Landmarks Preservation Advisory Board STAFF REPORT

Case File Number: ER16-011 **December 12, 2016**

Location:	**2100 Telegraph Avenue** **(APN: 008-0648-001-00; -011-03; -016-03; -017-00; & -018-00)** **See map on the reverse**
Proposal:	Scoping session for a proposal to demolish the existing buildings and public parking structure for a Planned Unit Development (PUD) with a preferred development option that is a mixed use development with 880,550 square feet of office, a residential tower containing 395 dwelling units, 81,055 square feet of ground floor retail, and 18,350 square feet of community space. The Environmental Impact Report (EIR) will also study the full potential range of development options under the PUD that would also include up to 2.8 million square feet of office and 1,556 residential dwelling units. All development options within the PUD would include the proposed ground floor retail and replacement of the City's public parking.
Applicant: **Contact/Phone Number:**	W/L Telegraph Holdings JV, LLC Andrew Haydel / Lane Partners - (650) 838-0100
General Plan:	Central Business District
Zoning:	CBD-P
Environmental Determination:	Staff has determined that an Environmental Impact Report (EIR) will be prepared for this project. A Notice of Preparation (NOP) to prepare the EIR was published on December 2, 2016. The comment period for the NOP ends on January 3, 2017.
Historic Status:	Potential Designated Historic Property (PDHP), survey rating Dc3, 2147 Broadway (1917); Four modern resources that should be evaluated for significance: 495 22nd Street, Kwik Way #2, 1953-54, evaluated as eligible for California Register in 2003; 2101 Broadway, Security Pacific Bank, 1974, William Pereira architect, preliminary survey rating *b3; 2127 Broadway, Sanwa Bank, 1975, S. Iyama & Associates arch., preliminary survey rating *c3; Telegraph Plaza Public Parking structure, 1976-78, preliminary survey rating *3.
City Council District:	3
Staff Recommendation:	Receive public and Board member comments about what information and analysis should be included in the EIR; no action on Project will be taken at this meeting.
For further information:	Contact case planner **Peterson Z. Vollmann** at **(510) 238-6167** or by email: **pvollmann@oaklandnet.com.**

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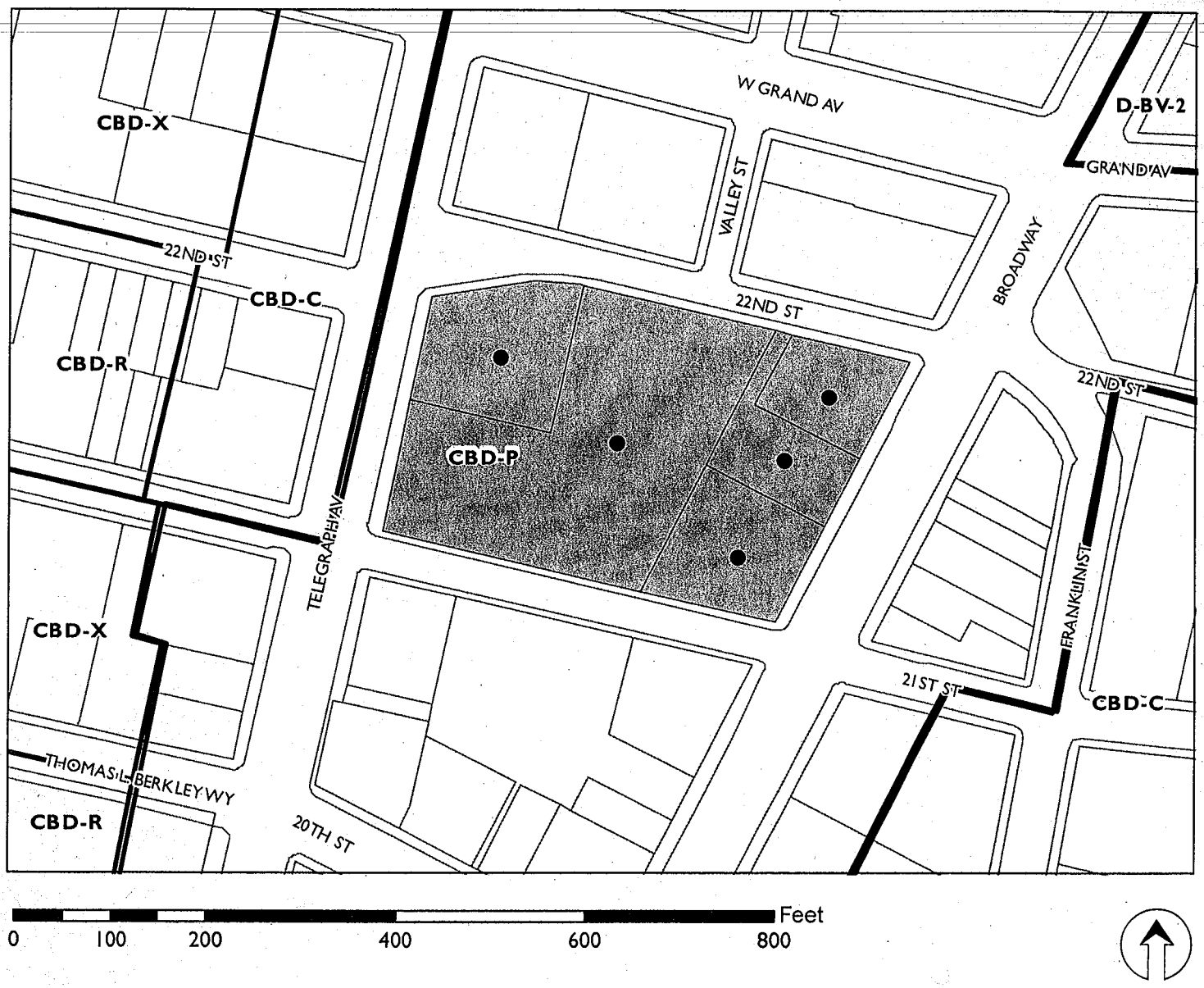

