Oakland City Planning Commission

Design Review Committee **STAFF REPORT**

Case File Number DR07496 May 28, 2008

Project Name:	**Kaiser Permanente Hospital (Phase 2), Design Review**
Location:	The full block between **Broadway and Piedmont Avenue, and between I-580 and West MacArthur Boulevard**
Assessors Parcels:	009-0732-011-03, 009-0732-001-02, 012-0940-001-03
Proposal:	Demolition of all existing structures and construction of a new, approximately 1.06 million square foot hospital/outpatient services building, an associated parking structure and central utility plant. Prior planning approvals for this project include EIR certification, a General Plan amendment and Redevelopment Plan amendment approval on June 27, 2006; and Rezoning and Master Plan approval on July 18, 2006. The proposed new hospital is the 2nd phase of the approved Kaiser Permanente Oakland Medical Center Master Plan.
Applicant:	Kaiser Permanente, Kaiser Foundation Health Plan Michael Lane, Project Director, Kaiser Permanente (510) 987-2373
Owner:	Kaiser Permanente
Case File Number:	**DR07496**
Planning Permits Required:	Major Design Review
General Plan:	Institutional
Zoning:	KX: Kaiser Permanente Oakland Medical Center Zone
Historic Status:	No historic resources identified on the project site
Environmental Determination:	An EIR for the Kaiser Permanente OMC Master Plan was prepared by the City of Oakland as the Lead Agency. That EIR was certified by the Oakland Planning Commission on June 6, 2006 and its certification confirmed by the City Council on June 27, 2006. The current project is generally consistent with that analyzed in the Master Plan EIR. No additional environmental review is required
City Council District:	3, south of MacArthur
Action to be Taken:	Solicit public and Committee comments on site plan and design. Consider forwarding the design to the full Planning Commission for Design Review action
For further information:	Contact: **Scott Gregory,** contract planner to the City at 510-535-6690, or by email at kaiser@lamphier-gregory.com

SUMMARY

The proposed Kaiser Permanente Phase 2 Hospital Building (the Project) is subject to Design Review under the City's Zoning Regulations (Section 17.136.070a and new Section 17.KX.060d), and will ultimately require Planning Commission approval. The purpose of this report is to consider a recommendation from the Design Review Committee to the full Planning Commission regarding Design Review approval for Phase 2 of the Kaiser Oakland Medical Center (OMC) Master Plan. Staff is interested in comments from the Design Review Committee and the public regarding the design of the proposed project.

In December of 2007 the Design Review Committee was presented with background information and a status report of design efforts regarding Kaiser Permanente's proposed new Phase 2 Hospital. That first meeting provided the Committee with an opportunity to review conceptual design materials and to provide comments to Kaiser and their design team, headed by NBBJ Architects. The focus of that first review was on broad site planning issues, landscape imagery and ideas for the architectural design approach. This second meeting is intended to provide a more detailed review of the proposed building design and to consider whether this design is ready for consideration by the full Planning Commission.

Summary of Prior Approval and Actions

Prior certifications and planning approvals pursuant to the Kaiser Oakland Medical Center Master Plan include:

- Planning Commission recommendation of approval of the Master Plan, its EIR and other requested entitlements, with modifications and conditions, on June 6, 2007
- City Council certification of the Kaiser Oakland Medical Center Master Plan EIR, and approval of a General Plan Amendment and Redevelopment Plan Amendment on June 27, 2006
- City Council approval of rezoning and the Kaiser Oakland Medical Center Master Plan on July 18, 2006
- Planning Commission approval of the Glen Echo Creek Restoration Plan on September 6, 2006
- Planning Commission Design Review approval for the Phase 1 Broadway Medical Office Building and parking garage on November 1, 2006.

Summary of Phase 2

The Phase 2 Hospital site is approximately 7.3 acres and includes the full block between Broadway and Piedmont Avenue, and between I-580 and West MacArthur Boulevard. It is the current site of the M/B Center, another small retail center and an apartment building, all of which are now owned by Kaiser Permanente. Kaiser's medical and administrative office space occupies the existing approximately 245,000 square foot tower which sits atop the M/B Center. The rooftop of the M/B Center provides 1,156 surface parking spaces for Kaiser's staff, patients and visitors. With approval of the Kaiser Oakland Medical Center Master Plan in the summer of 2006, the site now has a General Plan designation of Institutional, and is zoned KX: Kaiser

Oakland Medical Center. A detailed description of land uses in the surrounding area was provided in the prior, December 12, 2007 staff report (attached as **Appendix A**).

Phase 2 of the Master Plan provides for a new Hospital, a Hospital Support Building, a Medical Office Building, an associated parking structure, and a new central utility plant. Construction of Phase 2 would enable Kaiser to meet current state seismic safety requirements for hospitals (SB 1953). Kaiser would move existing hospital and medical office uses that currently occupy the existing hospital (the tower structure on the opposite side of MacArthur) to this new site.

PUBLIC WORKSHOP PROCESS

Beginning in September, Kaiser has held a series of community workshops intended to inform the community about their plans for the Phase 2 Hospital and associated improvements, to solicit community input, and to seek community consensus on a number of design considerations for the hospital. A total of six public workshops have been held at the Mosswood Recreation Center. Workshops were held on the following dates;

- September 17, 2007 – This meeting included a welcome and re-introductions, a Master Plan overview, presentation of Phase 2 design topics, and a facilitated community dialogue about the plan and the intended design process.
- October 1, 2007 – Issues discussed include neighborhood design, landscape concepts, site access and ED locations, ground floor street activation, building design issues, and traffic.
- October 22, 2007 – Issues discussed included site access and alternatives to the use of Piedmont Avenue, street activation and proposed ground floor uses, moving of the Mobile Tech Dock, loading dock and oxygen tank facilities, as well as further discussion of landscape and streetscape concepts.
- December 1, 2007 – Issues discussed included the design parameters of the 2005 Master Plan, proposed design solutions to community concerns (including the proposed site plan, landscape plan and streetscape imagery), the building design approach, sustainability, and medical planning requirements.
- March 3, 2008 – Issues addressed include a design update regarding medical planning, architectural and building massing, a preliminary review of building materials, presentation of the proposed ground floor plan, and a landscape and plaza design update.
- April 21, 2008 – This meeting included a review of past work regarding the Master Plan summary, a Community Input summary, a review of the design approach and medical planning. This meeting concluded with a Design Update regarding site design, building design components, project architecture and materials, offering the attendees with a preview of materials to be submitted to the Design Review Committee for consideration.

