

Project Name:	Alta Bates Summit Medical Center- Summit Campus Seismic Upgrade and Master Plan
Location:	20-acre campus generally between Telegraph and Webster, and between 30 th Street and 34 th Street
Proposal:	The ABSMC Seismic Upgrade and Master Plan is intended to provide a long-term vision for the campus in order to meet hospital and community needs, as well as to comply with state seismic safety requirements of SB 1953. Phase 1 of the Master Plan includes demolition of the Merritt Classroom and other small buildings, and construction of a new 230,000 sq. ft. (11-story) acute care hospital, plus a new 1,090-space (7-story) parking garage. Future phases include longer-term campus-wide improvements including new medical office buildings, classrooms and closure of a portion of Summit Street as a new campus plaza.
Applicant:	Alta Bates Summit Medical Center, an affiliate of Sutter Health Shahrokh Sayadi, Project Director
Phone:	415-203-6345
Owner:	Alta Bates Summit Medical Center and Sutter Health
Case File Number:	ER09-0001
Planning Permits Required:	Planned Unit Development (Prelim. Dev Plan for Master Plan, Final Dev. Plan for Phase 1); Design Review for Phase 1; Lot Line Adjustments/ Lot Merger
General Plan:	Institutional
Zoning:	S-1: Medical Center
Historic Status:	The presence of historic resources on the project site, and potential effects on those resources will be studied in the EIR
Environmental Determination:	Staff has determined that an EIR will be required for the project. A re-issued Notice of Preparation for the EIR was distributed on March 13, 2009 and the public comment period on that NOP closed on April 15, 2009.
City Council District:	3
Date Filed:	January 16, 2009
Action to be Taken:	Receive public and Committee comments on preliminary design concepts
Finality of Decision:	No decision requested
For Further Information:	Contact: Scott Gregory , contract planner to the City at 510-535-6690, or by email at sgregory@lamphier-gregory.com

SUMMARY

This report provides the Design Review Committee with information regarding preliminary design efforts for the Alta Bates Summit Medical Center (ABSMC) Seismic Upgrade and Master Plan project. The purpose of this first presentation to the Design Review Committee (DRC) is to provide the Committee with an early opportunity to review conceptual design materials for the project, and to solicit public and DRC comments on those preliminary design ideas. No decisions or recommendations from the DRC are requested at this time. Future meetings will be held with the DRC, and ultimately the Planning Commission, to review detailed and finalized design plans as they progress.

The current status of the project is as follows:

- Environmental Review Request application filed January 16th 2009
Notice of Preparation (NOP) issued January 23rd and re-issued ¹ on March 13th
EIR Scoping meeting before the Planning Commission held February 18th
Re-issued NOP comment period closed on April 15th
Draft EIR under preparation
- Preliminary Development Plan application filed April
Staff review underway
Final Development Plan for Phase 1 – to be filed at a later date
- ABSMC Community Meetings held:
January 28th - Introduction and ideas for community outreach
March 16th - Preliminary design components
April 16th - Design refinement

Several project documents are currently posted on the City's Major Project website including the Notice of Preparation of an EIR, the staff report for the February 18th Planning Commission Scoping meeting, and copies of ABSMC's community presentations. These documents can be found at the following link:

<http://www.oaklandnet.com/government/ceda/revised/planningzoning/MajorProjectsSection/AltaBatesSummitMedicalCenter.html>

PROJECT DESCRIPTION

ABSMC Campus

The existing Alta Bates Summit Medical Center campus is located in the Central Oakland planning sub-area, south of I-580 in an area known as "Pill Hill". The approximately 20-acre campus is bounded between Telegraph Avenue and Webster Street, and between 30th Street and

¹ NOP was reissued to several public agencies and individuals that were accidentally omitted from the original NOP mailing

34th Street. The campus currently contains approximately 1.4 million square feet of medical-related building space, including the 345-bed acute care hospital within the existing Merritt Pavilion.

Project Components

The proposed Seismic Upgrade and Master Plan is designed to bring the acute care patient facilities at the Alta Bates Summit campus into compliance with current state law (SB 1953), which imposes seismic requirements that are to be implemented by January of 2013. The Master Plan is also designed to provide a long-term cohesive vision for the campus to ensure that it continues to meet both hospital and community needs well into the future.