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Case File: ER16011
Applicant: W/L Telegraph Holdings JV, LLC
Address: 2100 Telegraph Avenue
Zone: CBD-P

SUMMARY

A request for environmental review application has been filed to begin review and consideration of a proposal for a Planned Unit Development (PUD). The Environmental Impact Report (EIR) will study the full potential range of development options under the PUD that would include up to 2.8 million square feet of office and 1,556 residential dwelling units. All development options within the PUD would include the proposed ground floor retail and replacement of the City's public parking.

The City has determined that project impacts may be significant and an Environmental Impact Report (EIR) will be prepared. The City will be the Lead Agency pursuant to the California Environmental Quality Act (CEQA) and for the land use and project approvals. As such, the City has the responsibility to prepare an EIR for the project. The City has not prepared an Initial Study.

The Notice of Preparation (NOP) was published on December 2, 2016. This scoping session is being held to solicit public and Landmarks Board member comments on what information and analysis should be contained in the EIR. Specifically, comments should focus on discussing possible 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. In addition to the oral and written comments received at the scoping meeting, written comments will be accepted until January 3, 2017 at 4 PM. Written comments are encouraged in order to provide an accurate record of public comments and should be sent to Peterson Z. Vollmann, Planner IV, City of Oakland, Bureau of Planning, 250 Frank H. Ogawa Plaza, Suite 2114, Oakland, CA 94612, or by e-mail to pvollmann@oaklandnet.com.

SITE DESCRIPTION

The approximately 3.2 acre project site consists of the entire city block bounded by 22nd Street to the north, 21st Street to the south and Broadway and Telegraph Avenue and includes five parcels and a portion of the right of way at the corner of 22nd Street and Telegraph Avenue. The two parcels fronting Telegraph Avenue include a two-level city-owned public parking facility and a restaurant building surrounded by a parking lot, as well as the portion of the 22nd Street right of way. The remaining three parcels, fronting Broadway, contain three 2-story commercial buildings, including 2101 Broadway and 2127 Broadway which were both branch bank buildings, and 2131-2147 Broadway which contains a mix of retail and other commercial uses.

The building at 2147 Broadway is known as the Sherman-Clay building and is a Potentially Designated Historic Property (PDHP) with a Oakland Cultural Heritage Survey (OCHS) rating of Dc3. The other properties on the block were not yet 50 years old at the time of the Survey and likely warrant an updated assessment since they are now old enough to be considered as historic resources.

