# AGENDA

# LANDMARKS PRESERVATION ADVISORY BOARD MEMBERS:

Christopher Andrews, Chair Peter Birkholz, Vice-Chair Stafford Buckley Eleanor Casson Frank Flores Mary E. MacDonald April 13, 2015

Regular Meeting 6 PM City Hall, Sgt. Mark Dunakin Hearing Room #1 1 Frank Ogawa Plaza Oakland, California 94612

# Educate, Advocate, Protect Historic Resources

This meeting is wheelchair accessible. To request materials in alternative formats, or to request an ASL interpreter or assistive listening device, contact Betty Marvin at 510-238-6879, bmarvin@oaklandnet.com, or TDD 510-238-3254 at least three working days before the meeting. Please refrain from wearing scented products to this meeting so those with chemical sensitivities may attend.

# A. <u>ROLL CALL</u>

# B. <u>OPEN FORUM</u>

C. <u>APPROVAL OF MINUTES</u> of February 9, February 23, and March 9, 2015

# D. <u>EDUCATIONAL PRESENTATIONS</u>

1. Landmark of the Month or other features of interest Southern Pacific Oakland Mole site, foot of Seventh Street (Port View Park): Oakland City Landmark #49, LM 81-42, Ord. 10049 C.M.S., April 14, 1981. Presentation by Boardmember Andrews.

2. <u>Study of Preservation Element</u> (adopted goal for 2015) **Political background of the Preservation Element**, presentation by **Frederick Hertz**, former chair of Landmarks Board and Historic Preservation Element task force.

# E. <u>NEW BUSINESS</u>

1.	Location:	1955 Broadway (APN: 008-0639-001-00)
	Proposal:	Proposal to remodel the exterior of the historic Capwell's Building
	_	at 1955 Broadway. The proposal includes removal of the exterior
		EIFS and replicated exterior trim that was installed after the
		building retrofit after damage sustained from the 1989 Loma Prieta
		earthquake. The proposal includes installing a new exterior terra
		cotta veneer and reopening the windows and storefronts that were
		sealed with shotcrete as part of the retrofit.
Applicant:		
	Contact	Scott Smithers – (650) 838-0100
Person/Phone:		
Owner:		W L BROADWAY TELEGRAPH OWNER VII, LLC
Case File Number:		PLN15-026
General Plan:		Central Business District
	Zoning:	CBD-P, Central Business District Pedestrian Retail Commercial Zone
Historic Status:		Designated Historic Property (H.C. Capwell Co. Department
		Store); Rating: B1+, Contributor to the Uptown Commercial API
	Service Delivery	Metro
	District:	
	y Council District:	3
A	Action to be Taken:	Provide comments to staff regarding the proposed project.
	For Further	Contact case planner <b>Peterson Z. Vollmann</b> at (510) 238-6167 or by
	Information:	email: pvollmann@oaklandnet.com.

2. Location	Oak Knoll Mixed Use Community Plan Project
	The project is located on the former Oak Knoll Naval Medical Center Property at 8750
	Mountain Boulevard and is bounded by Keller Avenue and Mountain Boulevard. APNs:
	043A-4675-003-21, 043A-4712-001 (portion), 043A-4675-003-19, 043A-4675-003-16,
	043A4678-003-17 (roadway easement), 043A-4675-003-30 (roadway easement) 048 -6865-
	002-01, and 043A-4675-74-01.
Proposal	Conduct a Scoping Session for a revised Supplemental Environmental Impact Report to
•	receive comments regarding the information, analysis and potential cultural resource-related
	impacts associated with the Oak Knoll Mixed Use Community Plan Project. The Project
	proposes a mixed-use residential community of approximately a) 935 residential units of
	varying types, b) 72,000 sq. ft. of neighborhood commercial use and c) approximately 77
	acres of open space and recreation areas, including an improved creek corridor. The Sea
	West Federal Credit Union and Seneca Center located in the middle of the Project site are
	not considered part of the Project.
	Pashanaundi In 1006 the Neural Medical Center Oakland monenty was subject to a Final Bayes Plan that
	<u>Background:</u> In 1996, the Naval Medical Center Oakland property was subject to a Final Reuse Plan that presented five land use alternatives for the reuse of the property. The Maximum Capacity Alternative within
	the Final Reuse Plan included a) 584 residential units, b) 400, 000 sq. ft. of commercial space, and c) 32
	acres of open space. The Maximum Capacity Alternative was approved by the Oakland City Council as the
	preferred alternative. In 2005, SunCal Oak Knoll, LLC proposed the "former Oak Knoll Project" which
	included a) 960 residential units, 82,000 sq. ft. of commercial space and 53 acres of open space. The
	<i>"former Oak Knoll Project" was not approved. The current proposal is modified version of the 2005</i>
	<i>"former Oak Knoll Project." Major changes from that proposal include the addition of the 15 acre abutting</i>
	property to the south and the demolition of the Oak Knoll Golf and Country Club (known as Club Knoll)
Applicant	
Phone Number	
Owner	
Case File Number	
Planning Permit	
Required	Map, and possible other discretionary permits and/or approvals
General Plan	Hillside Residential, Community Commercial, Institutional, Urban Open Space and
	Resource Conservation Area
Zoning	
Environmenta	
Determination	
	<u>Background:</u> In 1998, the Oakland City Council certified the Environmental Impact Statement /Environmental
	Impact Report (EIS/EIR) for the Disposal and Reuse of the Naval Medical Center Oakland and Final Reuse
	Plan including the Maximum Capacity Alternative. A 2006 Initial Study and 2007 Draft SEIR was prepared and
	circulated for the "former Oak Knoll Project." No Final SEIR was certified. Because Oak Knoll Mixed Use Community Plan Project may result in new or substantially more severe impacts than the "former Oak Knoll
	Project" analyzed in 2007, the City is preparing a revised SEIR.
Historic Status	<ul> <li>The Oakland Cultural Heritage Survey rates Club Knoll as a Potential Designated Historic</li> </ul>
instorie Status	
	Property (PDHP) with a rating of B+3. The Landmarks Preservation Advisory Board
	(LPAB) found it eligible for Landmark status with an A rating in June of 1995 and placed it
Construction Dallare	on the Preservation Study List. Club Knoll is therefore considered a CEQA historic resource.
Service Delivery District	
City Council District	
Status	
Status	comment period began March 23, 2015 and written public comments are due no later than
	April 21, 2015.
Actions to be Taken	
	revised SEIR related to Cultural Resources.
For Furthe	
Information	
mormunon	

# F. OLD BUSINESS

# G. <u>BOARD REPORTS</u>

H. <u>SUBCOMMITTEE REPORTS</u> (Capwell's subcommittee will report under item E.1.)

#### I. <u>ANNOUNCEMENTS</u>

#### J. <u>SECRETARY REPORTS</u>

#### K. <u>UPCOMING?</u>

Camron-Stanford House landscape/lighting Emerald Views / Schilling Garden General Electric plant demolition/mitigation Oakland Auditorium/Kaiser Convention Center Southern Pacific Station, 16th & Wood Streets

#### L. <u>ADJOURNMENT</u>

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**BETTY MARVIN Historic Preservation Planner** 

#### NEXT REGULAR MEETING: May 11, 2015

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The Landmarks Board welcomes public comment on all agenda items. The Board requests that speakers limit comments to no more than three minutes. Correspondence received by the Monday prior to the meeting will be included in the Board's agenda packet.

Landmarks Preservation Advisory Board 250 Frank H. Ogawa Plaza, Suite 3315, Oakland, CA 94612 bmarvin@oaklandnet.com Fax 510-238-6538

# LANDMARKS PRESERVATION ADVISORY BOARD MEMBERS:

Christopher Andrews, Chair Peter Birkholz Stafford Buckley Eleanor Casson Frank Flores Mary E. MacDonald LANDMARKS PRESERVATION ADVISORY BOARD OAKLAND, CA 94612

March 9, 2015

Regular Meeting 6 PM City Hall, Sgt. Mark Dunakin Hearing Room 1 1 Frank H. Ogawa Plaza Oakland, California 94612

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A. <u>ROLL CALL</u>

<b>Board Members present:</b>	Andrews, Birkholz, Casson, MacDonald
<b>Board Members absent:</b>	<b>Buckley and Flores, excused absences</b>
Staff present:	Betty Marvin, La Tisha Russell

**B.** <u>OPEN FORUM</u> – Naomi Schiff, Oakland Heritage Alliance (OHA – Announced tour of Julia Morgan buildings on the Mills College Campus, Saturday 3/21/15, with the Mills College architect.

C. APPROVAL OF MINUTES of February 9 and February 23 – postponed to April

**D.** <u>LANDMARK OF THE MONTH</u> or other features of interest – Southern Pacific Oakland Mole site, foot of Seventh Street (Port View Park): Oakland City Landmark #49, LM 81-42, Ord. 10049 C.M.S., April 14, 1981. Presentation by Board Member Andrews. Postponed until April 2015

# E. <u>NEW BUSINESS - Action Items</u>

1. Uptown Station (H.C. Capwell store, later Sears, 1935-55 Broadway/ 20th/ Telegraph, 1928, Ashley & Evers, architects): Informational presentation by Gensler Architects, applicant, for proposed remodel of the historic Capwell's Building at 1955 Broadway. Background on the building's exterior finishes both prior to and after the seismic retrofit due to damage by the 1989 Loma Prieta earthquake. The proposed reuse will include retaining ground floor retail and new upper floor office uses. Case Planner, Pete Vollmann, (510) 238-6167, pvollmann@oaklandnet.com.

**Pete Vollmann, Case Planner,** gave an informational presentation on the proposed remodeling and reuse of the historic Capwell's Building, later the Sears building, in Uptown Oakland. Planning Staff and the architect had discussions regarding the project as it began to develop and concerned by the underlying damage caused by the Loma Prieta Earthquake in 1989. Staff requested architect to look into pulling back some of the sections of the building to see if any historical elements from the original façade were left intact. Applicant requested to come before the Board and give a presentation on their findings.

**Peter Weingarten of Gensler Architects and Drew Haydel of Lane Partners** (owners of the building), gave a PowerPoint presentation on the proposed project of the renovation and the reuse of the Capwell's Building, now Sears. Both contend this is an exciting venture and want to bring this historic retail hub back to its glory but the process is challenging and complicated. Several areas of the façade were extensively damaged by the Loma Prieta earthquake in 1989 and additional damage to the exterior finishes from the earthquake retrofit.

The current proposal of the renovation process would consist of changing the use to provide creative work space on the upper levels and retail on the ground floor areas, providing windows as they were originally, a seismic restraint system in the center of the building, with a rigid core, replacing the exterior system with a water proof (rain screen) system, grand entrance portals and a terra cotta façade.

# **BOARD COMMENTS/QUESTIONS**

Questions raised by the Board were regarding damage to the building after the earthquake and what was done about it, original design of the windows and will they be retained, if any of the historical elements in the building are still remaining, the shotcrete that was applied to the building, the proposed rain screen system and the terra cotta scheme.

**Peter Weingarten**, principal architect, responded that the majority of the windows were damaged and non-operable. They're attempting to bring back natural lighting and maximize ventilation on the floors and are still investigating the best way to do this. Some of the remnants are not in their original location and some are actually acting as storefronts, just propped up against the façade. They are looking at ways to retain some those artifacts, because they're not re-useable in place, perhaps on display somewhere inside the finished project. The waterproof layer would give a smooth clean façade to the building and using terra cotta would blend in with the richness of colors that exists in Uptown Oakland now.

The Board decided to create a sub-committee so they could get a better view of what the architect is doing and keep close watch on the progress.

# PUBLIC SPEAKERS/COMMENTS

**Chris Buckley,** former Planning staff member who was case planner for this project in 1989-90, commented on the damage that occurred after the earthquake, stating that the previous owner, Carter Hawley Hale, wanted to get the store reopened right away for the 1990 Christmas season. Staff tried to get them to do the seismic retrofit on the interior but the owners said it would take too long, they couldn't make the 1990 season and they would have to close the store. Staff went to the Planning Commission for a decision, since it was such a high profile case, and the result was the exterior façade that's on there today.

**Naomi Schiff,** Oakland Heritage Alliance (OHA), presented a letter that was addressed to Lane Partners and some previous pictures of the building. Ms. Schiff had several concerns pertaining to the design and reuse of the project such as retaining the surviving original exterior, restore original fabric, retain solid walls with punch-out openings, retain two original entryways, retain original ground floor windows and retain openness of first floor. She asked the applicants to retain as much as possible since it is one the major historic buildings in Oakland.

**Chris Buckley**, Oakland Heritage Alliance (OHA), reiterated the recommendation about retaining the original exterior of the building, and also had concerns regarding the main entry, possibly making it two

entries, restoring cracked brick surfaces, repairing some of the terra cotta that was destroyed after the earthquake, and did a count of the remaining original windows.

**Joyce Roy**, architect and Oakland resident, liked the idea of using terra cotta on the building, since it would blend in well with the other buildings, and also asked if there was going to be an atrium in the center of the building. (There will be.)

2. Informational presentation on Brooklyn Basin Project (formerly known as Oak to Ninth), 9th Avenue Terminal, and proposed Shoreline Park - applicant Zarsion-OHP 1, LLC ("ZOHP"): Brooklyn Basin Project land use entitlements were originally approved in 2006-09. Applicant is now initiating Phase I improvements by seeking a Final Development Permit to construct Shoreline Park, including the demolition of a large portion of the 9th Avenue Terminal. In the future, staff will bring to LPAB the demolition findings for the 9th Avenue Terminal and an application to designate the 9th Avenue Terminal as a City of Oakland Landmark. Case Planner, Catherine Payne, (510) 238-6168, cpayne@oaklandnet.com.

**Catherine Payne, case planner,** gave an informational presentation on the Final Development Permit application (FDP) for the Shoreline Park which is accompanied by a Landmark application. Staff provided plans to the Landmarks Preservation Advisory Board (LPAB) for review but was not asking for recommendations or specific actions at this time, but giving the Board and public an opportunity to absorb information about the project.

The original entitlement with the City was in 2006, confirmed in 2009 following a lawsuit. This project has not been before the LPAB since that time. The original approval included a development agreement, a re-zoning of the area, as well as a tentative tract map and a Planned Unit Development (PUD), which had an associated Preliminary Development Plan (PDP). Since the FDP is preliminary and not complete, staff and applicant had asked to come before the LPAB and reintroduce the project to get input and suggestions on the design. Staff will return to the LPAB with demolition findings for the 9th Avenue Terminal and to consider the timing of the Landmark application, before or after the demolition findings.

**Patrick Van Ness, Signature Development Group (SDG)** has been working on the project since 2001 and would like to start the process of a design and development of the first part of the Brooklyn Basin Project, which would be the Shoreline Park. The project has 3,100 residential units along the waterfront from Estuary Park to the 10th Avenue on-ramp, has 22 acres of development parcels, and 33 acres of parks that include the 9th Avenue Terminal. It was decided at the Council level and the San Francisco Bay Conservation Development Commission to build a park on that location where the existing 9th Avenue Terminal is and SDG would rehabilitate the front bulkhead portion of the building along with about 10% of the warehouse section.

# **BOARD COMMENTS/QUESTIONS**

Comments raised by the Board regarding the Landmark application and design of the park are as follows: would prefer to process Landmark application sooner rather than later (prior to demolition); prefer to receive an application to landmark entire building; can 2004 Landmark application be revived; would like applicant to work with community to submit application.

Park design should incorporate references to extent and footprint of historic building; carry evidence of building out into landscape (keep pedestals/columns), ensure long-term maintenance of unique park features, need more public amenities (restrooms, seating and gathering areas), park feels vast, empty, invigorate space with pop-up retail, activities, indicate immense scale of 9th Avenue Terminal, express landscape that might have been there historically.

Board decided to establish a sub-committee for the project: Andrews, MacDonald, Buckley.

# PUBLIC SPEAKERS

**Naomi Schiff,** Oakland Heritage Alliance (OHA), likes Michael Willis design for the remaining portion of the 9th Avenue Terminal, mark the original portion of the building to indicate the earlier as well as the later construction phase of the building, park design is not adequately detailed; does not support landmarking the building, this will be a remnant of a facility and landmarking such would be an insult. Believes the wharf may be historic given its age; no high-end restaurant, integrate indoor/outdoor space.

**Joyce Roy**, resident, how many building bays is the project required to preserve? (*Staff response: 4 bays* = 20,000 sf; keeping additional 2 bays as outdoor space is not part of the required building retention.) Designate entire building as a landmark: what if the planned project never happens?

#### 3. Children's Hospital Master Plan FEIR and related actions – cultural resource comments

Location:	Children's Hospital and Research Center Oakland (CHRCO) is located at 747 52 <sup>nd</sup> Street and is
Locution	generally bounded by 53 <sup>rd</sup> Street to the north, State Route 24 (SR-24) to the east, and MLK Jr. Way
	and the elevated BART tracks to the south and west. APNs: Multiple
Proposal:	The Project would occur in two phases.
-	<b>Phase I</b> would (a) demolish one residential building and minor rear yard additions on two residential
	buildings; (b) construct a 6-story, 89,100 sq. ft. Outpatient Center (OPC2) and a 1,100 sq. ft. addition
	to the existing Central Plant Building; (c) construct a new entrance to the existing parking garage off
	Martin Luther King Jr. Way; (d) improve landscaping and utilities; and (e) renovate 95,500 sq. ft.
	within the existing Hospital.
	Phase II would (a) demolish one residential building, a modular building, the rear portions of three
	residential buildings, the B/C Wing, the existing heli-stop structure, the Bruce Lyon Memorial
	Research Center, the HemOnc Administrative Building and several trailers; (b) construct a 2-story,
	14,500 sq. ft. Family Residence Building with 12 to 16 residential units; a 3-story, 31,300 sq. ft.
	Clinical Support Building; a 5-story, 43,500 sq. ft. Link Building with a heli-stop on the roof; a 5-
	story, 101,000 sq. ft. Patient Pavilion; a 3,800 sq. ft. Central Utility Plant Building; and a 4story,
	114,900 sq. ft. parking structure with 334 stalls; (c) acquire and improve 1.5 acres of Caltrans Right-
	of-Way; (d) improve site access and circulation to 52nd Street and Dover Street; (e) improve
	landscaping and utilities; and (f) renovate 42,342 sq. ft. within the existing Hospital. Full Project build-
	out would result in 210 beds (increase of 40 on-site), 988 patients and outpatient visitors (increase of
	113), 761 inpatient visitors (increase of 157) and 2,371 staff (increase of 205).
Applicant:	Children's Hospital and Research Center Oakland, Doug Nelson
Phone Number:	(510) 428-3066
Owner:	Children's Hospital and Research Center Oakland
Case File Number:	PLN14-170; ER12-0013
Planning Permits	General Plan Amendment; Rezoning; Preliminary Planned Unit Development Permit for Phases 1 & 2;
Required:	Final Planned Unit Development Permit for Phase 1; Conditional Use Permits to convert residential
	structures to non-residential in the S-1 and CN-3, permit health care use in RM-2 and CN-3,
	demolition of rooming units in the S-1 Zone, , and commercial uses in the S-1 Zone; Design Review
	for residential facilities, non-residential facilities, Potentially Designated Historic Properties and

	demolition of historic structures; Minor Variances for open facilities, number of loading berths and Family Residence Building parking; exception from ground floor transparency percentage in the CN-3	
	Zone; a Vesting Tentative Tract Map.	
General Plan:		
Zoning:	S-1, Medical Center Zone; RM-2, Mixed Housing Type Residential Zone-2; CN-3, Neighborhood	
	Commercial Zone – 3	
Environmental	The Draft Environmental Impact Report (EIR) was published for a 45-day review period from August 7,	
Determination:	2014 to September 22, 2014. The Response to Comments/Final EIR was published on February 27, 2015.	
Historic Status:	The A/B Wing (Baby Hospital) on the CHRCO campus is considered a Potentially Designated Historic	
	Property (PDHP) and a CEQA historic resource with a current (revised) rating of B3 by the Oakland	
	Cultural Heritage Survey (OCHS), as confirmed by the Landmarks Preservation Advisory Board (LPAB)	
	on August 12, 2013. The proposal includes several properties within the 55th and Dover Residential	
	District Area of Secondary Importance that are considered PDHPs. The District appears eligible for the	
	California Register of Historic Places and a CEQA historic resource.	
Service Delivery	II – North Oakland/North Hills	
District:		
City Council District:	1 – Kalb	
Actions to be Taken:	Receive public comments and Landmarks Preservation Advisory Board recommendation to the Planning	
	Commission, and subsequently the City Council, on the cultural resource-related design and environmental	
	review issues associated with the Project.	
For Further	Contact project planner Heather Klein at (510) 238-3659 or hklein@oaklandnet.com	
Information:		

**Heather Klein, case planner,** presented the Final EIR and Response to Comments document for the Master Plan proposal by the Children's Hospital Research Center Oakland (CHRCO) to create new Acute Care Facilities which meet the seismic safety requirements of the California State Senate Bill 1953. The proposed project will be developed in 2 Phases. Phase 1 includes demolition of a former residential building, relocation of the main existing parking garage entrance, construction of the six story, OPC2 building, demolition of minor rear yard additions, renovation of interior hospital space building, removal of 19 trees, preservation of 7 trees and construction of water, sanitary sewer, storm drains and other infrastructure improvements.

