program (CIP) prioritization process adopted by City Council on October 16, 2018, under Resolution No. 87376 C.M.S. The Mosswood Park

City Council  
November 10, 2020

Recreation/Community Center is an existing capital project rebuilding the facility due to a fire that destroyed the former center in November 2017. The additional recommended Verdese Carter Park Renovation is spearheaded by the community organization – Trust for Public Land (TPL).

The Statewide Park Development and Community Revitalization Program Grant, also known as Statewide Park Program Grant (referred to in this document as G(g)rant), is funded through the passage of Proposition 68 – Parks, Environment, and Water Bond Act of 2018 and a continuation of Proposition 84 – Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006. The grant's goals and objectives, in order of priority, are to 1) create new parks, 2) expand an existing park (in terms of site acreage), or 3) renovate an existing park with a focus to provide opportunities and programs for underserved communities. The State Natural Resources Agency, Department of Parks & Recreation - Office of Grants and Local Services (OGALS) administers the grant. Projects must meet minimum eligibility requirements either in Lack of Open Space acreage or below the median low-income household level to submit. OGALS requires that all applications must show current agency approval for this round.

The recommended project locations are shown in **Attachment A – Project Location Map**. Lincoln Square Park Recreation/Community Center is located in Council District (2); Mosswood Park –Recreation/Community Center is located at the border of Council District (1) and Council District (3); and Verdese Carter Park is located in Council District (7).

## **BACKGROUND / LEGISLATIVE HISTORY**

In May 2019, Council approved Resolution No. 87689 C.M.S. (**Attachment B**) authorizing staff to submit grant applications for the Lincoln Square Park Recreation/Community Center Rebuild/Expansion project and authorized staff to submit four other projects - Arroyo Viejo Recreation Center, Brookdale Recreation Center, Mosswood Community Center, and San Antonio Recreation Center in a subsequent round. Staff submitted the Lincoln Square Park project in August 2019, along with two projects submitted in partnership through community groups for the Sobrante Park and Tyrone Carney Park, where the two community-led projects were awarded a total of \$5,069,155 million from the grant while Lincoln Square Park was shortlisted but not awarded.

Proposition 68 – Parks, Environment, and Water Bond Act of 2018 was passed by voters in June 2018. The Bond authorized \$4 billion in general obligation bonds for state and local parks, environmental protection and restoration projects, water infrastructure projects, and flood protection projects. As a component of the grant, \$650.275 million will be distributed through multiple competitive grant rounds in the Statewide Park Development and Community Revitalization Program Grant. The 2019 round distributed almost \$255 million of funds to over 60 projects throughout the state. OGALS received 478 applications with a total request of \$2.3 billion. The next round of the grant fund available is \$395.3 million, and applications are due December 14, 2020. This will be the last round of this grant program. The grant agency requires all applicants to submit a current agency/board approval document with each application, and that past approvals in place do not qualify. City Council approval of proposed projects is required for staff to prepare and compete for this round of the grant.

In October 2018, Council adopted an updated prioritization process for the upcoming Fiscal Year (FY) 2019-21 Capital Improvement Program (CIP) under Resolution 87376 C.M.S. The prioritization process established the framework and priorities for improving the City's parks and park facilities.

The recommended projects for Lincoln Square Park Recreation Center (Lincoln) and the Mosswood Park Community Center (Mosswood) are part of the CIP Prioritization List for FY 2019-21. The added Verdese Carter Park is led by a community organization offering to lead in partnership with the City of Oakland to pursue the grant.

## **ANALYSIS AND POLICY ALTERNATIVES**

### **Statewide Park Program Grant**

The final round of the grant is due December 14, 2020. The grant implementation period was initially set for June 2022. Thus, staff obtained City Council's approval last year in advance to identified projects ready to meet the grant and subsequent deadlines. However, the State legislature has extended the grant end date to June 2025. The award criteria for the grant remained the same and will be based on the following nine (9) criteria summarized below:

Project Location (Must meet Criteria 1 or 2 to be eligible):