Phase 1 of the Master Plan includes near-term projects to be completed prior to year 2013. These near-term improvements include construction of a new acute care tower adjacent to the existing Merritt Pavilion hospital, relocation of the Emergency Department, construction of a new parking garage, and on-site circulation improvements.

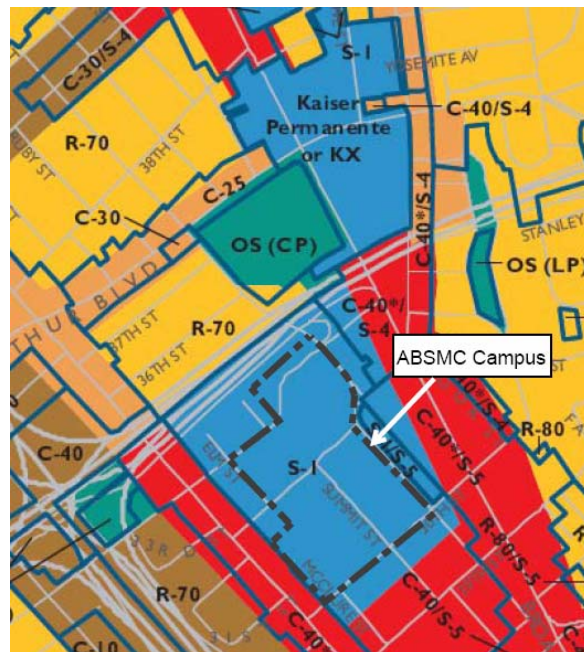
The program for future phases includes an approximately 175,000 square foot, 5-story Medical Office Building on Summit Street, and an approximately 72,000 square foot, 4-story building for Merritt College classroom expansion on Elm Street. Future phases also include possible closure of a 1-block section of Summit Street from 30th Street to Hawthorne Avenue to create a new, internal plaza space for the campus.

General Plan

The General Plan land use designation for the campus is Institutional. The Institutional designation is intended to create, maintain and preserve areas appropriate for education facilities, cultural and institutional uses, health services and medical uses. The project's proposed land uses are consistent with the Institutional land use designation of the General Plan.

Zoning

The current zoning of the campus is S-1: Medical Center. This zoning is intended to create, preserve and enhance areas devoted primarily to medical facilities and auxiliary uses, and is typically appropriate to compact areas around large hospitals. The project's proposed land uses are consistent with the S-1: Medical Center zoning district. Following a more detailed analysis of the proposed project, staff will provide an assessment of the project's consistency with specific zoning regulations regarding such issues as height, setbacks, etc. Staff will schedule a future public hearing with the Planning Commission where an in-depth analysis of the project and the S-1 zoning district will be provided.



Required Permits and Approvals

Environmental Determination

The City has determined that an Environmental Impact Report (EIR) is required for the project. The EIR's purpose, generally, will be to inform governmental decision-makers and the public about the potentially significant environmental effects of proposed activities and to identify ways that such effects can be reduced or avoided. All environmental impact categories will be reviewed as part of the EIR.

Other Project Approvals

In addition to certification of the EIR, the following actions and approvals are anticipated in order to approve the Project:

- Planning Commission approval of a Planned Development (PD) permit, including a Preliminary Development Plan (PDP) for entirety of the Master Plan and a Final Development Plan (FDP) for Phase 1
- Design Review Committee review and Planning Commission approval of Design Review for Phase 1 construction
- Lot Line Adjustments and/or Lot Merger
- Office of Statewide Health Planning and Development (OSHPD) approval of a building permit for the new Acute Care Patient Pavilion
- City building, grading and potentially tree removal permits for new construction

Both the Planned Development permit and Design Review approvals are City discretionary actions that will require additional public hearings before the Design Review Committee and the full Planning Commission.

PLANNING CONTEXT

Detailed information about the project site and the surrounding area were included in the Planning Commission's staff report issued for the February 18th EIR Scoping Meeting (see **Attachment A**).

