

Location:	Oak Knoll Mixed Use Community Plan Project The Oak Knoll site is located on the former Oak Knoll Naval Medical Center Property at 8750 Mountain Boulevard, bounded by Keller Avenue and Mountain Boulevard. APNs: Multiple
Proposal:	Public hearing on the Draft Supplemental Environmental Impact Report to obtain cultural resource-related comments on the proposed Project. The Project consists of a Master Planned community on approximately 188 acres consisting of 935 residences, 72,000 square feet of neighborhood commercial, 14,000 square feet of civic use (relocated historic Club Knoll building as a community center), open space, creek restoration and trails.
Applicant/Owner:	Oak Knoll Venture Acquisitions LLC, c/o Suncal, Sam Veltri (949) 777-4000
Case File Number:	PLN15-378; ER15-004
Planning Permits Required:	Rezoning, Planned Unit Development permit (Preliminary and Final Development Plans), Tentative Tract Map, and other 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 Determination:	The Draft Supplemental Environmental Impact Report (SEIR) was published for a 45-day review period beginning August 29, 2016 to October 12, 2016
Historic Status:	The existing Club Knoll building on the Project site is an historic resource under CEQA, listed on the Local Register, Oakland Cultural Heritage Survey rating of B+3, eligible for Landmark status with an A rating, and placed on the Preservation Study List as a Designated Historic Property.
Service Delivery District:	District 4
City Council District:	District 7 - Reid
Actions to be Taken:	No decision. The purpose of this meeting is to receive public and Landmarks Preservation Advisory Board cultural resource-related comments on the Draft SEIR.
For Further Information:	Contact case planner Scott Gregory , Contract Planner at (510) 535-6671 or by e-mail at sgregory@lamphier-gregory.com , or Project Planner Heather Klein at (510) 238-3659 or hklein@oaklandnet.com

SUMMARY

Suncal has filed an environmental review application to begin review and consideration of a proposal for a number of land use entitlements including rezoning, a Planned Unit Development permit (including both a Preliminary Development Plan for the overall Project, and Final Development Plans for Project components), a Vesting Tentative Tract Map, and other permits and/or approvals. These approvals, if granted, would enable development of 935 residential units, 72,000 square feet of primarily neighborhood-serving commercial uses and a combination of commercial (10,000 square feet) and civic (4,000 square feet) uses within a relocated Club Knoll building (further discussion below), with the remainder of the site consisting of parks, open space and streets.

In 1998, the Oakland City Council certified an Environmental Impact Statement/Environmental Impact Report (EIS/EIR) for the Disposal and Reuse of the Naval Medical Center Oakland and Final Reuse Plan. The City is preparing a Supplemental EIR (SEIR) because the currently proposed Oak Knoll Project may result in new or substantially more severe impacts than identified in the 1998 EIS/EIR. The City is the Lead Agency pursuant to the California Environmental Quality Act (CEQA) and has the responsibility to prepare the SEIR for the Project. A Notice of Preparation (NOP) to prepare the SEIR was published on March 20, 2015, opening a 30-day comment period on the scope and content of the SEIR and announcing public scoping meetings. The NOP was sent to the State Clearinghouse (SCH No. 1995103035), and circulated by the City to responsible and trustee

agencies, as well as other public stakeholders. The City held two public scoping sessions: on April 13, 2015 the City held a public scoping session during a regular City of Oakland Landmarks Preservation Advisory Board meeting; and on April 15, 2015 the City held a public scoping session during a regular City of Oakland Planning Commission meeting. Through this process, staff received comments and direction on what types of information and analysis should be considered in the SEIR. All comments on the NOP were received by April 21, 2015.

The Notice of Availability for the Draft SEIR (**Attachment A**) was prepared and released on August 29, 2016 and the Draft SEIR was made available on the same day. The Notice of Availability for the Draft SEIR was mailed to property owners within 300 feet of the Project area, distributed to state and local agencies, posted on the Project web site, and mailed and e-mailed to interested parties. Copies of the Draft SEIR were also distributed to City officials including the Planning Commission, and are available at the offices of the Bureau of Planning at 250 Frank H. Ogawa Plaza, Suite 2114, and the City's website. The 45-day public comment period ends on October 12, 2016.

The purpose of this hearing is to solicit comments from the LPAB and the public on the adequacy of cultural resource related information, issues and analysis contained in the Draft SEIR. Specifically, comments on the Draft SEIR should focus on the adequacy of the EIR in discussing possible historic or cultural impacts on the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the Project in light of the EIR's purpose to provide useful and accurate information about such factors. This meeting is not intended to take comments on the merits of the Project or the Project's detailed design, as there will be other opportunities to discuss these topics at future public hearings. No decisions will be made on the SEIR or proposed Project at this hearing.

Additional oral comments on the Draft SEIR may be made at the September 15, 2016 Bicycle and Pedestrian Advisory Commission pertaining to bicycle or pedestrian safety issues, or the October 5, 2016 Planning Commission public hearing pertaining to the entirety of the Draft SEIR analysis. Written comments should be mailed to the **Bureau of Planning attention Heather Klein**, Planner IV, City of Oakland, 250 Frank H. Ogawa Plaza, Suite 2114, Oakland, CA 94612; or faxed via (510) 238-3658; or emailed to hklein@oaklandnet.com. Comments should be received no later than 4:00 p.m. on October 12, 2016. Please reference case number ER15-004 in all correspondence.

After all comments are received, a Final EIR/Response to Comments document will be prepared and the Planning Commission will consider certification of the Final EIR, as well as consideration of the Project at a future meeting date.