1.	Critical Lack of Park Space: The community within proximity of the project site has a ratio of fewer than 3 acres of usable parks space per 1,000 residents based on the "California Stat Parks Community Fact Finder" report as compared to all applications.
2.	Significant Poverty: The median household income of census tracts in proximity to the project site is lower than \$51,026 based on the "California State Parks Community Fact Finder" report as compared to all applications
3.	Type of Project: New, expand, or renovate existing (in order of highest scores)

Community Engagement

4.	Community-Based Planning: Number of community forums and methods used to publicize the meeting, encourage meaningful participation and outreach to the underserved community.
5.	Employment or Volunteer Opportunities: Demonstrate how the project includes employment or volunteer outdoor learning opportunities for residents and California Conservation Corps members.
6.	Partnerships or Committed Funding

Operation & Maintenance Considerations:

7.	Environmental Design & Sustainable Techniques: Demonstrate that the project 1) incorporates techniques for stormwater management; 2) use of water-efficient irrigation or water recycling; 3) Use of recycled materials or recycling of construction waste; and 4) drought-tolerant or climate-appropriate non-invasive native landscaping, minimizing toxic compounds; 5) carbon sequestration techniques, energy, water and/or natural resource conservation techniques.
8.	Public Use Fees and Hours of Operation: Demonstrate that the project will be open seven days a week and the lowest fees, if any, are less than \$3 per month per person

Project need, benefits, and readiness:

9.	Community Challenges, Project Benefits and Readiness.
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All competing applications start with 0 points and gain points as each criterion is evaluated. The maximum score is 100 points. The grant award range is from \$200,000.00 to \$8,500,000.00. Each application is assessed on its own merit as well as competitively against other applications. The grant, if successful, will leverage existing capital funds and allow the City to implement multiple priority capital projects.

**Proposed Projects:**

The proposed Lincoln project ranks #8 in the FY2019-21 CIP Budget and is the first top priority parks and recreation facility. The Mosswood project is an existing project to replace the facility destroyed by a fire that is currently in design and has a fund shortfall. Both projects are priorities and identified as best meeting the grant requirements for parks and recreation facilities category and are recommended for this round based on project readiness/competitiveness to best meet the grant criteria and timeline. Both projects have had significant community outreach and engagement in the development of the projects, which is a considerable factor required by the grant.

- Lincoln Square Park's Recreation/Community Center is a re-build/expansion of the aged, limited-space center to provide added programs and recreation elements for the growing Chinatown/Downtown area. The facility was built in 1975 and has outgrown the needs and demands of the community. The expansion of housing construction will impact the neighborhood community, placing greater demands on the Park and Recreation Center. The community and Friends of Lincoln Square Park (Friends) and Recreation Center have been working for almost ten years in seeking support to update the facility as well as support the community on program expansions. The Friends have been working with stakeholders, such as residents, community and health organizations, Chamber of Commerce, and the City intensely in the past three years to further develop improvement objectives and goals. The project meets eligibility to submit for the Grant.

- Mosswood Park New Community Center will be the construction of a new approximately 12,000 s. f. replacing the destroyed center. The facility is located in the Mosswood neighborhood but is on the border of Council Districts 1 and 3, used daily by residents from both districts. The new Community Center will create a vibrant destination for civic, cultural, social, educational, and recreational activities; hosting programs and classes year-round, a thriving summer camp program, and after-school programs featuring cooking, computer lab, and homework assistance. The final decision was informed by a robust nine-month-long community engagement process, including twenty-four outreach events, digital and print communications. The Center's thoughtful design incorporates and reflects the diverse community of users and the rich history of the site. The new building will include a large community social hall, access to the park, inclusion program and staff support spaces, a modern kitchen to accommodate popular cooking classes and community events, a Career Center and Innovation Lab, and a large multi-use outdoor terrace.

In addition, TPL approached the City proposing a partnership to develop CIP projects and pursue the Grant for Verdese Carter Park:

- Verdese Carter Park: The Trust for Public Land, whose mission is to create parks and land conservation for public use, proposes to renovate the park. TPL is a national non-profit organization working to improve communities since 1972. TPL proposes to lead the community outreach process, develop the grant application through their resource, submit the grant application, and if the grant is successfully awarded, TPL will implement the project for Verdese Carter Park in partnership with the City. The project was not part of the City's Prioritization process during the FY2019-21 CIP Budget development, but is located in a High Priority Neighborhood according to the Oakland Equity Map utilized in the City's Prioritization process.

