

Project Name:	Phase I Redevelopment of Coliseum Gardens Housing
Location:	851-931 69th Avenue and 6610, 6701 and 6733 Olmsted St.
Proposal:	Construction of first phase of a five phase development plan. Phase I includes 116 residential units, 7,500 sf of space for social service uses and construction of two new streets. Project includes demolition of the existing Coliseum Gardens residential buildings which are now vacant and formerly contained 178 residential units. The removal of two public streets between 66 th and 69 th Avenues is also proposed. Applications for land use entitlement of the other four phases will be submitted in the near future.
Owners:	Oakland Housing Authority
Applicant:	Oakland Coliseum Housing Partners on behalf of the Oakland Housing Authority, the East Bay Asian Local Development Corporation (EBALDC) in partnership with the Related Companies of California.
Planning Permits Required:	Conditional Use Permit for service-enhanced residential uses in the R-70 zone and Design Review.
Application Numbers:	CMDV 03-130 and ER 03-0001
General Plan:	Housing and Business Mix in the Phase I portion of the site
Zoning:	R-70
Environmental Determination:	Mitigated Negative Declaration was prepared. A Notice of Intent to Adopt a Mitigated Negative Declaration and a Finding of No Significant Impact was prepared and circulated for public review from April 18, 2003-May 19, 2003.
Historic Status:	Non-Historic Property ; F3 rating - OCHS for the buildings to be removed with Phase I
Service Delivery District:	V
City Council Districts:	6 and 7
For further information:	Contact case planner Patricia McGowan at 510 238-3063 or by e-mail at pmcgowan@oaklandnet.com .

SUMMARY

The purpose of this report is to provide preliminary design review comments for the first phase of a five-phase redevelopment of the Coliseum Gardens housing project. Coliseum Gardens is an existing public housing project owned by the Oakland Housing Authority (OHA). The existing 178-unit project was built in the early 1960's and is located on a 10-acre site in central East Oakland, within walking distance of the Coliseum BART station. The existing Coliseum Gardens housing complex has recently been vacated and the tenants relocated by the OHA. HOPE IV funds have been secured by OHA from the Department of Housing and Urban Development for redevelopment of the project site.

The first phase of the project proposes the construction of 116 residential units, 7,500sf for social service uses and two new streets accessing 69th Avenue, east of San Leandro Street. The proposed buildings range in height from three to five stories. The design of the proposed buildings are residential in character, with pitched roofs, wood and stucco as the façade

materials, and double-hung windows. The project also proposes demolition of the buildings which comprise the existing Coliseum Gardens housing project which have an F3 (non-historic) rating from the Oakland Cultural Heritage Survey (OCHS). The project sponsor has also applied to vacate and remove the two public streets which serve the existing buildings.

The Phase I project, which is the subject of this review, is part of a larger master plan for redevelopment of the Coliseum Gardens public housing complex. The master plan would replace the existing 178-unit public housing complex with a new development containing a total of 480 residential units, including 97 public housing units, 268 rental apartments and townhouses, 61 senior units, and 36 for-sale affordable units of which 18 units will contain a secondary rental unit. This results in 13% of the total number of units being owner-occupied. The site for the master plan includes not only the former public housing complex but also several industrial sites, residential buildings located between 69th and 70th Avenues, and the existing public park referred to as Coliseum Gardens Park for a total project area of 22 acres. The project would reconfigure and renovate the existing public park to include development of an all-purpose playing field and play equipment for children plus reconfiguration, realignment, and restoration of Lion Creek which is currently in a concrete box as the creek crosses the project site. The City actively worked over the past year with the project sponsor to develop the master plan for the project. The City has also been working with BART on a conceptual plan for a transit village at the Coliseum BART station. The transit village concept plan is currently scheduled for review by the Planning Commission on May 7, 2003. The City anticipates that this project will be a catalyst for other development near the BART station.

The project sponsor has submitted applications for land use entitlement for Phase I only and for environmental review of the whole five-phase master plan project described above. Applications for land use entitlement for the other phases will be submitted for review by the Commission in the near future.

Regarding CEQA and NEPA review, an Initial Study/Environmental Assessment was prepared which found that the five-phase master plan project will not result in environmental impacts that cannot be mitigated to a level of less than significance. Therefore, a Notice of Intent to Adopt a Negative Declaration and a Finding of No Significant Impact has been circulated for 30 days for public comment. The Planning Commission will consider this document along with the land use entitlements for Phase I on June 4, 2003.

Staff is requesting comments from the Design Review Committee and the public regarding the design of the first phase of this proposed project so as to provide direction in processing the Conditional Use Permit and Design Review applications for Phase I.

