Oakland Landmarks Preservation Advisory Board
STAFF REPORT

Case File Number PLN17348 **March 12, 2018**

Location:	**3007 Telegraph/528 30th Street**
Assessor's Parcel Number(s):	**009- 0708-004-00, 009-0708-005-00, 009-0708-006-00**
Proposal:	To construct a new multifamily facility for 43 units in a former parking lot serving 3007 Telegraph and to remodel portions of the existing building at 3007 Telegraph which is a Potential Designated Historic Property.
Applicant:	Carlos Plazola
Contact Person/ Phone Number:	Carlos Plazola (510) 207-7328
Owner:	3007 Telegraph LLC
Case File Number:	**PLN17348**
Planning Permits Required:	Regular Design Review Tentative Parcel Map for Parcel Merger Variance/waiver for building height and for locating density on the RU-2 portion of the site Variance/concession for open space
General Plan:	General Commercial and Urban Residential
Zoning:	CC-2. RU-2
Environmental Determination:	Exempt, CEQA Guidelines Sections 15183 and 15331
Historic Status:	Potential Designated Historic Property (PDHP); Survey rating: B/C3; determined eligible for Heritage Property designation in 2011.
City Council District:	3
Finality of Decision:	Provide recommendation to staff for Zoning Manager decision
For Further Information:	Contact case planner **Rebecca Lind** at **(510) 238-3472** or rlind@oaklandnet.com

SUMMARY

This application is before the Landmarks Preservation Board pursuant to 17.136.050(D) to review whether the addition, alterations and new construction on the site of the Potential Designated Historic Property (PDHP) at 3007 Telegraph Ave matches or is compatible with the property's existing or historical design. In this instance an infill housing project of 43 dwelling units is proposed on the same site as the existing PDHP. Although demolition of the historic resource is not proposed, modification to some portions of the structure is requested. The new residential structure is proposed at a density and height that could affect the quality of the characteristics of the site. As the two structures will share certain site plan elements and facilities it is important to review the juxtaposition of the two buildings as well as the design of modifications to the PDHP and design of the new structure.

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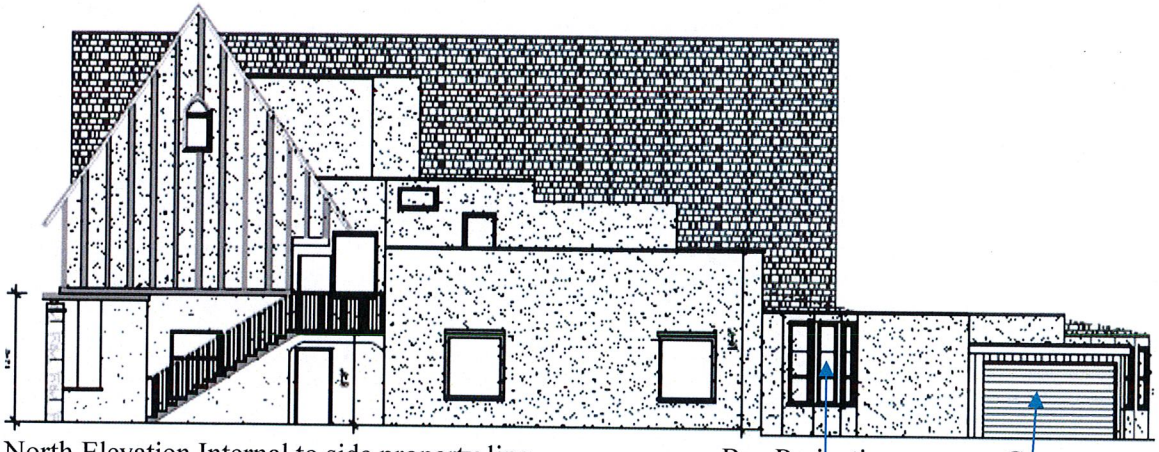
Case File: PLN17348
Applicant: Carlos Plazola
Address: 3007 Telegraph Avenue / 528 30th Street
Zone: CC-2, RU-2
Height Area: 45 ft