PREVIOUS LPAB HEARINGS ON OAK KNOLL

April 13, 2015 LPAB Draft EIR Scoping Session

During the NOP scoping session before the LPAB, the applicants indicated that previous (2006) plans had assumed restoration of Club Knoll, relying on as much as \$10 million in redevelopment funds, but that source of public subsidy funds is no longer available. Their internal economic feasibility analysis concluded that it would be very, very challenging to privately finance the Club Knoll rehabilitation, and that they were no longer proposing to conduct that rehabilitation, but rather to demolish Club Knoll. The LPAB considered this information, and recommended that the Draft SEIR analyze several alternatives for the Club Knoll building, including: 1) preserving Club Knoll in its current site, 2) preserving but moving the entire building, 3) preserving portions of the building on the same site, 4) preserving portions of the building, but moving those building portions elsewhere.

May 9, 2016 LPAB Informational Briefing

Based in part on comments from the LPAB scoping session and staff's continued encouragement, the Project applicants appeared before the LPAB in May of 2016 to indicate they had re-considered their 2015 proposal to demolish Club Knoll. They conducted additional studies to assess the potential to salvage and relocate, rather than demolish Club Knoll, and to instead use the relocated Club Knoll building as a commercial/community center for the overall Oak Knoll project. Conclusions of these studies led the applicants to believe that relocation of Club Knoll is feasible (though costly), and that they were prepared to implement a Relocation and Restoration Plan for Club Knoll if their relocation plan was supported by the City. At that meeting, the Board expressed general support for the relocation strategy, but believed that additional details and assurances would be necessary before fully supporting the specifics of the Club Knoll Relocation and Restoration Plan.

PROPOSED PROJECT DESCRIPTION

Site Description

The Oak Knoll Project site consists of approximately 165 acres of the 183-acre former Oak Knoll Medical Center Oakland, approximately 15 acres of adjacent and undeveloped property, and approximately 8 acres of City-owned property, for a total of 188 acres. The former Oak Knoll Medical Center was decommissioned in 1996 and, with the exception of two separate private parcels now occupied by the Sea West Credit Union and Seneca School, is now owned by Suncal (dba Oak Knoll Venture Acquisitions LLC). All structures within the former Oak Knoll Medical Center have been demolished with the exception of the Sea West and Seneca facilities and Club Knoll, a locally-designated historic resource constructed in 1924 as a clubhouse for the Oak Knoll Golf and Country Club.

The Oak Knoll Project site is located in a largely residential setting in the southeast Oakland hills immediately east of I-580. The site is bounded by Mountain Boulevard and I-580 to the west, Keller Avenue to the north and east, and Sequoia Road and existing neighborhoods to the south. Other immediate neighbors include the Sequoyah Community Church and the small commercial center of Ridgemont Plaza (both located between the Project site and Keller Avenue), and the Leona Regional Open Space to the northeast.

Proposed Project

As indicated in Table 1 below, the master plan proposal for Oak Knoll would include development of 935 residential units, 72,000 square feet of primarily neighborhood-serving commercial uses, and approximately 14,000 square feet of a combination of commercial and civic uses within the relocated Club Knoll building. The remainder of the site will consist of parks, open space and streets serving these internal land uses.

Table 1: Land Use Program

Land Use	Density	Acres (Net)	% of Total Acres	Units / SF	Net Density
Residential					
Single Family Detached Residential	Low	22.9	12%	188	8.2
Small Lot Single Family Detached	Medium-Low	13.5	7%	175	13.0
Townhomes	Medium	<u>34.0</u>	<u>18%</u>	<u>572</u>	<u>16.8</u>
Subtotal		70.4	37%	935	13.3
Commercial					
Village Center		6.6	4%	72,000	
Commercial Area (Club Knoll)				10,000	
Open Space					
Parks / Community Center		5.6	3%	<u>4,000</u>	
Undeveloped Open Space		43.5	23%		
Revegetated Slopes		18.5	10%		
Restored Creek Corridor		17.6	9%		
Streets		<u>25.7</u>	<u>14%</u>		
Subtotal		117.6	63%	86,000 sf	
Total		188		935 units and 86,000 sf	

Club Knoll

Background

One of the only few remaining building on site, the Club Knoll building is the former clubhouse and only surviving part of the former golf course use on the Oak Knoll site from 1927 to 1941, and subsequently used as an Officer’s Club and restaurant when the Navy occupied the whole property and repurposed it as a Naval Medical Center and Hospital from 1942 to 1996. Club Knoll is a two-story building with a three-story bell tower designed in the Spanish Revival style of architecture, with stucco walls, Spanish tile roofing and a walled courtyard entry. Character-defining elements of the Club Knoll building include the overall shape of the building, its materials, craftsmanship, decorative details, interior spaces and features, as well as the various aspects of its site and environment. Club Knoll was assigned a “B” rating under the 1994 Oakland Cultural Heritage Survey (OCHS), indicating that it is of major importance in the City’s five-tier rating system and eligible for listing as a local landmark. In 1995, the LPAB rated Club Knoll as an “A” and placed it on the City of Oakland’s Preservation Study List. The building is on the City of Oakland’s Local Register of Historic Resources for its Survey B rating and as a Designated Historic Property. Prior studies identified Club Knoll as being potentially eligible for listing in the California Register and the National Register, but consultation with the Navy and the California SHPO in 1996 concluded with their determination that Club Knoll was not eligible for listing in the National Register. That determination has not been formally revisited or reversed.