The project site is located within Downtown Oakland one block north of the 19th Street BART station. Uses in the project vicinity are a mix of commercial and residential mixed use buildings. The project site sits directly above the BART tunnels as they curve off of the Broadway spine and a number of construction limitations are imposed on any development that is to take place on the properties.

The project site is adjacent to two historic districts that are Areas of Primary Importance (API's), with the Cathedral District to the west and the Uptown Commercial District to the south. The site is also surrounded by a number of major historic resources such as the Bruener Building across 22nd Street, the Paramount Theatre across 21st Street and First Baptist Church of Oakland across Telegraph Avenue.

PROJECT DESCRIPTION

The project would demolish all of the existing buildings and parking structure to construct the proposed Project. As previously stated the PUD would include a range of development options that could include up to 2.8 million square feet of office and 1,556 residential dwelling units. All development options within the PUD would include the proposed ground floor retail and replacement of the City's public parking. Currently the preferred development option is a mixed use development with 880,550 square feet of office, a residential tower containing 395 dwelling units, 81,055 square feet of ground floor retail, and 18,350 square feet of community space.

GENERAL PLAN

The General Plan's Land Use and Transportation Element (LUTE) classifies the project site as being located in the Central Business District (CBD) General Plan area. This land use classification is intended encourage, support, and enhance the downtown area as a high density mixed use urban center of regional importance and a primary hub for business, communications, office, government, high technology, retail, entertainment, community facilities, and visitor uses. The CBD classification includes a mix of large-scale offices, commercial, urban high rise residential, institutional, open-space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses.

ZONING DISTRICT

The project site is located within the CBD-P Zone, Central Business District Pedestrian Retail Commercial Zone, which is intended to create, maintain, and enhance areas of the Central Business District for ground-level, pedestrian-oriented, active storefront uses. Upper story spaces are intended to be available for a wide range of office and residential activities.

ENVIRONMENTAL REVIEW PROCESS

Staff has determined that an EIR is required. The main purpose of this scoping session is to solicit comments from both the Board members and the public on what types of information and analysis should be considered in the EIR. Specifically, comments should focus on discussing possible 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. Comments related to policy considerations and the merits of the project will be the subject of future, duly noticed public meetings.

Staff published the NOP on December 2, 2016. The public comment period lasts until January 3, 2017. Staff expects the Draft EIR will be available in the late spring or early summer of 2017. Once the DEIR is published, staff will continue to work with the project sponsor to refine their project, respond to the information and analysis contained in the DEIR, and move ahead toward the final consideration of the project once the FEIR is completed. As with previous projects, and as permitted by CEQA (Section 15004), the EIR process and project review, to the maximum extent feasible, should be coordinated and run concurrently. The environmental impact report will address potential environmental impacts associated with construction and operation of the project including construction of the proposed project and obtainment of all necessary zoning, grading and building permits, and any other discretionary actions required by the City of Oakland and other governmental agencies.

It is anticipated that the project may have significant environmental impacts related to the following environmental topic areas, which will be evaluated in the Draft EIR: **Land Use & Planning, Cultural Resources, Traffic and Transportation, Air Quality, Greenhouse Gas Emissions, Hazards and Hazardous Materials, Hydrology and Water Quality, Geology and Soils, Noise and Vibration, Aesthetics (Wind, Shade and Shadow), and Public Services and Utilities.** The project is not anticipated to have significant environmental impacts related to **Agriculture and Forest Resources, Biological Resources, Mineral Resources, Population and Housing, and Recreation**. A brief discussion of each of these topics and documentation as to why impacts related to these topics will not be significant will be provided in the Draft EIR. The level of analysis and discussion for these topics is anticipated to be similar to what would typically be included in an Initial Study. The City's Standard Conditions of Approval will be referenced where applicable.

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

CONCLUSION

Staff requests the public and the Landmarks Board provide comments on what types of information and analysis, including alternatives, should be considered in the EIR.