BACKGROUND

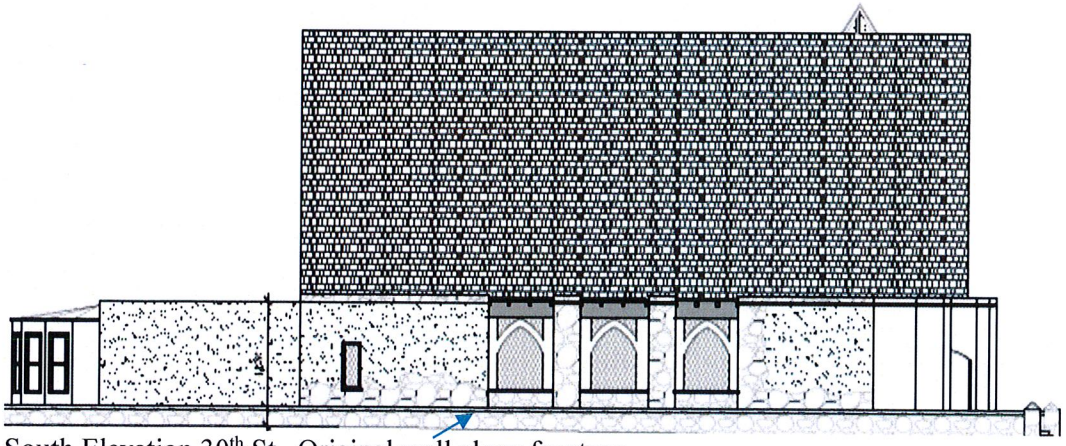
The existing building at 3007 Telegraph identified as "Chapel of the Oaks" is a Potential Designated Historic Property in the Pill Hill Funerary Building Grouping of properties. The structure is located on the original site, and was built in 1926-27. The Board made a preliminary determination that the building is eligible for Heritage Property or Landmark designation in April 2011. A Notice of Intent to designate the group of funerary buildings, including the subject property was published October 26, 2012. The designation of the property as an Oakland Landmark was not formalized as the property owner did not support it and at the time, the Board had concern about the condition of the building. The OCHS inventory Rating for the existing building is B+3 (B= major importance, landmark quality, likely eligible for the National Register; 3= not in an identified district).

The existing building is an eclectic style composed of Swiss Chalet architecture with. gabled exposed beams, gabled slate roof, Tudor revival on its north side with half-timber verticals, a diagonal steep sloped slate roof and a steep gable. The half-timbered A-frame front and the one-story curved bay rooms along the back make a continuous courtyard ensemble constituting the Local Register resource. The building is two and a half stories. It has a main entrance on Telegraph Avenue with entry stair and stone wall surrounding the site and extending down 30th Street at the parking lot frontage to the driveway entry.

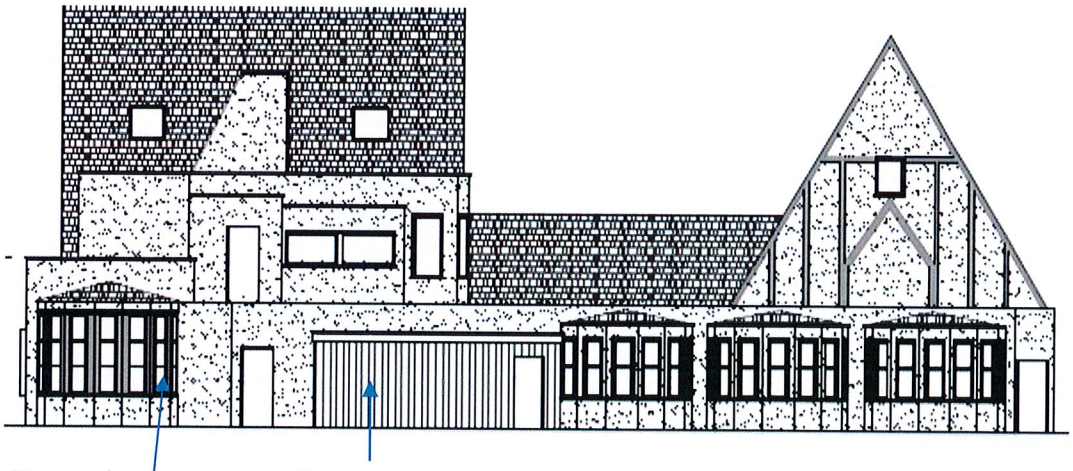
The East Elevation from Telegraph
Original stone wall and pillars at entry to be repaired



North Elevation Internal to side property line.



South Elevation 30th St. Original wall along frontage



Bay projection Garage
West Elevation facing parking lot

The existing West elevation shows the half-timbered A-frame façade and the one-story curved bay rooms along the back facing the present parking lot. At the northwest corner, there is one bay projection with a different design which is not original as well as a larger addition, possibly a former garage, that is not part of the original structure.

PROPERTY DESCRIPTION

The property currently is 27,369 sf of land area with a 13,064-sf commercial building and a 15-stall parking lot. The site is a corner lot with frontage on Telegraph Ave and 30th St. It is in an urban mixed-use neighborhood and the adjacent property is developed with a mix of multifamily residential and commercial facilities. A four-story condominium building is immediately adjacent to the property on the west. The property is occupied by a marijuana dispensary, professional offices and a 15-stall parking lot. Given the size of the land area and the bulk of the existing improvements, a mixed-use project could potentially be located on the site with an addition to the existing structure. The remaining base development capacity of the site is 43 units, with 33 units allowed on the airspace above and yards around the commercial building and 10 units allowed in the parking lot as infill development.