At each workshop, Kaiser Permanente and their design team presented information related to proposals for the layout, site access, and design of the new hospital site. The Bluhon Planning Group facilitated community discussions, and a recorder wrote comments and questions on wall charts.

Comments from the community workshop process indicate a general consensus (though not a unanimous voice) on the following:

- appreciation of the thoughtful process by which Kaiser and their design team have approached the design of the building and by which they have communicated that design to the community
- a positive reception to the current re-location of many of the less attractive accessory uses (loading dock and its access, mobile tech units, oxygen tank) away from the Piedmont frontage to more internal campus locations
- the opinion that three sides of the building (MacArthur, Piedmont and the internal entry) have an attractive and varied street/pedestrian presence; however, the Broadway elevation still seems too long, flat, and not adequately articulated
- concerns over building materials and lighting - particularly the extent to which cement plaster is used on the podium, and the idea of lighting tall elements of the building at night

Certainly, many other comments and concerns were expressed during each of the workshops and this short list cannot capture the full extent or range of these comments. Summary reports from each of these workshops are included as **Attachment B** to this staff report.[1]

PROJECT DESCRIPTION

Master Plan

The *Kaiser Oakland Medical Center Master Plan* (Master Plan), approved by the City Council and Redevelopment Agency in the summer of 2006, guides the phased replacement of the Oakland Medical Center (OMC) with an expanded and improved medical center campus. Ultimately the campus will contain approximately 1.78 million square feet of medical-related building space on approximately 20.6 acres. Completion of the new Oakland Medical Center campus is expected by approximately year 2020. The OMC will continue to provide uninterrupted medical service on-site during construction and implementation of the Master Plan.

Phase 1 of the Master Plan, the Broadway Medical Office Building and parking garage approved by the Planning Commission in November of 2006, is currently under construction.

[1] Kaiser's PowerPoint presentations from each of the community workshops and summaries of comments from each of these meetings are available for review on the City's web site at: http://www.oaklandnet.com/government/ceda/revised/planningzoning/MajorProjectsSection/kaiser_review.html.

Phase 2 Components

Specifics of the currently proposed Phase 2 Hospital include the following.

Site Demolition

The first work required of the Phase 2 plan involves demolition all existing buildings on the approximately 7.3 acre site. This would entail removal of the current M/B Center, another small retail center and an apartment building – all currently owned by Kaiser. Kaiser's medical and administrative services will have already been relocated from the M/B Center tower to the new Phase 1 Medical Office building on Broadway. Along with demolishing the M/B Center will be the loss of approximately 1,156 rooftop surface parking spaces currently used for Kaiser's staff, patients and visitors.

Parking Garage

The first component of the Phase 2 construction will be the proposed new parking garage to be located along Broadway near the I-580 overpass. As proposed and consistent with the Master Plan, the parking garage is proposed to contain up to 1,216 parking spaces. The parking garage is proposed at eight stories above grade and two floors below grade. The parking garage is the first component of construction for two important reasons: with the loss of rooftop parking at the former M/B Center there will be a temporary parking deficit until the new garage is operational; and the new garage is anticipated to provide a component of construction-worker parking for the hospital.

Central Utility Plant

Along with construction of the parking garage will be construction of an adjacent central utility plant (CUP). The CUP will house mechanical, electrical, computer and telephone equipment to serve the new hospital facility within an approximately 40,000 square foot building. As proposed and consistent with the Master Plan, the CUP is located near to the I-580 overpass. It has also been further setback from Piedmont in response to community input and concerns.

Hospital and Hospital Support Building

The next component of the Phase 2 construction is the proposed new Hospital and Hospital Support Building (HSB), which includes a 3 to 4-story (approximately 68 feet tall) podium base, with a nursing tower generally centered on the podium's north-south axis. The Hospital and HSB is that portion of Phase 2 located along Broadway and MacArthur. The tower would measure 210 feet in height from grade (with an additional 30 feet for rooftop equipment and screening), stepped back from Broadway by approximately 150 feet. The Hospital would be approximately 642,000 square feet in size and contain 346 in-patient hospital beds. A level of strictly mechanical space is included on the 4th floor of the tower. The Hospital's construction must comply with stringent Office of Statewide Health Planning and Development (OSHPD) construction standards, which are regulated and enforced by the state.

The HSB would be approximately 225,000 square feet in size, and contain outpatient services and hospital-related services (admitting, records, cafeteria, pharmacy, etc). The HSB would be

constructed simultaneously with the Hospital, but it would not be an OSHPD-regulated facility. Its construction would instead comply with City of Oakland building code standards.

Medical Office Building

The final structural component of Phase 2 is the proposed new Medical Office Building which would be constructed immediately adjacent to, and physically connected to the Hospital. The Medical Office Building would be approximately 148,000 square feet in size and include outpatient medical office and health service space. This portion of the Phase 2 construction is not an OSHPD-regulated facility, and its construction would instead comply with City of Oakland building code standards. This second component of Phase 2 would be constructed separately from, and following completion of the Hospital Building.

Together, the Hospital and the Medical Office Building would combine for a total of approximately 1,056,000 square feet of building space.