Relocation and Rehabilitation of Club Knoll

As part of the Project, the applicants have proposed to relocate and rehabilitate the majority of the Club Knoll building so it can be used as a combination of a community center for the Oak Knoll neighborhood (approximately 4,000 square feet), and for retail/commercial uses (approximately 10,000 square feet). Those portions of the Club Knoll building to be relocated include the main hall, dining hall, lobby/mezzanine areas, building wings, courtyard and the bell tower. The components of the building that would not be relocated and instead are proposed for demolition include the basement and the third (or north) wing of the building, as well as the associated garage. Relocation would include taking the building apart in a manner that saves intact the largest components of the building possible, constructing a new code-compliant steel frame as skeleton, and replacing the relocated components onto this new skeleton. New mechanical, electrical, plumbing and fire protection systems will be installed in a manner that minimizes the adverse effects on interior design features, but much of the existing building's substrates (its plaster and wood framing) have lost their structural integrity and the plaster is laden with hazardous asbestos. New building substrates, including wood framing, plywood, plaster and drywall, will be constructed. New interior finishes will be applied to match the original as best can be determined from research and examination of existing finishes. Individual parts of the building that can be saved (such as roof tiles, roof trusses, doors, windows, columns, corbels, emblems, wood trim, wood flooring, truss base molding, railings and hardware) will be restored and reassembled, and missing parts will be replaced. All work is proposed to be conducted in accordance with the Secretary of the Interior Standards for Rehabilitation.

The proposed relocation site is at the center of the Oak Knoll project, and the building will be oriented such that it fronts onto Rifle Range Creek, which is separately proposed to be restored and replanted. The new site will allow large and un-interrupted views of the building from all sides. Access to the front of the building will be for pedestrians that use a newly constructed path to the main entry's staircase, similar to the existing condition. The rear of the building (the courtyard) will face a new parking lot, as it does today.

ENVIRONMENTAL REVIEW

The Oak Knoll Master Plan Project Draft SEIR was prepared to evaluate all potential environmental impacts of the proposed Project. The Draft SEIR addresses each of the environmental topics identified in City of Oakland's CEQA Thresholds of Significance at a substantial level of detail. The Draft SEIR is intended to inform City of Oakland decision makers, other responsible agencies and the general public of the potential environmental consequences associated with the Project and identify mitigation measures that would reduce or eliminate those impacts. The Draft SEIR evaluates the project-level impacts of the proposed Project, and identifies that the Project may have significant and unavoidable impacts related to air quality (operational emissions) and transportation and circulation (impacts to local intersections and freeway segments).

Impacts to Club Knoll

The Draft SEIR (starting at page 4.4-21) concludes that the proposed relocation of Club Knoll could result in a substantial adverse change in the significance of this historic resource by adversely affecting the character-defining features that convey its historic significance and that justify its inclusion in the City of Oakland's Local Register of Historic Resources. To address these potential impacts, the applicant's consultant prepared an "Oak Knoll Relocation and Rehabilitation of Club Knoll" work plan (Carey & Co., April 2016), which recommended a number of measures to avoid or reduce such potential adverse impacts. The EIR consultant reviewed this work plan and determined that implementation of additional mitigation measures (inclusive of those measures identified in the Carey & Co. report) would ensure that the proposed relocation would comply with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. These mitigation measures include:

- New Mitigation Measure CUL-1.1: HABS Documentation. Prior to approval of a construction-related permit for Club Knoll, the Project sponsor shall document Club Knoll according to the Historic American Building Survey (HABS) standards (with specific document requirements).
- New Mitigation Measure CUL-1.2 Baseline Building Conditions Study (Structural). Prior to approval of a construction-related permit for Club Knoll, the Project sponsor shall prepare a *Baseline Building Conditions Study* to establish the baseline condition of the building and determine what kind of stabilization might be necessary to relocate the building (with specific requirements).
- New Mitigation Measure CUL-1.3: Relocation Travel Route. Prior to approval of a construction-related permit for Club Knoll, the Project sponsor shall prepare a *Relocation Travel Route Plan* for review and approval by qualified staff of the City of Oakland Bureau of Planning, OCHS (with specific requirements).
- New Mitigation Measure CUL-1.4: Building Features Inventory and Plan. Prior to approval of a construction-related permit for Club Knoll, the Project sponsor shall prepare a *Building Features Inventory and Plan* for review and approval by qualified staff of the City of Oakland Bureau of Planning, OCHS (with specific inventory requirements).
- New Mitigation Measures CUL-1.5: Specific Relocation/Rehabilitation Measures. On-going during the relocation activities for Club Knoll, the Project sponsor shall incorporate specific measures into a *Final Club Knoll Relocation Work Plan*, which shall be submitted for review and approval by qualified staff of the City of Oakland Bureau of Planning, OCHS (with specific measures itemized).

With implementation of these new Mitigation Measures CUL-1.1 through CUL-1.5, the Draft SEIR concluded that potentially adverse effect of the proposed Project on the historic nature of the resource (Club Knoll) would be reduced to less than significant.

Archaeological and Paleontological Resources

Archaeological investigations completed for the 1998 EIS/EIR indicated that no archaeological resources have been identified at the Project site, and that there is a low probability for the presence of buried archaeological resources, particularly given the extensive grading and development of the areas since the 1950s. No new information on archaeological resources have been filed for the Project area, and an intensive archaeological survey of the Project site conducted by ESA in 2015 found no historic-era artifacts or evidence of prehistoric use and occupation. Consequently, no archaeological resources are expected to be impacted by the proposed Project. However, archaeological deposits can still be identified in areas of low sensitivity. The Project will require substantial grading, so the potential to encounter such resources is a potentially significant impact.