Prepared by:

PETERSON Z. VOLLMANN
Planner IV

Approved by:

ROBERT MERKAMP
Development Projects Manager
Bureau of Planning

Attachments:

A. Notice of Preparation (NOP)
B. Preliminary Concept Plans & Photos

CITY OF OAKLAND

DALZIEL BUILDING • 250 FRANK H. OGAWA PLAZA • SUITE 3315 • OAKLAND, CALIFORNIA 94612

Planning and Building Department
Bureau of Planning

(510) 238-3941
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TDD (510) 238-3254

NOTICE OF PREPARATION (NOP) OF A DRAFT ENVIRONMENTAL IMPACT REPORT (EIR) EASTLINE PROJECT – 2100 TELEGRAPH

The City of Oakland's Department of Planning and Building is preparing a Draft Environmental Impact Report (EIR) for the proposed Eastline Project – 2100 Telegraph (the project) as identified below, and is requesting comments on the scope and content of the Draft EIR. The Draft EIR will address the potential physical, environmental effects that the project may have on each of the environmental topics outlined in the California Environmental Quality Act (CEQA). The City has **not** prepared an Initial Study.

The City of Oakland is the Lead Agency for the project and is the public agency with the greatest responsibility for approving the project or carrying it out. This notice is being sent to Responsible Agencies and other interested parties. Responsible Agencies are those public agencies, besides the City of Oakland, that also have a role in approving or carrying out the project. When the Draft EIR is published, it will be sent to all Responsible Agencies and to others who respond to this NOP or who otherwise indicate that they would like to receive a copy. Responses to this NOP and any questions or comments should be directed in writing to or via email to: Peterson Z. Vollmann, City of Oakland, Bureau of Planning, 250 Frank H. Ogawa, Suite 2114 Oakland, CA 94612; (510) 238-6167(phone); (510) 238-4730(fax) or by e-mail at pvollmann@oaklandnet.com. Comments on the NOP must be received at the above mailing or e-mail address **by 4:00 p.m. on January 3, 2017.** Please reference case number **ER16-011** in all correspondence. In addition, comments may be provided at the EIR Scoping Meetings to be held before the City Planning Commission and Landmarks Preservation Advisory Board:

PUBLIC HEARINGS: The City Planning Commission will conduct a public scoping hearing on the Draft EIR for the project on December 21, 2016 at 6:00 p.m. in Sgt. Mark Dunakin Hearing Room 1, City Hall, 1 Frank H. Ogawa Plaza, Oakland, CA 94612.

The Landmarks Preservation Advisory Board will conduct a public scoping hearing on the Draft EIR for the project on Monday, December 12, 2016, at 6:00 p.m. in Sgt. Mark Dunakin Hearing Room 1, City Hall, 1 Frank H. Ogawa Plaza, Oakland, CA 94612.

PROJECT TITLE: Eastline Project – 2100 Telegraph

PROJECT LOCATION: The development site (also referred to as project site) encompasses one full city block within the Uptown District of greater downtown Oakland. It is bounded by Telegraph Avenue to the west, 22nd Street to the north, Broadway to the east, and 21st Street to the south. The project site is within one block of the Uptown 19th Street Bay Area Rapid Transit District (BART) station, and is located approximately 0.5 mile east of Interstate 980 (I-980). The project site consists of five Alameda County Assessor's Parcels (APN 008-0648-001-00, APN

008-0648-011-03, APN 008-0648-016-03, APN 008-0648-018-00, and APN 008-0648-017-00), as well as a small portion of the 22nd Street right of way at the corner of Telegraph and 22nd.

PROJECT SPONSOR: W/L Telegraph Owner, LLC

EXISTING CONDITIONS: The approximately 140,041 square-foot (3.21-acre) project site consists of a 1.65-acre parcel (APN 008-0648-016-03), a 0.49-acre parcel (APN 008-0648-011-03), a 0.43-acre parcel (APN 008-0648-018-00), a 0.29-acre parcel (APN 008-0648-017-00), a 0.28-acre parcel (APN 008-0648-001-00), and a 0.07-acre portion of the 22nd street right of way. The two parcels fronting Telegraph Avenue include a two-level city-owned public parking facility (Telegraph Plaza Parking Garage), a fast food restaurant (Space Burger), and a portion of the 22nd Street right of way. The remaining three parcels, fronting Broadway, contain three 2-story buildings, including 2101 Broadway (currently vacant, originally constructed as a bank), 2127 Broadway (Bank of the West), and 2131-2147 Broadway (Sherman Clay building currently occupied by a mix of tenants). Parcels that comprise the project site are not included on any hazardous waste and substances sites list compiled pursuant to Government Code Section 65962.5.