ZONING

The property is located in the CC-2 and RU-2 zoning districts. The CC-2 Zone is intended to create, maintain, and enhance areas with a wide range of commercial businesses with direct frontage and access along the City's corridors and commercial areas The intent of the RU zone is to create, maintain and enhance areas of the city appropriate for multifamily and other residential development and neighborhood businesses. The CC-2 zone allows both commercial and multifamily development at a density of 1 unit/450 sf, height of 45 feet, and a non-residential FAR of 2.5. The RU-2 zone allows 1 unit per 800 sf. and a height of 50 feet.

The General Plan is General Commercial and Urban Residential. The purpose of these land use designations is the same as the intent of the zoning districts which implement them.

Parking

- 16 bicycle parking spaces are required and 60 are provided.
- 39 parking spaces are required and 49 are provided including 2 ADA spaces. Residential parking exceeds code requirements by 6 spaces and commercial spaces exceed code by 4 spaces. The residential spaces will be unbundled, meaning they will not be included in the rent for the units but will be leased separately.

Open Space

- 6,500 sf of group open space are required and 3,414 sf are provided. A minor variance is required for not providing adequate open space under the zoning regulations.

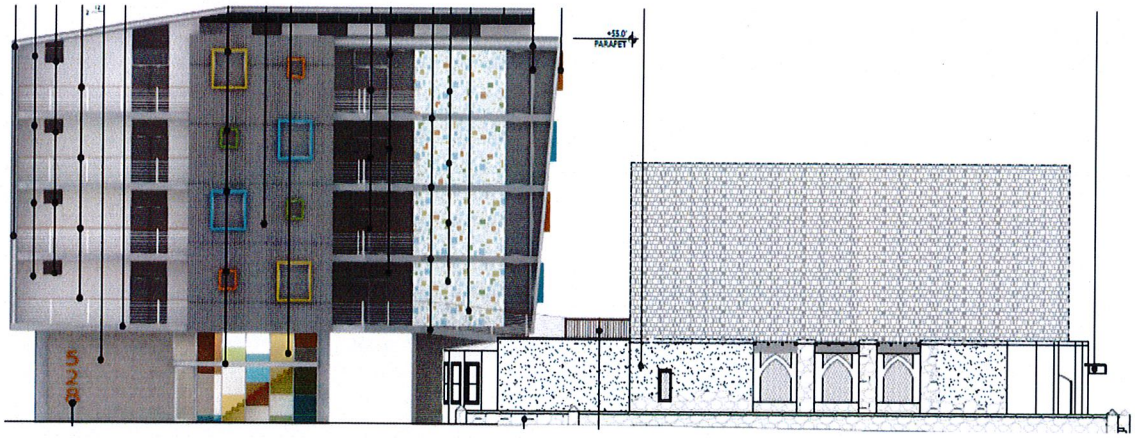
PROJECT DESCRIPTION

The proposed project combines a remodel preserving most the existing building with construction of a separate 43-unit multifamily residential building. The site plan addresses both structures and integrates them using some common design features, and some shared ancillary uses including automobile parking, bicycle parking, and open space.

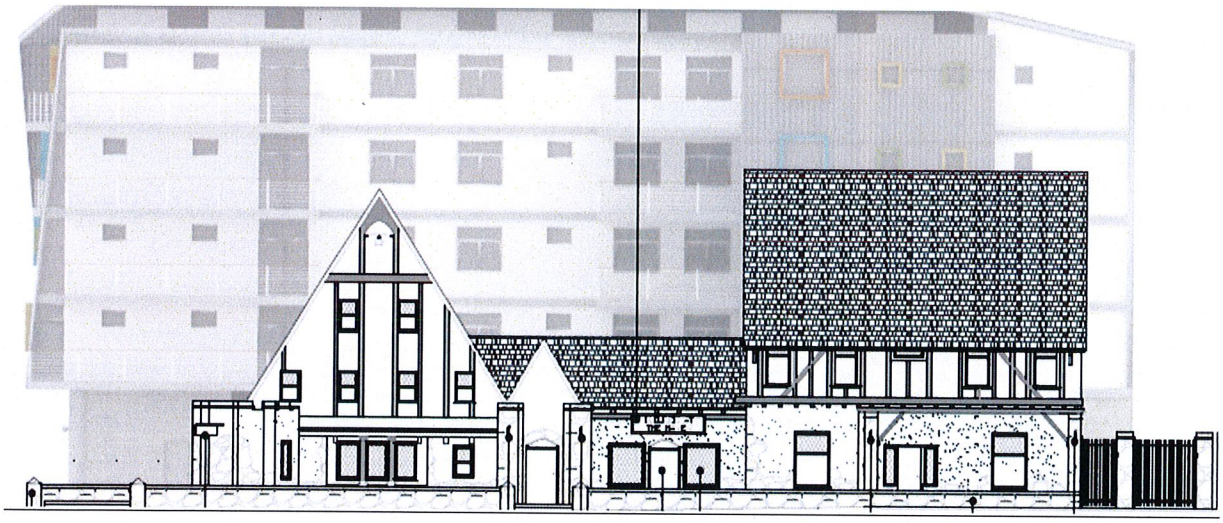
Staff encouraged the applicant to transfer remaining development capacity from the land area occupied by the historic structure and concentrate the available density in the separate new structure. Consolidating the density on one portion of the site in this way requires a variance/waiver of height to allow a 5-story building (4 residential floors over parking) with a height of 60 feet (instead of a maximum 4-story building with a height of 45-50 feet).