Landscaping and Streetscape

An important component of the Phase 2 site includes an extensive system of landscape and streetscape improvements.

Skybridges

One skybridge over Broadway is proposed under Phase 2. This skybridge would connect the existing Mosswood Medical Office building to the new parking garage. It is located nearly adjacent to the I-580 overpass and was approved in concept pursuant to the Master Plan because its location would result in minimal aesthetic impacts. Kaiser has indicated their desire to ultimately connect the Phase 2 site to the Phase 3 site with a skybridge over the public right-of-way over MacArthur, but no such bridge is either currently proposed or allowed under the KX zoning provisions. The Master Plan also speaks to the idea of a skybridge connecting the hospital to the parking garage, but the proposed Phase 2 design proposes to instead make this connection at ground level beneath a trellis or canopy.

PLANNING ANALYSIS

Environmental Review

A Draft EIR prepared for the Kaiser Oakland Medical Center Master Plan was released on March 2, 2006 and the public comment period on the Draft EIR ended on April 17, 2006. The Final EIR was released on May 26, 2006. The *Kaiser Oakland Medical Center Master Plan EIR* was certified by the Oakland Planning Commission on June 6, 2006. The Phase 2 project as proposed is generally consistent with the description included in that EIR, and as such, no additional environmental review is required.

Numerous mitigation measures from the OMC Master Plan EIR are applicable to the Phase 2 Hospital project. A Mitigation Monitoring and Reporting Plan for Phase 2 will be prepared for approval by the Planning Commission concurrent with consideration of Design Review approval.

Master Plan Consistency

On June 13, 2006 the *Kaiser Oakland Medical Center Master Plan* was approved by the Oakland City Council/Redevelopment Agency. The Master Plan is intended to guide the phased replacement of the existing Oakland Medical Center with an expanded and improved medical center campus. The Master Plan includes Objectives, Principles and Design Guidelines that are to be implemented and applied to each phase of development as they are processed through the Design Review process. Each sub-district within the OMC campus is to have unique design elements that address specific location issues. For the Phase 2 site, the former M/B Center should be redeveloped as an attractive, modern, state-of-the-art new hospital facility, guided by the following specific policies and guidelines:

Master Plan Policy A2: New construction in the KX-2 Zone (the Phase 2 site) shall be 957,000 square feet in size. An additional 60,000 square feet of space may be added to this building (to a maximum of 1,017,000 square feet) provided that Kaiser submit a schematic development plan that delineates the development program for Phase 3. In order to qualify for this option, the schematic development plan for Phase 3 must be submitted for review by the City Planning Commission prior to occupancy of the Phase 2 parking garage.

The entirety of the Phase 2 design does exceed the 957,000 square foot limit, requiring preparation of a Phase 3 schematic development plan, which will need to be submitted pursuant to a separate review process. The proposed design (at 1,056,000 square feet) also exceeds the extended maximum limit of 1,017,000 square feet by approximately 39,000 square feet, or by approximately 3.7%. Staff considers the proposed design to be generally consistent with the intent of the Master Plan regarding floor area.

Guideline 7.3.1: The new Central Utility Plant (CUP) should be located near the freeway to minimize impacts on the surrounding neighborhood.

Consistent with this guideline, Kaiser's proposed site plan shows the CUP near the freeway to minimize neighborhood impacts and generally in the same location as shown on the Master Plan. However, other refinements to the site plan (relocating the loading dock access and oxygen tank facility) have enabled a larger landscaped buffer between the CUP and the Piedmont Avenue neighborhood.

Guideline 7.3.2: The large parking structure should be located near the freeway, with a pedestrian bridge from the parking structure to the hospital. Entry to the parking structure should generally be limited to the main hospital entrance off of Broadway.

Consistent with this guideline, Kaiser's proposed site plan shows the parking garage next to the freeway in the same location as shown on the Master Plan. However, the current design proposal deviates from the Master Plan's guidelines in two respects. First, the proposed Phase 2 design makes the pedestrian connection between the parking garage and the hospital at ground level beneath a trellis or canopy, instead of constructing an overhead skybridge. Second, it proposes various modifications to previously proposed campus access points, primarily in response to concerns expressed by neighbors. These access modifications include eliminating direct access to the parking garage from Piedmont Avenue and improving the traffic flow at garage entrances (see further discussion under the topic; Vehicular Access and Circulation).

Guideline 7.3.3: The hospital design should include a podium with a tower element.

Guideline 7.3.4: The tower element should be set back from Broadway to reduce shadows on Mosswood Park.

Consistent with these guidelines, Kaiser's proposed site plan shows generally a 3 to 4-story podium base, with a 12-story tower element. Specifically, the Hospital generally has a 4-story podium base that varies in height and setback from the street edge, particularly along MacArthur. The tower element is sited approximately mid-block, 150 feet back from Broadway as specifically required under the EIR and the Master Plan.

Guideline 7.3.5: Active type uses are encouraged at the ground level of the Hospital building, potentially along Broadway and MacArthur and at the MacArthur/Piedmont corner.

Kaiser's proposed site plan indicates that a number of hospital-program uses are planned at the ground level, including the cafeteria at the Broadway/MacArthur corner and the pharmacy at the MacArthur/Piedmont corner. Other hospital uses that could potentially help activate the street, including administrative offices, waiting lounges, health education, conference rooms and circulation corridors are placed around the building at the street edge. Additionally, outdoor garden seating areas are proposed at each of the main corners on MacArthur (see further discussion below under the topic; Pedestrian Experience).

No pedestrian-oriented or street-activating types of uses are proposed within the large parking structure on Broadway. The Master Plan does not include any such requirement for this parking garage, whereas retail uses were required by the Master Plan to be incorporated into the Phase 1 Medical Office Building further up on Broadway.

Guideline 7.3.6: A pedestrian path should connect Piedmont Avenue to Mosswood Park through the KX-2 Zone.