The Project site has been heavily graded and no longer retains much of the original overburden, and the surface is now mostly comprised of artificial fill material that would be unlikely to yield significant paleontological remains. Although significant fossil discoveries can be made in areas designated as having low potential and could result from the excavation activities related to the Project (particularly grading that cuts into existing rock units), the likelihood of encountering unique paleontological resources or geologic features is minimal.

Implementation of the City of Oakland's SCA CUL-1 (Archaeological and Paleontological Resources – Discovery during Construction) is considered adequate to ensure that subsurface archaeological and paleontological materials are dealt with according to regulatory guidance, and would minimize the potential risk of impact to archaeological and paleontological resources to a less-than-significant level. Prior to issuance of a demolition, grading, or building permit, the Project applicant shall also implement Provision B (Construction ALERT Sheet) of the City of Oakland's SCA CUL-2. Implementation of the City's SCA CUL-1 and SCA CUL-2 - Provision B ensures less-than-significant impacts to archaeological resources.

Alternatives

The Alternatives chapter of the Draft SEIR presents a comparative analysis of the Oak Knoll and a range of alternatives to the Project, including a “no project” alternative required by CEQA. Each of these alternatives to the Project, and their comparative analysis to the Project as pertains to Club Knoll, is summarized below.

No Project Alternative

The No Project Alternative compares the impacts of approving the Project, to not approving the Project and maintaining existing conditions at the site. While not a direct impact of the No Project Alternative, there are existing conditions on the Project site that would not benefit from improvement if the proposed Project did not occur. Of those benefits that would not occur under the No Project Alternative is the rehabilitation of Club Knoll.

Alternative A—Reduced Footprint Residential Mix

Alternative A would reduce the total number of residential units from 935 to 601 and would cluster all residential development, roads and infrastructure in the flatter areas of the site, preserving the steeper areas and ridgelines in open space. Alternative A would also consist of only townhouse units and small lot single family detached units; no large lot residential use would be developed. Alternative A would also reduce the commercial/retail component of the Project to approximately 36,000 square feet. This alternative proposes leaving Club Knoll in its current location and rehabilitating and reusing it for 15 multi-family residential units.

Alternative A would result in a similar less-than-significant impact to the Club Knoll building (after implementation of mitigation measures) that would occur with the Project. Any alterations to Club Knoll would be required to comply with all mitigation measures as identified for the Project, except those pertaining to relocation, to ensure no significant impact would occur. In particular, alterations would need to comply with the Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings, as well as local guidance and requirements in the Historic Preservation Element of the General Plan to ensure compliant rehabilitation is applied to Club Knoll.

Alternative B—Reduced Footprint Low Density Small Lot

Alternative B would reduce the total number of residential units to 551, and would cluster all residential development, roads and infrastructure in the flatter areas of the site. Alternative B would consist of only small lot single family homes. Unlike Alternative A and the Project, this alternative contemplates no retail/commercial component. Alternative B would retain Club Knoll at its existing location, and would rehabilitate and reuse it for 15 multi-family residential units, similar to Alternative A.

Alternative B would result in a similar less-than-significant impact to the Club Knoll building (after implementation of mitigation measures) that would occur with the Project. Any alterations to Club Knoll would be required to comply with all mitigation measures as identified for the Project, except those pertaining to relocation, to ensure no significant impact would occur. In particular, alterations would need to comply with the Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings, as well as local guidance and requirements in the Historic Preservation Element of the General Plan to ensure compliant rehabilitation is applied to Club Knoll.

Alternative C—Hillside Low Density Large Lot

Alternative C would cover approximately the same footprint as the current proposed Project but would reduce the total number of residential units to 349. The majority of the residential units would be larger lot single family

detached units. No townhome or small lot single family units would be provided, except for 100 units of low income, affordable housing in stacked flats that would be developed on the City-owned parcel. Club Knoll would be retained in its current location and reused for 5 of these multi-family residential units.

Alternative C would result in a similar less-than-significant impact to the Club Knoll building (after implementation of mitigation measures) that would occur with the Project. Any alterations to Club Knoll would be required to comply with all mitigation measures as identified for the Project, except those pertaining to relocation, to ensure no significant impact would occur. In particular, alterations would need to comply with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings, as well as local guidance and requirements in the Historic Preservation Element of the General Plan to ensure compliant rehabilitation is applied to Club Knoll.

Non-CEQA Planning Alternatives – Club Knoll

The Draft SEIR also considers two alternative scenarios for the treatment of Club Knoll: a Club Knoll Demolition alternative, and a Reduced Relocation alternative. Neither is considered a CEQA alternative since they would not reduce environmental effects associated with the proposed Project which, per CEQA Guidelines, is the purpose of a CEQA alternative. In addition, neither of the Planning Alternatives meets certain fundamental objectives of the Project or certain adopted City policies.

Club Knoll Demolition Alternative

The Club Knoll Demolition alternative considers full demolition of Club Knoll and construction of a new approximately 5,000 square-foot Oak Knoll Community Center, rather than re-using Club Knoll. As a result, this alternative would cause an adverse change in the significance of a historical resource, a significant impact not identified with the Project. This effect would be significant and unavoidable. Under this alternative, the Project applicant would be required to make a reasonable and good faith effort to relocate Club Knoll to another location (presumably be off-site). Mitigation measures would be required to address the loss of the historic resource to the extent feasible; however, no mitigation could reduce the impact of the loss of Club Knoll to a less-than significant level. Mitigation measures would include: 1) Historic American Building Survey (HABS) documentation of the historic resource; 2) documentation of the history and significance of the structure for the general public; 3) compliance with the General Plan's Historic Preservation Element (HPE) Policy 3.5; and possibly 4) monetary compensation to ensure the protection of other historic resources in the area.