The programmatic concept of the new building is to provide small studio units and 4 bedroom units as co-housing with common living/dining space on each floor in addition to the kitchen facilities in each unit. Leased office space would also be available to tenants in the existing commercial building. Two units of affordable housing are proposed. Group bicycle parking (60 spaces) would be provided in the existing historic structure. Parking for the existing commercial building and for the new residential building would be provided on the first floor of the new building.

The elevations below show the property with both structures as seen from the two public streets, Telegraph and 30th St. The elevations for the historic structure have only minor changes from these streets. The proposed changes to this building occur on the interior of the lot.



30th St Elevation



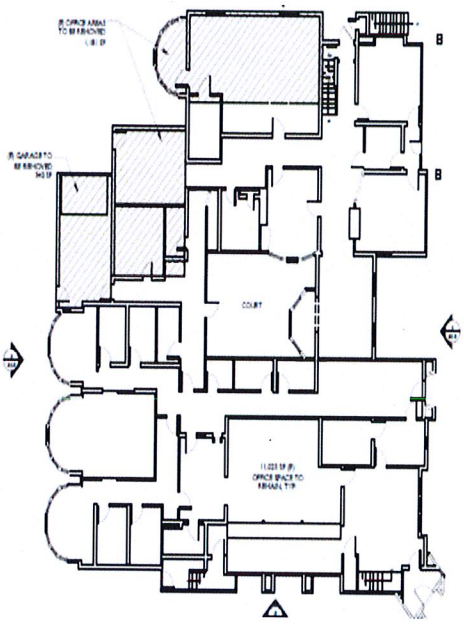
Telegraph Elevation

Modifications to the Historic Structure

1. Group open space serving the residents of the new building is proposed on a roof deck of the one-story wing facing the interior of the lot. This deck fulfills part of the open space requirement for the residential units but would also have access from the commercial building and would be available to tenants. This deck would be connected to the new building via a deck walkway and is the only physical connection between the two buildings.
2. The one bay projection/office area and the garage addition at the north end of the west elevation would be demolished. This change would reduce the building size from 13,064 to 11,287 sf and provide for an approximately 60 space bicycle parking room. A new exterior wall would be created.

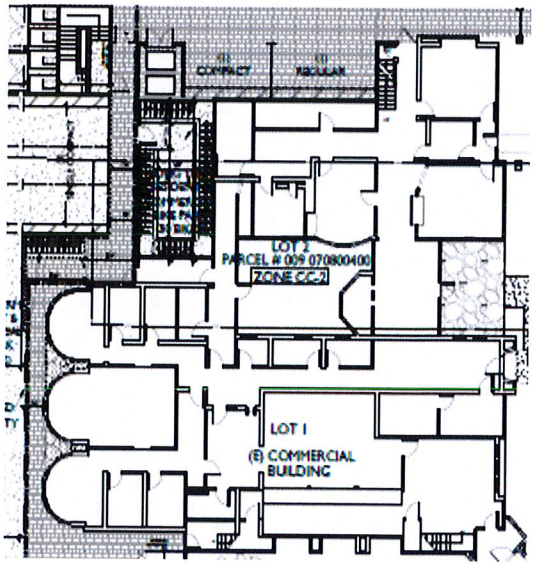
Existing First Floor Plan

- Shading shows the area proposed for modification



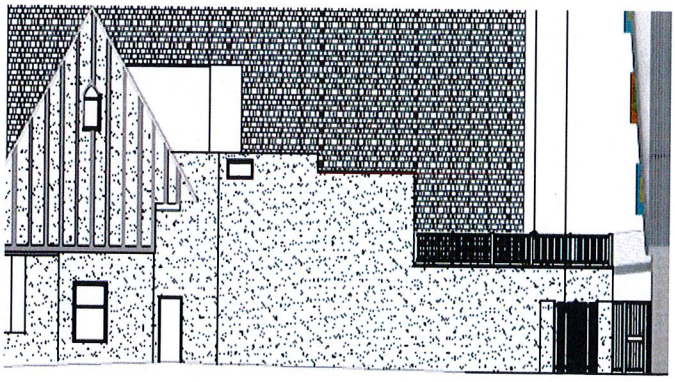
Remodeled First Floor Plan

- Bike Room
- Trash Room
- Exterior Surface Parking (2 spaces)