PROJECT SITE

The site for all five phases of the project, as shown on sheet 3 of the attached plans, is 22-acres located in Central East Oakland within walking distance of the Coliseum BART station. The site is generally bounded by railroad and BART tracks and San Leandro Street to the southwest side, 66th Avenue to the northwest, 69th Avenue to the southeast, and a row of parcels extending beyond Olmsted Street to the northeast. The northeastern side of the project site is adjacent to the Acts Full Gospel Church and Academy a large church facility, and adjacent to Fire Station 29, a

City of Oakland fire station. The last phase of the project includes development on several parcels between 69th and 70st Avenues east of San Leandro Street.

The site for Phase I is 3.85 acres in the eastern portion of the overall project site along the 69th Avenue frontage. The site is flat and currently contains the vacant buildings of the public housing project and portions of Olmsted and Brentford Streets which are proposed for demolition.

The area around the project site contains a mix of land uses. The area north of 66th Avenue is primarily industrial and commercial with a gas station located on the corner of 66th Avenue and San Leandro Street. Land to the east/southeast of the project site consists of a large church (the Acts Full Gospel Church and Academy), single-family residential development and several small businesses. To the south of the site, the majority of the area is occupied by industrial/commercial properties, railroad rights-of-way, plus the Coliseum BART station and large parking lots which serve the BART station. To the west are railroad tracks, industrial businesses, Damon Slough, and the Oakland Coliseum Complex.

GENERAL PLAN ANALYSIS

The General Plan designation of the Phase I portion of the project site is Housing and Business Mix. Several General Plan land use designations exist within the Master Plan area, including General Industrial on the portion of the site adjacent to the railroad and BART tracks, Open Space on the portion of the site that is used as a public park, and Housing and Business Mix on the remainder of the site. The Housing and Business Mix designation states its intent is to "...address areas of the City where a complex mix of residences and businesses has evolved due to converging historic development patterns. The classification recognizes the equal importance of both housing and business. This classification is intended to guide the transition from heavy industry to low impact light industrial and other businesses that can co-exist compatibly with residential development. Respect for environmental quality, coupled with opportunities for additional housing and neighborhood-friendly businesses is desired, as well as the transition from industry that generates impacts detrimental to residences. This classification allows mixed housing type density, "live-work", low impact light industrial, commercial, and service businesses, and compatible facilities. These areas may require additional attention to buffer the impacts of incompatible adjacencies, and the careful development and enforcement of performance standards to insure compatible co-existence."

Thus, residential development is a permitted use in the Housing and Business Mix General Plan land use classification. The maximum density for residential development within the Housing and Business mix designation is 40 dwelling units per net acre. The proposed density of 116 units on the Phase I site is consistent with the density allowed in the Housing and Business Mix designation. (Phase I site area of 3.85 acres – land for proposed roads = 2.92 net acres/1,085sf of site area per unit = 117 units maximum on the net acreage of Phase I.)

However, while the proposed land uses and density of Phase I are consistent with the General Plan, the land use designations on other portions of the project site would need to be changed to accommodate the rest of the development shown in the master plan. In association with the application for land use entitlements for Phases II through V, the project sponsor will be

applying for a General Plan amendment to change the land use designation for entirety of the master plan area, including the area of Phase I, to Urban Residential and Open Space instead of General Industrial, Housing and Business Mix and Open Space. However, this is not necessary before taking action on the Phase I entitlements because the land use and density proposed in the Phase I project is consistent with the existing General Plan land use designation.

ZONING COMPLIANCE

The Phase I portion of the project site is zoned R-70 (High Density Residential). Several zoning designations exist within the larger Master Plan area including R-50 (Medium Density Residential), M-30 (General Industrial), and OS (Open Space). Along with the need for a General Plan amendment for the Phase II-V portions of the master plan, the zoning for the portions of the site containing Phases II-V will need to be changed to either accommodate either the proposed land use or the density. However, because the Phase I portion of the project site is zoned R-70, a rezoning is not needed for Phase I.

The following table depicts the project's comparison to the R-70 development standards. (For ease of referring to the two different parts of Phase I, the terms Area A and Area B are used; refer to attached plans.) The determination of the "yards" the two areas are as follows. Area A: 69th Avenue: front yard; east: interior side yard; west: street side yard; north: rear yard. Area B: 69th Avenue: front yard; other two frontages: street side yard.