The Demolition Alternative would also directly conflict with policies within the Land Use and Transportation Element (LUTE), HPE, Open Space Conservation and Recreation (OSCAR) Element, and Energy and Climate Action Plan that are relevant to historic resources. In addition, demolition would be inconsistent with the goal of placing Club Knoll on the Preservation Study List. Finally, the Project applicant would be required to submit additional studies and analyses to demonstrate compliance with the specific demolition findings for historic properties pursuant to Oakland Planning Code, section 17.136.075.

The Demolition Alternative would include a smaller, newly constructed community center (rather than re-use of Club Knoll), which would generate approximately 923 fewer daily vehicle trips than would adaptive reuse of Club Knoll. The reduced daily trips under this alternative represents approximately an 8 percent reduction in the Project's projected 11,250 total daily trips, and is not expected to substantially reduce significant traffic impacts of the Project. The traffic analysis for the Project is conservative (i.e., resulting in potentially overstated effects) due to the ITE "Shopping Center" land use code selected to apply to Club Knoll's commercial uses. The types of commercial uses that are more likely to occur in Club Knoll are more limited (such as a fitness or athletic center, recreational center, day care, a small office, or specialty retail), and would more likely generate only about 500 daily trips for the entire relocated and rehabilitated Club Knoll.

Reduced Club Knoll Relocation Alternative

The Reduced Club Knoll Relocation Alternative considers the relocation and rehabilitation of only the approximately 9,900-square-foot central portion (main hall, dining hall, lobby/mezzanine areas) of Club Knoll, to house the proposed 4,000 square feet of community center use and only approximately 5,900 square feet of community commercial use. The City has specifically considered this non-CEQA alternative to explore a scenario similar to the proposed Project, but with less community commercial square footage. This alternative is intended to balance the City's historic preservation goals as well as minimizing the proposed Project's traffic effects. Therefore, the discussion focuses on two key issues: reducing vehicle trips and ability to adequately preserve the historic resource.

- The Reduced Relocation Alternative would reduce the community commercial square footage within the relocated Club Knoll from 10,000 square feet to 5,900 square feet, resulting in approximately 382 fewer daily trips than would occur under the Project. Those reduced trips represent approximately 3 percent of the proposed Project's 11,250 total daily trips for all Project uses. However, applying the type of ITE trip generation rate that is more aligned with the types of uses likely to occur in the relocated/rehabilitated Club Knoll (not the ITE Shopping Center" land use code) would result in approximately 147 fewer daily trips than the 504 daily trips that would be generated within the 14,000 square foot Club Knoll plan. This alternative would also have fewer service employees. Thus, the Reduced Commercial Club Knoll Alternative would have reduced traffic effects as well as reduced levels of operational air quality emissions and criteria pollutants, GHG emissions, and roadway noise than the proposed Project.
- Per the Carey & Co. report (2016) (**Attachment B**) character-defining elements of the Club Knoll building include the overall shape of the building, its materials, craftsmanship, decorative details, interior spaces and features, as well as the various aspects of its site and environment. Under this alternative, the increased extent of alteration to Club Knoll's physical characteristics that convey its historical significance could likely be a significant adverse change, and thus a significant and unavoidable effect. Specifically, this alternative would adversely impact the following character defining features:
 - Two (north and south) building wings,
 - Covered arcade around courtyard,
 - The irregular floor plan with varied massing and an asymmetrical layout organized around a central courtyard, and
 - Enclosed courtyard with fireplace and fountain.

It is therefore reasonable to determine that the demolition of these features of Club Knoll and would materially impair the significance of the historic resource, which would represent a significant adverse change that could not be mitigated to less-than-significant level, and would not comply with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.

As analyzed within the SEIR for the proposed Project, the physical act of relocating Club Knoll to another location on the site could potentially cause the loss of historic features that characterize the building, resulting in a potentially significant adverse impact. Mitigation measures are recommended to ensure that the proposed relocation of Club Knoll would comply with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. The identified mitigation measures would also apply to the Reduced Relocation alternative.

CONCLUSION / STAFF RECOMMENDATION

Staff recommends that the LPAB take public testimony and provide comments to staff on the cultural resource-related analysis in the Draft SEIR.

All comments received on the Draft SEIR will be considered by the City prior to finalizing the SEIR and making a decision on the Project. Comments on the Draft SEIR should focus on the adequacy of the SEIR in discussing possible historic or cultural impacts on the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the Project in light of the EIR's purpose to provide useful and accurate information about such factors.

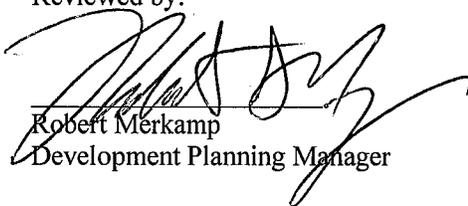
This meeting is not intended for public comments on the merits of the Project or the Project's detailed design. Staff intends to return to the LPAB for additional design-related comments and to follow-up on issues raised by the LPAB at the May 9, 2016 LPAB informational briefing prior to certification of the Final EIR/Response to Comments and making a decision on the Project.