Phase 2 includes; acquisition of 1.5 acres of right-of-way from Caltrans, demolition of a residential building, construction of a Family Residence Building, relocation of two residential buildings, construction of the 3 story Clinical Support Building, demolition of the B/C Wing, construction of the five-story Link Building, relocation and construction of a new 24-hour emergency heli-stop on the roof of the Link Building, construction of a Patient Pavilion, construction of a Central Utility Plant and parking structure, renovation and improvements within CHRCO, removal of 89 trees, preservation of 36 trees and infrastructure improvements.

Historic issues discussed in Response to Comments included the design of the Patient Pavilion and the Link Building; the feasibility of relocating the magnolia tree; the Dover Street closure; historic district compatibility and landmarking of the A/B Wing. The responses were as follows: The Link Building was refined to be more similar to the A/B Wing, the magnolia tree could not be successfully relocated either on or off-site (experts were consulted), changing the Dover Street grid would result in a minor impact and might need further traffic study; converting some houses to hospital use would not result in physical change to the district and the A/B Wing was determined to be eligible for Landmark status. Klien asked the Board for recommendations regarding historic and cultural resources to be presented to the Planning Commission in April and the City Council in May.

**Doug Nelson,** Director of Development & Construction for Children's Hospital, said primary goals were to comply with State of California seismic regulations and convert multi-patient care areas into single- patient rooms. Guiding principles were to minimize neighborhood disruption, limit development at 53rd Street, maximize use of land and buildings the hospital already has, retrofit and modernize space, and shape the plan with the neighborhood, community groups, and users - physicians, staff, administrative teams and families. Changes from previous plan included not demolishing or displacing some of the homes as originally planned and placing the main entrance on MLK rather than Dover.

# **BOARD COMMENTS/QUESTIONS**

The Board raised questions pertaining to; retaining the façade on buildings on 53<sup>rd</sup> Street, combining interior space for long term families, the use of the other residences by the Hospital, renovating the homes with shingles, excessive color usage and will any other demolishing be performed.

Mr. Nelson replied; plan projects out over the next 10 years, which includes building a Clinical Support Building, renovating the homes for light office space, maintain the upkeep and improve the landscaping. (Hospital own homes with shingles). Comments regarding the excessive color usage were sent to the Design Review Committee of the Planning Commission, color scheme was supported and also toned down to comply with regulations and the neighborhood and no other demolitions are planned.

# PUBLIC SPEAKERS

Naomi Schiff, Oakland Heritage Alliance, (OHA), was very brief in saying she would like to see the Baby Wing Landmarked.

**F.** <u>**OLD BUSINESS**</u> – study of Preservation Element (adopted goal for 2015). Format was discussed. Andrews volunteered to invite Chris Buckley to give an overview.

**G.** <u>BOARD REPORTS</u> – Board Member Birkholz represented the Board at the Planning Commission meeting on March 3, 2015 regarding the Coliseum Area Specific Plan. In his absence, Andrews and Marvin reported. Applicant did not formerly submit the Final EIR, continuation of the item on a technicality that something was missing from their packets. LPAB comments, suggestions and mitigations are all being incorporated into the Final EIR. Discussion of a re-use plan and the demolition findings were included in the Response to Comments, but without detailed figures. **'Raider Nation'** was out in full force at the Commission meeting.

# H. <u>SUB-COMMITTEE REPORTS</u> - None

# I. <u>ANNOUNCEMENTS</u> – None

J. <u>SECRETARY REPORTS</u> – 1. The Lincoln Highway signs were installed on March 6, 2015.
 Board's letter to Public Works and pictures of the event were circulated amongst the Board.
 2. FPPC Form 700 (annual disclosure of economic interests) due April 1.

# K. <u>UPCOMING</u>

Oak Knoll EIR scoping session (April) Camron-Stanford House landscape/lighting Emerald Views / Schilling Garden – 244 Lakeside Drive General Electric plant demolition/mitigation Oakland Auditorium/Kaiser Convention Center Southern Pacific Station, 16th & Wood Streets

# L. <u>ADJOURNMENT</u> – 8:40pm

Minutes prepared by La Tisha Russell and Betty Marvin

Respectfully submitted,

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Betty Marvin, Historic Preservation Planner

# Landmarks Preservation Advisory Board

**STAFF REPORT** 

**Case File Number PLN15-026** 

#### April 13, 2015

Location: Proposal:	<b>1955 Broadway (APN: 008-0639-001-00)</b> Proposal to remodel the exterior of the historic Capwell's Building at 1955 Broadway. The proposal includes removal of the exterior EIFS and replicated exterior trim that was installed after the building retrofit after damage sustained from the 1989 Loma Prieta earthquake. The proposal includes installing a new exterior terra cotta veneer and reopening the windows and storefronts that were sealed with shotcrete as part of the
Applicant:	retrofit. Lane Partners
Contact Person/Phone Number: Owner:	Scott Smithers – (650) 838-0100 W L BROADWAY TELEGRAPH OWNER VII, LLC
General Plan:	
Zoning:	CBD-P, Central Business District Pedestrian Retail Commercial Zone
Environmental Determination:	Pending – CEQA review currently underway
Historic Status:	Designated Historic Property(H.C. Capwell Co. Department Store);
	Rating: B1+, Contributor to the Uptown Commercial API
Service Delivery District:	Metro
City Council District:	3
For Further Information:	Contact Peterson Z. Vollmann (510) 238-6167,
	<u>pvoliman@oaklandnet.com</u>

#### SUMMARY

Lane Partners has filed an application with the Bureau of Planning to renovate the exterior of the historic Capwell's building located at 1955 Broadway. While no specific interior proposals have been submitted with regard to use, it is anticipated that the ground floor would be used for retail type uses and the upper floors would be converted into office space, both of which are outright permitted activities within the CBD-P Zone and would be ministerial approvals. The renovations would consist of removal of the EIFS (Exterior Insulating and Finishing System) exterior that was added to the building after the damage incurred by the 1989 Loma Prieta earthquake, as well as reinstate openings on the façade of the building by penetrating the shotcrete exterior that was also added post-earthquake as a means of retrofitting the building.

The applicant's initial application included the use of a terra cotta rainscreen system to replace the existing exterior EIFS paneling as well as opening up the upper story windows and ground floor storefronts. As a result of this initial submittal staff had requested that the applicant remove the EIFS paneling at a section of the building to explore the actual conditions of the historic exterior beneath the EIFS paneling prior to making any decisions on the new proposed exterior. This work was conducted in late February and early March and the paneling at the corner of the building at Broadway and 20<sup>th</sup> Street was removed continuing down slightly past the first entry portico on Broadway.

The applicant provided an informational presentation at the March 9, 2015 LPAB meeting, in which they provided a background history on the building, the damage incurred by the 1989 earthquake, the seismic retrofit that was done in the aftermath, and the current conditions that were present after the

removal of the EIFS. At the meeting the applicant also gave a brief presentation on the initial design proposal for the building.

At the March 9, 2015 LPAB meeting there was a vote to establish a subcommittee to meet with the applicant to work out details of the proposed exterior remodel. The subcommittee has had two meetings with the applicant which occurred on March 24, 2015 and April 1, 2015. This report will summarize the outcomes of those subcommittee meetings. An additional third subcommittee meeting was scheduled to be held on April 9<sup>th</sup> after the date of the submittal of this staff report.

The main purpose of this hearing is to receive the report and recommendations from the subcommittee and input from the full Landmarks Board regarding the proposed design of the exterior remodel prior to a decision being made on the project by the Zoning Manager.

# SITE DESCRIPTION

The project site is located at the southwest corner of Broadway and 20<sup>th</sup> Street and encompasses half of the City block and wraps the southeast corner of 20<sup>th</sup> Street and Telegraph Avenue, with major frontages on Broadway, 20<sup>th</sup> Street and Telegraph Avenue. The building on the site is the historic H.C. Capwell Department Store building.

#### H.C. Capwell Department Store Building

Historic Architect Mark Hulbert provided the City with a summary of the historic and existing building conditions in a memo. The site description from that memo is detailed below:

The building was constructed in 1929 and was designed by the New York architects Starrett & Van Vleck along with San Francisco architects Ashley Evers & Hayes, and constructed by the P.J. Walker Co. Builders.

The extant building exteriors differ greatly from the original design. In 1989, the Loma Prieta Earthquake damaged the masonry clad building. Subsequently, reinforced concrete shear walls were added directly to the face of all original exterior walls. New facades were then installed to conceal the structural work and which also completely covered the original east, north and west facades, with the exception of the original entablature and cornice. Though a number of original ornamental elements (ornamental window frames and grilles) were retained and reused in the design of the replacement facades, those elements were removed and reinstalled in new locations. Consequently, the original and principal 4-1/2 story form with a trio of formal facades has been egregiously altered.

The original building design, consisting of a 1-1/2 story base and a 3-story mid-section crowned by an entablature, was Classical in its architectural form and material. Its ornamental terra cotta clad base had extensive openings for entry doors and for display windows with cast iron frames.

In the base, the design pattern was that of generous and narrowly separated display windows running the full length of each principal elevation, punctuated by entry ways – one each on Broadway and Telegraph and two on 20th St. – flanked by sets of smaller display windows. Corner display windows also accented the base at each building corner. Above each display window, pairs of small, aperturelike openings with ornamental grilles accented the mezzanine level. In the three upper brick-clad stories, the design pattern consisted of large window openings separated by relatively narrow piers and spandrels, creating a rhythm of generous window openings three stories in height. A design sub-pattern within the upper facades vertically conjoined the second and third floor windows within a slight recess, the separating piers expressed as two-story high pilasters, and with the top floor spanning horizontally above.

Another detailed pattern within this upper façade were ensembles of six windows overtop of each entry way -3 each at the second and third floors - the lower windows both hooded and with ornamental balustrades, and the center-most one with a pedimented hood. Ornamental plaques surmounted these ensembles in the spandrel between the third and fourth floor windows. In so doing, the architecture of the entry ways were vertically expressed in what are otherwise elongated and large-scale building facades.

At present, from the exterior:

- Of some 46 original storefront and display windows, the frames of 26 original display windows were removed and reused in the new facades. Thus, none are in their original locations, and 16 serve as display windows while the other 10 are blind (i.e., false) windows.
- While each of the 4 original entry ways remain, none retain the original entry door and windows\ units or any architectural features from the original, richly detail portals; and the ornamental ensembles above each entry have also been removed.
- Pairs of mezzanine level openings reflect the location of some of the originals, and which reuse original ornamental grilles, yet the concatenated pattern of the originals are lost and the existing are merely blind windows.
- Of the hundreds of original upper story windows, just four original window units are visible, each tucked deeply into the new facades overhead of each entryway and entirely severed from their original architectural context.
- A handful of new windows were deployed to reflect original window locations, yet do not reflect the original designs and in most if not all cases are blind windows.
- Other new blind openings consisting of raised frames with (non-original) ornamental grilles infill otherwise blank areas of the new façade.

As a result, the current façades are massive and largely solid exterior walls with few real openings, whereas the original facades were quite the opposite.

The extant building façades are composed of a foam-based, plaster-like cladding (known as "EIFS") that has a definitively plastic character. The building base has been molded to crudely mimic the rustication of the original masonry base. The various openings in the upper facades are interconnected via a pattern of raised horizontal and vertical line-mouldings that abstractly intersect the various framed openings at their centerlines. A deeper, continuous horizontal moulding separates the third and fourth floor with another just above creating a continuous sill course. Overall, the existing exterior is a contemporary, architecturally plastic, Post-Modern design with both quasi-historical and abstract design features, including raised moldings (where the original had none), molded plaques and emblems (again crudely mimicking the original locations), and pedimented and balustraded enframements overhead of the entryways. The latter, with grossly-overscaled pediments and balustrades, were evidently construed to identify with the original window treatment above each entry portal. However,

the original composition had an architecturally ornamental complexity, nuance and delicacy, as well as a fine scale, all of which are completely absent in the current façade elements. In sum, in addition to completely obliterating all but the entablature and smattering of original windows, the 1990 replacement façades are an evidently contemporary and superficial design. Whereas the original building integrated exterior and interior spaces via a design with generous openings, the extant design segregates and in fact disintegrates inside and out. Oddly, and tellingly, the utilitarian rear (south) façade is what partially retains original building character, and yet it was also substantially altered in 1990, though without the addition of a new façade.

Additionally, and most importantly, there is no potential to reverse the 1990 structural alterations, which predominately overlay and permanently thus irreversibly destroy large areas of the underlying, original architecture.

#### **Uptown Commercial Historic District**

The Uptown Historic District runs from 18<sup>th</sup> Street to 21<sup>st</sup> Street along Broadway at the north end of Oakland's immediate central business district. It includes three blocks of the triangular gore between Broadway and Telegraph Avenue, plus the Fox Theatre on the west side of Telegraph and portions on the eastern side of Broadway at the 19<sup>th</sup> Street intersection.

Historically the Uptown district represents a distinct phase of expansion of the central Oakland business district in the 1920's and 30's as a new shopping and entertainment center to the north of the turn of the century downtown, anchored by the Capwell department store and in large part developed by Capwell's 20<sup>th</sup> and Broadway Realty Company. Architecturally the district is an important collection of small to medium scale commercial buildings of the 20's and 30's, it's two primary distinguishing styles being historicist brownstone and terra cotta loft buildings from the 20's and colorful Art Deco terra cotta from the 30's. The outstanding monuments of the district are the Capwell and I. Magnin department store buildings, the Fox and Paramount Theatres, and the Floral Depot building.

# **PROJECT DESCRIPTION**

The proposed project involves the removal of the exterior EIFS application to the building and the installation of a new exterior veneer with a terra cotta rain screen system that can be applied to the exterior building walls and shotcrete in a similar manner to the existing system. The major difference is the quality of the exterior material and that the applicant will be re-opening the historic window and storefront openings on the building. This can be accomplished by way of installing a new structural system on the interior of the building so that the structural exterior wall can be penetrated to return openings to the exterior of the façade.

# **ZONING ANALYSIS**

The project site is located within the CBD-P Zone, Central Business District Pedestrian Retail Commercial Zone, which is intended to create, maintain, and enhance areas of the Central Business District for ground-level, pedestrian-oriented, active storefront uses. Upper story spaces are intended to be available for a wide range of office and residential activities. The proposed façade renovation requires Regular Design Review approval since the proposal is not matching the existing or historic exterior finishes. The project is considered an administrative case with a decision by the Zoning Manager/Planning Director.

#### **Required Design Review Findings for Approval**

The proposal must meet the following sets of Design Review findings:

#### 17.136.050.B - Regular design review criteria

#### **B.** For Non-Residential Facilities

- 1. That the proposal will help achieve or maintain a group of facilities which are well related to one another and which, when taken together, will result in a well-composed design, with consideration given to site, landscape, bulk, height, arrangement, texture, materials, colors, and appurtenances; the relation of these factors to other facilities in the vicinity; and the relation of the proposal to the total setting as seen from key points in the surrounding area.
- 2. That the proposed design will be of a quality and character which harmonizes with, and serves to protect the value of, private and public investments in the area.
- 3. That the proposed design conforms in all significant respects with the Oakland General Plan and with any applicable design review guidelines or criteria, district plan, or development control map which have been adopted by the Planning Commission or City Council.

#### C. Local Register Properties that are not Landmarks or located in the S-7 or S-20 Zone:

1. That for additions or alterations, the proposal will not substantially impair the visual, architectural, or historic value of the affected site or facility. Consideration shall he given to design, form, scale, materials, texture, lighting, landscaping, Signs, and any other relevant design element or effect, and, where applicable, the relation of the above to the original design of the affected facility.

#### 17.136.055 Special Regulations for Historic Properties in the Central Business Zones.

- 1. Any exterior alteration to a character-defining element of a Designated Historic Property (DHP) or Potentially Designated Historic Property (PDHP) that: 1) does not match its exterior historical materials or appearance, and 2) is part of the existing building (not part of any proposed addition) shall be required to meet any applicable criteria in Chapter 17.136 and meet findings (a) and (b), below. The determination of whether a project meets these findings requires consultation with Historic Preservation staff.
  - a) Any replacements of exterior character-defining elements are required because repair is not feasible. "Character-defining elements" are those features of design, materials, workmanship, setting, location, and association that identify a property as representative of its period and contribute to its visual distinction or historical significance; and

- b) Consultation with Historic Preservation staff has determined that any replacement or repair that differs from the original feature is compatible with the character of the building, Area of Primary Importance (API) or Area of Secondary Importance (ASI), if applicable, and retains the character-defining appearance of the feature.
- 2. Approval of applications for projects in an API that require Regular Design Review approval may be granted only upon determination that the proposal conforms to any applicable criteria in Chapter 17.136 and to the following additional criteria:
  - a) Any proposed new construction is compatible with the existing API in terms of massing, siting, rhythm, composition, patterns of openings, quality of material, and intensity of detailing;
  - b) New street frontage has forms that reflect the widths and rhythm of the facades on the street and entrances that reflect the patterns on the street;
  - c) The proposal provides high visual interest that either reflects the level and quality of visual interest of the API contributors or otherwise enhances the visual interest of the API.
  - d) The proposal is consistent with the visual cohesiveness of the API. For the purpose of this finding, visual cohesiveness is the architectural character, the sum of all visual aspects, features, and materials that defines the API. A new structure contributes to the visual cohesiveness of a district if it relates to the design characteristics of a historic district while also conveying its own time. New construction may do so by drawing upon some basic building features, such as the way in which a building is located on its site, the manner in which it relates to the street, its basic mass, form, direction or orientation (horizontal vs. vertical), recesses and projections, quality of materials, patterns of openings and level of detailing. When some combination of these design variables are arranged in a new building to relate to those seen traditionally in the area, but integral to the design and character of the proposed new construction, visual cohesiveness results;
  - e) Where height is a character-defining element of the API there are height transitions to any neighboring contributing historic buildings. "Character-defining elements" are those features of design, materials, workmanship, setting, location, and association that identify a property as representative of its period and contribute to its visual distinction or historical significance. APIs with a character-defining height and their character-defining height level are designated on the zoning maps

# **SUB COMMITTEE MEETINGS**

**Meeting #1:** The first subcommittee meeting was held on March 24, 2015. At this meeting the applicant provided a summary of the current state of the building and their initial project proposal, similar to the presentation that was provided at the March 9, 2015 LPAB meeting. The subcommittee members had the following general comments and questions about the proposal:

- The building needs to remain compatible with the district.
- Alternatives to the exterior should be explored other than just the rainscreen.
- Opening all six original department store entries should be looked into, e.g. as primary entrances to individual tenant spaces both as a representation of the buildings past and its place within the district, but also as a means of adding visual interest to what are very long facades and increasing street activity.
- Want to see detail of the awnings could awnings be used that reflect the era of the cornice?
- Can the top level contain a darker material to create more of a top to the building?
- Can the re-opened windows have sills that represent the original style?
- More character and interest needs to be provided along the exterior of the building wall present design lacks excitement.
- Different colors in exterior material palette could provide visual articulation to the building wall.
- Can a terra cotta pattern be proposed that relates more to the original masonry pattern?
- Is it appropriate to open the entire corner up with glass or should the exterior wrap the corners and keep the original window pattern?
- Desire to see a proposal of how the applicant planned to re-use the building's original "artifacts" such as the storefront systems that were remounted onto the building wall and the exterior grills that lined the former mezzanine.

The subcommittee and applicant team decided to hold a follow up meeting on April 1, 2015 in order for the applicant to address the comments and questions from the first meeting.

**Meeting #2:** The second subcommittee meeting was held on April 1, 2015. The applicant team gave a brief presentation to go over the items that were discussed at the prior meeting and how they planned to respond. The presentation was focused on remaining historic elements, scale of the building, the color scheme, and façade articulation.

The presentation included information on the damage that has been done to many of the existing storefront systems such as corrosion and broken elements as well as many drill holes through the

metal sash. The applicant made an argument as to why they could not re-use the period storefront components on the exterior of the building because of their condition as well as the limited number of them remaining. The proposed design would re-institute the original 48 openings along the ground floor by opening the shotcrete whereas there are only 28 period storefront modules remaining.

The applicant showed how the projecting terracotta rainscreen could be used to pick up threedimensional pattern elements of the original building façade, such as slightly receded panels between the windows of the second and third floors, or a small recess to pick up the original horizontal lines created by the terra cotta caps above the two story pilasters. They also looked at varying the color of the top floor to create more of a building top.

The applicant's presentation also looked at various color schemes that might better represent the original brick cladding of the building. In addition, schemes were presented that incorporated varying textures to the terra cotta panels to break the uniformity of the veneer.

The applicant presented a corner study that was also briefly presented at the prior subcommittee meeting. This included three varying treatments, the initial proposal of cutting the corner open with the glass wall, a second version with the veneer wrapped around the corner with windows similar to the existing configuration, and a third version that again opens the corner with glass but provides a decorative screening with terra cotta "baguettes" running horizontally in front of the glass.