Consistent with this guideline, Kaiser's proposed landscape plan shows a strong pedestrian link through the center of the site, connecting Piedmont Avenue to Mosswood Park. A substantial landscaped buffer area is planned at the Emergency Department entrance off of Piedmont, screening some of the adjacent hospital facilities. This area would also contain the entrance to a wide, landscaped pedestrian pathway that traverses between the hospital and the parking garage, ultimately connecting via a new, signalized pedestrian crossing of Broadway to Mosswood Park. Kaiser has indicated that this inner courtyard area would be an appropriate location for their outdoor Farmer's Market. Kaiser has also indicated their desire to develop a "gateway/entry feature" at the edge of the park, where the pedestrian crossing from the hospital would connect to the park.

Guideline 7.3.7: Subject to City review and approval, public improvements to be provided as part of Phase 2 should include streetscape improvements along lower Piedmont Avenue between West MacArthur Boulevard and Broadway. Such improvements may include widened sidewalks, landscaped medians and planter strips, permanent streetscape furniture, improved bus stops/shelters, and improved street lighting.

Kaiser's proposed landscape plan shows planting of up to 28 new street trees (36-inch box) within the off-site right-of-way of both Broadway and Piedmont, south of the I-580 overpass. No other improvements (landscape medians, streetscape furniture, lighting, etc.) are indicated.

Master Plan Conditions of Approval

Numerous Conditions of Approval for the OMC Master Plan are applicable to the Phase 2 Hospital project, and additional conditions of approval will likely be considered pursuant to the Planning Commission Design Review approval. A full list of staff-recommended Conditions of Approval will be prepared for consideration by the Planning Commission.

URBAN DESIGN / ARCHITECTURE ISSUES

Throughout Kaiser's community workshop process, and as indicated in the first half of their Design Review submittal (see **Attachment C**), Kaiser's design team has emphasized that the design of this new hospital building must first and foremost be driven by internal hospital programming needs. As such, the proposed hospital is a true "form follows function" design. Additionally, the entire hospital and its supporting facilities must be fit onto a fairly small, 7.3-acre site. These two overriding factors combine to result in a building that, for the most part, is efficiently box-like in shape and unavoidably quite massive in size. That said, Kaiser's design team has successfully integrated many good urban design principles into this building; they have complied with all, and improved upon many of the design requirements of the Master Plan; and they have responded well to the comments and concerns of their neighbors as expressed through the community workshop process. The following is a summary of staff's comments about the current design, highlighting some of the more positive design elements (indicated with a) and some of aspects of this proposal that may warrant further consideration (indicated with a).

Site Planning Modifications

Early in the process, many of the community workshop participants expressed their feeling that the neighborhood on lower Piedmont had been treated as a utilitarian back alley for the hospital. Kaiser's proposed design response to these concerns (see Site Plan in Attachment C) includes re-designing access to the loading dock so that trucks will no longer enter the site from Piedmont, but will instead access the site from Broadway; relocating the mobile tech docks to a below-grade site; relocating the oxygen storage tank to an area behind the CUP and next to the I-580 overpass; providing a wider landscaped buffer between the CUP and Piedmont Avenue; and screening the Emergency Department and ambulance drop-off from the surrounding neighborhood with a "green" screen wall and landscaping.

Staff believes these modifications to the site plan have substantially improved the Piedmont edge without compromising the aesthetics of the other edges of the campus.

Vehicular Access and Circulation

Studies regarding access options to the campus, including access to the parking garage, have been underway since the Master Plan was approved. In response to concerns expressed by neighbors, the design for the various campus access points has been modified from the Master Plan. These

modifications include relocating the truck driveway from Piedmont Avenue to Broadway, and eliminating direct access to the parking garage from Piedmont Avenue. The current design proposal for campus access now proposes a total of three driveways:

- The first driveway is a service drive located off Broadway immediately north of the I-580 overpass and behind the parking garage. It is for vehicles servicing the CUP, oxygen tank and the underground loading dock only.
- The second driveway is off Broadway just north of the service drive (further north of the I-580 overpass), and provides access to the parking garage. It would be signalized and provide both inbound and outbound access with both right turns and left turns on arrows allowed. In the Master Plan, this driveway was unsignalized, with the southbound left-turn from Broadway into the garage prohibited and all other movements allowed.
- A third driveway off Broadway would provide signalized access to the Main Entrance. The Main Entrance driveway is located about 200 feet north of the parking garage driveway on Broadway. It would serve as inbound and outbound access for visitors using the pick-up/drop-off and patient discharge area of the hospital. It would also serve as an in-bound entrance only to the parking garage (one a visitor enters the parking garage, they may only exit from the parking garage driveway). In the Master Plan, this entrance was signalized and provided both inbound and outbound access from the garage (Mitigation Measure B.1e).
- The fourth driveway would provide access to the Emergency Department off of Piedmont Avenue. Similar to that described above, this driveway would provide a continuation as an in-bound entrance only to the parking garage (one a visitor enters the parking garage, they may only exit from the parking garage driveway).

Detailed traffic analysis of this modified campus access design has been completed, primarily to determine if both driveways on Broadway (the parking garage and Main entrance) should be signalized to serve the estimated 15,000 daily vehicles that would enter and exit the site, and to accommodate pedestrians that would cross Broadway. The analysis concluded that signalization of both the parking garage driveway and the Main Entrance on Broadway would not further deteriorate traffic operations along Broadway, and would not impact any additional intersection operations beyond those identified in the EIR. The EIR conclusions would continue to be valid.

Planning and Transportation Services Department staffs have reviewed this proposed design modification and thought it superior to the Master Plan's original access scheme. Transportation Services Department is currently reviewing the technical issues associated with signal cycles and intersection operations, and these technical studies will be incorporated into modified conditions of approval for the project.