Prepared by:

Scott Gregory

Scott Gregory, Contract Planner

Reviewed by:


Robert Merkamp
Development Planning Manager

ATTACHMENTS

A: Notice of Availability

B: Carey & Co. Report dated May 3, 2016 (Excerpt Club Knoll Character Defining Features pages 25-26)



CITY OF OAKLAND

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

COMBINED NOTICE OF AVAILABILITY AND RELEASE OF A SUPPLEMENTAL DRAFT ENVIRONMENTAL IMPACT REPORT (SEIR) AND NOTICE OF PUBLIC HEARINGS ON THE DRAFT SEIR FOR THE OAK KNOLL MIXED USE COMMUNITY PLAN PROJECT

TO: All Interested Parties

PROJECT NAME: Oak Knoll Mixed Use Community Plan Project

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; 048-6865-002-03; 043A-4712-001; 048-6870-001; 048-6870-002; and 043A-4675-074-01

PROJECT SPONSOR: Oak Knoll Venture Acquisition LLC (OKVA)

CASE FILE NO: City File No. ER15-004; PLN-15-378; State Clearinghouse No. 1995103035

REVIEW PERIOD: August 29, 2016 through October 12, 2016

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 2015, Oak Knoll Venture Acquisition LLC (OKVA) proposed a new Oak Knoll Project on the Project Site that is addressed by the Draft Supplemental Environmental Impact Report ("SEIR") addressed by this NOA.¹ Because the 1998 EIS/EIR for the Final Reuse Plan for the property has been certified, the City was required to determine whether further CEQA environmental review is required for the current 2015 Oak Knoll Project proposal, 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 current 2015 Oak Knoll Project could result in new and potentially substantially more severe impacts than disclosed in the 1998 EIS/EIR, the City of Oakland has prepared a new Draft SEIR.

PROJECT DESCRIPTION

The Oak Knoll Project proposes a Planned Unit Development and Preliminary Development Plan (PUD/PDP) for development of a new mixed use community of up to 935 residential units and a total of 82,000 square feet of neighborhood commercial uses in a new Village Center. The Project would establish approximately 67.6 square feet of parks and open spaces for active and passive recreation, and approximately 3.5 miles of community-wide trails that will link the site to the existing East Bay Regional Park District (EBRPD) trail system. The Project also involves the restoration and enhancement of approximately 16.7 acres of riparian areas along Rifle Range Creek and onsite tributaries, (Hospital Creek and Powerhouse Creek). A new bridge crossing of the creek is proposed. The Project proposes to relocate and rehabilitate the key historical portions of Club Knoll, a locally-designated historic resource for reuse as a community clubhouse (4,000 sq.ft) and approximately 10,000 square feet of limited commercial uses (part of the 82,000 square feet cited above). **Table 1** below summarizes the Project. The proposed Master Plan is included as **Figure 1** to this NOA.

¹ The City considered a previous Oak Knoll Project proposal (2007) for it prepared and published for public review and comment and Draft SEIR. No Final SEIR was prepared for the previous 2007 Oak Knoll Project.

TABLE 1 - KEY OAK KNOLL PROJECT CHARACTERISTICS

Use	Characteristics
Residential	935 dwelling units
Commercial / Village Center	72,000 square feet
Open Space ¹	62.0 acres
Parks and Community Facilities ²	5.6 acres
Restored Creek Corridor	16.7 acres
Total Site Acreage	188 acres
Creek Crossings (combined auto and pedestrian/bicycle)	1
Creek Crossings (pedestrian only)	1
Trails	3.5 miles

Development of the site would involve up to 3 million cubic yards of grading (including corrective grading required for existing unstable areas and grading associated with the proposed creek improvements). The overall intent of the grading plan is to balance the amount of cut and fill throughout the Project site so that no soil will need to be imported or exported. There are approximately 7,170 trees on the Project site, and the Project also includes the removal of approximately 4,000 trees (some of which are invasive and/or non-native), and would replant approximately 2,500 trees based on the City of Oakland Tree Ordinance.

The Project would be developed in multiple phases over approximately five to ten years, with the initial phase of work anticipated to commence in 2017, with full buildout and operation in 2024. The project includes a number of permits/approvals from the City, including but not limited

¹ Undisturbed Open Space and Revegetated Slope Banks; excludes Creek Corridor and Parks
² Includes new Community Clubhouse with 10,000 s.f. of community commercial use in the proposed relocated and rehabilitated Club Knoll building.

to a: Rezoning, Planned Unit Development (PUD) Permit, Final Development Permit, Tree Removal Permit, Creek Protection Permit, and Vesting Tentative Map and Final Map(s).

The Project site totals 188 acres, most of which is the former 183-acre Oak Knoll Naval Medical Center Oakland (NMCO) property. Two privately-owned inholdings, the Sea West Coast Guard Federal Credit Union (Sea West) and the Seneca Center for Children and Families (Seneca), are also located on the former NMCO property but are not included within the Oak Knoll Project site.

DRAFT SEIR OVERVIEW

The Draft SEIR is intended to inform City of Oakland decision makers, other responsible agencies and the general public of the potential environmental consequences associated with the Project and identify mitigation measures that would reduce or eliminate those impacts. The Draft SEIR evaluated the program-level impacts of the proposed Project and identifies that the Project may have significant and unavoidable impacts in the following areas:

- Air Quality (operational emissions)
- Transportation and Circulation (traffic local intersections and freeway segments)

The Draft SEIR analyzes a CEQA-required No-Project Alternative and three CEQA alternatives to the Project (listed below)²:

- Reduced Footprint – Residential Mix
- Reduced Footprint – Low Density Small-Lot
- Hillside Low Density – Large Lot

COMPLETION AND AVAILABILITY OF THE DRAFT SEIR

The City of Oakland’s Bureau of Planning issued a Notice of Preparation (NOP) for a *Revised* Draft SEIR on March 20, 2015. The City has prepared a Draft SEIR for the Oak Knoll Project Mixed Use Community Plan Project (“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, including persons who responded to the NOP.