The subcommittee had the following comments about the presentation and proposed options:

- Request for a more in depth explanation as to why the rainscreen system is needed versus other applications that could be installed directly over the building walls and shotcrete. Does it have to project so far?
- Agreement that re-use of the remaining exterior components wouldn't make sense with the design provided, but as an initial concept it might have led to a different design.
- Request for a defined proposal as to how the remaining exterior elements are going to be incorporated even if not on the exterior. They should be incorporated in a meaningful way and not left up to whether or not future tenants want them. Committee members provided examples of other successful reuses, and asked about retaining the flagpole at the corner on the rooftop.
- Look into making horizontal banding more pronounced, possibly by using a projection instead of a recess. However, others believed the recess was successful.
- Desire to see more work on "paseo" entry, including awning details and alternatives to big two-story opening.
- The proposed glass spandrel at the corner is too harsh; applicant should look at better ways of wrapping the corner with the façade material. Other concerns about the corner:
- With the open glass concept at the corner there is an issue with seeing the end of the rainscreen systems.

- If corner is to open up, perhaps it could expose the existing brick since it is remaining at that location.
- Wood is not appropriate on the exterior.

The group decided to meet one more time prior to the April 13 LPAB meeting, on Thursday, April 9. A summary of that meeting and a presentation of alternatives will be provided by the subcommittee and the applicant at the April 13 LPAB meeting.

# **STAFF COMMENTS**

Staff concurs with a number of the comments provided by the LPAB subcommittee members and looks forward to reviewing alternative design options for the exterior of the building that address some of the issues raised. One point that staff would like to further emphasize is the importance of the building as the anchor department store of the historic district, as expressed in the ground floor entries and façade treatment above. Each street frontage historically had two main entries into the building, which was very typical of a large department store and is an important component of the building's place within the Uptown Historic District.

It is understood that the building will have a different retail concept at the ground floor. However, those six locations could be looked at as primary entrances to individual larger tenant spaces. Historically the area above those entrances had the most decorative elements of the façade with the vertical pilasters and pediment cap. Staff would like the applicant to look into a design that accentuates these historical entry locations both as a representation of the building's history and also as a means of adding visual interest to what are very long facades.

# **RECOMMENDATION:**

- 1. Receive any testimony from the applicant or interested parties.
- 2. Provide direction to staff as to whether or not the Board finds the project as proposed appropriate to the Uptown Historic District.

Prepared by:

PETERSON Z. VOLLMANN Planner III

Approved by:

SCOTT MILLER Zoning Manager

**ATTACHMENTS:** A. Applicant Submittal

# **JPTOWN STATION**



PLANNING PACKAGE REV 001 APRIL 9 2015

# Gensler

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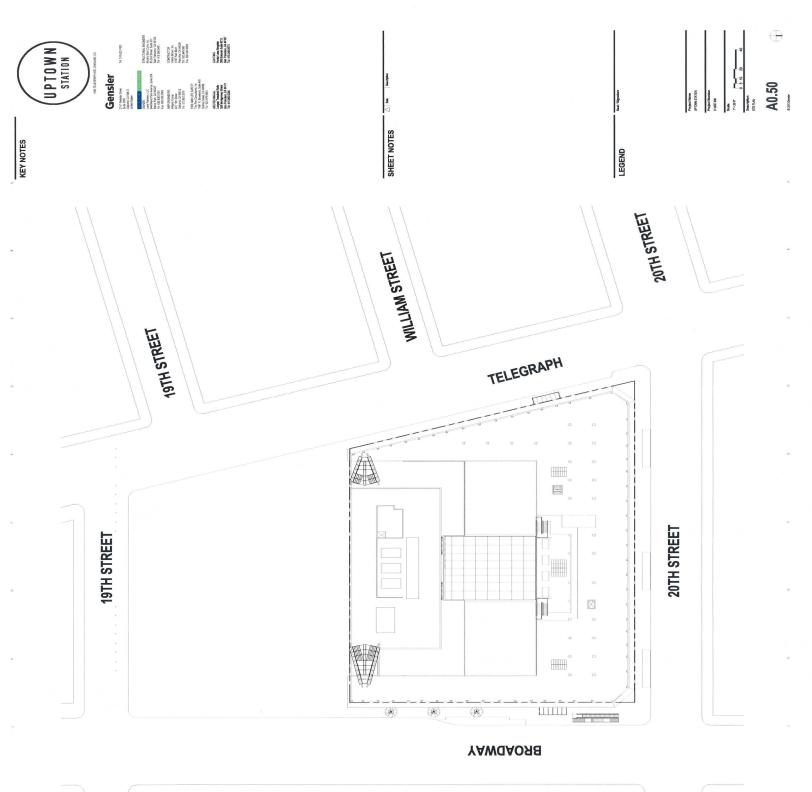
Integral Group MEP Engineers 427 13th Street Oakland, CA 94612 Telephone 510,663.2070 Facsimile 510,663.2080

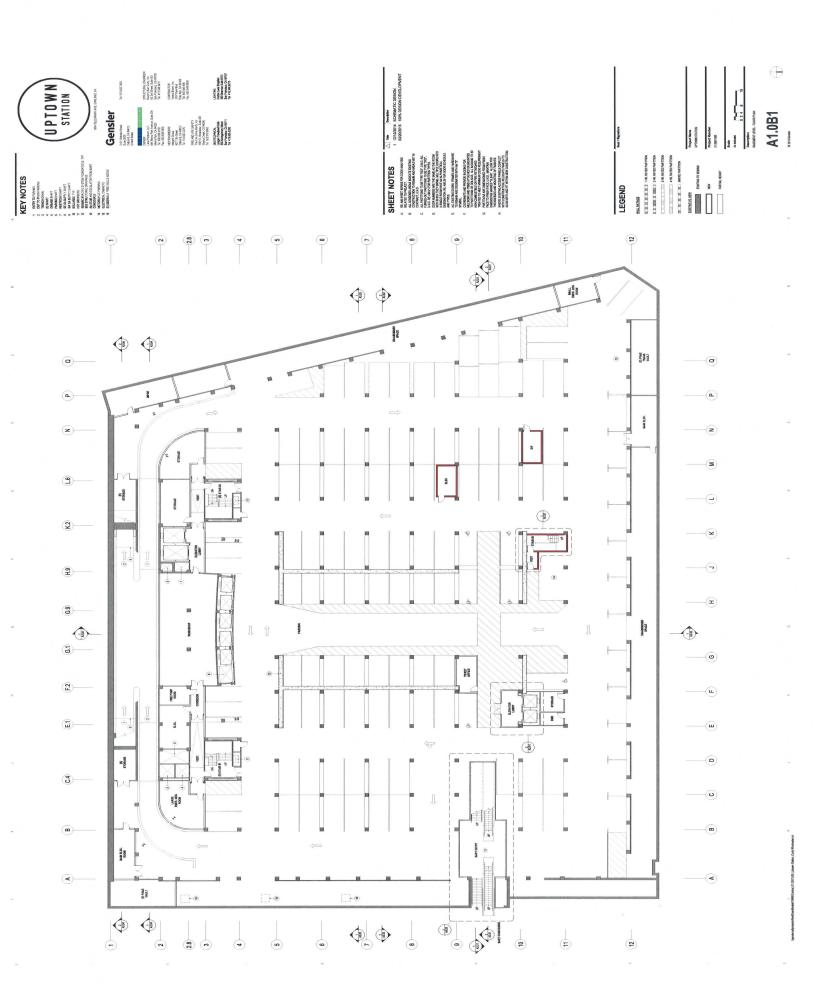
Edgett Williams Consulting Group The Fire Consultants, Inc. Fire and Life Safety 1981 N. Broadway, Suite 400 Walnut Creek, CA 94596 Telephone 925.979.9993

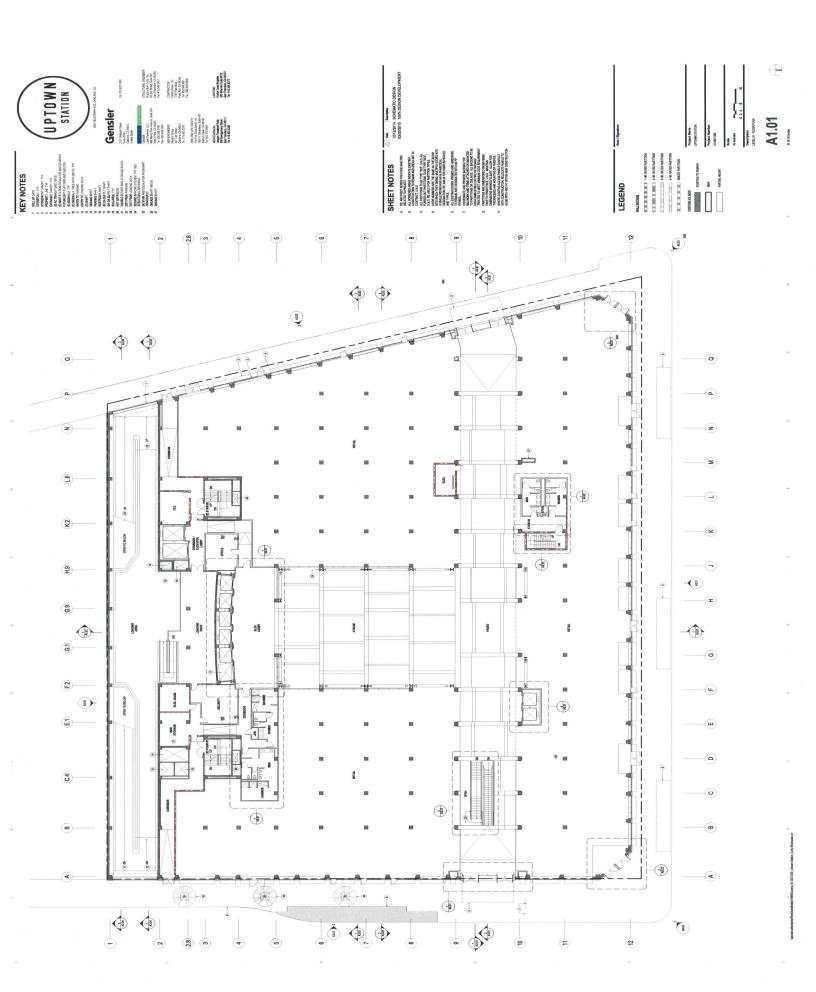
Elevatoring 102 East Blithedale Avenue, Suite #1 Mill Valley, CA 9491 Telephone 415.388.1880

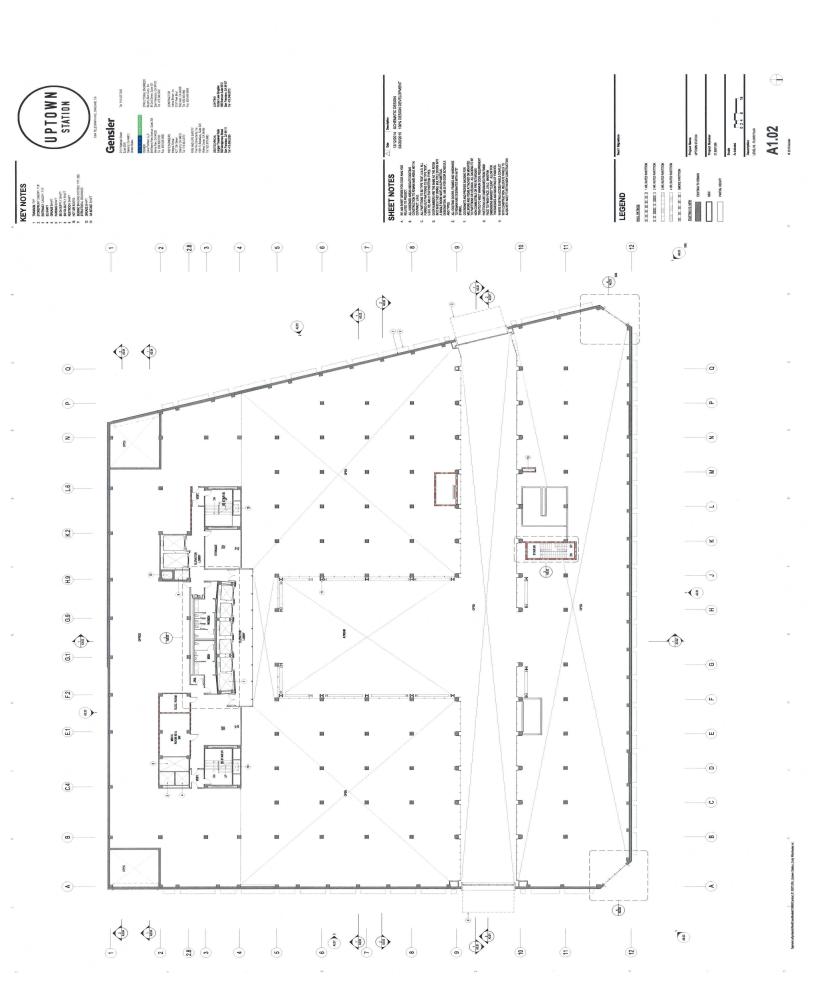
Langan Treadwell Rollo Geotechnical

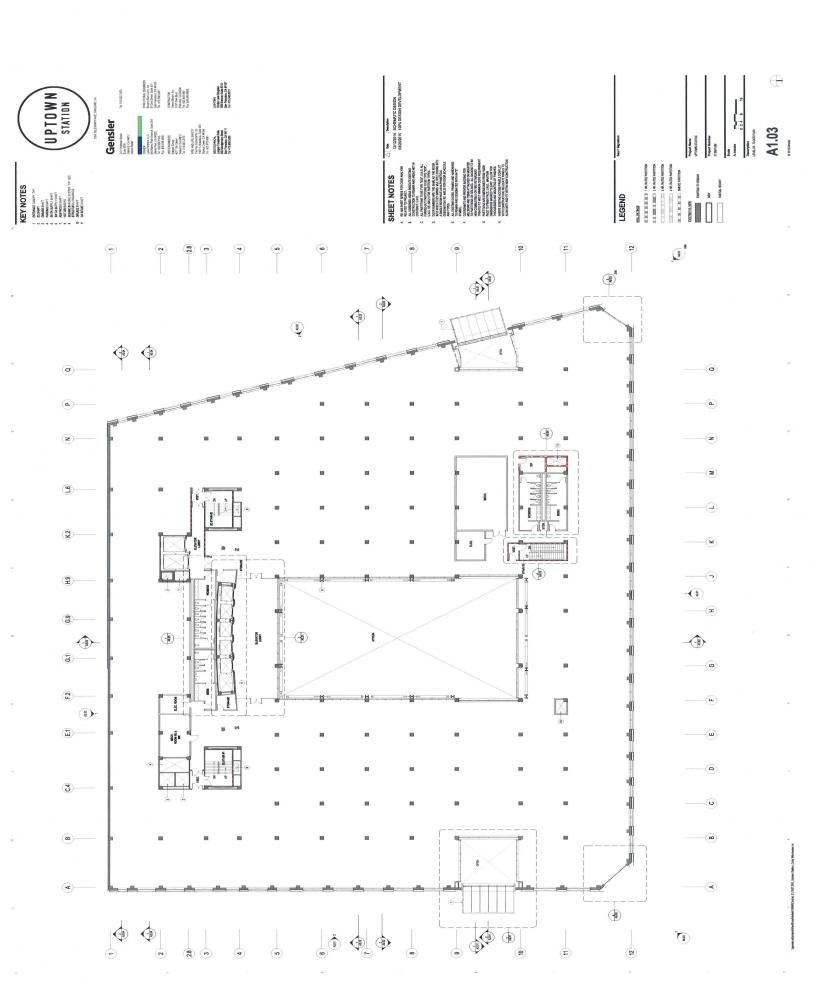
555 Montgomery Street San Francisco, CA 94111 Telephone 415.955.5200