Building Articulation

Generally, the building program consists of a 4-story podium base with a tall nursing tower in the center. However, the building has been designed with a much more interesting podium base than simply a 4-story box. Specifically, the Hospital has a 4-story podium base along the length of Broadway from the Main Entrance to MacArthur. This 4-story base wraps around MacArthur to the point where it intersects with the tower, where the building face then rises to 12 stories. Beyond the tower, the podium is set back away from MacArthur in a series of steps which progressively recess the front of the building edge to match the curved right-of-way along

MacArthur to Piedmont. Each of these setbacks also varies in height (2 stories, then 3 stories, and finally 4 stories). The 4-story base then wraps back around Piedmont and stays at 4 stories for the remainder of it length.

The tower element is sited 150 feet back from Broadway as specifically required under the EIR and the Master Plan. This 150-foot setback is required to reduce the extent of shadowing that would otherwise occur in Mosswood Park if the tower were to be any closer to Broadway. Conversely, the tower is also located as far back from the Piedmont neighborhood as possible so that it does not loom immediately over that neighborhood.

> Staff believes that the setbacks and articulations in the building edge, particularly along MacArthur and Piedmont, help to break up the mass of the podium base and provide architectural interest along this elevation.

Pedestrian Experience

Landscaping: Kaiser's proposed Conceptual Landscaping Plan (see Attachment C), includes several landscape features that help to create a pleasant pedestrian experience in and around the entire Phase 2 site. These landscape features include a substantial landscaped plaza area between the Main Entrance/Emergency Department and the parking garage/CUP building. This area contains a landscaped pedestrian pathway that traverses from Piedmont Avenue through the site and ultimately connecting to Mosswood Park. This landscaped plaza area also continues both north and south as a landscaped edge along Piedmont, from MacArthur to Broadway. The landscaping in this area also serves to screen some of the adjacent hospital facilities. Other landscape features that enhance the pedestrian experience include a small outdoor courtyard at the corner of MacArthur and Piedmont, a pedestrian plaza with street trees and wide sidewalks along the MacArthur frontage, and a main pedestrian entry to the hospital located across from Howe Street, with a landscaped garden area to signify it location. New street trees and other landscaping are also proposed along the Broadway frontage, and in the Broadway and MacArthur center medians.

> Staff believes that the landscaping plan has been well thought out and responds well to community comments and suggestions.

Ground Floor Uses: The internal programming of the Hospital also strives to use the majority of the ground floor space for pedestrian-oriented, hospital-related uses that are capable of activating the street front. A key example is the location of the cafeteria at the corner of Broadway and MacArthur. Other pedestrian-oriented spaces on the ground floor include a prominent public space at the MacArthur/Piedmont corner, the main pedestrian entrance across from Howe Street, and administrative/office-type space along Broadway and MacArthur that can have a more open, opaque appearance than medical/clinic space might allow. The building materials emphasize storefront glazing along the street level, particularly where the uses listed above are located.

> Kaiser's programming of the internal space, particularly for the MOB at MacArthur/Piedmont, has not progressed to the point where they can be definitive about the specific uses that will be located along all street frontages. Staff continues to encourage the design of the Phase 2 site to include ground floor active uses that are visible from the public streets, particularly along Broadway and MacArthur Boulevard and at the MacArthur/Piedmont corner.

Sidewalks Instead of Sky-bridges: As currently proposed the design includes only one pedestrian sky-bridge that connects across Broadway from the parking garage to the existing Mosswood Medical Office Building. There are no current plans for any other sky-bridges on the campus. The proposed Phase 2 design proposes to make the pedestrian connection between the parking garage and the hospital at ground level beneath a trellis or canopy, instead of constructing an overhead skybridge. The idea of a skybridge connection was part of Kaiser's original Master Plan proposal. While no objections to this skybridge were raised during the Master Plan approvals, no requirements for this bridge were imposed either.

> Staff believes that ground-level pedestrian connections are generally superior to skybridges in regard to the pedestrian environment, and is supportive of this change. By not building the sky-brides, hospital visitors and staff will instead walk at ground level to get to various destinations within the campus, helping to enliven the number of pedestrians on the campus sidewalks.

Accommodating Transit and Alternative Transportation Needs

As part of Kaiser's design planning for streets and other public improvements, they have met with representatives of AC Transit to consider the implications of their design on bus stops that serve the campus and the surrounding area. Current bus routes exist on Broadway, MacArthur and Piedmont, with 5 bus stops on the Phase 2 site. Three of these existing bus stops will continue to be located conveniently to serve the Phase 2 portion of the campus, although two current stops will likely need to be re-located. The proposed design plan shows where these bus stop relocations are proposed, along with recommendations for relocation of other AC transit bus stops elsewhere on campus to better serve the campus and to reduce traffic conflicts.

The proposed street design for MacArthur incorporates two passenger loading bays to be used for patient drop-off, Kaiser Shuttle stops and other transit shuttle services. The proposed street design for Broadway proposes to accommodate a continuous 6-foot bike lane for the full frontage of the Phase 2 site, and for the full frontage of Mosswood Park. Under current conditions, this bike lane is not continuous along Broadway.

> Staff supports Kaiser's design intent and anticipates that Public Works and the Transportation Services Department will continue to coordinate and refine these designs pursuant to the City's P-Job process for public improvements.

Materials

The proposed design incorporates a variety of building materials into an integrated materials palette for the Hospital, the CUP and the parking garage.

Hospital, HSB and MOB: Along the ground-floor of the Hospital, HSB and the MOB, the primary materials include storefront glazing, windows, and "special walls" which suggest ceramic tile or stone. Final materials for the special walls have not been selected, but are intended to introduce color, texture and richness as compared to the stucco and metal panels on most of the remainder of the building. The upper floors of the podium (levels 2 through 4) are proposed as primarily cement plaster (stucco) with two different colors and finishes representing different building functions, and windows. The tall nursing tower is proposed as primarily a composite metal panel system with a 2-tone neutral color scheme and a strong accent of blue color to

highlight building entrances and public spaces. To help illustrate the relative extent of each material used in the various building facades of the Hospital/MOB, the following table shows the total square footage and relative percent of each material used on each of the building's public facades.