PROJECT DESCRIPTION: The preferred development option is a residential and office mix with up to: 880,550 square feet of large-floor-plate office, 365,000 square-foot residential tower (up to 395 units), 85,000 square feet of ground floor retail, and 18,500 square feet of community space. This option is currently considered to be the best fit for the site and current market. However, to allow the flexibility for the development to be responsive to market demands and opportunities, a planned unit development/preliminary development plan is proposed to provide a development framework that allows a range of development. Two primary project approvals will be considered in the EIR, as follows:

- **Planned Unit Development/Preliminary Development Plan (PUD/PDP).** A development framework to redevelop the site with an urban mixed-use project including a maximum residential scenario with 1,556 dwelling units and a maximum office scenario allowing a maximum development of up to 2.8 million square feet consistent with the site's maximum floor area ratio (FAR) of 20 and associated on-site public and private parking.
- **Final Development Plan (FDP).** A project-specific approval for the currently preferred mixed-use development option that includes up to: 880,550 square-feet of large floor-plate office, 365,000 square-foot residential tower (up to 395 units), 85,000 square feet of ground floor retail, 18,500 square-feet of community space, and four levels of public as well as private parking.

The project sponsor anticipates that full buildout of the project will be less intense and fall within the "book-ends" of the two maximum development scenarios as represented by the proposed FDP. In most cases, the maximum office scenario would be the most impactful. As such, the analysis in the EIR will focus on that scenario but supplemental analysis will be provided when warranted when impacts unique to a specific scenario or the FDP are anticipated to provide a comprehensive/worst-case assessment. As an example a shade and shadow analysis will be provided for both maximum development scenarios and the proposed FDP to ensure the range of potential impacts is fully understood and disclosed.

PROBABLE ENVIRONMENTAL EFFECTS:

It is anticipated that the project may have significant environmental impacts related to the following environmental topic areas, which will be evaluated in the Draft EIR: **Land Use & Planning, Cultural Resources, Traffic and Transportation, Air Quality, Greenhouse Gas**

Emissions, Hazards and Hazardous Materials, Hydrology and Water Quality, Geology and Soils, Noise and Vibration, Aesthetics (Wind, Shade and Shadow), and Public Services and Utilities. The project is not anticipated to have significant environmental impacts related to **Agriculture and Forest Resources, Biological Resources, Mineral Resources, Population and Housing, and Recreation.** A brief discussion of each of these topics and documentation as to why impacts related to these topics will not be significant will be provided in the Draft EIR. The level of analysis and discussion for these topics is anticipated to be similar to what would typically be included in an Initial Study. The City's Standard Conditions of Approval will be referenced where applicable.