Three other projects were recommended in 2019 as alternative projects for the grant application and are next in the CIP Prioritization ranked project list – Arroyo Viejo Recreation Center (Council District 6), Brookdale Recreation Center (Council District 4), and San Antonio Park Recreation Center (Council District 2). All three projects received Measure KK – Series 2 funds appropriation in FY 2019 to initiate project development and design with anticipated future fund needs to complete the projects. However, the projects are currently in the beginning phases of consultant selection or initial programming phase and have not had the required community outreach process to meet the grant requirements and final round's grant due date. The three projects will require extensive outreach and scope development to be positioned for grant fund applications and cannot meet the December 2020 deadline. Once the outreach, programming phases are complete, staff will be able to determine the scope and total fund needs to develop fund strategies for project implementation.

The community partnership project is brought forth to improve park facilities located in habitually underserved communities impacted by disparities. The Verdese Carter Park is in high population of communities of color and neighborhoods bearing equity disparities such as low income, rent-burdened households, areas traditionally with higher unemployment, and other factors. To ensure inclusive outreach and engagement for this project, TPL is working with Police Athletic League (PAL) and other local community organizations, such as the Black Cultural Zone and East Oakland Collective, and schools to fold outreach into existing

community services offerings and programming near the park, reaching those that might not otherwise attend a virtual workshop. TPL and partners will seek community leaders to participate in all virtual events to encourage people to attend and ensure community voices are heard.

All of the projects will also be developed to meet the American with Disabilities Act (ADA) requirements through design and construction. The improvements will expand opportunities for the community and program users of the City's recreational and community facilities. The projects will update aging facilities and improve City assets to provide equitable access for seniors, youth, and people of all ages.

### **Professional Services Agreement and Waive Request for Proposal/Qualification:**

Because TPL intends to implement the Verdese Carter Park Renovation at a City facility, a professional services agreement between TPL and the City of Oakland will be required in order to identify TPL's project roles and responsibilities. The detailed scope and specific language for the agreement will be developed concurrently while both City and TPL work on the grant application. TPL will implement all aspects of the project, including project management, solicitation of the design consultant, and management of design and community engagement, bid/award, and construction. The agreement will follow the Office of the City Attorney's guidance and in compliance with the City of Oakland requirements. Public Works Department will offer oversight responsibilities to be spelled out in the pending professional services agreement.

Due to the eminent grant timeline, the agreement is being developed in a preliminary framework and will be executed prior to the grant award, if received. All project implementation costs shall be included in the grant project, with no additional City funds. Authorization to negotiate the agreement will allow staff to continue to refine the agreement with TPL while the grant application is developed in parallel. The agreement amount will be negotiated relative to community-input on project scope and the estimated grant budget.

To advance partnership with TPL for the Verdese Carter project, Council's approval to waive the Request for Proposal/Qualification (RFP/Q) requirements and execute the agreements without return to Council is necessary. Per City of Oakland Municipal Code Section 2.04.051, upon a finding by the City Council that it is in the best interests of the City, the City Council may waive Request for Proposal/Qualification (RFP/Q) requirements. The City of Oakland will benefit from a partnership with TPL -- experienced in community-engaged projects, implementation, and development of community-supported projects. TPL will focus on the Verdese Carter park project and assist the City in preparing the grant application. It is in the City's best interest to work with TPL for the proposed projects, and Council authorization is requested to waive the RFP/Q requirement and execute the agreement without return to Council once the grant awards are successful.

### **FISCAL IMPACT**

The proposed Council actions will authorize staff to prepare, seek, and appropriate grant funding awarded by the Statewide Park Development and Community Revitalization Program Grant. No fiscal impact is generated until the grants are awarded. If awarded, the City will have

the funding needed to implement the identified capital improvement projects, and such funds shall be appropriated, allocated, and managed via a new project number (to be established for each project) in the State Parks Grant Fund (No. 2134) and Capital Organization (No. 92270). In addition, the professional services agreement with the Trust for Public Land shall be funded from the same funding source as the respective awarded projects.