Starting **Monday, August 29, 2016**, copies of the Draft SEIR may be obtained or reviewed at the City of Oakland Planning Bureau, 250 Frank H. Ogawa Plaza, Suite 2114 (second floor permit counter), Monday through Friday, 8:00 a.m. to 4:00 p.m. except Wednesdays 9:30 a.m. to 4:00 p.m. The Draft SEIR is also available for viewing or download from the City of

² While not required, the Draft SEIR also discusses two non-CEQA alternative scenarios: (1) Club Knoll Demolition and (2) Reduced Club Knoll Relocation.

Oakland's website: <http://www2.oaklandnet.com/government/o/PBN/OurOrganization/PlanningZoning/OAK052335> or at <http://www2.oaklandnet.com/government/o/PBN/OurServices/Application/DOWD009157>, item 30. The appendices to the Draft SEIR (which includes information supporting the analysis in the Draft SEIR) are voluminous and are provided on a compact disc with each printed copy of the document, the City's website, and a printed copy is available for viewing at the public counter of the Oakland Planning Bureau.

PUBLIC HEARINGS ON DRAFT SEIR:

1. The Oakland Landmarks Preservation Advisory Board will conduct a public hearing on the historic resource aspects of the Draft SEIR on **September 12, 2016, at 6:00 p.m.** in Sgnt. Mark Dunakin Hearing Room (Hearing Room 1), Oakland City Hall, 1 Frank H. Ogawa Plaza, Oakland.
2. The Oakland Bicyclist and Pedestrian Advisory Commission will conduct a public hearing on the bicycle and pedestrian aspects of the Draft SEIR on **September 15, 2016, at 6:00 p.m.** in Hearing Room 3, City Hall, 1 Frank H. Ogawa Plaza.
3. The Oakland City Planning Commission will conduct a public hearing on the Draft SEIR on **October 5, 2016, at 6:00 p.m.** in Sgnt. Mark Dunakin Hearing Room (Hearing Room 1), Oakland City Hall, 1 Frank H. Ogawa Plaza, Oakland.

The City of Oakland is hereby releasing this Draft SEIR, finding it to be accurate and complete and ready for public review. Members of the public are invited to comment on the Draft SEIR. There is no fee for commenting, and all comments received will be considered by the City prior to finalizing the SEIR and making a decision on the project. In light of the SEIR's purpose to provide useful and accurate information about such factors, comments on the Draft SEIR should focus on the sufficiency of the Draft SEIR in discussing possible impacts on the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the project. Comments may be made at the public hearing described above or in writing. Please address all written comments to: Heather Klein, Planner IV, City of Oakland, Bureau of Planning, 250 Frank H. Ogawa Plaza, Suite 2114, Oakland, CA 94612; (510) 238-3658 (fax); or emailed to hklein@oaklandnet.com. Comments should be received no later than **4:00 p.m. on October 12, 2016**. Please reference case number ER15-004 in all correspondence.

If you challenge the EIR or project in court, you may be limited to raising only those issues raised at the Planning Commission public hearing described above, or in written correspondence received by the Bureau of Planning on or prior to 4:00 p.m. on **October 12, 2016**.

After all comments are received, a Response to Comments/Final SEIR will be prepared and the Planning Commission will consider a recommendation on certification of the Final SEIR and the project at a meeting date to be scheduled. For further information, please contact Heather Klein at (510) 238-3659 or at hklein@oaklandnet.com or Scott Gregory, Contract Planner at (510) 535-6671 or by e-mail at sgregory@lamphier-gregory.com.



Robert Merkamp for Darin Ranellotti
Deputy Director, Bureau of Planning
Environmental Review Officer

August 26, 2016
Case File No.: ER15-004



LEGEND	
	Property Line
NIP	Not in Project

FIGURE - 1



Figure 52: Entry from the golf course to the main level, via stairs.⁶⁴

Character-Defining Features

“The Secretary of the Interior’s Standards for the Treatment of Historic Properties embody two important goals: 1) the preservation of historic materials and, 2) the preservation of a building’s distinguishing character. Every old building is unique, with its own identity and its own distinctive character. Character refers to all those visual aspects and physical features that comprise the appearance of every historic building. Character-defining elements include the overall shape of the building, its materials, craftsmanship, decorative details, interior spaces and features, as well as the various aspects of its site and environment.”⁶⁵ Below is a list of character-defining features of the Club Knoll building:

Exterior

- Irregular plan with varied massing
- Asymmetrical layout
- Mix of roof types – Gable and shed
- Bell tower
- Chimneys – Stucco clad and rock

⁶⁴ “Much Activity at Oak Knoll Country Club,” *Oakland Tribune*, July 22, 1928.

⁶⁵ Lee H. Nelson, National Park Service, U.S. Department of the Interior, *Technical Preservation Brief 17 - Architectural Character – Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving their Character*, *Technical Preservation Briefs*, <http://www.nps.gov/tps/how-to-preserve/briefs/17-architectural-character.htm> (accessed March 8, 2016).

Varied openings – Wide range of window and door sizes and shapes, wood and metal windows and doors

Juliet balconies – Metal railings adorn the small balconies

Covered arcade around courtyard

Exterior stair to main level

Deck at second level

Stucco cladding

Red roof tiles

Decorative stucco detailing – Quatrefoil vents, brackets, keystones, etc.

Built into the side of a knoll

Open landscape to the west of the building

Enclosed courtyard with fireplace and fountain

Interior

Wood trusses and exposed wood ceiling construction

Decorative corbels

Decorative plasterwork – At orchestra balcony and columns in lounge

Wood panel doors

Wood floors

Simple wood columns and beams

Simple wood baseboards

Massive rock fireplaces

Sequence of public spaces – Lobby flanked by two large rooms (lounge to the south and dining to the north)

INTEGRITY ASSESSMENT

Evaluating the seven aspects of integrity must be done with reference as to why Club Knoll is considered historically significant. Club Knoll has its historic significance rooted in its Spanish Colonial Revival architecture style. The following takes into account this criterion.