Zoning Criteria	R-70 Development Standards	Proposed	Comment
Yard – Front	10'	Ranges from 0' to 5'	Satisfies M-30 and proposed BHX-1, subject to design considerations/CUP
Yard – Street Side Yard	5'	5' to 10'	Meets or exceeds requirement though 6'-6" for a street side front yard is not very large and results in the ground floor apartments being close to the street.
Yard – Interior Side	0' unless: if adj. to habitable room 5'; if adj. to living room then 8' plus 2' addit. for each story above ground level	12' to 15'	Meets or exceeds requirement

Yard – Rear	10'	8' to 20'	8' will require a variance. Located on only a small portion of the rear yard, and with construction of future phases, it will no longer be a rear yard. (See Master Plan.)
Height	No height limit parallel to the front yard; 40' along the side and rear yard unless height above 40' is setback 1' for each 4' it extends above 40'.	32' to roof	Area A: 33' to 38'. Complies with the height limit. Area B: 46' to 52. up to 58' feet for the corner tower'. Complies with regulation for height over 40' except at the corner tower. Height of tower will need a variance.
Open Space	150sf/unit Area A: 7,500sf; Area B: 9,750sf of group space, private can reduce this amount at a 2:1 ratio.	Area A: 15,200sf of group plus 12,260 private; Area B: 10,950sf of group plus 5,690sf private.	Exceeds requirements
Parking	1 space per residential unit with 2 spaces for each 3 service-enhanced residential units and one space for each three staff.	130 spaces (parking garage and garages)	Exceeds requirements

DESIGN REVIEW

General Comments on the Master Plan

Applications for planning permits have been submitted for Phase I only and applications for the other phases of the master plan will be submitted in the near future. While only Phase I is under review at this time, the design of Phase I is integral to the larger master plan and will establish the typical site plan and architectural prototype for the rest of the development. Therefore, the design review comments on Phase I will inform the design of not only this phase, but will generally set the tone for the rest of the development.

Regarding the master plan, Staff recommends that attention be given to buffering the project from 66th Avenue which has industrial uses across from the project site and carried heavy traffic. Additionally, careful consideration should be given to the relationship of the residential units proposed near the BART/railroad tracks and near San Leandro Street which is also a heavy traffic street which carried a lot of truck traffic. Design of these units, noise reduction and buffering warrant design attention. The streets which are proposed in Phase I are integral to the overall master plan and will establish the width and design character for the streets within the subsequent phases. Public Works and the Fire Department have reviewed street design and width shown in the master plan and have agreed conceptually to the width of the proposed streets and the bulbouts, though trees within the parking lane have not yet been resolved. Further input from these divisions on the design of the streets will be forthcoming with the submittal of more detailed plans for the streets.

Summary of the Proposed Design for Phase I

The project is a medium to high density residential project that is striving to create an urban, townhouse-like and apartment-like setting focused around a reconfigured city park. The area around the site is a mixture of single-family and multi-family residences along with a large church, fire station and schools that co-exist with large and small industrial businesses. Based on the close proximity of the project site to the Coliseum BART station, and the efforts of the City and BART to encourage transit-oriented development near transit hubs, the area around the BART station will likely continue to transition into a medium to high density residential and mixed-use area.

The Master Plan is illustrated on sheet 3 of Attachment A and Phase I is illustrated on sheet 5. Phase I is the only portion of the Master Plan which is the subject of this design review. The other phases will be submitted for design review and land use permits in the future.

All units in Phase I, including both Areas A and B, will be rental units. Owner occupied for-sale units will be built in the future, during Phase 3 or 4, in the portion of the project site located immediately north of Area A. Phase I will include a mixture of unit sizes including 16 one-bedroom units, 33 two-bedroom units, 49 three-bedroom units, 13 four-bedroom and 4 five-bedroom units. The units will all be affordable to families with varying income levels. The units which replace the public housing units (33 units in Phase I) will be affordable to people who earn 18% of the Area Median Income (AMI). The remaining units will be affordable to people who earn 30% to 60% of the Area Median Income (AMI).

Phase I includes two areas as labeled on sheet 5: Area A located east of proposed Hawley Street where three-story buildings are proposed and Area B located west of proposed Hawley Street where four- and five-story buildings are proposed. Two proposed streets will connect both of these residential areas to 69th Avenue.