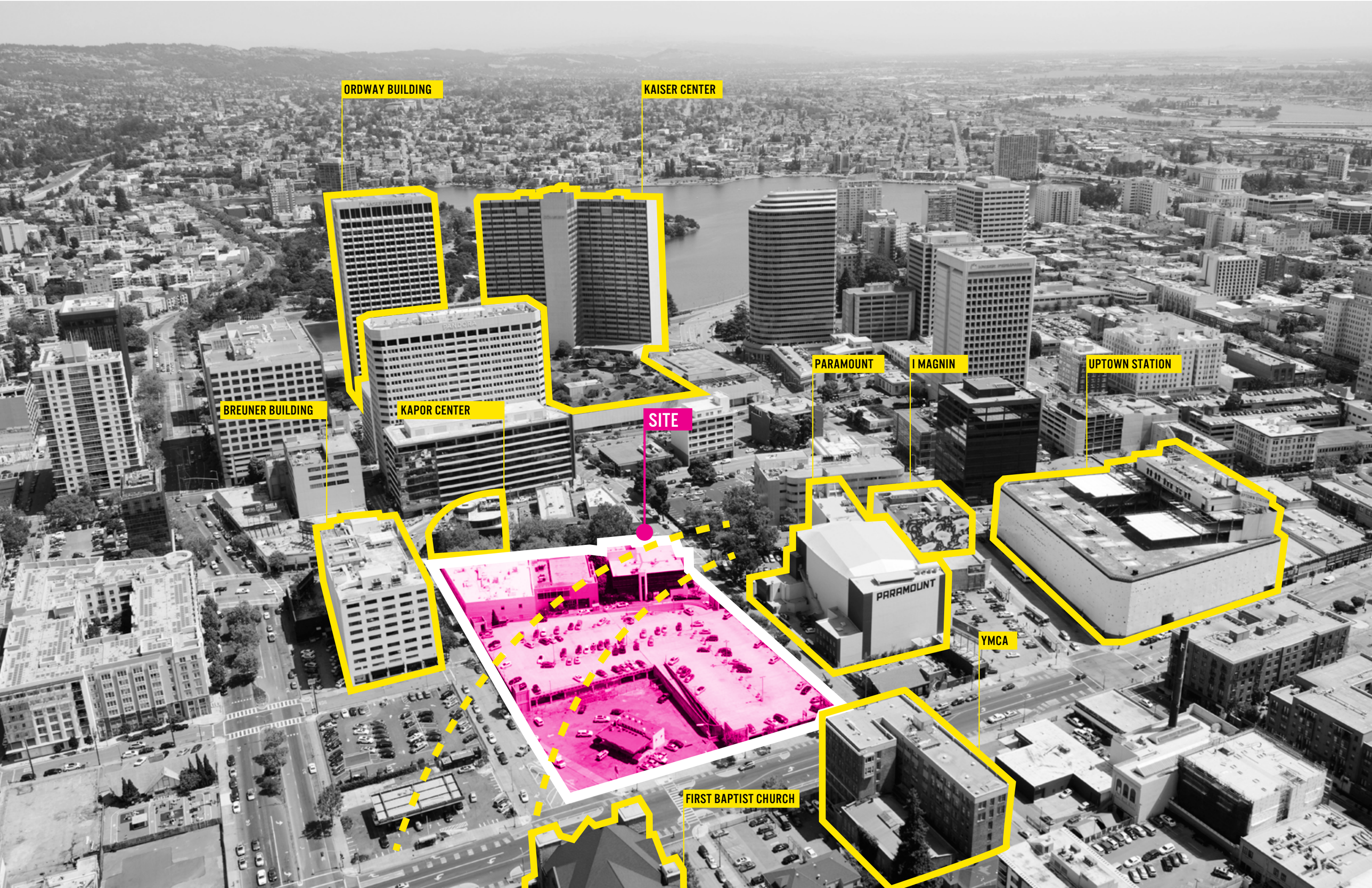
The Draft EIR will also examine a reasonable range of alternatives to the project, including the CEQA-mandated No Project Alternative and other potential alternatives that may be capable of reducing or avoiding potential environmental effects.

December 2, 2016
File Number ER16-011

for
Darin Ranelletti
City of Oakland
Environmental Review Officer

Attachments
Figure 1: Project Location and Regional Vicinity Map

EASTLINE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YMCA
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CONTEXT PHOTOS

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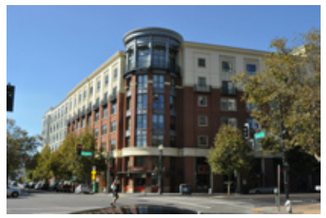
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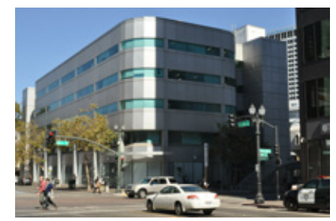
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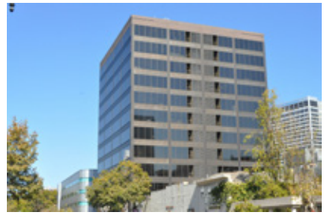
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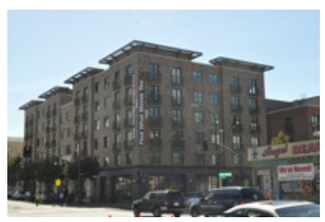
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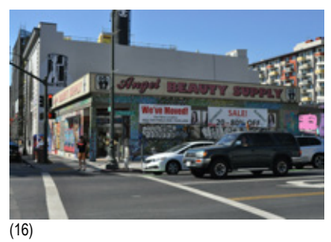