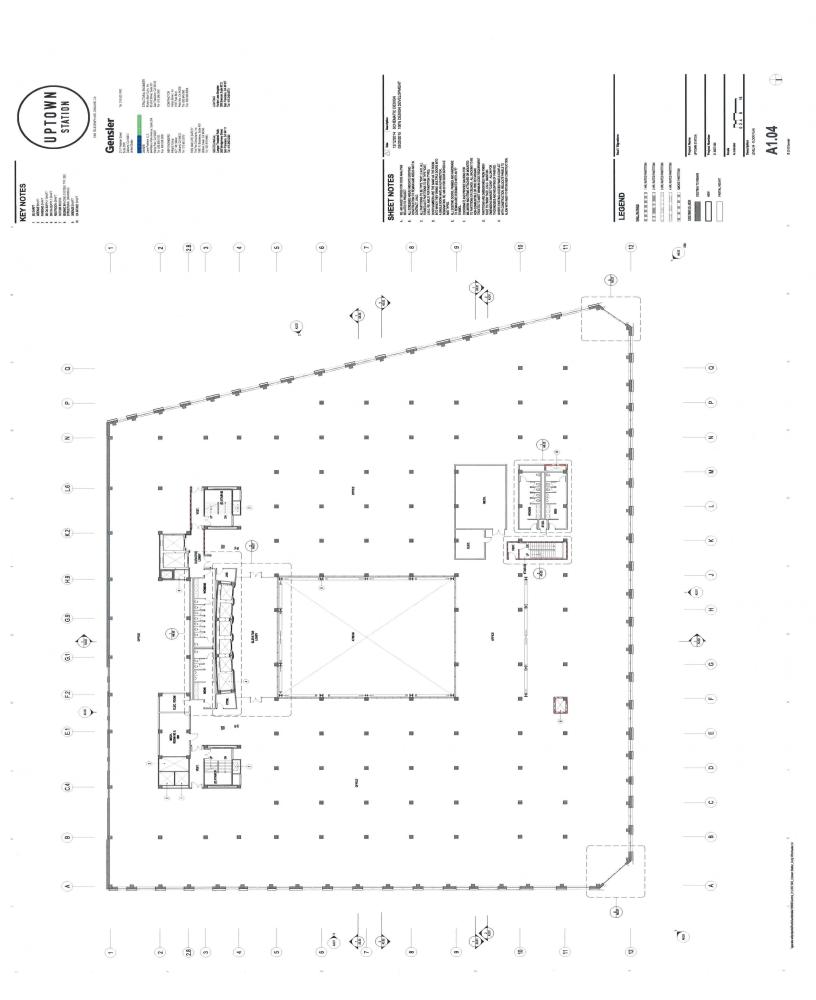


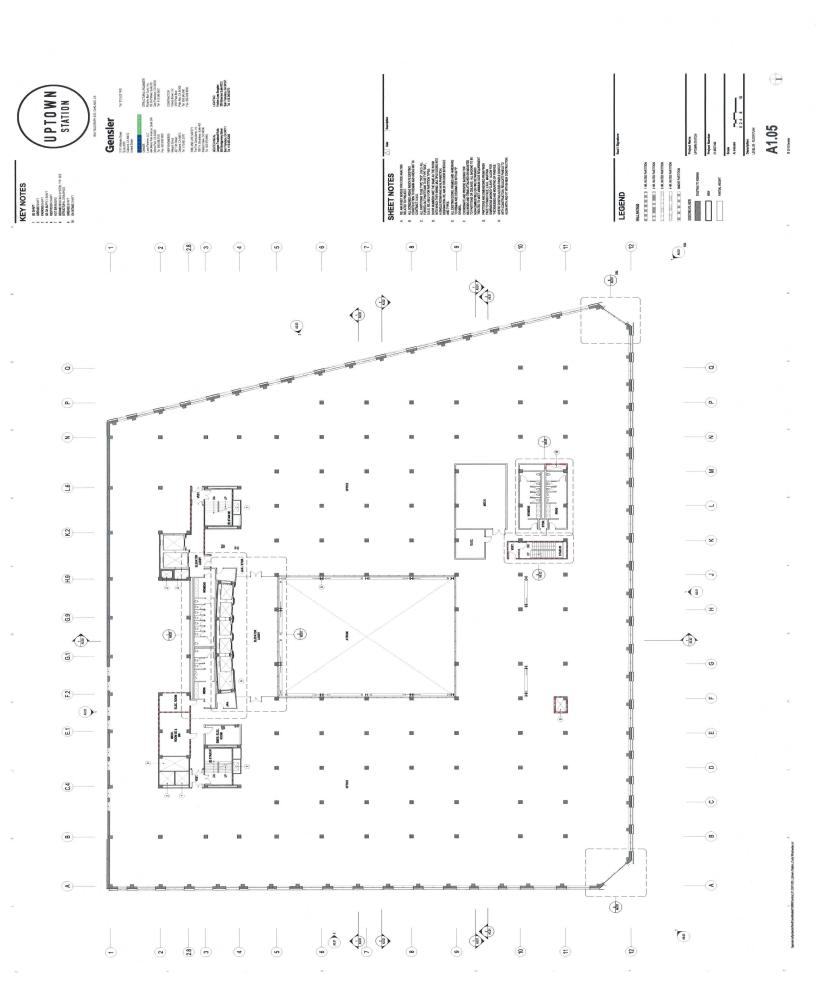


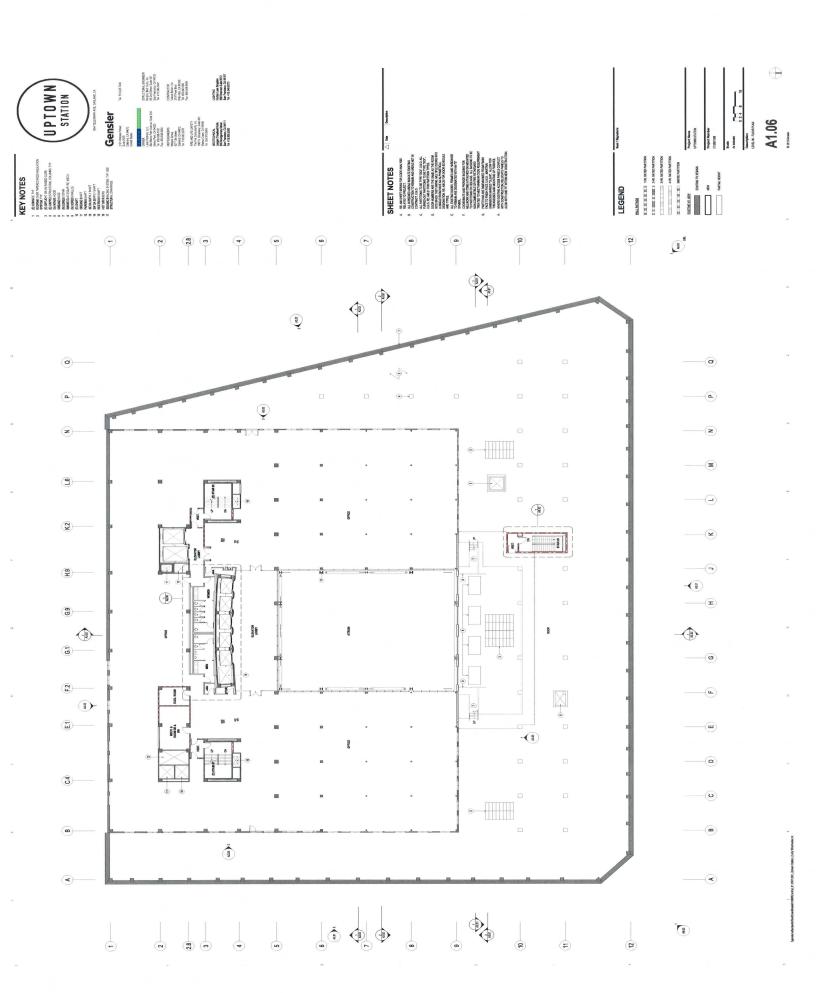


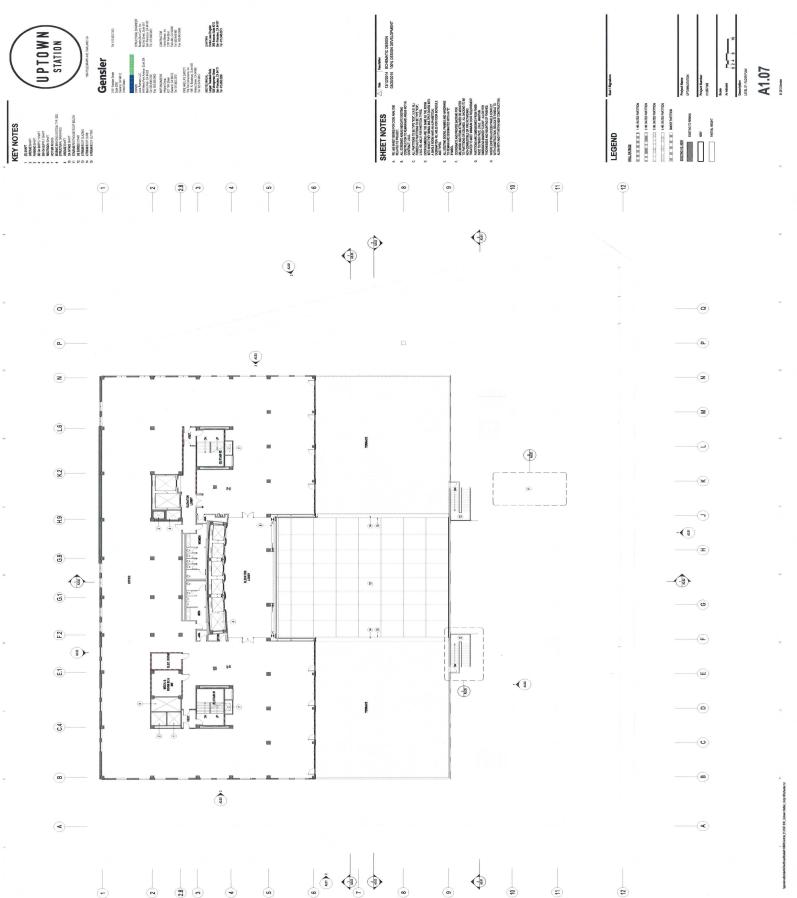




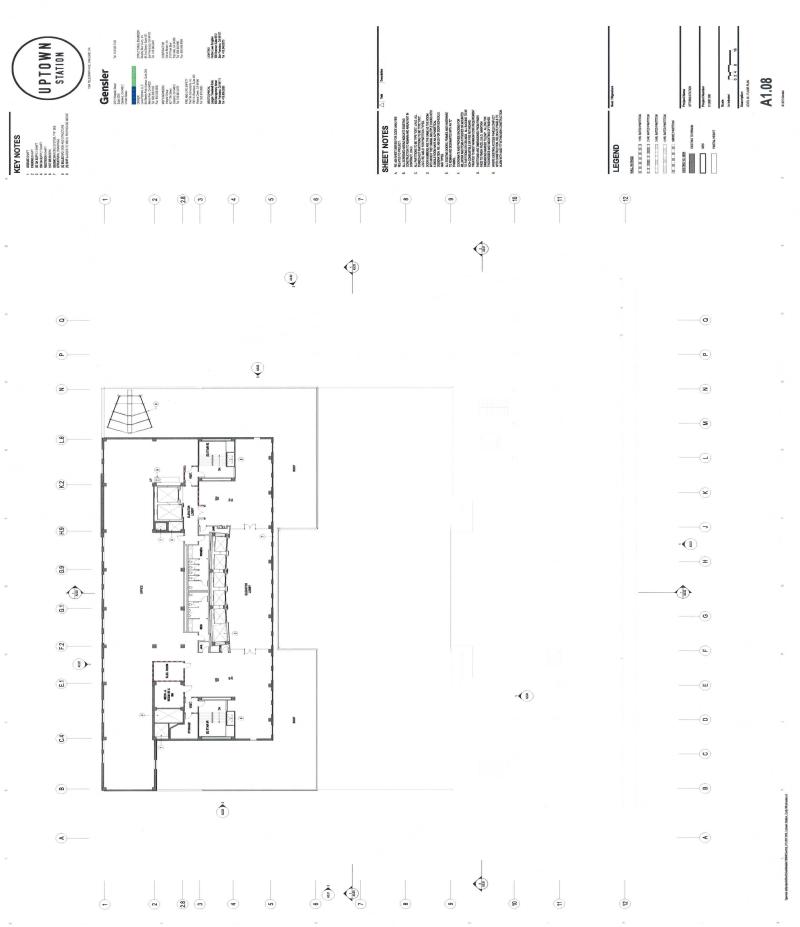


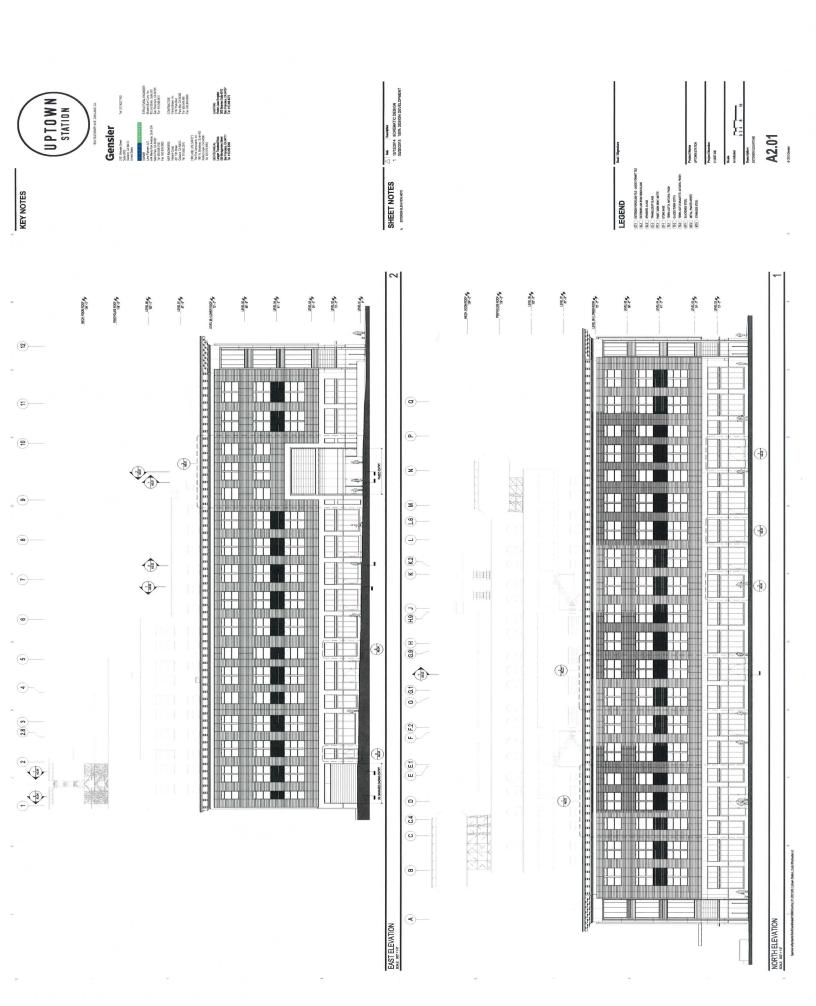


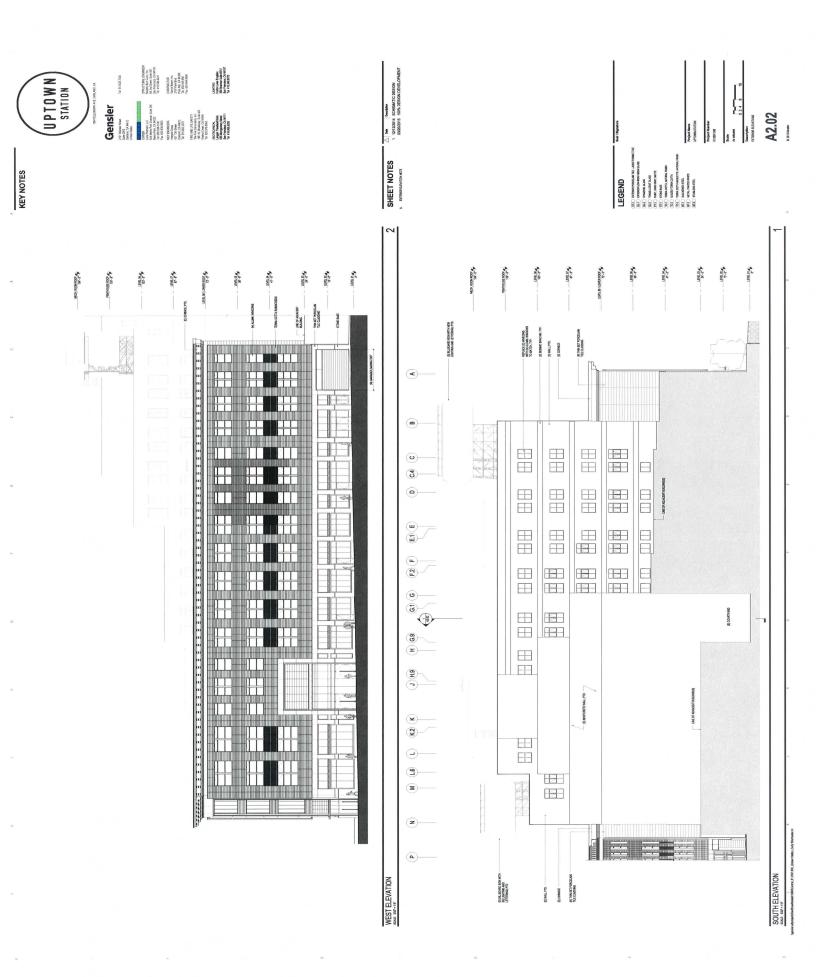


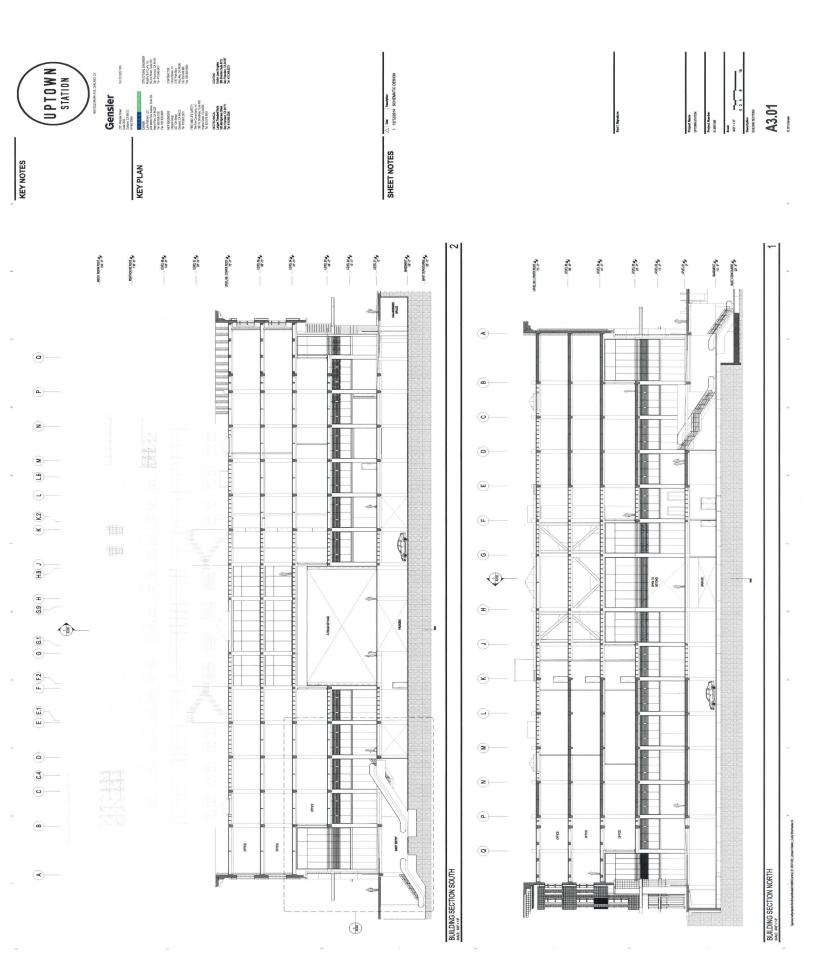


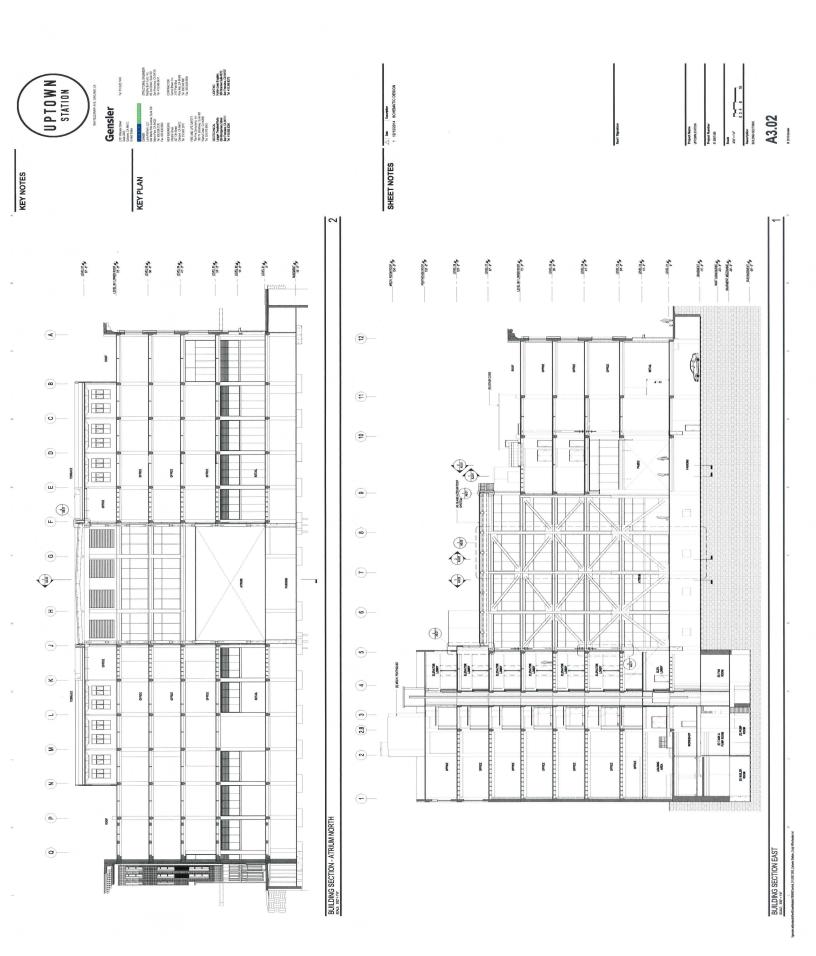
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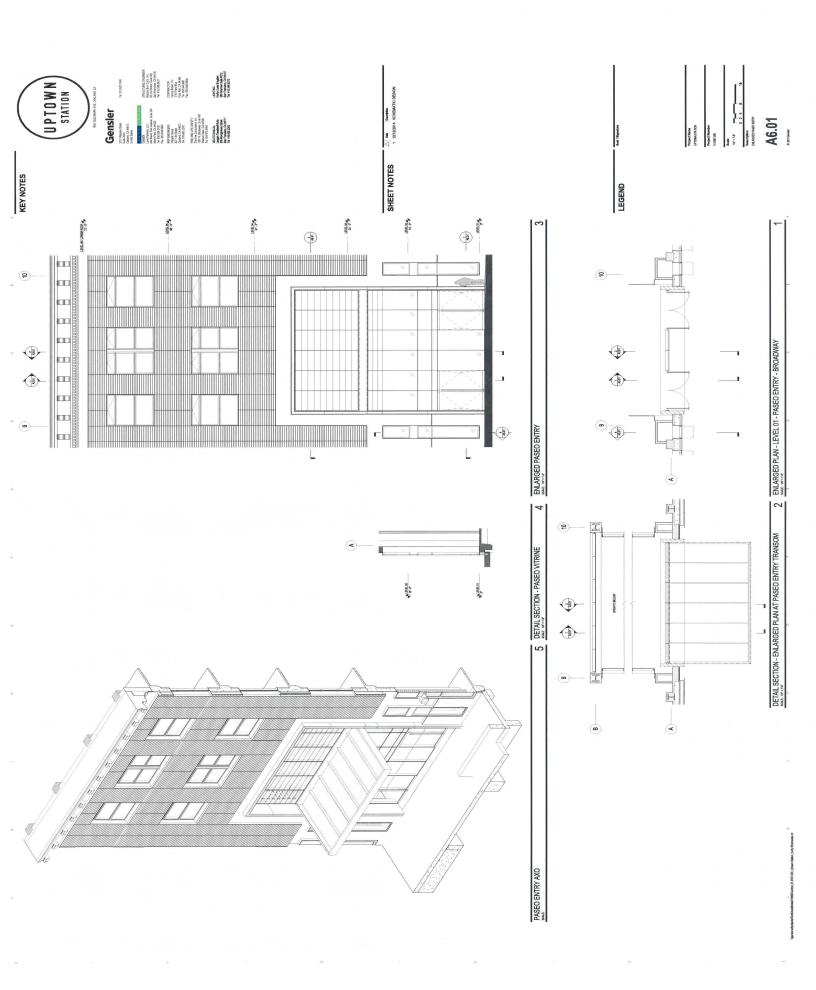