There is no impact on the General Purpose Fund, and no additional funding is requested.

### **PUBLIC OUTREACH / INTEREST**

The Mosswood Park Community Center and the Lincoln Square Park Recreation Center are projects prioritized through the recently adopted Capital Improvement Program prioritization process in Fiscal Year 2019-21. The process encompassed a public engagement effort by gathering community input about the CIP process, and establishing shared goals and priorities from the community and the City to shape the development of the evaluation factors. The projects were reviewed and ranked by established prioritization factors and adopted weighting system.

- Lincoln Square Park Recreation Center is one of the projects having strong community involvement for the past decade – seeking ideas and community input to plan for the vision of a future center. It is the highest park project ranked under the prioritization process.
- The new Mosswood Park will replace a facility destroyed by a fire. In the nine-months' robust community engagement process, multiple groups and users helped shape the project's design and the proposed new community center.

Verdese Carter Park project will begin engagement through City's partnership with TPL, who has begun planning the community engagement process through their own efforts. Various outreach methods will be utilized by TPL and address the challenges of the current pandemic situation to maintain safety and health conditions. TPL plans to engage the Verdese Carter Park community in partnership with City departments, the Oakland Parks and Recreation Foundation (OPRF), the Police Activities League (PAL), and their design team MIG. TPL will host events to create a park vision for the grant application. Engagement will target the community living within a half-mile of the park through various means and throughout the visioning process to encourage equitable community-led design. TPL and partners will distribute flyers door-to-door or via existing services near the park, and will use mailers in English and Spanish to reach a wide range of community members. Events will be virtual workshops and in-person.

### **COORDINATION**

This report was prepared and reviewed in coordination with the Oakland Parks, Recreation, and Youth Development Department and Department of Race and Equity. The proposed recommendation and report have been reviewed by the Budget Bureau and the City Attorney's Office.

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** The application for the grant has no immediate economic impact. However, should the City be successful in obtaining capital improvement grant funds, businesses associated with the implementation of the project(s) will receive economic opportunities through contracting for services, construction, material, and supplies. Completion of the capital projects can also contribute to economic opportunities for those who utilize the programs housed in the facilities.

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

**Race & Equity:** The Lincoln Square Park Recreation Center project and the Mosswood Community Center projects are prioritized and adopted through the recently completed Capital Improvement Program Budget process for the Fiscal Year 2019-2021. The proposed projects are identified as having an impact on those residents and communities who have lacked in services and opportunities as identified by the City's Equity Index Map, as discussed in the above Analysis and Policy Alternatives section of this report.

### **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

As part of the grant application requirement, the California Environmental Quality Act (CEQA) determination will need to be initiated and completed if awarded. For each of the projects, CEQA review will be requested of the Planning Bureau and coordinated. Mosswood Park Community Center and Lincoln Sq. Park Rec. Ctr. has already begun the planning review process or preliminary determination in progress. Friends have submitted PHHP project to Planning for review. Verdese Carter will be submitted once sufficient design information is available.



**ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that the City Council approve a resolution:

- 1) Authorizing the City Administrator or designee to apply for, accept, and appropriate grant funds from the Proposition 68 – California Statewide Park Development And Community Revitalization Program Grant, each for an amount not-to-exceed \$8,500,000.00 for the
  - Lincoln Square Park Recreation/ Community Center Re-build/Expansion Project,
  - Mosswood Park New Community Center Project
  - Verdese Carter Park Project in partnership with the Trust for Public Land
- 2) Waive the Request for Proposal/Qualifications Competitive Selection requirement and authorizing the City Administrator to enter into professional services agreements with the Trust for Public Land to assist the City to implement the respective projects listed above, in a contract amount to be negotiated by the City Administrator, without return to Council.

For questions regarding this report, please contact DENISE LOUIE, at 510-238-3682.

Respectfully submitted,



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Interim Director, Public Works

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Prepared by:  
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Attachments (2):

- A – Prop. 68 Project Location Map*
- B – Resolution #87689 CMS, May 2019*