The proposed buildings in **Area A** are summarized as follows:

- Three story buildings containing ground floor flats with two-story townhouses above.(See sheets 6 and 7.)
- Total height of 33' to 38' with hip and gable roof shapes (See sheets 8 – 15)

- Ten foot front setback on 69th Ave. but only a 5' for a street side front yard on Hawley Street.
- Identifiable front entries serving one or two units only
- Projecting bay windows on the second floor
- Articulation in the building mass to create the appearance of small building modules
- Stucco and wood (hardy plank) are the proposed façade materials.
- Buildings are organized around "pedestrian courts" where the front doors to the units will be located facing across the pedestrian court to other front doors.
- "Parking courts" are proposed at the rear of the buildings where garages for each residential unit are located. One garage per residential unit is proposed, plus 7 additional garages which can be used either by residents or by employees from the social service uses located in Area B.
- 51 residential units are proposed with 58 on-site parking spaces plus 11 parking spaces on the proposed new Hawley Street. The parking on the new street will be public parking available for resident, guest or public parking. Approximately half of the units will be three bedroom units, with about 35% one-and-two bedroom units and 15% four-and-five bedroom units.

The proposed buildings in **Area B** are summarized as follows:

- Four story buildings fronting onto 69th Avenue and proposed Hawley Street; five stories on a portion of the buildings fronting onto the interior courtyard; three story building fronting onto proposed Lion Way East, across from the relocated park.
- Ground floor of the buildings facing 69th Avenue and proposed Hawley Street contain a parking garage for 72 cars.
- Ground floor of the building facing the park contains 7,300sf of space for social service uses. No parking is located in this building.
- Buildings are a mixture of flats and two-story townhouses above.(See sheets 31 and 32.)
- Heights: 46' to 58' facing 69th Ave.; 42' to 52' to 58' facing proposed Hawley Street and 33' to 38' facing the park. All have hip and gable roof shapes (See sheets 24-30)
- Stucco is the proposed façade material.
- Front entries along 69th Ave. which are located on the second floor of the building and are accessed via stairways in the front yard.
- Projecting bay windows on the second floor
- 65 residential units are proposed with 72 on-site parking spaces plus 40 parking spaces on the proposed new Lion Way East. The parking on the new street will be public parking available for resident, guest or public parking. Approximately half of the units will be three bedroom units, with about 35% one-and-two bedroom units and 15% four-and-five bedroom units. The parking on Lion Way East will need to serve users of the public park during daytime hours.

Discussion of Design Review Issues

While the proposed three- to five-story buildings are taller than the one- and two-story residential and industrial buildings along 69th Avenue and in the general area, Staff believes the project has been designed with a strong enough residential character such that it will be an enhancement and a compliment to the area. Staff believes that the overall site plan, the height,

massing and architectural character are appropriate to the area and are moving in the right direction. A height variance will be needed for the tower portion of the building at the corner of 69th Ave. and proposed Hawley Street but Staff finds the height of this part of the building to be acceptable because it is done so as to emphasize the corner and the gateway onto the project site.

Staff believes that the overall design of Area A is well done and is moving in the right direction. Staff has identified a few design issues, mostly relating to Area B, that warrant further design study and revision. Staff requests the DRC provide comments and direction, as well as any other issues the DRC believes are important to address as the project design work proceeds.

Design Review concerns about Area B

A. Design of the Ground Floor of Building B, facing 69th Ave. and proposed Hawley Street:

The parking garage is not proposed to be located below grade and active uses, such as residences, are not proposed along the ground floor of these buildings. This creates a tall blank wall on the first floor of the building. To address the appearance of this wall, the architect has articulated the first 10' of the building with grilles to ventilate the parking garage along with fairly tall, visually-dominant stairways leading to the entries on the second floor. The plans also show landscape planting and projecting bay windows as visual elements to soften the appearance of this area. Staff does not believe this will mitigate the impact of this 10'tall non-active base of the building and staff has serious concerns about this part of the design.

Staff recommends the following:

- lower the parking garage into a basement by several feet (a soils report is underway to assess the feasibility of this);
- that the design of the tall stairways be improved making them visually open and not so tall and dominant,
- that the design of the grilles for the garage be improved to have a more decorative appearance,
- that the design of the base of the tower at the corner of 69th Ave. and proposed Hawley Street be improved. This is a very prominent part of the building and the tall blank wall on the ground floor of this corner element needs to be improved. Consider adding a raised planter, not just at grade planting, or other elements to mitigate this flat blank wall.
- that the landscape planting, the design of the projecting bay windows and other techniques that can enrich the base of the building along this important street façade be further developed.
- Staff recommends that the small 10' deep front yards be level so as to be usable, not steeply sloped as a technique to reduce the appearance of the parking garage. Foundation planting is fine, but not a steeply sloped front yard.

B. Modulate the building massing of Building B: Staff believes that the façade of Building B along 69th Avenue and Hawley Street will appear large and long in relationship to the single family houses across the street from this part of the project site. Staff recommends that the design be refined in a manner that modulates the building mass more so that it looks more like a collection of buildings, with more vertical building massing, instead of one long building. Ways to achieve this may include: articulation/indentations between portions of the building mass,

adding vertical trim elements, color changes, more diversity within the bays/modules of the building, as well as other techniques.