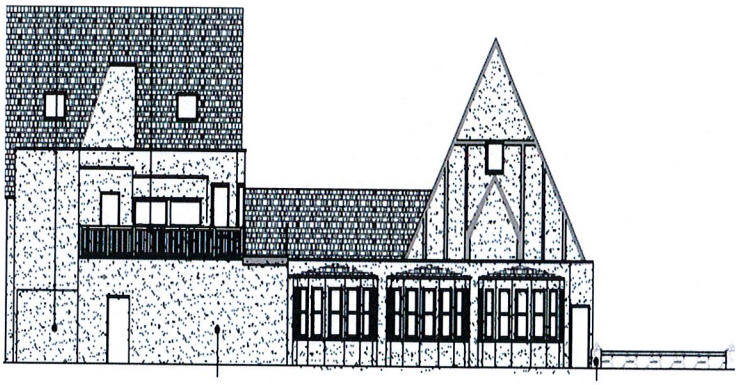
Modification of the North Elevation

- Faces the side property line
- Shows the transition to the new structure
- Staircase removed
- More blank wall



Modification of the West Elevation

- Faces the new structure
- Bay projection removed
- Deck added
- Garage Removed



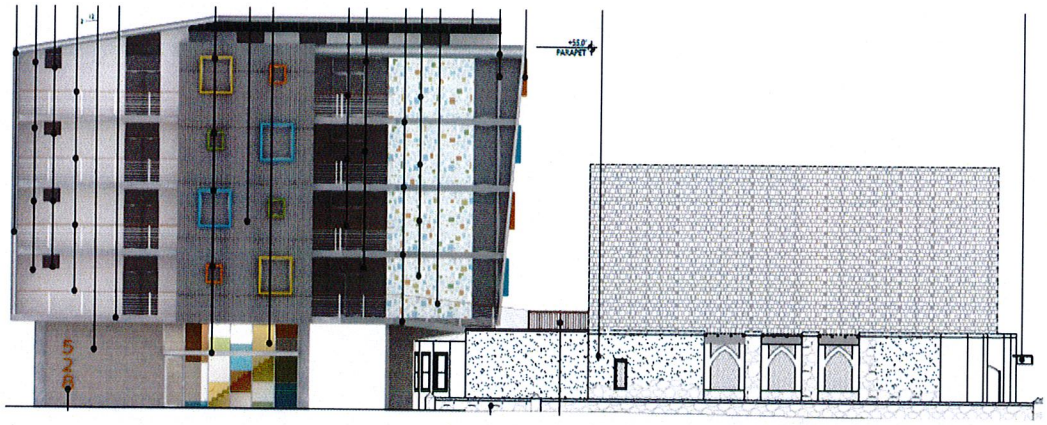
New Building

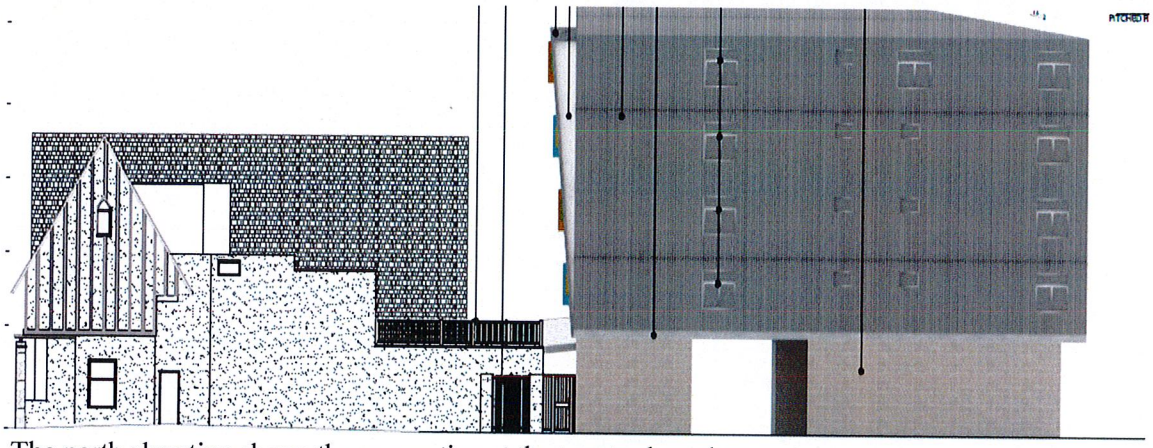
Staff requested modifications to the submittal to achieve a stronger and independent architectural concept for each building and to establish as much separation and open feeling as possible between the structures. Specifically, a more open concept at the driveway/parking entry as well as on the deck railings was discussed. Use of materials that did not block views of or imitate the historic building were also discussed. The current submittal responds to this request. The result is a modern building concept with industrial elements, open decking with a metal post and rail system and a color palette intended to complement the historic structure.