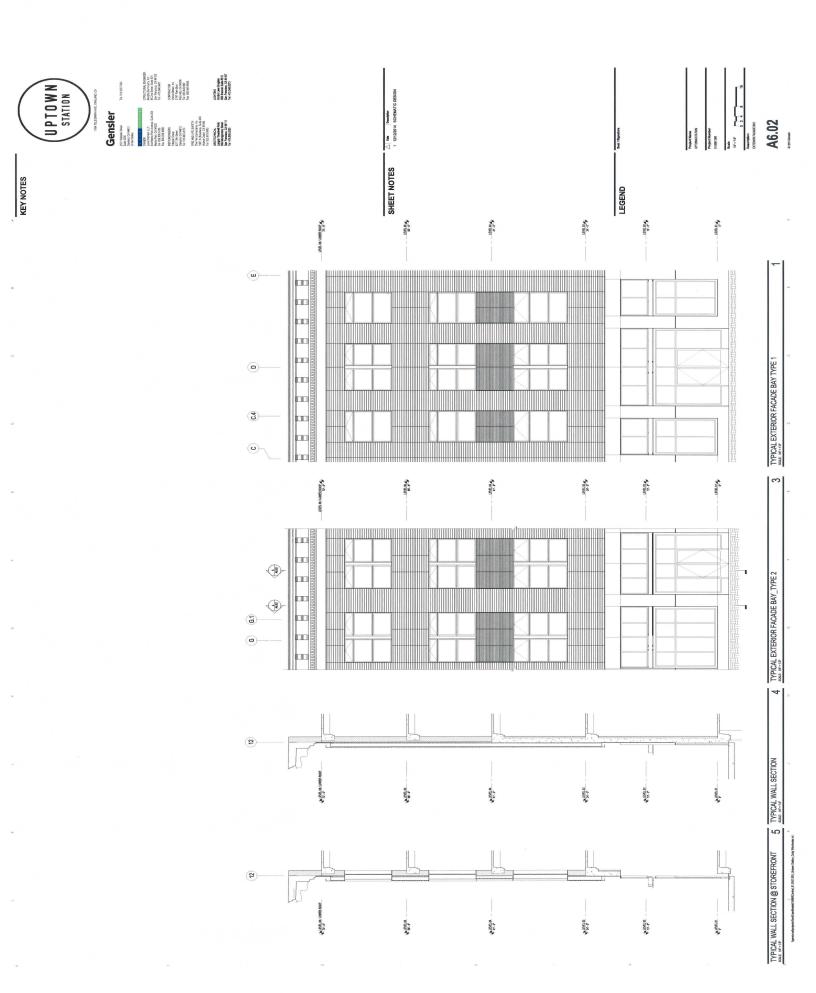










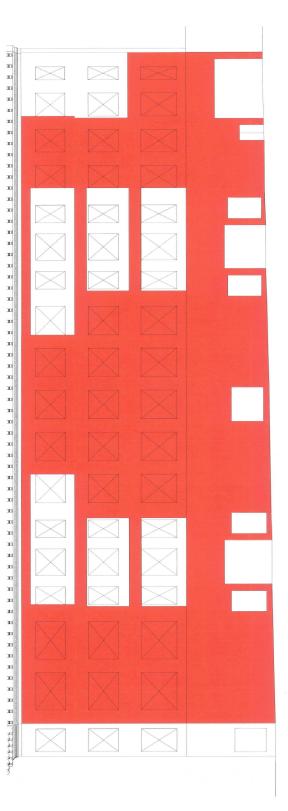


# CURRENT CONDITION OF BUILDING April 9, 2015 - Planning Package Rev001

SHOTCRETE

WEST ELEVATION

69% OF FACADE COVERED BY SHOTCRETE (UPPER LEVELS ONLY) 72% OF FACADE COVERED BY SHOTCRETE (ALL LEVELS)

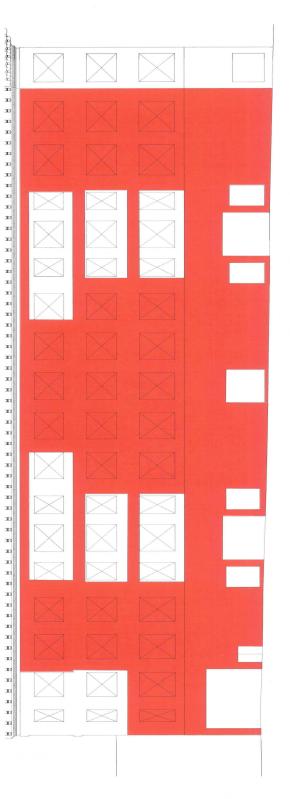


**EXTENT OF SHOTCRETE** 

SHOTCRETE

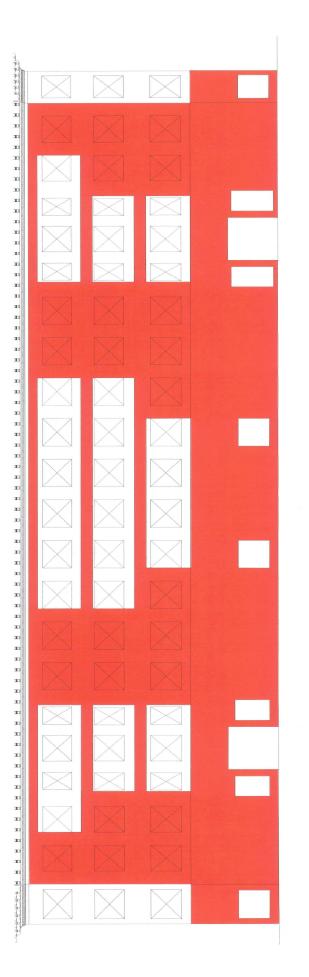
EAST ELEVATION

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**EXTENT OF SHOTCRETE** 

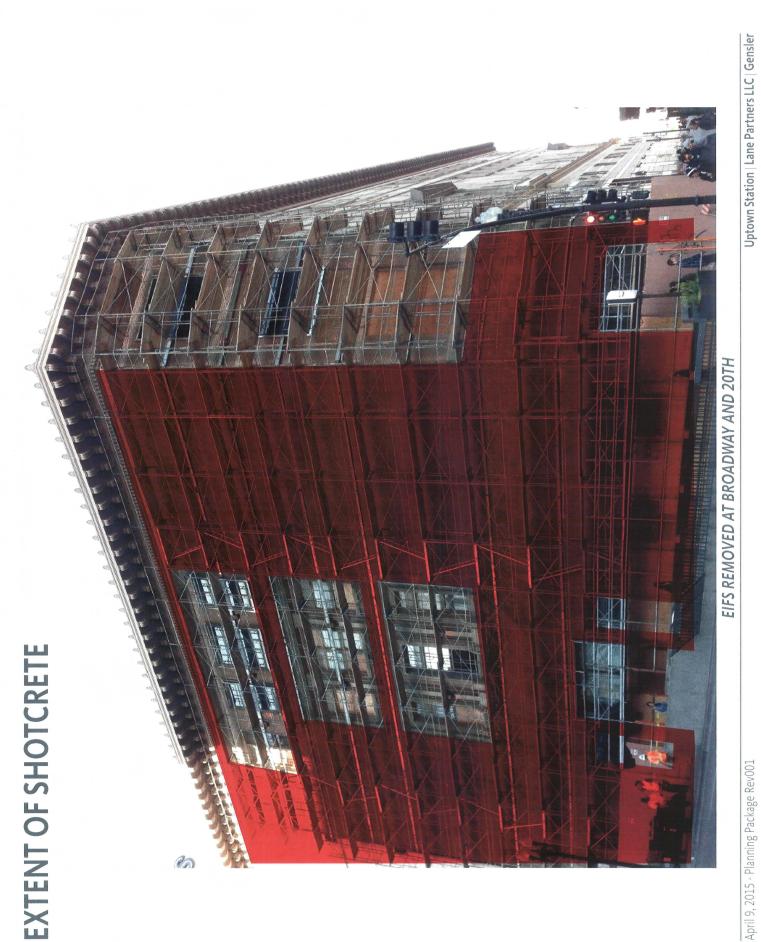
### **EXTENT OF SHOTCRETE**



54% OF FACADE COVERED BY SHOTCRETE (UPPER LEVELS ONLY) 65% OF FACADE COVERED BY SHOTCRETE (ALL LEVELS)

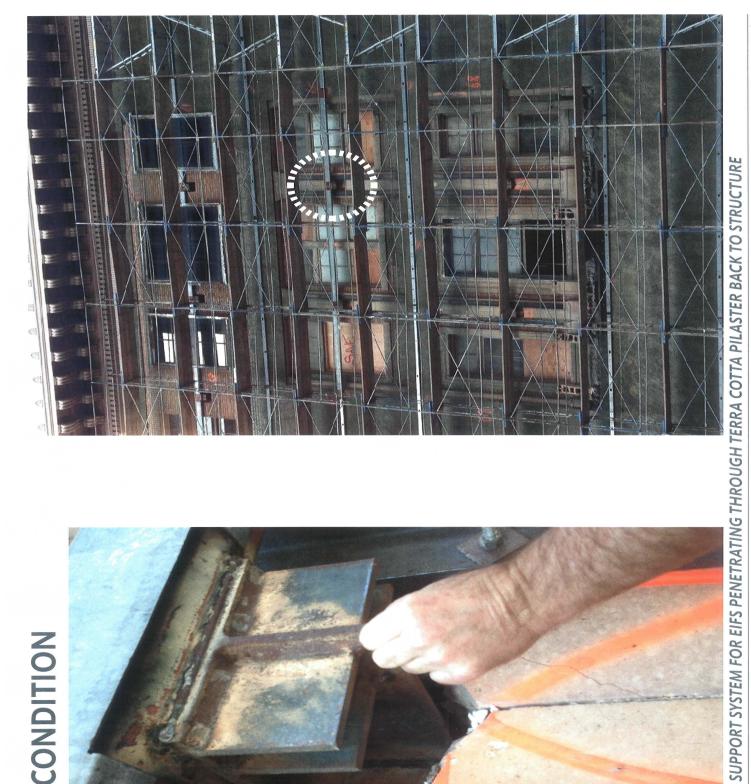
NORTH ELEVATION

SHOTCRETE



### **BUILDING CONDITION**



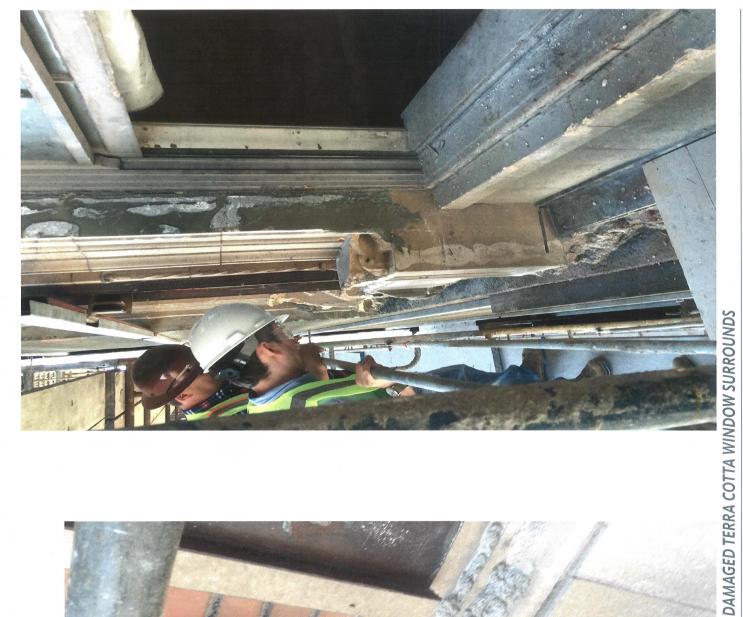


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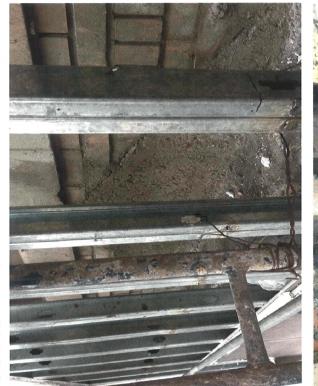
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### **TERRA COTTA DAMAGE**

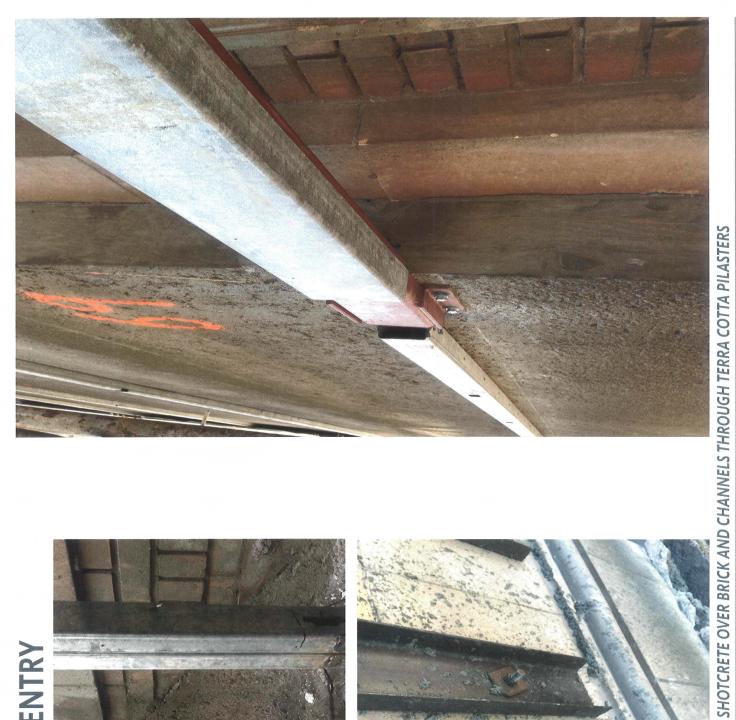




### **CONDITION AT ENTRY**







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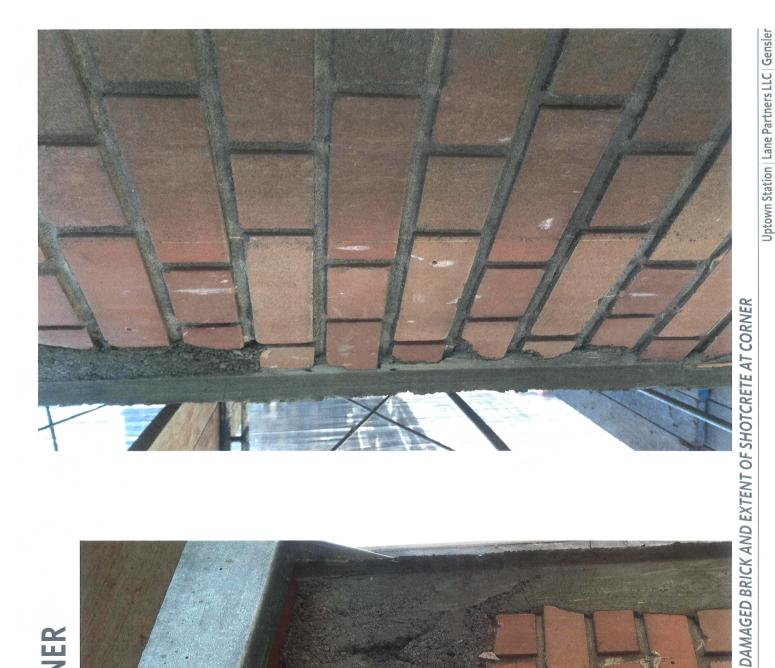






### **CONDITION AT CORNER**







### INTERIOR VIEW OF EXISTING WINDOW OPENING COVERED BY SHOTCRETE





### **CONDITION AT VITRINE**





**EXISTING VITRINE BOLTED TO SHOTCRETE AT BASE** 



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# CORNER SCHEME 6.2 - ORIGINAL CORNER SCHEME WITH EDGES OF TERRA COTTA PULLED BACK - CURTAIN WALL





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CORNER SCHEME 6.4 - ORIGINAL CORNER SCHEME WITH EDGES OF TERRA COTTA PULLED BACK - WINDOW WALL









April 9, 2015 - Planning Package Rev001

CORNER SCHEME 3A - WRAPPED WITH TERRA COTTA, WIDER WINDOW OPENINGS THAN HISTORICAL OPENINGS





# CORNER SCHEME 3B - WRAPPED WITH TERRA COTTA, SAME SIZE AS HISTORICAL WINDOW OPENINGS







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CORNER SCHEME 8 - WRAPPED TERRA COTTA, NO REVEAL AT CORNERS WITH CURTAIN WALL 



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CORNER SCHEME 5- BRICK REVEALED AT CORNER



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### OPTION 1 - VARIED TERRA COTTA DEPTHS - EAST FACADE (WEST FACADE SIMILAR)



**ELEVATION STUDY** 

## OPTION 2 - HORIZONTAL BANDING WITH REVEAL - EAST FACADE (WEST FACADE SIMILAR)



**ELEVATION STUDY** 

#### **ELEVATION STUDY**



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# OPTION 2A - HORIZONTAL BANDING WITH REVEAL AND COLOR - EAST FACADE (WEST FACADE SIMILAR)



**ELEVATION STUDY** 

## OPTION 2B - HORIZONTAL BANDING SINGLE BAND - EAST FACADE (WEST FACADE SIMILAR)



### **OPTION 3 - SCALLOPED - EAST FACADE (WEST FACADE SIMILAR)**



**ELEVATION STUDY** 

### OPTION 4 - COLOUR AT TOP - EAST FACADE (WEST FACADE SIMILAR)





### **OPTION 4 - COLOUR AT TOP - NORTH FACADE**



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#### ENTRY OPTION 1 (EAST FACADE)





#### ENTRY OPTION 2 (EAST FACADE)





#### ENTRY OPTION 3 (EAST FACADE)





ENTRY OPTION 4 (EAST FACADE)



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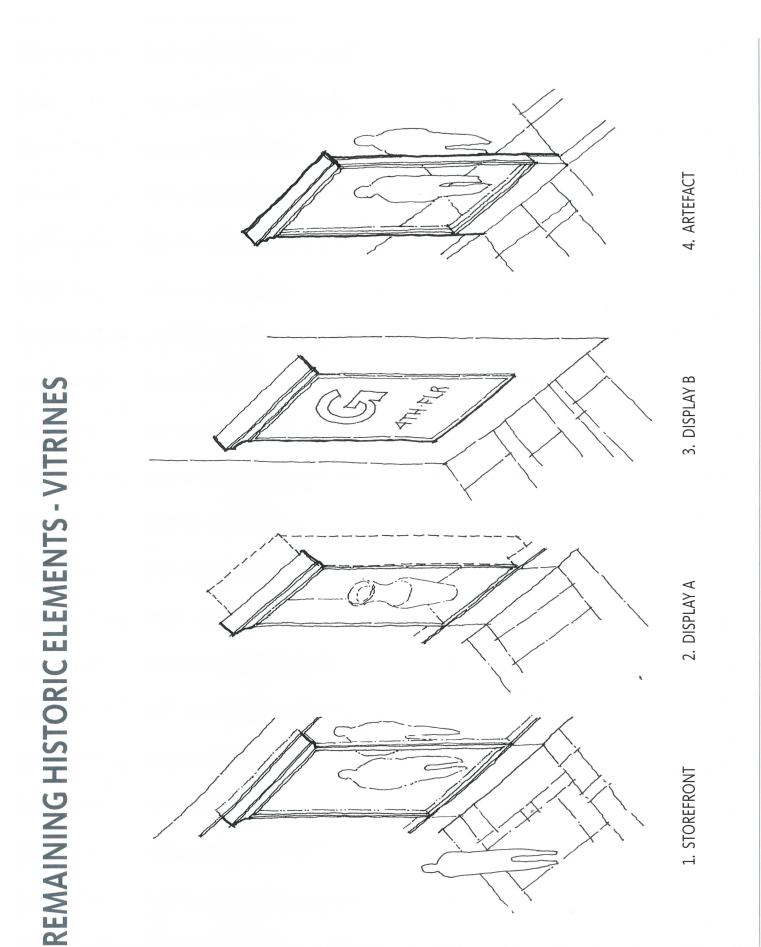
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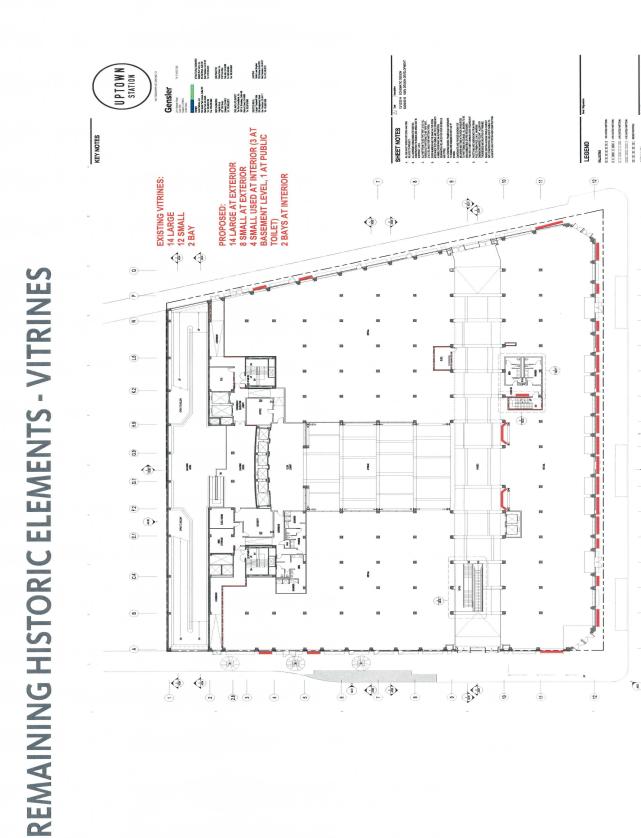
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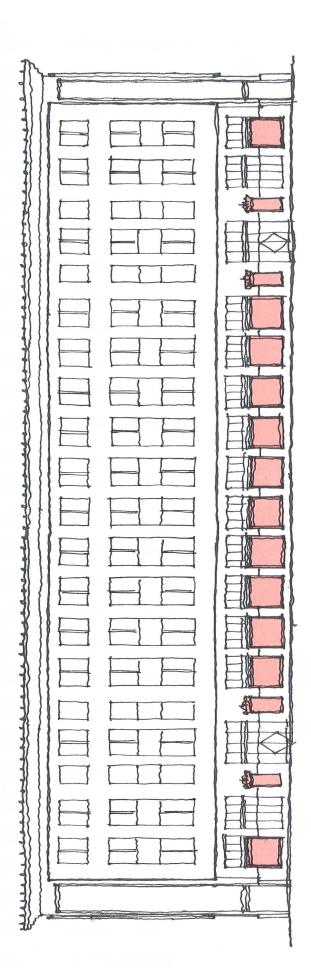
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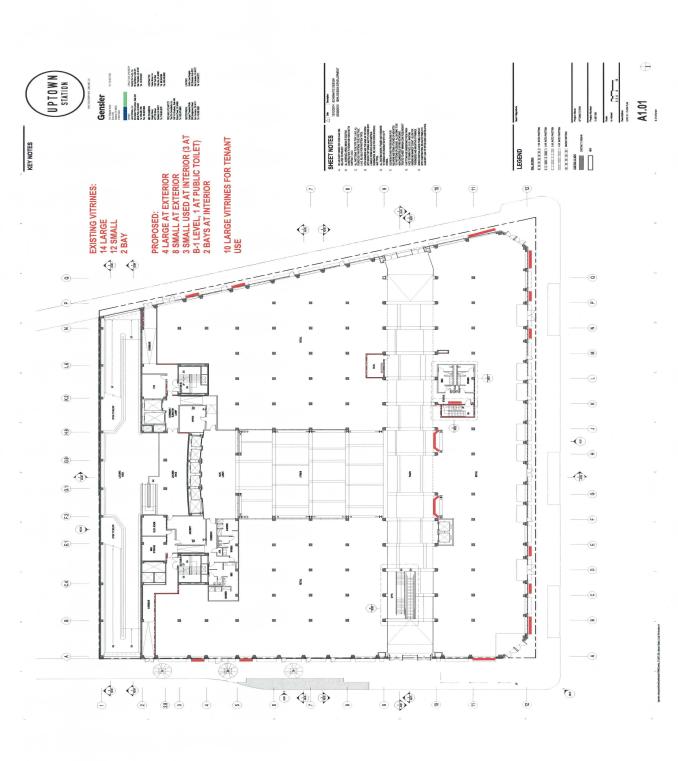
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**REMAINING HISTORIC ELEMENTS - VITRINES** 