	Broadway Elevation Materials		Piedmont Elevation Materials		MacArthur Elevation Materials	
	sq. ft.	%	sq. ft.	%	sq. ft.	%
Ground Floor						
Storefront glazing	2,550	45%	3,060	55%	5,610	58%
Feature wall	3,060	55%	2,550	45%	4,080	42%
sub-total	*5,610*		*5,610*		*9,690*	
Podium (Levels 2-4)						
Stucco, field color	5,256	33%	2,656	17%	7,008	30%
Stucco, accent color	7,704	49%	6,140	39%	8,440	37%
Window	1,440	9%	1,428	9%	1,832	8%
Composite metal panel			1,296	8%	2,880	13%
Accent metal panel	1,440	9%	1,920	12%	960	4%
Feature wall			480	3%	1,920	8%
Metal louvers			1,920	12%		
sub-total	*15,840*		*15,840*		*23,040*	
Tower (Levels 5 -12)						
Composite metal panel	30,240	72%	30,240	76%	11,772	59%
Accent metal panel	2,250	5%			4,950	25%
Windows	9,360	22%	9,360	24%	1,728	9%
Metal louvers					1,350	7%
sub-total	*41,850*		*39,600*		*19,800*	
Total:	**63,300**		**61,050**		**52,530**	

CUP: The CUP is planned as a 3-story building. Generally, the building materials consist of a concrete masonry unit (CMU) base, with cast-in-pace (CIP) concrete walls to the 2nd story. These walls would be decoratively covered with metal screens, "green" screens and louvers. The top level of the CUP would be covered in metal panels, similar to those used on the Hospital building.

Parking Garage: The parking garage is designed as an 8-story above ground and 2-story below ground building. The general building material is concrete with a CMU base. It is an open ventilation structure with openings on the all sides. Large concrete shear walls are to be constructed of 4-inch ribbed concrete, with accent metal panels, decorative metal screens, "green screens" and frosted glass rails applied to the exterior surface to shield vehicle headlights.

Staff feels that the materials palette has been well designed to provide a mix of complimentary materials, and that these materials have been applied in a thoughtful and well-reasoned manner. It should be noted that during the community workshop process, participants felt that the east (Broadway) elevation of the Hospital sets the tone for the entire campus in terms of materials and design. However, this elevation uses the fewest materials from the palette, with a majority of the podium faced with stucco. Opinions were expressed that better, more permanent materials (such as pre-cast concrete, tile or stone) should be considered, particularly for this building face.

Horizontal versus Vertical Emphasis of Design

Given how large and boxy the shape of the Hospital and MOB building are to be, Kaisers' design team has integrated prominent design features into the façades that emphasize the vertical dimensions of the buildings. These design features include the blue accent metal panels that rise to the full height of the building at each public entryway, and that mark the top of the tower and garage. A central window/glazing system is used on the nursing tower, placed on the exterior of the elevator lobbies on each floor, to provide a tall and opaque public area. Accent colored stucco and metal panels are used on the narrower façade of the tower along MacArthur to emphasize its vertical dimensions.

These accent materials help to draw viewers' eyes upward, rather than horizontally along the long building facades.

Construction Phasing and Potential Interim Conditions

A critical part of this project is the need to complete construction of the Hospital by year 2013 in order to comply with the state seismic safety requirements of SB 1953. As part of their on-going hospital planning and design efforts, Kaiser has concluded that it is likely that they will need to construct the Phase 2 building in two separate sub-phases;

- The first sub-phase includes the parking garage and CUP, the Hospital and the Hospital Support Building along Broadway/MacArthur. The Hospital's construction is required to be complete prior to year 2013, and these other Phase 2 components are directly related support functions.

- The second sub-phase is the Medical Office Building along Piedmont/MacArthur, which is not intended to be constructed as an OSHPD-regulated building. Kaiser has expressed concern that the time required to complete the function planning, internal design and construction of the Medical Office Building could delay construction of the essential OSHPD-regulated structure and directly related support functions beyond the 2013 deadline.

It is Kaiser's expressed intention to begin construction of the second sub-phase Medical Office Building immediately following completion of the first sub-phase, such that the construction project will be continuous. Because Kaiser intends to commence construction of the MOB immediately following the Hospital, no interim design plans for the MOB area have been prepared. However, unforeseen circumstances could arise that may delay construction of this second sub-phase. In such an event, it is possible that the interior wall between the Hospital and the Medical Office Building could be the exterior wall facing onto Piedmont for an interim period

of time, and it is uncertain how much of the internal courtyard landscaping and Piedmont frontage landscaping would occur prior to completion of the second sub-phase MOB.

> ***Staff suggests*** that a condition of Design Review approval be considered that would obligate Kaiser to prepare an interim design plan for the MOB portion of the site which addresses the appearance of the exterior Hospital wall and landscaping, should any delay in construction occur. If triggered, this interim design plan would be subject to additional Design Review approval.

Window Treatments

As a function of the sheer size of the Hospital Building, there is a large number of windows that are part of this building. At rough count there are over 600 total windows or window couplets, including 214 window couplets in the nursing tower, 126 windows on the south side of the building internal to the campus, 110 windows along the MacArthur façade, 80 windows along the Broadway façade, and 70 windows along the Piedmont Avenue façade. Staff appreciates that the internal hospital functions within the building dictate the location, size and placement of these windows, and that the costs to Kaiser of providing so many windows will be large. However, the influence that the window design will have on the appearance of the building will also be large.