The entry is from 30th Street with a ground floor lobby and parking. The entry proposes colored glass that is partially transparent and the same colors are proposed framing the windows on the upper stories and the undersides of the projecting decks along the drive aisle. A modern mosaic is proposed. The final design of the mosaic is not yet determined. Materials are concrete masonry in natural grey, corrugated metal in grey, and white and medium grey cement plaster. Posts located on the front elevation and the interior of the courtyard parking entry are natural concrete. The color and material palette are shown on Plan Sheet MO.1.

This current proposal connects the buildings with a walkway ramp to the new roof deck on the historic structure. Along the first-floor driveway the buildings are separated by 14' at the driveway entrance, and 21' along the internal drive aisle. The 'L" shape of the new building is 5'6" from the historic structure at the rear. The graphic below shows this connection from 30th St.

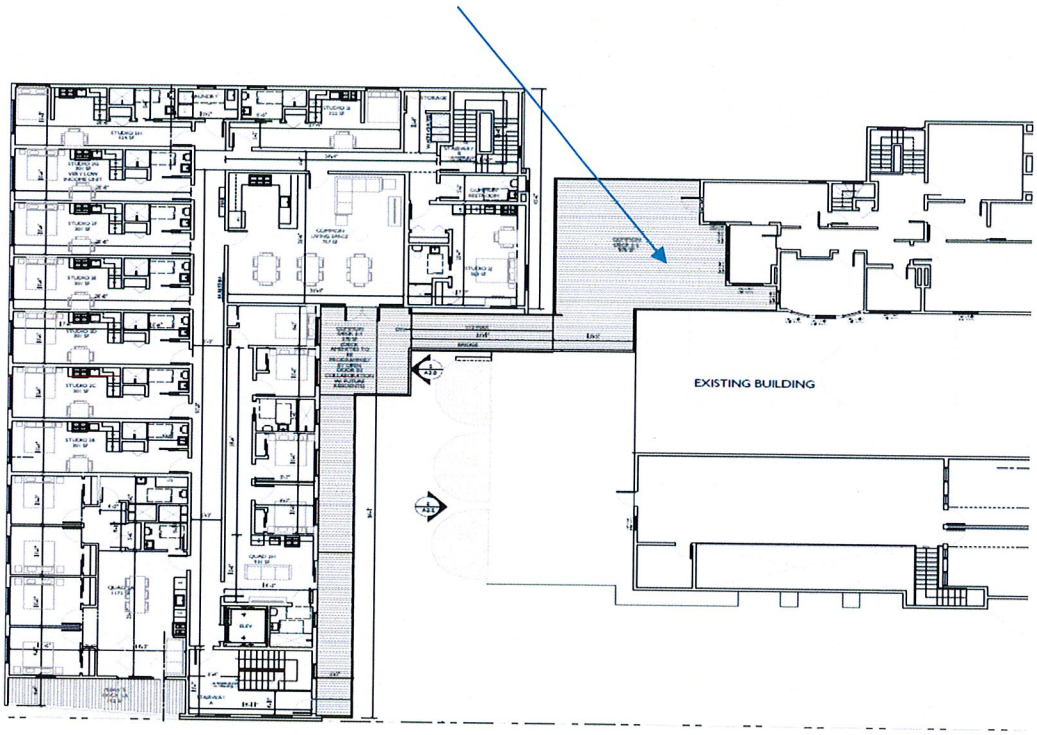
The parking and open space will be shared by both buildings on the site. The amount of group open space proposed does not meet code as 6,500 sf are required and 3,414 sf provided. This issue is mentioned in context of the Landmarks Board review because decking is proposed on the roof of the historic structure, and further reduction of the amount of decking would increase the extent of the requested variance. Parking for the commercial uses is provided in the central courtyard while parking for the residents will be accessed from a separate 15' wide driveway off 30th St and will be provided via mechanical stacked parking along the side setback.





The north elevation shows the connection at the two trash enclosures.

The second level floor plan shows the decking element between the two structures.



ANALYSIS

As recommended by the General Plan's Historic Preservation Element, staff has analyzed the compatibility of the project per the Secretary of the Interior's Standards for Rehabilitation (see below).