Broadway/MacArthur/San Pablo Redevelopment Area

The ABSMC is located within the Broadway/MacArthur/San Pablo Redevelopment Project Area, which incorporates Broadway Auto Row and Telegraph Avenue between 27th and 42nd Streets. Key elements of the Redevelopment Plan include eliminating blight, encouraging in-fill development and supporting catalyst projects including the MacArthur Transit Village Project. The Project Area Committee (PAC) was approved on March 21, 2000 and the Redevelopment Plan was adopted on July 25, 2000. The PAC has prioritized several key projects and activities as part of the current 5-year implementation plan, including the MacArthur Transit Village Project, commercial façade programs, infill development projects, and streetscape improvements on Broadway, Telegraph Avenue, 40th Street and San Pablo Avenue.

- There are no Redevelopment Plan initiatives that specifically affect or pertain to the ABSMC campus.

Upper Broadway Retail Specific Plan Area

The Upper Broadway Retail Corridor is defined as the portion of Broadway between West Grand Avenue and Highway 580 including the cross-arterials of 27th and Valdez. This area is currently characterized by a large number of multi-acre surface parking lots used for auto sales. These properties represent significant redevelopment opportunities.

This area is anticipated to undergo a significant land use transition over the next decade as the City develops and begins to implement a new Upper Broadway Retail Corridor Specific Plan. The Specific Plan process has only recently been initiated, but is anticipated to provide planning policy direction for future development of approximately 1 million square feet of new retail uses along Broadway, 27th Street and Valdez Street; with as many as 1,700 residential units and possible office development. Additional goals of the Specific Plan include improvement of the physical appearance of the streetscape; creation of a safe, pedestrian oriented business environment; and provisions for adequate vehicular access and parking. The Specific Plan is anticipated to include strategies for capitalizing on the unique position of the corridor to downtown, the Kaiser Permanente and Alta Bates Summit medical facilities, the primary AC transit bus corridors, and the close proximity to two BART stations.

- The ABSMC campus is located outside of, but immediately northwest of the Upper Broadway Retail Corridor. Other than pedestrian and vehicular connections, it is unclear whether there will be any other direct relationships between the campus and the Specific Plan.

As indicated above, the Upper Broadway Corridor Specific Plan process has just begun and is estimated to be complete in about 18 to 24 months.

Koreatown-Northgate Community Benefit District

The Koreatown-Northgate Community Benefit District (CBD) was formed in 2007, and encompasses approximately 167 parcels along Telegraph Avenue from 20th Street to 35th Street. It includes a Korean-American commercial center, a creative arts community, healthcare services and a variety of shops, restaurants and services. The CBD is a property-based assessment district. Property owners within the district volunteer to assess themselves a special tax, and the funds are used to undertake a range of service and physical improvements to further economic development and commercial viability of the area.

- The ABSMC is located outside of, but immediately east of the Koreatown-Northgate Community Benefit District (CBD).

Other Surrounding Uses

The ABSMC is surrounded by a number of medical offices and medical-related commercial facilities that are associated with or located conveniently near the Medical Center, but that are not part of the Alta Bates Summit Medical Center.

There are very few residences located in the immediate vicinity of the campus, but there is a short block of residences (both single family and multi-family) that are located along the westerly side of Elm Street.

ABSMC'S PUBLIC WORKSHOP PROCESS

ABSMC representatives have held two public workshops, and a third workshop will be held prior to this April 22 Design Review Committee meeting. These workshops have been held to inform the community about the future plans for the campus and to solicit community input. Although these meetings have been widely noticed by the Medical Center, attendance has been light. Generally the comments have been supportive and positive, but concerns have been expressed regarding night lighting and the implications of the proposed closure of Summit Street on bus routes and traffic flow.

ABSMC representatives have also met with City staff from the Transportation Services and Building Services Departments, and the Oakland Fire Department. Input from staff has been incorporated into the current design submittal, and will continue to help refine the project as it undergoes more detailed design development.

PRELIMINARY DESIGN CONCEPTS

New Acute Care Tower / Patient Care Pavilion

Functionality

The existing Merritt Pavilion is actually several buildings that have been constructed as additions over time. It currently houses acute care hospital functions, including 345 patient care beds. Some of these acute care functions, including radiology, surgery and intensive care are located in building space that already complies with the new seismic safety standards. However, most of the patient care beds and some of the other acute care functions located within the Merritt Pavilion occupy space that will be considered non-compliant under the new seismic safety standards, and will need to be moved to new space within the campus.