OPTION 1 - MAXIMIZE USE ALONG NORTH FACADE - REDUCE OPPORTUNITIES FOR ENTRY

**REMAINING HISTORIC ELEMENTS - VITRINES** 



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April 9, 2015 - Planning Package Rev001

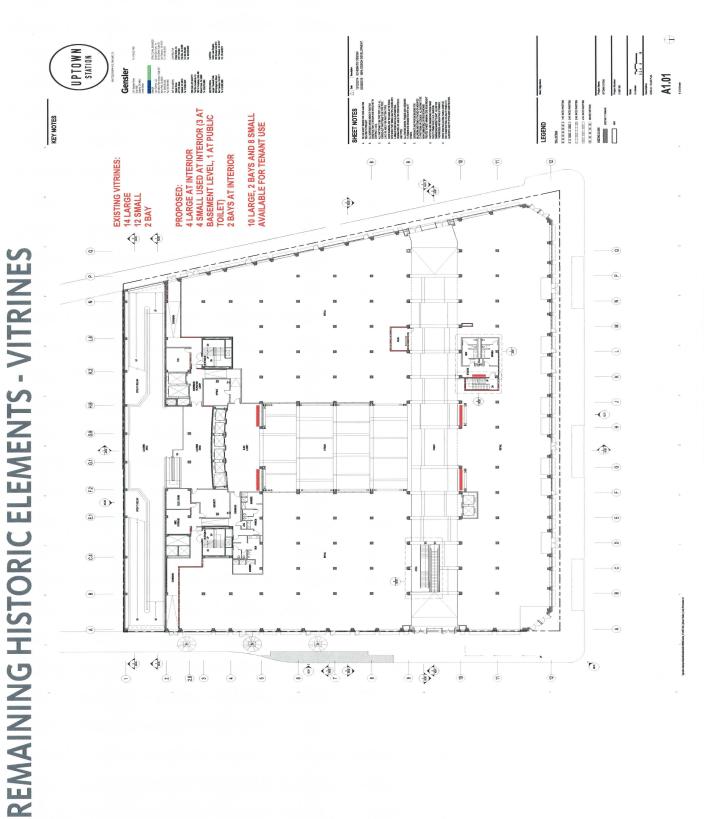
**OPTION 2 - RE-USE IN EXISTING LOCATIONS EXCEPT WHERE ENTRIES REQUIRED** 



**REMAINING HISTORIC ELEMENTS - VITRINES** 

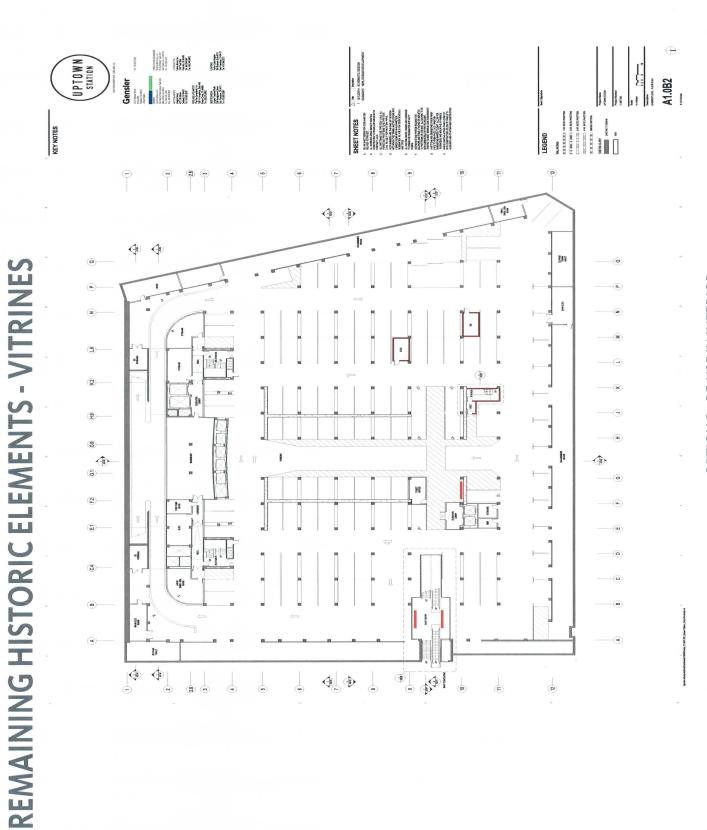
Uptown Station | Lane Partners LLC | Gensler

**OPTION 3 - RE-USE IN INTERIOR** 

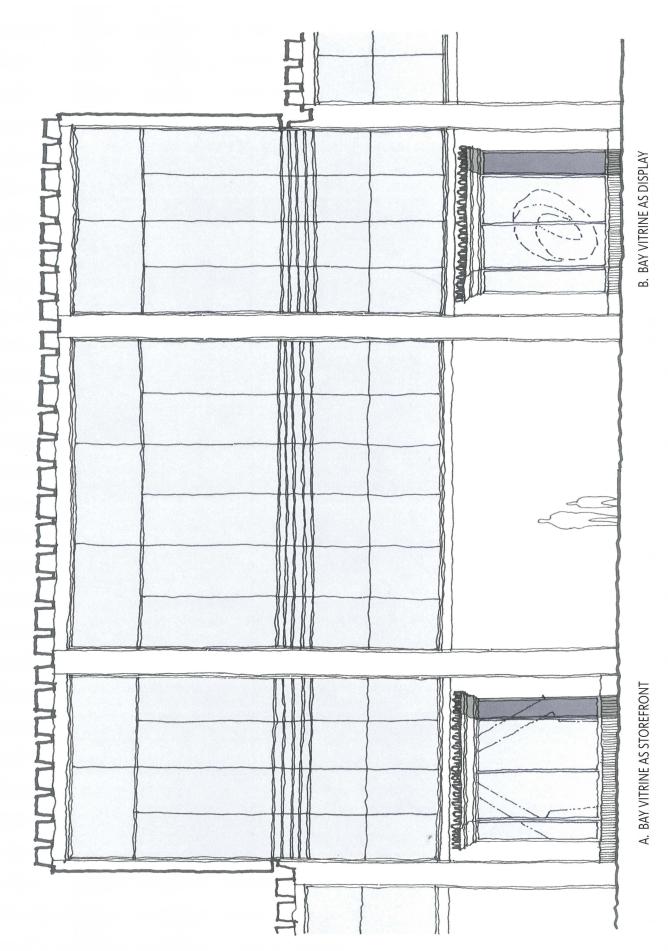




**OPTION 3 - RE-USE IN INTERIOR** 

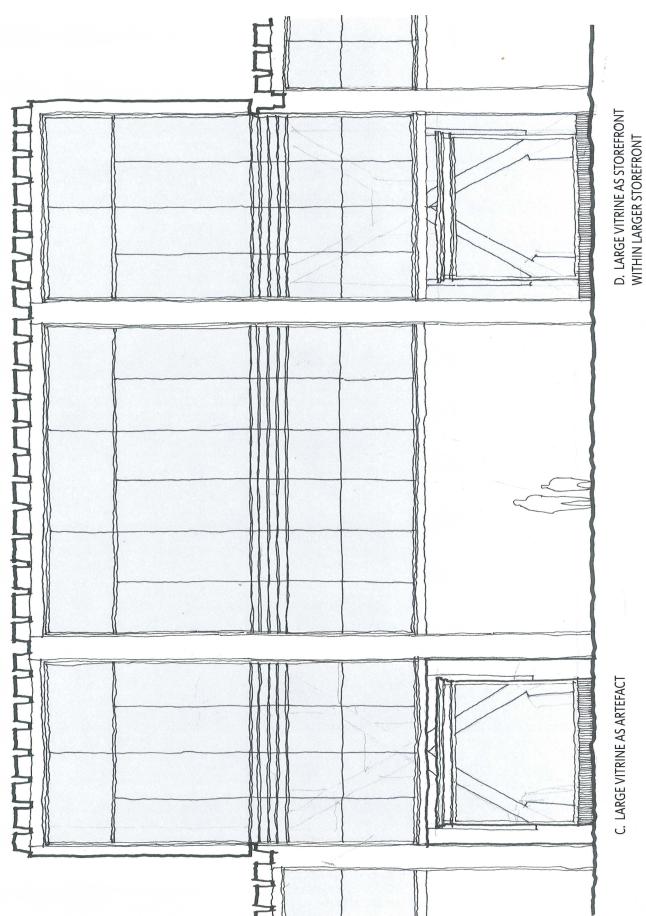


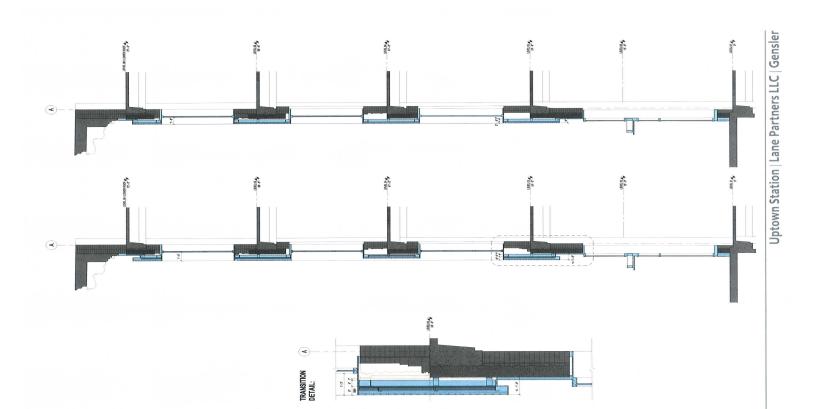
**REMAINING HISTORIC ELEMENTS - VITRINES** 



Uptown Station | Lane Partners LLC | Gensler

**REMAINING HISTORIC ELEMENTS - VITRINES** 



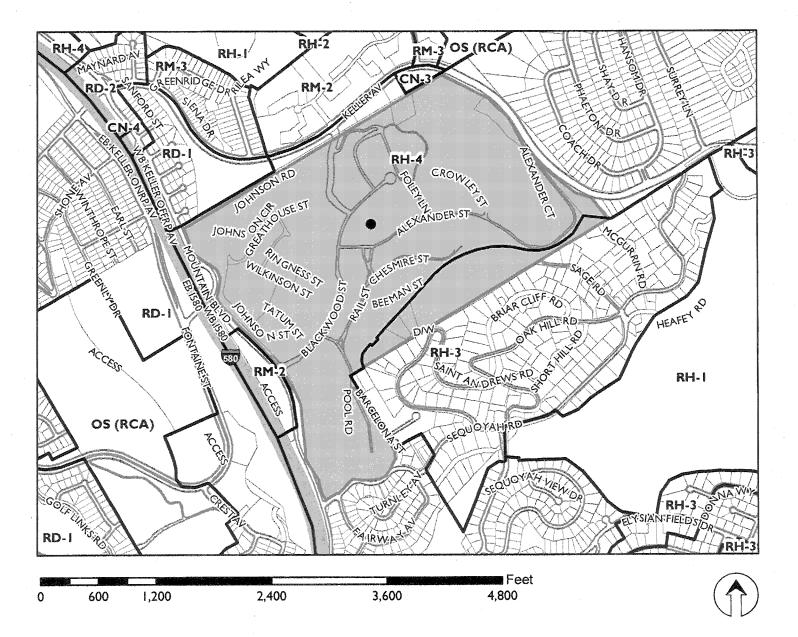




April 15, 2015

Location:	Oak Knoll Mixed Use Community Plan Project			
	The project is located on the former Oak Knoll Naval Medical Center Property at 8750 Mountain Boulevard and is bounded by Keller Avenue and Mountain Boulevard. APNs: 043A-4675-003-21, 043A-4712-001 (portion), 043A-4675-003-19, 043A-4675-003-16, 043A4678-003-17 (roadway easement), 043A-4675-003-30 (roadway easement) 048 -6865-002-01, and 043A-4675-74-01.			
Proposal:	Conduct a Scoping Session for a revised Supplemental Environmental Impact Report to receive comments regarding the information, analysis and potential impacts associated with the Oak Knoll Mixed Use Community Plan Project. The Project proposes a mixed-use residential community of approximately a) 935 residential units of varying types, b) 72,000 sq. ft. of neighborhood commercial use and c) approximately 77 acres of open space and recreation areas, including an improved creek corridor. The Sea West Federal Credit Union and Seneca Center located in the middle of the Project site are not considered part of the Project.			
	<u>Background</u> In 1996, the Naval Medical Center Oakland property was subject to a Final Reuse Plan that presented five land use alternatives for the reuse of the property. The Maximum Capacity Alternative within the Final Reuse Plan included a) 584 residential units, b) 400, 000 sq. ft. of commercial space, and c) 32 acres of open space. The Maximum Capacity Alternative was approved by the Oakland City Council as the preferred alternative In 2005, SunCal Oak Knoll, LLC proposed the "former Oak Knoll Project" which included a) 960			
	residential units, 82,000 sq. ft. of commercial space and 53 acres of open space. The "former Oak Knoll Project" was not approved. The current proposal is modified version of the 2005 "former Oak Knoll Project." Major changes from that proposal include the addition of the 15 acre abutting property to the south and the demolition of the Oak Knoll Golf and Country Club (known as Club Knoll)			
Applicant:	Oak Knoll Venture Acquisitions, LLC (previously SunCal Oak Knoll, LLC), Sam Veltri			
Phone Number:	(949)705-8786			
Owner:	Oak Knoll Venture Acquisitions, LLC and the City of Oakland			
Case File Number:	ER15-004			
Planning Permits Required:	Rezoning, Preliminary Planned Unit Development, Preliminary Development Plan, Tentative Tract Map, and possible other discretionary permits and/or approvals			
General Plan:	Hillside Residential, Community Commercial, Institutional, Urban Open Space and Resource Conservation Area			
Zoning:	RH-3 Hillside Residential Zone -3 and RH-4 Hillside Residential Zone -4			
Environmental	A revised Supplemental Environmental Impact Report (SEIR) is being prepared under the California			
Determination:	Environmental Quality Act (CEQA).			
	<u>Background</u> In 1998, the Oakland City Council certified the Environmental Impact Statement /Environmental Impact			
	Report (EIS/EIR) for the Disposal and Reuse of the Naval Medical Center Oakland and Final Reuse Plan including the Maximum Capacity Alternative. A 2006 Initial Study and 2007 Draft SEIR was prepared and circulated for the "former Oak Knoll Project." No Final SEIR was certified. Because Oak Knoll Mixed Use Community Plan Project may result in new or substantially more severe impacts than the "former Oak Knoll Project" analyzed in 2007, the City is preparing a revised SEIR.			
Historic Status:	The Oakland Cultural Heritage Survey rates Club Knoll as a Potential Designated Historic Property (PDHP) with a rating of B+3. The Landmarks Preservation Advisory Board (LPAB) found it eligible for Landmark status with an A rating in June of 1995 and placed it on the Preservation Study List. Club Knoll is therefore considered a CEQA historic resource.			

# **CITY OF OAKLAND PLANNING COMMISSION**



Case File: ER15-004

 Applicant: Oak Knoll Venture Acquisitions, LLC and the City of Oakland
 Address: 8750 Mountain Boulevard (bounded by Mountain BLvd and Keller Avenue)

Zone: RH-3, RH-4

Page 2

Service Delivery	4
District:	
City Council District:	7
Status:	A Notice of Preparation for an revised SEIR was published and distributed on March 20, 2015. The comment
	period began March 23, 2015 and written public comments are due no later than April 21, 2015.
Actions to be Taken:	Receive public and Planning Commission comments on what information and analysis to include in the EIR.
	This is not a public hearing to discuss the merits of the project.
For Further	Contact project planner Robert D. Merakmp at (510) 238-6283 or merkamp@oaklandnet.com
Information:	

### SUMMARY

Oak Knoll Venture Acquisitions, LLC has filed an environmental review application to begin review and consideration of a proposal to create a new planned community consisting of approximately 935 dwellings, 72,000 square feet of commercial space and approximately 77 acres of open space and recreation areas. In 2005, SunCal Oak Knoll, LLC proposed a similar project which included 960 units, 82,000 square feet of commercial and 53 acres of open space. This project was reviewed by Planning Commission twice, both a scoping session and a Draft EIR hearing. However, the project stopped prior to the Final EIR and project approval hearing due to the financial crisis that developed in the Fall of 2008, causing the prior proposal to lose its financial backing.

The City has determined that project impacts may be significant and an Environmental Impact Report (EIR) is required under the California Environmental Quality Act (CEQA). According to CEQA Guidelines Section 15060(d), staff will not prepare an Initial Study for the project. The City will be the Lead Agency pursuant to CEQA for the land use and project approvals. As such, the City has the responsibility to prepare an EIR for the project. The EIR will address all environmental topics identified in City of Oakland's CEQA Thresholds of Significance at a level of detail warranted by each topic. The Notice of Preparation (NOP) of an EIR was published on July 26, 2013 (See Attachment A).

The purpose of this scoping session is to solicit public and Planning Commission comments on what information and analysis should be contained in the EIR and not debate the overall merits of the project. In addition to these oral comments, written comments will be accepted up until the close of business, April 21, 2015. Written comments are encouraged in order to provide an accurate record of public comments.

#### BACKGROUND

#### **History and Existing Conditions**

In 1942, the War Department acquired the property, previously occupied by a golf course, and constructed the Naval Hospital Oakland (also known as Oak Knoll Naval Hospital) for the purposes of treating wounded servicemen in the Pacific Theater. The facility remained active after the war as a Naval Hospital and saw extensive use during both the war in Korea and Vietnam. At the end of the Cold War, the Federal Government began reducing the defense budget and looked closely at all its facilities in order to determine which could be closed and still efficiently serve the armed forces. The 1993 Commission decided that the Oak Knoll hospital was no longer needed and in 1996 the property was formally closed.

The approximately 196.6-acre site is generally bounded by I-580 and Mountain Boulevard to the west, Keller Avenue to the North and East and the Sequoyah neighborhood to the south and east. The site contains a good deal of remaining infrastructure from the base including roads, street lights, parking lots and the foundations of buildings that have since been review. Major demolition of primary structures (including

the implosion of the main hospital building) occurred between 2011-2012. The site contains a variety of terrains but generally rises in the northwest, near the interchange between Keller Ave and Mountain Blvd, dips back down into a low saddle created by Rifle Range Creek (which is both exposed and in a culvert at various segments of the site) and then grows quite hilly and rugged to the east and south east. The creek enters the property along the northern edge, emerging from a culvert under Keller Ave and trending southwest until it exits the property near the southwestern corner, intersecting with I-580. The creek is flanked by Oak-Bay riparian woodland typical of streams in the region.

Another prominent feature is Oak Knoll, a high hill on the property that looms over Keller along the eastern boundary of the property. This is a very prominent point and affords good views to visitors of the project site, Oakland and the Bay beyond as well as the surrounding hills.

#### **Surrounding Area**

The Oak Knoll campus is surrounded predominantly by residential uses with some neighborhood serving commercial and civic uses to the north along Keller Avenue. The surrounding residential is mixed and includes single and multi-family dwelling types. Open space also has a significant edge to the property to the north, east and south. The Leona Canyon Regional Open Space connects to the north by northeast corner of the property across Keller Avenue.

The Oak Knoll project itself surrounds the Sea West Federal Credit Union and the Seneca Center sites, which sit on approximately 9.25 acres of lands near the western edge of the project site (just to the north of the proposed Town Center). These are located within the bounds of the former naval hospital (indeed, they occupy former structures constructed by the military) and they are not part of the project although they do gain access to the surrounding road grid through the Oak Knoll property via access easements.