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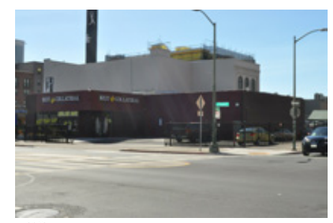
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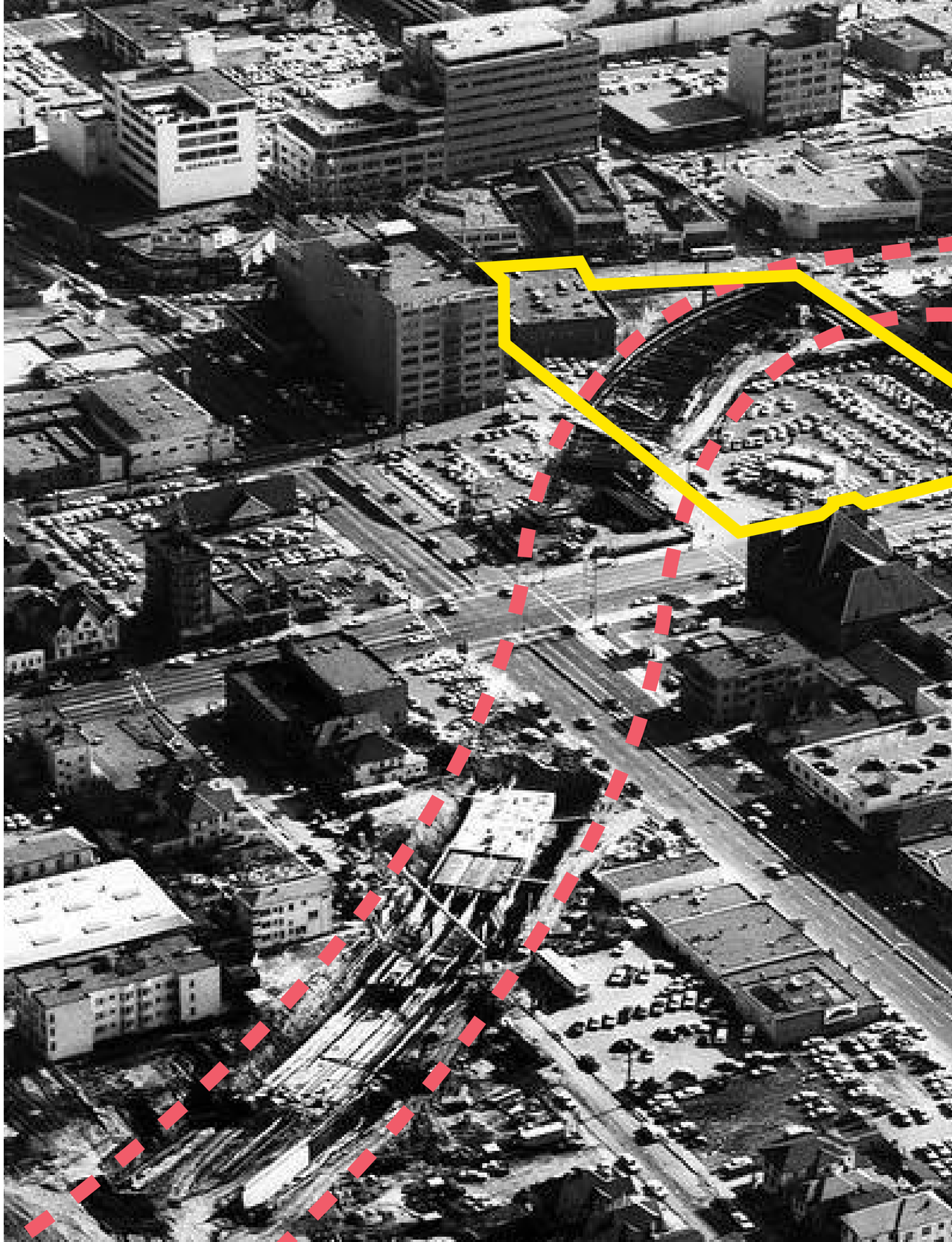
KEY PLAN