The Design Review submittal presented by Kaiser fro staff review does not have window details for any of these window styles. The illustrations suggest that many of these windows will be flat trim, flush (or nearly flush) with the building's exterior walls. Combined with the mass of the building and the large surface area of "architectural field" walls, staff is concerned that there is too little design detail associated with the window treatment to give these large, flat walls adequate architectural interest. This concern is similar to that expressed by staff and the Commission when reviewing the Phase 1 Broadway Medical Office Building, when it was suggested that "*The punched windows along the façade of the MOB provide a relentless and uninteresting elevation to the small scale and diversity of architectural massing and detailing within the neighborhood".*

> ***Staff's suggestions*** for improvement could include providing window recesses of sufficient depth to create a distinct shadow or profile, or adding window accents or sun shades to add interest. These ideas were part of Kaiser's earlier preliminary design presentation to this Committee.

Night Lighting

The proposed lighting plan for the Hospital includes an LED "wash light" that would serve to shed light across the strong design-highlight elements of the building (the vertical blue metal panel walls, the horizontal blue band across the top of the building, and the 'feature walls' along MacArthur). Night time renderings shown at the community workshops suggested that these "wash lights" would reflect off of the metal panel materials such that they would be quite bright and generate night time glare. Strong community comments were raised that such bright lighting should not be allowed, and staff agrees with their concerns.

The Kaiser OMC Master Plan EIR indicated that, "generally, fixed exterior lighting would be designed with downward pointing lights, side shields and visors to minimize spill light", and that "the City will review the reflective properties of proposed building materials to minimize

reflective exterior materials that can create additional day time or nighttime glare. Consistent with City standards, all new outdoor lighting would be full cut-off, and all up-lighting would be LED."

> While the community comments may be in reaction to an artistic rendering (which can simply be re-drawn to show less glare), ***Staff suggests*** that appropriate lighting standards should be established for these wash lights to limit the potential for actual night time glare.

Sustainable/Green Building Practices

The Kaiser Oakland Medical Center Master Plan includes the specific objective (Objective #6), to incorporate sustainable design elements and features that can benefit both the property owner and the community. Specifically, Guideline 6.1.1 indicates that building design and site planning within the OMC campus should incorporate "Green Guidelines for Health Care".

As stated in the *Green Guide for Health Care*[2]*;*

> "The *Guide* is the health care sector's first quantifiable sustainable design toolkit integrating enhanced environmental and health principles and practices into the planning, design, construction, operations and maintenance of their facilities. This *Guide* provides the health care sector with a voluntary, self-certifying metric toolkit of best practices that designers, owners, and operators can use to guide and evaluate their progress towards high performance healing environments.
>
> The [Guide] is neither intended to establish regulatory requirements, nor to be viewed as a minimum standard for design, construction or operations. Rather it is designed to serve as a voluntary educational guide for early adopters of sustainable design, construction, and operations practices, to encourage continuous improvement in the health care sector, and to provide market signals to catalyze a richer palette of strategies for those who follow the early adopters.
>
> The *Green Guide's* organizational structure is borrowed by agreement from the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED®) Green Building Rating System. The *Green Guide* is not a LEED® Rating System, nor a product of the U.S. Green Building Council. The LEED structure was adopted because it is a familiar and effective method used by a rapidly growing sector of the building design, construction, operations and maintenance industries."

The *Green Guide* lists a large number of strategies and goals for protecting the immediate health of building occupants, protecting the health of the surrounding community and protecting the health of the global community and natural resources. Many of these strategies relate to management practices, internal hospital operations, and purchasing strategies that are not necessarily germane or applicable to the City's Design Review process. Another large number of these strategies pertain to building and construction practices. Since the Hospital will be

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[2] The *Green Guide for Health Care Version 2.2 (2007)* is a document created through a committee process. The Committee is convened by the Center for Maximum Potential Building Systems (a non-profit design firm), with a large number of Sponsors and Partners, including Kaiser Permanente.

constructed under the jurisdiction and building requirements of OSHPD rather than the City of Oakland, many of these strategies may not be enforceable by the City or applicable to the Design Review process. However, there are a number of strategies included in the *Green Guide* that are directly related to building design and which fall within the purview of the City's Design Review authority, even if they are intended as a "voluntary, self-certifying guide".

The attached checklist (**Attachment D**) identifies a number of "Green Guide" design strategies that Kaiser is required to implement as a function of EIR mitigation measures or Master Plan policies; or that Kaiser has included as part of their proposed design; or that Kaiser has indicated their intent to implement, but have not as yet been included as conditions of project approval. Staff believes that the proposed design does incorporate numerous "Green Guideline" strategies, but that Kaiser has not yet committed to a number of additional strategies that should be fully considered and evaluated for their applicability and feasibility.

STAFF RECOMMENDATION / NEXT STEPS:

Staff recommends that the DRC:

1) Open the public hearing on the Kaiser OMC Master Plan - Phase 2 Design Review, review Kaiser's design presentation, and take public comments on the issues

2) Provide Committee comments on the proposed design plans, including suggestions, recommendations and thoughts

3) Consider whether the design is ready for review and consideration by the full Planning Commission

Given the extensive community workshop process conducted by Kaiser, staff feels that the design has been fully vetted to the community, and that changes have been made in the design to address community concerns. If the Committee feels that they have had ample opportunity to review and comment on this proposed design, staff is prepared to schedule this item on the next available Planning Commission agenda.