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

   Response: The historic use of this property was discontinued and replaced with the existing use in the 1970s without significantly changing the defining characteristics of the building. The proposal retains the current use of the existing structure but proposes an additional use on the site. Staff has encouraged the applicant to design the new use in a way that retains the integrity of the historic structure and separates it from the new building, minimizing the degree of change. The concept is to have two buildings, each with their own design concept but integrated through site plan elements such as color, landscaping, walkways and open space.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

   Response: The character of the building is retained on the street frontages at main entry (east elevation) on Telegraph and on 30th St. (south elevation). The ancillary retaining wall which now extends across the entire frontage of 30th would be reduced by 60 feet to allow construction of the new structure with two driveways.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

   Response: Not applicable

4. Most properties change over time; those changes that have acquired historic significance shall be retained and preserved.

   Response: Not applicable

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

   Response: The distinctive features of the Swiss Chalet architecture with gabled exposed beams, the gabled slate roof, Tudor revival elements on north side with half-timber verticals, a diagonal steep sloped slate roof, half-timbered A-frame front and the one-story curved bay rooms along the back are retained.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

   Response: The deteriorated stone retaining wall and columns will be repaired using stones from the portion of this wall removed from the 30th Street frontage.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

   Response: Not applicable

8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

   Response: Not applicable

9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

   Response: The new building is presented with its own design character and is clearly differentiated from the old. The separation of the buildings reduces the impact of the mass and scale of the new structure compared to the existing historic resource. The portion of the site that is changed is currently a surface parking lot that does not add to the character qualities of the historic resource.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

    Response: The old and new buildings will only be connected to a deck walkway at the second floor and a gate at the trash room which could be removed in the future.

The specific design review criteria contained in the Planning Code which apply to the project are listed below as findings in the section titled "Findings for Approval".

ENVIRONMENTAL DETERMINATION

The project would not have a significant effect on the environment, and it is declared to be categorically exempt from the requirement for the preparation of environmental documents pursuant to Section 15183 of the State CEQA Guidelines: Projects consistent with a community plan, general plan or zoning. Modification to the historic property are exempt under; Section 15331 of the State CEQA Guidelines: Maintenance, restoration, or reconstruction of Historic Resource consistent with *Secretary of Interior Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (1995), Weeks and Grimmer.*

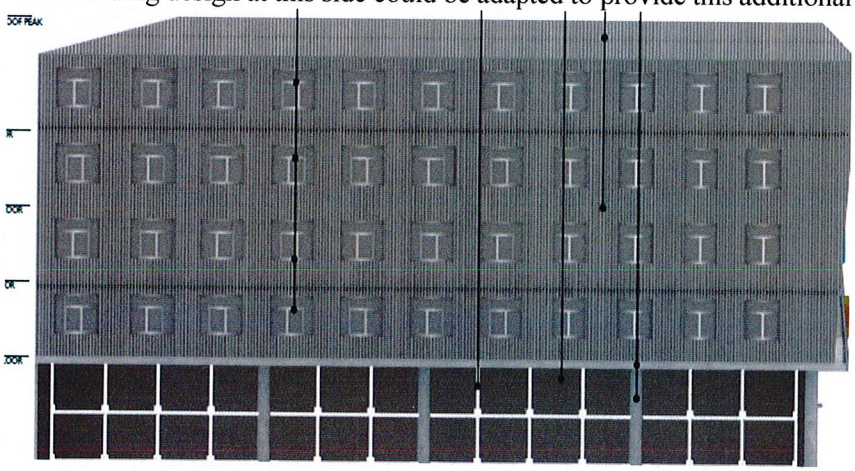
KEY ISSUES AND IMPACTS

The key issues are: whether addition, alterations and new construction on the site of the Potential Designated Historic Property (PDHP) at 3007 Telegraph Ave matches or is compatible with the property's existing or historical design.

New Building

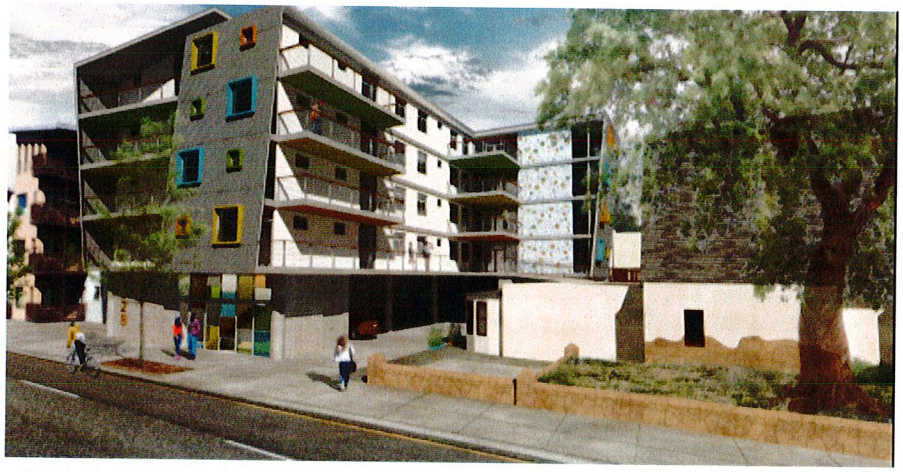
1. Staff has a further concern about the quality of the project facing the abutting condominium project at 532 30th St. This existing building has decks and living areas abutting the proposed puzzle park area. The puzzle park mechanized parking system proposed is potentially noisy and unsightly. This issue was mentioned to the applicant with the suggestion that pull-down garage doors be provided.