SITE



SITE PHOTOS

21ST & BROADWAY

22ND & BROADWAY

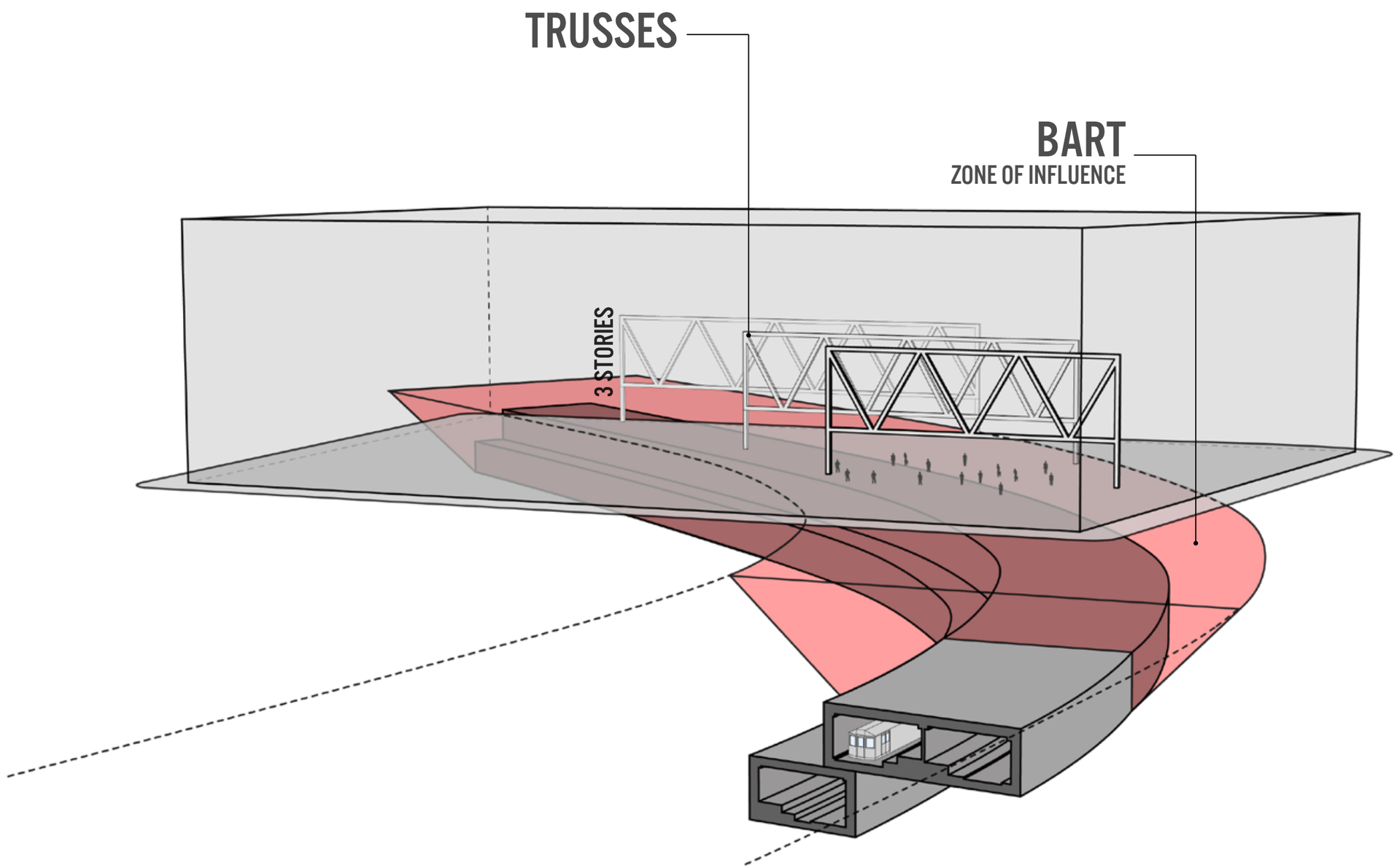
TELEGRAPH

BROADWAY

22ND & TELEGRAPH

21ST TELEGRAPH

BRIDGING OVER BART



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