National Register Bulletin 15 states, “A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible *if* it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible, however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style.”⁶⁶ The document goes on to say “A property significant under Criterion C must retain those physical features that characterize the type, period, or method of construction that the property represents. Retention of design, workmanship, and materials will usually be more important than location, setting, feeling, and association. Location and setting will be important, however, for those properties whose design is a reflection of their immediate environment.”⁶⁷

⁶⁶ United States Department of the Interior, *How to Apply the National Register Criteria for Evaluation*, National Register Bulletin, No. 15, Washington, D.C., 1997, http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_8.htm (accessed March 8, 2016).

⁶⁷ United States Department of the Interior, *How to Apply the National Register Criteria for Evaluation*, National Register Bulletin, No. 15, Washington, D.C., 1997, http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_8.htm (accessed March 8, 2016).

09/08/2016

Joe Brown
3978 Sequoyah Rd
Oakland, Ca 94605

Subject: Public input to the Landmarks Preservation Advisory Board for preservation of Club Knoll site.

This is a request for the Landmarks Preservation Advisory Board provide comments to the Design Review Committee and or City Council to defer granting permits for the site and to ask the developer to consider and present a design that would not include demolition of the Club Knoll in whole or in part. **Restoration at the current site would ensure the building Club Knoll retains key asymmetrical design components that are characteristic of the Spanish style retro homes (1929-1931) in the adjacent streets (Sequoyah Rd, Barcelona and Fairway).** This is not to suggest that the building be restored completely but that the architectural features be retained at least as a facade in order to preserve this iconic feature in the neighborhood. This might possibly result in lesser density of residences in the area and that would be welcomed by all neighbors. While the current proposal suggests retaining part of the building by relocating and reassembling the building in the center of the development, the building will lose a main component of its appeal and that is its asymmetrical structure and architectural significance. Furthermore, attempting to take apart and relocate components of the building and then reassemble without further damage seems most challenging at best and hopeful at worst.

The building has been a magnet for criminal activity for several years under the developers watch prior to and after the recession. Complaints by neighbors fell on deaf ears about the lack of security and the developers apparent disregard for the property – this has also included falling trees and broken fences on Sequoyah Road. The increased criminal activity and damage to Club Knoll over the past two years has made it easier for the developer and some neighbors to argue that the site is not worth saving. Had the developer taken some interest in the building initially there would not be discussions on proposals to demolish the building in whole or in part but to design the development around this visible beautiful neighborhood landmark. Only within the past 6 months has the developer engaged a security firm that has actively sought to protect the area from vandals.

Having a design that considers restoration of the building at the current site would require remapping and lower density in the area adjacent to Sequoyah Rd, Fairway and Barcelona neighbors. Therefore its recommended that the permits be deferred until the Design Review Committee has the opportunity to review an alternative design.

Possible uses of a renovated facade at the current site could include an Oakland police substation facility or public library branch.

(excerpt below from prior city of Oakland staff report)

Club Knoll Club Knoll is a historic two-story building with a three-story bell tower designed in the Spanish Revival style of architecture, with stucco walls, Spanish tile roofing and a walled courtyard entry. Club Knoll was built in 1924 as the Oak Knoll Country Club and golf course clubhouse, and later used as a restaurant and Officer's Club by the US Navy until it was decommissioned in 1996. Club

Knoll is rated under the 1994 Oakland Cultural Heritage Survey as being of major importance and eligible for listing as a local landmark, has been placed on the City of Oakland's Preservation Study List, and is also listed on the City's Local Register of Historic Resources. As such, it is a historic resource pursuant to the City's CEQA criteria. The building is currently unoccupied, abandoned and has been subject to vandalism. Most damage is limited to graffiti, broken panes of glazing and trash, and water damage. Although the applicants had previously proposed to demolish this historic building, they have since reconsidered and now wish to relocate and rehabilitate the Club Knoll building so it can be used as a community center and commercial space for the Project (see PUD/PDP page 19-20). Suncal has commissioned the firm Architectural Dimensions to assess the feasibility of salvaging and relocating the Club Knoll building and to develop a Relocation and Rehabilitation Plan to implement that strategy. Pursuant to the preliminary Relocation and Rehabilitation Plan:

- Those portions of the Club Knoll building to be relocated include the main hall, dining hall, lobby/mezzanine areas, building wings, courtyard and the bell tower.
- The components of the building that would not be relocated and instead are proposed for demolition include the basement and the third (or north) wing of the building, and the associated garage.
- The building will be taken apart in a manner that saves intact the largest components of the building possible. Design Review Committee July 27, 2016 Case File Number: PLN15-378; ER15-004 Page 9 9
- Those saved component will be replaced onto a new, code-compliant steel frame to be constructed as a skeleton to receive the relocated components. Individual parts of the building will be salvaged, restored and reassembled, and parts that are missing will be replaced.
- After reassembly, the entire building will be repainted with colors to match the original color scheme. The proposed relocation site is at the center of the Oak Knoll Project, and the building will be oriented such that it fronts onto Rifle Range Creek. The new site will allow large and un-interrupted views of the building from all sides. Access to the front of the building will be for pedestrians that use a newly constructed path to the main entry's staircase, similar to the existing condition. The rear of the building (the courtyard) will face a new parking lot, as it does today. All work is proposed to be conducted in accordance with the Secretary of the Interior Standards for Rehabilitation, and consistent with specific recommendations of the Project's architectural historians (Carey & Co.).