The building design at this side could be adapted to provide this additional amenity.



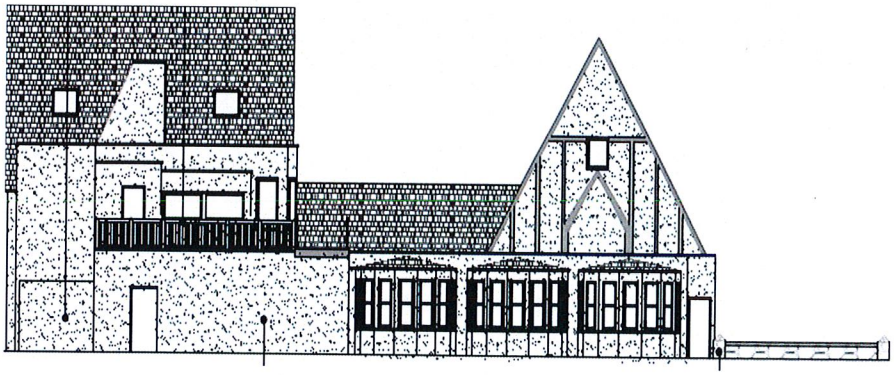
This elevation faces the abutting condominium. The mechanical parking system will require head-in access for each paired parking slot. This design could be modified to include a pull-down garage door.

2. Staff continues to have concerns about the new building design. The prior submittal showed more texture in materials to integrate the project with the historic property. The response to our comment did simplify the design and did succeed in providing a clear and different design for the new building. Staff has the concern, however that the building is now more utilitarian than needed. Board input and comment on this issue is requested.



Historic Property

Board input and comment on the extent of modifications to the northwest elevation is requested. Are Board members satisfied with the reduction of the building area of the resource property by 1,777 sq. ft. and elimination of the 4th bay projection? While the 60-bicycle parking room is admittedly an asset for the overall project, the number of bikes served exceeds code requirements by 44 spaces. Reduction of the size of the bike room may allow other options within the historic structure.



RECOMMENDATIONS:

1. Provide input to staff and the Zoning Manager.

Prepared by:

Rebecca Lind
Planner III

Reviewed by:

Catherine Payne
Acting Development Planning Manager

ATTACHMENTS:
A. Project Plans

FINDINGS FOR APPROVAL
Design Review Criteria 17.136.050(C)

3007 Telegraph was deemed eligible for Heritage Property status in 2011 but not formally designated. It also has a borderline B rating, which puts a property on the Local Register. Both sets of findings are responded to by staff.

For Local Register Properties that are not Landmarks or located in the S-7 or S-20 Zone

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

- *Response: The proposal retains the visual and architectural value of the historic property on the two elevations that are visible from public streets. The proposed modifications to the two facades are visible only from the internal yard and minimize changes to the existing design.*

Design Review Criteria 17.136.050(D)
For Potential Designated Historic Properties that are not Local Register Properties: That for additions or alterations:
1. The design matches or is compatible with, but not necessarily identical to, the property's existing or historical design; or

- *Response: The proposed modification to the historic structure occurs on the rear and side where a garage, bay window projection and stairway element are removed. The finish is the same color and material as the original structure. The proposed modifications to the two facades are visible only from internal yard and minimize changes to the existing design.*

2. The proposed design comprehensively modifies and is at least equal in quality to the existing design and is compatible with the character of the neighborhood; or

- *Response: Not applicable*

3. The existing design is undistinguished and does not warrant retention and the proposed design is compatible with the character of the neighborhood.

- *Response: Not applicable*

4. For construction of new principal buildings:
    - The project will not alter the design or character of the existing PDHP.;
    - The proposal will result in a building or addition with exterior visual quality, craftsmanship, detailing, and high quality and durable materials that while a significantly different style does not reduce or modify the character of the resource property.
- Response: *The two buildings have separate design character and could function as stand-alone structures in the future. The materials used in the new building were selected by the architect to be compatible but different from the historic structure.*