#### **General Plan and Zoning Analysis**

There are several General Plan Designations for the site. The General Plan designations are Hillside Residential, Community Commercial, Institutional, Urban Open Space and Resource Conversation Area. These designations were applied to the site during the last comprehensive update to the General Plan and they were done with an eye towards creating a community there with low-density housing, retail, civic and recreational amenities for both the residents as well as the rest of the city. In 2006, during the review of the prior Oak Knoll project, the City made a General Plan consistency determination that the project was consistent with the General Plan as it was found to be consistent with the densities and policies as described in the General Plan.

The property site is zoned RH-3 and RH-4, both of which are hillside zoning districts designed to create large-lot single family developments, suitable for the Oakland hills where lower density is generally appropriate. The applicant is proposing rezoning parts of the site to higher density residential and commercial zoning as neither multi-family (which is conceptually proposed in portions of the plan) nor commercial are allowed in either the RH-3 or RH-4 zones.

#### **Past Permits**

In 1996, the Final Re-Use Plan was adopted by the Oakland City Council, pursuant to federal military base reuse procedures. An EIR was prepared and certified as a part of the plan. This plan also envisioned a more intensive commercial development, with up to 400,000 square feet of commercial space, 585 dwellings, recreation such as golf and 32 acres set aside for open space.

In 2005, SunCal Oak Knoll acquired most the property from the Federal Government (the Seneca Center and Credit Union were not a part of the application) and began the entitlement process shortly thereafter. Their plan was much more focused on residential, increasing the number of proposed units from 585 to 960 and reducing the amount of commercial square footage from 400,000 to approximately 82,000 square feet. The Club Knoll structure was to be retained, Rifle Range Creek was to be restored and the amount of usable open space increased from 32 to approximately 50 acres.

This project moved forward through several public hearings until coming to an end in the fall of 2008. The project ended due to the financial collapse in September 2008 and with the loss of funding for the project. Therefore, no new plan was adopted nor was any new CEQA document certified.

#### **PROJECT DESCRIPTION**

The proposed Masterplan would be constructed in multiple phases. The number of phases, as well as the order of any construction, has yet to be determined. The plan includes a commercial "town center" to the west, consisting of approximately 72,000 square feet of commercial space. It also includes 935 dwellings, including single family homes, townhomes and multi-family units. The plan indicates the higher density residential units, such as townhome and multi-family, will be located near the town center as well as in the north and western areas of the plan. Single family homes will predominate as one moves east, into the steeper terrain of the property. A map showing the development at the proposed full build out is provided in Attachment C.

#### **Project Review Process and Entitlements**

At this time, the project applicant is still in the Pre-Application phase. However, it is anticipated that the project will need a Rezoning to allow commercial and multi-family development over some of the plan area, a Tentative Tract Map to combine and re-split parcels, a Preliminary Planned Unit Development and possibly other discretionary City permits and/or approvals. Ultimately, Final PUD's would also be applied for to construct the various phases of the project.

# **ENVIRONMENTAL REVIEW PROCESS & PURPOSE OF THIS SCOPING SESSION**

In 1998, the City of Oakland certified the Oak Knoll Environmental Impact Statement/Environmental Impact Report (EIS/EIR). This EIS/EIR was prepared for the purposes of: A) satisfying NEPA requirements affecting disposal of the property by the US Navy; and B) satisfying CEQA requirements affecting the City's adoption of the Redevelopment Plan and land use regulations and decisions affecting the property. The EIS/EIR assessed five land use alternatives. These alternatives include a "Maximum Capacity Alternative," which presented potential site development of the NMCO site with up to 400,000 square feet of mixed-use commercial, office and civic use, 584 residential units, a 54 acre golf course, 44,000 square feet of active recreation uses, improvements to Rifle Range Creek and preservation of 32 acres of open space. The Maximum Capacity Alternative was identified as the "Preferred Alternative" by the Oakland Base Reuse Authority (OBRA).

As mentioned above, in 2005 SunCal purchased the property and began preparing a project for submittal to the City. An Initial Study was conducted to determine if the proposal would result in: a) any new, significant environmental effects not previously identified in the 1998 EIS/EIR; b) a substantial increase in the severity of significant effects identified in the 1998 EIS/EIR; or c) new information of substantial importance which requires major revisions to the 1998 EIS/EIR. Based on the review of the 1998 EIS/EIR and the technical studies prepared, the Initial Study concluded that the project would result in

potentially significant impacts and a Supplemental EIR (SEIR) was prepared. Unfortunately the project terminated prior to the Final EIR being released.

Ultimately, the project applicants found new backers for the project and approached the City about restarting the process. In the meantime, the project description changed. The number of dwelling units dropped from 2006 to 2015 by 25, the commercial floor area dropped by 10,000 square feet and the amount of open space increased by 24 acres. The new proposal removes homes from the Oak Knoll peak but also proposes the removal of the Club Knoll building, which has a rating of B+3 and is considered to be a CEQA resource.

#### Historic Resource Evaluation of the Club Knoll Building

The Club Knoll Building was constructed in 1924 (and corresponding garage in 1942) as the club house as part of a golf course, which existed on the site prior to the naval hospital and which closed during the Great Depression. When the Navy bought the property during World War II, the Club building was retained and used as an officer's club. The building is a Spanish Colonial/Mission Revival Style structure of multiple levels and volumes and is considered to have high architectural value.

The "former" project (2006-8) proposed to preserve Club Knoll, which has been long identified as a Historic Resource, with a rating B+3. The associated garage would've been demolished and this was studied although this was not considered a resource on its own. Club Knoll would've been re-purposed as a community space for non-profits or community groups to make use of.

The current project now proposes to demolish both the garage and Club Knoll itself. The applicant proposes to preserve the Cupola feature of the Club Knoll building and move it to an open space area adjacent to the Knoll in the northeast corner of the property. This is a new and significant impact that is different from the previous effort. The applicant has stated that since the last proposal ended, the building has been the frequent target of vandals and thieves and has suffered much damage as a result and that it would be too costly for them to repair and restore.

#### **Purpose of the Scoping Session**

The other purpose of this Scoping Session is to solicit comments from both the LPAB and the public on what types of information and analysis specifically related to cultural resources should be considered in the EIR. Comments about the cultural resources that should be considered, the types of information that should be included and the range of alternatives to the project that promote Oakland's historic preservation policies are all appropriate comments. This Scoping Session is not a review or consideration of the merits of the project. Public hearings will be scheduled in the future to discuss the merits of the project.

#### Issues to be Addressed in the EIR

Staff has identified the following preliminary list of environmental and project issues associated with cultural resources that will be included in the EIR and during the review of the project.

#### **Cultural Resources**

• Demolition of Club Knoll, a local register property and CEQA resource

# Landmarks Preservation Advisory Board

**Case File Number ER15-004** 

As required by CEQA, the Draft EIR will also examine a reasonable range of alternatives to the project, including the CEQA-mandated No Project Alternative and other potential alternatives that may be capable of reducing or avoiding potential environmental effects.

#### STAFF RECOMMENDATION

Staff recommends that the Landmarks Preservation Advisory Board take public testimony and provide comments to staff regarding issues to be addressed in the Draft EIR.

Prepared and Approved by:

Robert D. Merkamp Development Planning Manager Bureau of Planning Department of Planning and Building

Approved for forwarding to the City Planning Commission:

Darin Ranelletti

Deputy Director Bureau of Planning Department of Planning and Building

#### **ATTACHMENTS:**

- A. Notice of Preparation and Figures
- B. Public Comment Letters (Received through April 9, 2015)
- C. Conceptual Site Plan for Project



# CITY OF OAKLAND

Department of Planning, Building and Neighborhood Preservation 250 Frank H. Ogawa Plaza, Suite 3315, Oakland, California, 94612-2032

#### NOTICE OF PREPARATION (NOP) OF A REVISED SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT (SEIR) FOR THE OAK KNOLL MIXED USE COMMUNITY PLAN PROJECT

The City of Oakland's Bureau of Planning is preparing a Revised Draft Supplemental Environmental Impact Report ("SEIR") for the modified **Oak Knoll Project Mixed Use Community Plan Project** ("Oak Knoll Project" or "modified project") as described below, and is requesting comments on the scope and content of the Revised Draft SEIR. This project is a modification of the previous Oak Knoll Mixed Use Community Plan Project analyzed in a 2006 Initial Study and 2007 Draft SEIR prepared and published by the City of Oakland (City). The City has <u>not</u> prepared a revised Initial Study. The Revised Draft SEIR and Final SEIR will address the potential environmental effects of the modified project per the requirements of the California Environmental Quality Act (CEQA) statutes (Public Resources Code [PRC] Section 21000 et seq.) and the CEQA Guidelines (California Code of Regulations 15000 et seq.).

The City of Oakland is the Lead Agency for the project and is the public agency with the greatest responsibility for considering approval of the project and/or carrying it out. This notice is being sent to Responsible Agencies and other interested parties. Responsible Agencies are those public agencies, besides the City of Oakland, that have a role in considering approval and/or carrying out the project. When the Revised Draft SEIR is published, it will be sent to all Responsible Agencies and to others who respond to this NOP or who otherwise indicate that they would like to receive a copy.

Responses to this NOP that address the scope of the Revised Draft SEIR and any related questions or comments should be directed in writing to: <u>Robert Merkamp, Development Planning Manager, City of Oakland Department of Planning and Building, 250 Frank H. Ogawa Plaza, Suite 2214, Oakland, CA 94612</u>; (510)238-6283 (phone); (510) 238-4730 (fax); or <u>merkamp@oaklandnet.com</u> (e-mail). Responses to the NOP must be received at the above mailing or e-mail address by <u>5:00 p.m. on April 21, 2015</u>. Please reference Case File Number ER15-004 in all correspondence. In addition, comments on the scope of the Revised Draft SEIR may be provided at the EIR Scoping Meetings to be held before the Landmarks Preservation Advisory Board and the City Planning Commission, as noticed below. Comments should focus on potential impacts on the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the project in light of the Revised SEIR's purpose to provide useful and accurate information about such factors.

As discussed in greater detail below, the Revised Draft SEIR will address specific modifications to the Oak Knoll Project. To the extent that public comments received on the scope and adequacy of the 2007 Draft SEIR apply to the modified project, the City will continue to consider such comments during the preparation of the Revised Draft SEIR.

#### EIR SCOPING MEETINGS:

The City of Oakland Landmarks Preservation Advisory Board will conduct a public scoping meeting on the Revised Draft SEIR for the modified Oak Knoll Mixed Use Community Plan Project on April 13, 2015 at 6:00 p.m. in the Sgnt. Mark Dunakin Hearing Room (Hearing Room 1), Oakland City Hall, 1 Frank H. Ogawa Plaza, Oakland, CA.

The City of Oakland Planning Commission will conduct a public scoping meeting on the Revised Draft SEIR for the modified Oak Knoll Mixed Use Community Plan Project on April 15, 2015 at 6:00 p.m. in the Sgnt. Mark Dunakin Hearing Room (Hearing Room 1), Oakland City Hall, 1 Frank H. Ogawa Plaza, Oakland, CA.

**PROJECT TITLE:** Oak Knoll Mixed Use Community Plan Project. (City File No. ER15-004; State Clearinghouse Number: 1995103035)

**PROJECT LOCATION:** Former Oak Knoll Naval Medical Center Property. 8750 Mountain Boulevard; bordered and accessed by Mountain Boulevard and Keller Avenue in East Oakland. APNs: 043A-4675-003-21, 043A-4712-001 (portion), 043A-4675-003-19, 043A-4675-003-16, 043A-4678-003-17 (roadway easement), 043A-4675-003-30 (roadway easement), 048-6865-002-01, and 043A-4675-74-1. See Figure 1.

ATTACHMENT A

**PROJECT SPONSOR:** Oak Knoll Venture Acquisitions, LLC (previously SunCal Oak Knoll LLC) and City of Oakland, property owners

**EXISTING CONDITIONS:** The project site includes approximately 167 acres of the 183-acre Oak Knoll Naval Medical Center (NMCO) property, approximately 15 acres of an adjacent property, and approximately 7 acres of City-owned property for a site with a total size of approximately 189 acres. The project site is bounded by Mountain Boulevard/Interstate 580 (I-580) to the west, Keller Avenue to the north and east, and Sequoyah Road to the south. Highway access to the site is via the Keller Avenue off-ramp and Mountain Boulevard on- and off-ramps to I-580. The NMCO facility was closed in 1996 and has been unoccupied since, except for operations at the Sea West Federal Coast Guard Credit Union and the Seneca Center for Children and Families (Seneca Center). The Credit Union and Seneca Center remain operational and are not part of the Oak Knoll Project.

All buildings on the project site have been demolished except for the deteriorated 1925 former Oak Knoll Golf and Country Club clubhouse building (known as Club Knoll), which has been determined to be a locally historic resource under CEQA. The site currently has City of Oakland General Plan designations of Hillside Residential, Community Commercial, Institutional, Urban Open Space and Resource Conservation Area. The zoning districts are RH-3 ("Hillside Residential Zone - 3," minimum 12,000 square-foot lot size) and RH-4 ("Hillside Residential Zone - 4," 6,500 to 8,000 square-foot lot size). The topography of the site is downsloping toward the west, from a prominent ridge at the eastern side of the property. Much of the property consists of hilly terrain with oak, eucalyptus, Monterey pine, riparian, and annual grassland habitats. The partially-culverted Rifle Range Creek flows across the project site from north to southwest. Surrounding uses are primarily residential development, small local commercial centers, and regional open space. As of the date of this NOP, the project site is included in the list of Hazardous Waste and Substances sites as shown in the Department of Toxic Substances Control (DTSC) EnviroStor database, one of the lists meeting the "Cortese List" requirements (http://www.calepa.ca.gov/sitecleanup/corteselist/). The "Oakland Naval Hospital" EnviroStor listing indicates remedial activities (addressing soils impacted with lead from structures painted with lead-based paint) are inactive.

Notable changes to existing site conditions since publication of the 2007 Draft SEIR for the former project include the addition of the adjacent 15-acre property abutting the project site to the south, and demolition of the Oak Knoll naval hospital building. The City also changed the zoning designation on the project site from "R-30 One Family Residential" to RH-3 and RH-4 as part of its 2011 zoning update. The City applied these zoning districts to the property as part of the zoning update process as an interim measure, and acknowledged at that time that the property would likely be rezoned.

**PROJECT PURPOSE:** The main purpose of the modified project continues to be to develop a new master planned residential community that would be compatible with and connected to surrounding development. Other goals of the modified project continue to include developing a village retail center to support the community on the site; developing open space, trails, and recreational opportunities on the site; improving traffic and transit connections to the site; and restoring native and riparian habitat.

**BACKGROUND:** In 1996, the NMCO property was subject to a Final Reuse Plan, pursuant to federal military base reuse procedures. The Final Reuse Plan presented five land use alternatives for reuse of the NMCO property. In conjunction with the preparation and adoption of the Final Reuse Plan, an *Environmental Impact Statement/Environmental Impact Report (EIS/EIR) for the Disposal and Reuse of Naval Medical Center Oakland* (1998 EIS/EIR) was prepared to assess the potential environmental effects of the plan. On July 14, 1998, the Oakland City Council certified the EIS/EIR and adopted the Final Reuse Plan.

In 2005, SunCal Oak Knoll LLC proposed the former Oak Knoll Project on the current project site, excluding the 15-acre parcel to the south. The former project (as summarized in **Table 1** below) was analyzed in a 2006 Initial Study and 2007 Draft SEIR prepared and published by the City. The 2006 Initial Study and 2007 Draft SEIR were circulated by the City for public review and comment. No Final SEIR was published.

Because the 1998 EIS/EIR for the Final Reuse Plan for the property has been certified, the City is required to determine whether further CEQA environmental review is required for the proposed project in accordance with PRC Section 21166 and CEQA Guidelines Section 15162 and 15168. Under these sections, no further environmental review is required unless there are new or substantially more severe impacts of the project than those analyzed in the certified 1998 EIS/EIR. Because the modified project may result in new and potentially substantially more severe impacts than the former project analyzed in the 2007 Draft SEIR, the City of Oakland is resuming the CEQA analysis by preparing a Revised SEIR for the modified project.

**PROJECT DESCRIPTION:** The modified Oak Knoll Project proposes a mixed-use residential community of: a) approximately 935 residential units of varying types; b) approximately 72,000 square feet of neighborhood commercial

use; and c) approximately 77 acres of open space and recreation areas, including an improved creek corridor. See Figure 2. As with the former Oak Knoll Project analyzed in the 2007 Draft SEIR, the overall land uses and development plan characteristics of the modified Oak Knoll Project are similar to the scope and scale of the conceptual "Maximum Capacity Alternative" (MCA) assessed in the certified 1998 EIS/EIR as the preferred alternative. Unlike the MCA, or the former Oak Knoll Project analyzed in the 2007 Draft SEIR, the modified Oak Knoll Project includes the demolition of Club Knoll. A comparison of the proposed modified project, the 2007 former project, and the 1998 MCA are presented in Table 1.<sup>1</sup>

#### TABLE 1.

#### KEY OAK KNOLL PROJECT CHARACTERISTICS: 2015 MODIFIED PROJECT, 2007 FORMER PROJECT AND 1998 MCA

Use (1)	2015 Modified Project (Proposed)	2007 Former Project	1998 MCA
Residential	935 dwelling units	960 dwelling units	584 dwelling units
Commercial	72,000 square feet	82,000 square feet	400,000 square feet
Open Space (2)	61 acres	53 acres	32 acres (3)
Total Site Acreage	187(4)	181	183
Creek Crossings (auto/pedestrian)	1/1	2/1	Not Available
Trails	4 miles	2 miles	Not Available
Creek Restoration	16 acres	14 acres	(See note 3)

NOTES: (1) Number of dwelling units, square feet, and acres are approximate

(2) Includes parks, hillsides, and recreational areas

(3) Acreage of open space for the 1998 MCA includes creek restoration area; does not include 54acre golf course.

(4) Includes additional property (approximately 15 acres)

SOURCES: Oak Knoll Venture Acquisitions, LLC, 2007 Draft SEIR, 1998 EIS/EIR

As with the former project, the project sponsor seeks City approval of a Planned Unit Development/ Preliminary Development Plan (PUD/PDP) among other discretionary approvals for the modified project. The modified project may also require a rezoning to accommodate the proposed residential as well as neighborhood commercial uses.

**PROBABLE ENVIRONMENTAL EFFECTS:** Based on existing information and the analysis completed for the 2006 Initial Study and 2007 Draft SEIR, the modified project may involve new or substantially more severe impacts than those analyzed in the certified 1998 EIS/EIR, or could result in impacts for topics not previously analyzed. The following topics will be addressed in the Revised Draft SEIR: aesthetics, agriculture and forestry resources, air quality, biological resources, cultural resources, geology and soils, greenhouse gas emissions, hazards and hazardous materials, hydrology and water quality, land use and planning, mineral resources, noise and vibration, population and housing, public services and recreation, transportation and traffic, and utilities and service systems.

The Revised Draft SEIR will also examine a reasonable range of alternatives to the modified project. As in the 2007 Draft SEIR, the analysis will consider each of the reuse alternatives analyzed in the 1998 EIS/EIR, as well as the CEQA-mandated No Project Alternative and other potential alternatives that may reduce or avoid potential environmental effects.

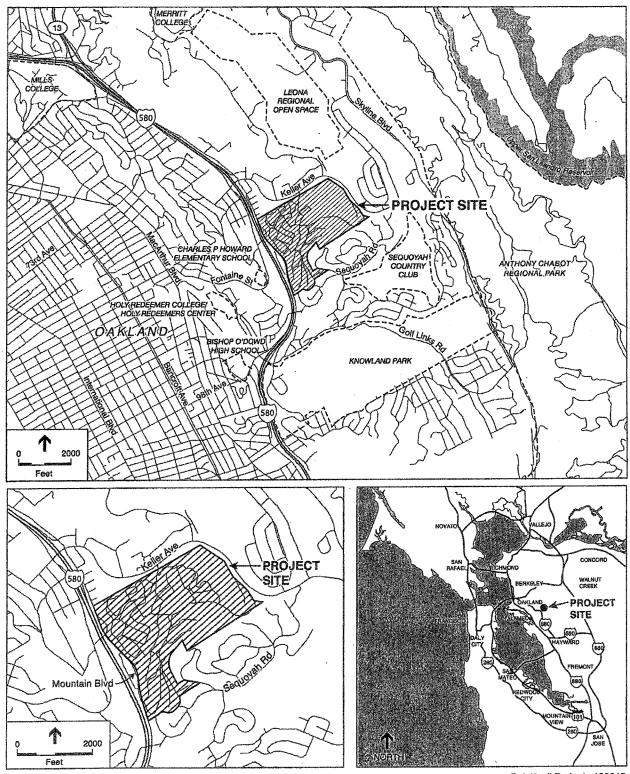
March 20, 2015 Case File Number: ER15-004

Darin Ranelletti

Deputy Director, Bureau of Planning Environmental Review Officer

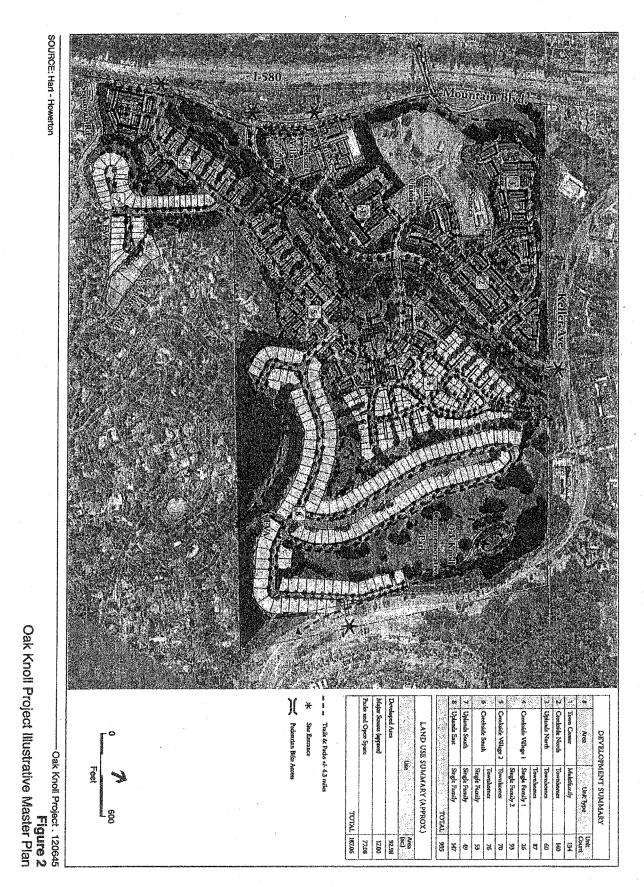
Attachments: Figure 1 – Project Location Figure 2 – Oak Knoll Project Illustrative Master Plan

<sup>1</sup> The Revised Draft SEIR will continue to be prepared in accordance with Public Resources Code Section 21166 and CEQA Guidelines sections 15162 and 15168, and assess the effects of the modified project in comparison to the findings of the 1998 EIS/EIR.