Most of the ABSMC campus is fully built-out and there are limited sites available for new construction. Therefore, Sutter Health has proposed to create new space by demolishing the existing 6-story Samuel Merritt College building (Bechtel Hall), and clearing the site to accommodate new construction. Although this site is not large, all of the acute care functions that need to be relocated can be accommodated in a taller, 11-story tower structure approximately 230,000 square feet in size. Although this is more than double the area that the relocated acute care functions currently occupy, Sutter Health representatives have indicated that the additional space will allow for newer, modern technology, as well as a switch from older and smaller 2-bed patient rooms to larger 1-bed patient rooms.

A key advantage of this site is that it is immediately adjacent to the existing Merritt Pavilion. The new tower has been designed as a separate structure with 20-foot setbacks from the Merritt Pavilion and 30-foot setbacks from the existing parking garage, but tied back to the existing Merritt Pavilion with corridors and bridges that integrate with those facilities and clinical services

that are to remain. A centralized elevator lobby connects to all of the departments, and the taller tower design minimizes horizontal circulation through the hospital. The ground floor of the new tower is designed as the main lobby to the entire Merritt Pavilion hospital, with a new entry off of Hawthorne Avenue just north of Webster Street.

The Emergency Department will be relocated from the easterly portion of the Merritt Pavilion near 34th Street into other, more central space within the Merritt Pavilion that is closer to the other acute care functions.

Exterior Design

The ABSMC campus contains many buildings that have been constructed over a long period of time, resulting in an eclectic mix of architecture and building materials. There is no central architectural theme prevalent throughout the campus that a new building could replicate or emulate. Instead, as indicated in the preliminary design materials (see **Attachment B**) the proposed new tower is a modern building design intended to reflect modern technology, with primarily glass and steel exterior materials. The Hawthorne façade is rounded, with patient care rooms lining the exterior wall. Most of that exterior wall is large window space providing patient rooms with views of downtown, the Bay and/or the Oakland hills, and maximizing internal use of natural daylight. Horizontal steel bands are intended to reduce solar gain while defining the building's scale.

Parking Garage

Phase 1 also includes construction of a new parking garage. Because of the lack of buildable space within the campus, two smaller buildings on Hawthorne Avenue at the southwest corner of Elm Street will be demolished and approximately 240 surface parking spaces will be removed to clear a site for construction of the new, approximately 1,090 parking space garage. The proposed parking garage will be 6 stories high along the northerly façade (nearest to Telegraph), but will be seen as 4 stories tall from Summit Street due to an existing steep grade change. The new garage will be located immediately behind the existing Providence garage on Summit Street, with vehicular circulation between the two garages. Access to the garage will be from three driveway locations: 1) off of Hawthorne/Elm Street; 2) off Elm just north of Summit; and 3) off Summit Street through the exiting Providence parking garage.

Preliminary designs for the garage indicate it to be a concrete structure with an open-air design, screened by trellis walls and vines.

Future Phases

Designs for these future phases are very preliminary and conceptual in nature, consistent with the requirements of a Preliminary Development Plan.

RECOMMENDATIONS:

- 1) Open the hearing and take public comments on the preliminary design presentation

- 2) Initiate review and comment on the preliminary plans, providing the Committees' suggestions, recommendations and thoughts
- 3) The public hearing on Design Review for this item should remain open.

At such time as ABSMC's design team has developed a full design submittal and staff has reviewed the submitted materials and determined them to be complete, staff will bring that submittal to the Committee for a recommendation to the full Commission. We would not expect that to occur sooner than late 2009.

Prepared by:

Scott Gregory

Scott Gregory, Contract Planner

Approved for forwarding to the

City Planning Commission, Design Review Committee:

GARY PATTON
Deputy Director of Planning and Zoning

Attachments:

- A. Staff Report, Oakland Planning Commission's February 18th EIR Scoping Meeting
- B. ABSMC Preliminary Development Plan / Design Review submittal