Design Review Concerns about Area A

C. Minimal setback for ground floor units in Area A along Hawley Street: As shown on sheets 6, 9 and 10, ground floor units will front onto Hawley Streets. These units will be setback 6'-6" to 9'-4" from the property line. This is not a large setback and results in the ground floor apartments being fairly close to the street with minimal area for landscaping and a sense of separation from the street. The setback for the units facing 69th Avenue is 12'-6" which is much better. In Area B, the units are all above the ground floor, which minimized staff's concern about a minimal setback. Staff recommends that this setback be increased by a few feet, even if it results in a slightly reduced setback on the east property line.

Design Review Concerns related to both Areas A and B of Phase I

D. Amount of Parking compared to the number of bedrooms in the Units: One parking space is proposed for each residential unit, plus 15 additional off-street spaces, plus 51 spaces on the proposed new streets. The 15 off-street spaces can be allocated to staff who will work in the social service spaces which are proposed in this phase, or to tenants who need a second parking space, though 15 is a very limited number of additional spaces. Over half of the units being built in Phase I will contain 3, 4 and 5 bedrooms. With this number of bedrooms, residents may very likely have a second or third car, with only one dedicated parking space. With the new streets proposed in Phase I, 51 on-street parking spaces are proposed which are intended for use by residents, guests and the general public. The on-street spaces near the public park will likely be used by park users during daytime hours.

The amount of parking being provided complies with the requirements of the Zoning Ordinance, and per the traffic analysis in the Initial Study/Environmental Assessment, the amount of on-site parking will comply with the typical demand ratios for parking for multi-family apartments. Additionally, the site is within easy walking distance of the Coliseum BART station which is also a major AC Transit station.

Staff is requesting that the applicant provide data on parking demand from similar developments with 3, 4 and 5 bedroom units regarding the demand for more than one parking space.

E. Importance of the window detailing: The plans illustrate the use of double-hung windows that have a residential size and proportion which is appropriate. However, the plans do not illustrate setting the window back into the wall thickness which provides depth and shadow to the building. Staff recommends that the windows be recessed into the wall so that there is a shadow and the appearance of depth at the windows, and that trim around the windows and sills at the base of the windows be used.

F. Importance of individuality as reflected the Building Massing: While staff believes that the design of the buildings are appropriate in style and overall height/massing, staff recommends that the refinement of the design result in more individuality in the various portions of the buildings so as to limit the repetitiveness of the façade design and to reduce the appearance of

one single project. Ideas could include breaking up the massing with more vertical massing; having more design variation in each bay or module; and using color to provide variation.

G. Importance of the design of various details: The submitted plans are still rather sketchy and the detailing of many elements is not yet developed. More information needs to be provided on several details, most all at the ground floor where the most people will interact with the building, including: the design and detailing of the windows as stated previously, the projecting bays (dimension, materials, proportion and brackets), the parking garage grilles, the pedestrian and vehicular gates, the stairways up to the second floor entries as stated previously, the landscape plan, trellis' and entry elements.

H. Samples of Materials and colors will be submitted: The applicant is aware that samples of the façade materials and colors need to be submitted prior to review by the Planning Commission.

I. Public Street Improvements: Improvements to 69th Avenue are necessary, due to its inadequate sidewalk, curbs and lack of street trees. Street improvements are shown in the plans but the applicant is uncertain whether the budget will allow anything more than new or repaired sidewalks and street trees. The applicant is working with the Redevelopment Agency to see if funding may be available to provide bulbouts and other streetscape enhancements. The proposed new streets on the project site are proposed to have new sidewalks, street trees and bulbouts as shown on the submitted plans. Public Works and the Fire Department have reviewed the submitted plans and have agreed conceptually to the width of the proposed streets and the bulbouts, though trees within the parking lane have not yet been resolved. The detailed design of the new streets and improvements to the 69th Ave. frontage of Phase I will be further reviewed at the time of submittal of the building permit and p-job permit to construct the new streets and 69th St. improvements.

CONCLUSION

Staff believes that the overall architectural design and site plan of the project is moving in the right direction with attention given to the comments raised herein. Staff recommends the Design Review Committee review and comment on the design of the proposed project with emphasis on the issues discussed above.

Respectfully submitted:

LESLIE GOULD
Director of Planning and Zoning

Prepared by:

Patricia McGowan
Planner IV

Attachments:

- A. Project Plans