SOURCE: ESA

<sup>---</sup>Oak Knoll Project . 120645 Figure 1 Project Location



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From: Sent: To: Subject: gvpatton@comcast.net Wednesday, January 28, 2015 3:21 AM Klein, Heather Oaknoll

## Heather,

I hope you are well. I have tried calling you a dozen or more times over the last few years to say hi, but you never answer your phone, so I am going to try an email. Actually, this time I have some questions for you. I hear that SunCal and Oaknoll are alive. Robert tells me that you are managing a consultant on the project. The site is in my old neighborhood and mom still lives nearby, so I am interested in what is going on. Also, I may have some insight to share with you that you may not have found in the file. Please call me at your convenience at 510-537-5989. I promise not to take up too much of your time!

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Thanks Gary Patton

From:Ken Berrick <ken\_berrick@senecacenter.org>Sent:Thursday, April 02, 2015 4:52 PMTo:Merkamp, RobertCc:Geoffrey R. Le Plastrier; Steve Riter; Klein, Heather; Eric A. HandlerSubject:Re: Oak Knoll

#### Mr. Merkamp,

Thank you for prompt response to my message. In the future, I hope Seneca, as one of only three owners at Oak Knoll, will be involved in discussion and actively engaged in the planning process. Seneca is a significant stakeholder in this process and I am both surprised and disappointed that we are moving to a scoping session scheduled without any consideration for Seneca's project and/or process. I am also concerned that the current plan changes easements which are owned by Seneca and the Credit Union without any regard to that ownership. I'm hoping that a meeting we have scheduled with Suncal next week will help clear up some concerns.

I'm not surprised at your reluctance to postpone the hearing. I am, however, surprised that Seneca has not been included in any of these discussions as a significant stakeholder in this process. I wanted to make sure that we were on record as having asked for this postponement so that it doesn't appear that we are being obstructionist in this process. I am also making a formal request to you that I be notified and informed as this planning process goes forward. I don't see Seneca as simply a member of the broader community as it relates to Oak Knoll. We are an integral part and have been since the base re-use process concluded.

Thanks for your time. Ken

Ken Berrick • President/CEO SENECA FAMILY OF AGENCIES 6925 Chabot Road • Oakland, CA 94618 Office: 510.654.4004 x 2222 • Fax: 510.317.1426 Web: www.senecafoa.org

From: Merkamp, Robert <<u>RMerkamp@oaklandnet.com</u>> Sent: Thursday, April 2, 2015 2:09 PM To: Ken Berrick Cc: Geoffrey R. Le Plastrier; Steve Riter; Klein, Heather Subject: RE: Oak Knoll

Hello Mr. Berrick,

Thanks for your email. Unfortunately we aren't going to postpone the hearing date. The City has already published (as of March 23<sup>rd</sup>) the Notice of Preparation to solicit comments on what a future EIR should study. Technically the City is obligated by state law to hold a separate scoping session before the Planning Commission but Oakland chooses to take it a step further and hold a meeting during the comment period (which is running until April 21<sup>st</sup>).

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I would like to point out that a scoping session does not make any decisions. It doesn't study the merits of the project, it's design, its site planning or any other factors. It does not analyze the impact of this project on the neighbors. It is meant to take feedback on what should be later studied in the Environmental Review document. This is the first step of many months of study, meetings and process. At this point, we don't have plans from the applicant (beyond the conceptual sketches). That will have to change between now and any final decision dates but what we have is adequate for this part of the process.

Therefore, it's an ideal time for you to raise your issues as topics of study and, since I would suspect SunCal would be in the room, to also talk with them directly about your concerns as they have the responsibility to demonstrate how they're going to maintain access to your property.

#### Respectfully,

**Robert D. Merkamp, Development Planning Manager** | City of Oakland | Bureau of Planning | 250 Frank H. Ogawa, Suite 2214 | Oakland, CA 94612 | Phone: (510)238-6283 | Fax: (510) 238-4730 | Email: <u>merkamp@oaklandnet.com</u> | Website: <u>www.oaklandnet.com/planning</u>

From: Ken Berrick [mailto:ken\_berrick@senecacenter.org] Sent: Thursday, April 02, 2015 1:39 PM To: Merkamp, Robert Cc: Geoffrey R. Le Plastrier; Steve Riter Subject: Oak Knoll

Dear Mr. Merkamp,

Thank you for your time on the phone on Monday. Per our conversation, I would like to ask that the scoping session for Oak Knoll be postponed, so that we might better understand the project and how it might impact our development. We are planning to submit our plans to you sometime in the next few weeks through Ratcliff architects.

The current site plan does not indicate entrance and exit to our campus and has a number of structures over sites that are currently easements to our property. It would be impossible for us to evaluate the efficacy of the plan or to give meaningful input given its current nature. As you know, we have asked on numerous occasions to be involved both with your planning on the site, as well as Suncal's planning. We hope we can create a more collaborative process going forward.

Thanks for your time and attention. You can contact me directly at 510-507-4488.

Ken Berrick • President/CEO SENECA FAMILY OF AGENCIES 6925 Chabot Road • Oakland, CA 94618 Office: 510.654.4004 x 2222 • Fax: 510.317.1426 Web: www.senecafoa.org

From: Sent: To: Subject: Merkamp, Robert Wednesday, April 08, 2015 1:53 PM Klein, Heather FW: Case File Number ER15-004, Oak Knoll Mixed Use Community Plan Project

**Robert D. Merkamp, Development Planning Manager** | City of Oakland | Bureau of Planning | 250 Frank H. Ogawa, Suite 2214 | Oakland, CA 94612 | Phone: (510)238-6283 | Fax: (510) 238-4730 | Email: <u>merkamp@oaklandnet.com</u> | Website: <u>www.oaklandnet.com/planning</u>

From: Robinson-Pinon, Angela, CDA [mailto:Angela.Robinson-Pinon@acgov.org]
Sent: Tuesday, April 07, 2015 3:43 PM
To: Merkamp, Robert
Subject: Case File Number ER15-004, Oak Knoll Mixed Use Community Plan Project

Mr. Merkamp,

I am staff to the Alameda County Parks, Recreational and Historical Commission (PRHC). At their April meeting, the PRHC requested that I send you the Commission's initial comments on the scoping of the proposed Revised Draft Supplemental Environmental Impact Report (SEIR) for ER15-004, the Oak Knoll Mixed Use Community Plan Project. They request that the Revised Draft SEIR include:

- an evaluation of the feasibility of restoring Club Knoll that would include an existing conditions assessment conducted by a qualified consultant, and an estimate of the costs to renovate/restore the structure;
- an analysis that includes consultation with local Native American Tribes which considers the likelihood of uncovering Native American remains and artifacts at the site; and
- a consideration of active recreational opportunities that will be contained within the project area, and the anticipated impacts on the demand on existing parks and recreational facilities.

Regards,

Angela

Angela Robinson Piñon Alameda County Community Development Agency 224 W. Winton Avenue, Suite 111 Hayward, CA 94544

Phone: (510) 670-6504 Fax: (510) 785-8793

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From: Sent: To: Cc: Subject: Vollmann, Peterson Thursday, April 02, 2015 9:26 AM Natasha Mader Merkamp, Robert; Klein, Heather RE: Oak Knoll Redevelopment Project

#### Natasha-

Heather Klein is the case planner that is managing the Oak Knoll project. You may contact her at 510-238-3659 or by email at hklein@oaklandnet.com.

**Peterson Z. Vollmann**, Planner III | City of Oakland | Bureau of Planning | 250 Frank H. Ogawa, Suite 2114 | Oakland, CA 94612 | Phone: (510)238-6167 | Fax: (510) 238-4730 | Email: <u>pvollmann@oaklandnet.com</u> | Website: <u>www.oaklandnet.com/planning</u>

From: Natasha Mader [mailto:nmader40@gmail.com] Sent: Thursday, April 02, 2015 9:14 AM To: Vollmann, Peterson Cc: Merkamp, Robert Subject: Oak Knoll Redevelopment Project

#### Hi Peterson,

I left you a voicemail yesterday and I thought I would follow up with an email. I am a resident and homeowner at 4123 St Andrews Road (near the corner of Sequoyah and St. Andrews). I was reviewing the Oak Knoll project and had a few concerns regarding the lots that are proposed along St Andrews Road.

I would like to request details about the first lot from Sequoyah on St. Andrews Road. This is one of the 5 single family home lots proposed to be directly on St Andrews. We have been clearing debris, pruning and mulching this creek space for years to keep fire hazard and erosion to a minimum. Building on this lot presents water drainage concerns during heavy rain and seepage issues. Also, building on this very steep space would require height that would block our view and significantly impact our life. I have a deep concern about this sacred green space and creek area.

Could you please forward to me detailed plans for this lot? Are there any restrictions regarding the creek protection and height of the home?

Thank you for your time and response to this email. If there is any form to be submitted more formally requesting this detail plan information please let me know and I would be happy to comply. I am a little nervous about the timeline, as I was just made aware the public notices have already been posted. I have yet to run into one of them.

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Thanks again and I look forward to talking with you.

-Natasha Mader 4123 St Andrews Road Oakland CA 94605 415 722.3431

From: Sent: To: Cc: Subject: Merkamp, Robert Thursday, April 02, 2015 2:09 PM Ken Berrick Geoffrey R. Le Plastrier; Steve Riter; Klein, Heather RE: Oak Knoll

#### Hello Mr. Berrick,

Thanks for your email. Unfortunately we aren't going to postpone the hearing date. The City has already published (as of March 23<sup>rd</sup>) the Notice of Preparation to solicit comments on what a future EIR should study. Technically the City is obligated by state law to hold a separate scoping session before the Planning Commission but Oakland chooses to take it a step further and hold a meeting during the comment period (which is running until April 21<sup>st</sup>).

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Respectfully,

**Robert D. Merkamp, Development Planning Manager** | City of Oakland | Bureau of Planning | 250 Frank H. Ogawa, Suite 2214 | Oakland, CA 94612 | Phone: (510)238-6283 | Fax: (510) 238-4730 | Email: <u>merkamp@oaklandnet.com</u> | Website: <u>www.oaklandnet.com/planning</u>

From: Ken Berrick [mailto:ken\_berrick@senecacenter.org]
Sent: Thursday, April 02, 2015 1:39 PM
To: Merkamp, Robert
Cc: Geoffrey R. Le Plastrier; Steve Riter
Subject: Oak Knoll

Dear Mr. Merkamp,

Thank you for your time on the phone on Monday. Per our conversation, I would like to ask that the scoping session for Oak Knoll be postponed, so that we might better understand the project and how it might impact our development. We are planning to submit our plans to you sometime in the next few weeks through Ratcliff architects.

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to be involved both with your planning on the site, as well as Suncal's planning. We hope we can create a more collaborative process going forward.

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Don and Jeannette <earthstravelers@sbcglobal.net></earthstravelers@sbcglobal.net>		
Thursday, March 19, 2015 2:44 PM		
Reid, Larry; Mossburg, Pat		
Office of the Mayor; Kalb, Dan; Pkernighan@oaklandnet.com; McElhaney, Lynette;		
Campbell Washington, Annie; Gallo, Noel; Brooks, Desley; At Large; Flynn, Rachel;		
Merkamp, Robert; Klein, Heather; tpkeliher@gmail.com; sveltri@suncal.com		
Oak Knoll Coalition—Conditional letter of support for the former Oak Knoll Naval Base		
OKC-LetterOfConditionalSupport_3-19-2015.pdf		

Dear Mr. Reid:

Please find attached Oak Knoll Coalition's letter of conditional support for SunCal's proposed development at Oak Knoll. Oak Knoll Coalition (OKC) looks forward to working with you and SunCal in finally realizing development at Oak Knoll that is both complementary and appropriate for the surrounding neighborhood as well as beneficial for Oakland. As you know OKC represents thousands of nearby neighbors who have, along with you, worked tirelessly for more than 15 years to arrive at this point. As you probably recall, OKC was instrumental in filing claims totaling \$115 million against Lehman Bros. (the property's last developer) in federal bankruptcy court in New York and played a pivotal role working with Oakland's former city attorney in forcing Lehman, while they hid behind a shroud of bankruptcy, to return to Oak Knoll and spend nearly \$10 million cleaning up illegal blight they dumped upon our community. OKC has been steadfast and will continue to be so in our endeavor to realize successful development at Oak Knoll and look forward to working closely with you toward this well-earned goal. Sincerely,

Donald Mitchell

#### **Oak Knoll Coalition**

- Associated Residents of Sequoyah Highlands
- Oak Knoll Neighborhood Improvement Association
- Sequoyah Heights
- Sequoyah Hills
- Sequoyah Hills/Oak Knoll
   Neighborhood Association

#### March 18, 2015

To: Council District 7-Larry Reid

CC: Mayor—Libby Shaaf
Council District 1—Dan Kalb
Council District 2—Abel J. Guillen
Council District 3—Lynette Gibson McElhaney
Council District 4—Annie Campbell Washington
Council District 5—Noel Gallo
Council District 6—Desley Brooks
Councilmember At Large—Rebecca Kaplan
SunCal—Pat Keliher, Sam Veltri
City of Oakland Planning—Rachel Flynn, Robert Merkamp, Heather Klein

#### Dear Council Member Larry Reid,

The Oak Knoll Coalition (OKC) was created in the 1990s to bring long-term public benefits at the closed Oak Knoll Naval Hospital in Oakland. Members have been involved in all aspects of the long planning process. We have spoken at public meetings, hired lawyers, educated neighbors, prepared official comments regarding environmental reports, and met with city staff as well as council members and prospective site developers. Collectively, the Coalition represents more than 2,400 homes and gives voice to five residential associations in neighborhoods surrounding the Oak Knoll site.

The Oak Knoll Coalition conditionally supports SunCal's "Illustrative Masterplan" for the former Oakland Naval Medical Center at Oak Knoll, dated February 26, 2015, providing that the following points of concern be codified in the Conditions of Agreement between the City of Oakland and SunCal:

- 1. No more than 935 housing units as provided in the above-referenced plan.
- 2. No more than 70,000 square feet of commercial development with deed restrictions acceptable to the community regarding delivery hours, odors, lighting, noise, and use.
- 3. Entrances and exits to the development must be restricted to Mountain Blvd. and Keller Ave. Access to Barcelona St. and Sage Rd. will be locked EVAs.
- 4. No residential lots shall load onto St. Andrews Rd.
- 5. The project must include no less than 83 acres of open space, as specified in the Land Use Summary, page one.
- 6. The knoll and adjacent oak woodland must be preserved as undeveloped open space. The proposed memorial pavilion must be relocated off the knoll and replaced by a commemorative public art project located elsewhere on the site. (See public art recommendations below regarding the Oak Knoll commemorative.)
- No less than 12.84 acres of the adjacent 14-acre parcel, if acquired, must be included in the development's open space in accordance with page one of Open Space Comparisons dated February 26, 2015.
- 8. All of Rifle Range Creek that is located on SunCal property must be day-lighted, restored, and maintained as a public amenity.

#### **Oak Knoll Coalition**

- Associated Residents of Sequoyah Highlands
- Oak Knoll Neighborhood Improvement Association
- Sequoyah Heights
- Sequoyah Hills
- Sequoyah Hills/Oak Knoll Neighborhood Association
- 9. All of the open space and trails outlined in the above-referenced plan must remain open to the public, free of charge, including parking.
- 10. The proposed mix of housing types—multifamily, townhouses, and single family—leads OKC to conclude that all housing at the site should be market rate. That designation must be stipulated in the Conditions of Agreement.

Because the Navy, General Services Administration, and Lehman/SunCal failed to protect Club Knoll from decades of vandalism and weather damage, restoration cost would be significant. Historically, the City of Oakland has been unwilling to assume responsibility for maintaining any public amenities at the site, including Club Knoll.

Therefore, OKC reluctantly supports the development of a centrally located community center as an alternative to restoring Club Knoll, with the following conditions (to be included in the Conditions of Agreement):

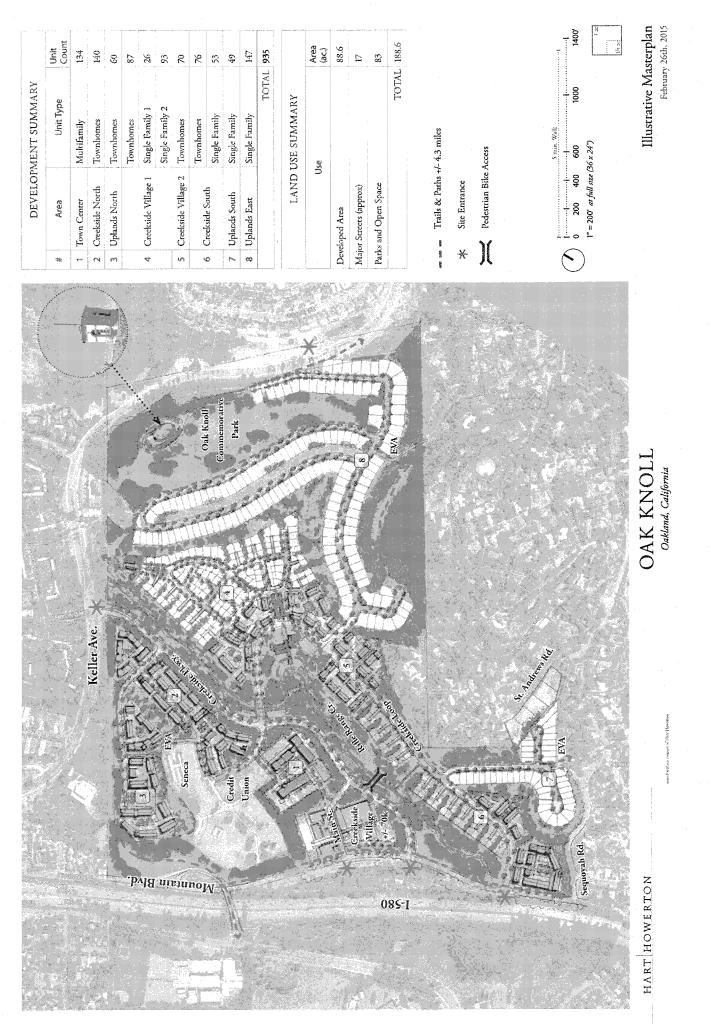
- 1. Architectural guidelines for the new community center must be influenced by the original Club Knoll design.
- 2. Where possible, architecturally valuable elements, such as the interior wood trusses, should be salvaged from Club Knoll and utilized in the new community center.
- 3. The community center should be made available to the surrounding community for meetings and community functions at rates comparable to nearby venues.

Finally, all funds generated by this project in accordance with the city's public art ordinance must be used on site. A public art professional or team of professionals, selected by a panel composed of design professionals and stakeholders, must be commissioned under the City of Oakland Public Art Ordinance to design, fabricate, and install a public art project that commemorates the medical professionals that provided valuable services to World War II, Korean, and Vietnam-era military personnel. The location (specifically excluding the knoll and adjacent oak woodland) will be determined by the public art professional in collaboration with SunCal design staff, the selection panel, and community representatives.

Although this letter is intended as a public statement of OKC's general support for the above-referenced plan, the Coalition's continued support is wholly dependent on the codification of the issues outlined above.

Respectfully,

- Donald Mitchell, Oak Knoll Coalition Contact, Sequoyah Hills/Oak Knoll Neighborhood Association (earthstravelers@sbcglobal.net)
- Sandra Marburg, Associated Residents of Sequoyah Highlands
- Philip Dow, Oak Knoll Neighborhood Improvement Association
- Tamara Thompson, Oak Knoll Neighborhood Improvement Association
- Lee Ann Smith, Sequoyah Heights
- Robert Clark, Sequoyah Hills
- --- Gaile Hofmann, Sequoyah Hills/Oak Knoll Neighborhood Association



# ATTACHMENT C