Prepared by:
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Approved for forwarding to the
City Planning Commission Design Review Committee:

_____
GARY PATTON
Deputy Director of Planning and Zoning

Attachments:

A. Staff Report to the Design Review Committee, December 12, 2007 – Preliminary Design Proposal and Status Update
B. Summary Reports from each of the six (6) community workshops held by Kaiser
C. Kaiser's Preliminary Design Review submittal package
D. Green Guidelines for Health Care Checklist

ATTACHMENT D

GREEN GUIDELINES FOR HEALTH CARE

The following checklist identifies a number of "Green Guide" design strategies that; a) Kaiser is required to implement as a function of EIR mitigation measures or Master Plan policies (■); b) Kaiser has included as part of their proposed design ( ); and c) have either not yet been addressed in Kaiser's design submittal materials or Kaiser has indicated an intent to implement, but not yet included as conditions of project approval ( ):

- ■ Create and implement an Erosion and Sedimentation Control Plan for all construction activities associated with the project - (*This will be provided as part of the Construction Management Plan*)
- ■ Prepare a Site Access and Utilization Plan to minimize site disruption associated with the project's construction phase - *(This will be provided as part of the Construction Management Plan)*
- ■ Provide secure bicycle racks and/or storage for 3% or more of peak building day shift staff, and provide shower and changing facilities in the building - *(Storage for around 50 bikes will be provided in a secure cage in the Parking Garage. In addition, bike racks will be provided around the site near points of entry, for the use of visitors).*
- ■ Provide preferred parking for low-emitting and fuel-efficient vehicles – *(Kaiser has already purchased electric vehicles for the gardeners' use. Electric vehicle parking space is required in the TDM Plan)*
- ■ provide structured parking for 50% or more of total parking spaces –(*The project complies with this requirement)*
- ■ Implement a stormwater management plan that reduces impervious cover, promotes infiltration, and captures and treats the stormwater runoff. Implement a stormwater management plan that prevents the post-development peak discharge rate and quantity from exceeding the predevelopment peak discharge rate and quantity (*The site design includes areas for stormwater detention and filtration through natural planting areas. The goal is to reduce 10% of the runoff as compared to the original site)*
- ■ Develop and implement a construction waste management plan that, at a minimum, identifies the materials to be diverted from disposal in landfill or incineration. Identify whether the materials will be sorted on-site or co-mingled. Recycle and/or salvage at least 50% of non-hazardous construction and demolition debris. – (*A waste reduction and recycling plan is required under the Master Plan Conditions of Approval)*

  Provide an easily accessible area that serves the entire building and is dedicated to the collection and storage of materials for recycling – (*Waste will be separated on-site and stored in the Loading Dock area for pickup*)

  Size parking capacity to meet, but not exceed, minimum local zoning requirements – *(Parking capacity for the entire Oakland Medical Center was evaluated in the EIR, and the*

Phase 2 Parking Garage has been sized consistent with the approved Master Plan and EIR assumptions)

Provide patient, staff, and visitor accessible outdoor places of respite at 5% of the net usable program area. Qualifying spaces should be universally accessible and provide a variety of seating areas for both ambulatory and wheelchair users. Provide direct access to an exterior courtyard, terrace or balcony – (*Several outdoor spaces are being provided, including an entry plaza, an internal courtyard, and various outdoor places around the perimeter of the buildings. All will be universally accessible. There will be benches placed at frequent intervals)*

Provide patient, visitor, and staff accessible indoor places of respite with 90% of the aggregate net program area of those spaces having direct views of nature – (*Kaiser's proposed design provides substantial access to daylight and views. For example, much of the building will look out over Mosswood Park, and the Waiting Room in each floor of the Tower faces out to the park)*

Locate project within 1/2 mile of an existing, or planned and funded, commuter rail, light rail or subway station or within ¼ mile of one or more stops for two or more public or campus bus lines usable by building occupants – (*The OMC campus is close to BART, Kaiser provides a free shuttle to BART, and the Phase 2 site is at the crossroads of several AC Transit bus lines)*

Use roofing materials having a Solar Reflectance Index (SRI) equal to or greater than the values listed in the Credit Goals for a minimum of 75% of the roof surface, or install a vegetated roof for at least 50% of the roof area – (*Highly reflective roof materials is one of the roof options Kaiser is currently considering, but no commitment has been made as yet)*

For interior lighting, design lighting fixtures such that the angle of maximum candela intersects opaque building interior surfaces and does not exit out through the windows – *(Kaiser has indicated that they do intend to follow this guideline)*

For exterior lighting, zone and control lights to allow for limiting night-time lighting to the Emergency Department, a small employee parking area, a small visitor parking area, pedestrian walkways, and circulation routes. Only light areas as required for safety and comfort - *(Kaiser has indicated that they do intend to follow this guideline)*

Do not exceed 80% of the lighting power densities for exterior areas and 50% for building facades and landscape features as defined in ASHRAE/IESNA Standard 90.1-2004, Exterior Lighting Section -*(Kaiser has indicated that they do intend to follow this guideline)*

Use low-flow fixtures or control fixture flows to achieve minimum water flows

Equip all urinals (but not toilets or bed pan washers) with sensor operators. Equip all handwash sinks (but not compounding sinks, housekeeping sinks, or sinks in toilet rooms for inpatient bed rooms) with sensor operators – (*Kaiser has indicated their intent to meet City and EBMUD standards, as well as Kaiser standards for low water use fixtures, but has indicated that it is too early in the design process to say for sure if and where sensor operators will be used)*

Reuse cooling tower and boiler blowdown water for other purposes as suitable based on chemical properties of the blowdown water (generally make-up or irrigation) – (*Kaiser is considering the use of Dolphin technology to treat cooling tower and blowdown water*

without the use of chemicals. As a consequence, the blowdown volumes would be reduced, and the water that is blown would be chemical free)

Encourage and recognize increasing levels of on-site renewable energy self-supply in order to reduce environmental and economic impacts associated with fossil fuel energy use. Supply a net fraction of the building's total energy use with on-site renewable energy sources – (*Kaiser is considering the use of photo-voltaic panels on several of the buildings to supply renewable energy, but is not certain if these alternative energy sources will be used)*

Provide a portion of the building's electricity from renewable sources by engaging in at least a two-year renewable energy contract – (*Kaiser is not yet prepared to make such a commitment*)