

1.	<p>Location: Generally the area surrounding the intersection of Broadway and West MacArthur Boulevard</p> <p>Includes the existing Kaiser Hospital and associated facilities, the MacArthur/Broadway Center (M/B Center), the eastern side of the 3700 block of Broadway, and the AAA building site at MacArthur/Shafter</p> <p>Proposal: The proposed Kaiser Permanente Oakland Medical Center Replacement Master Plan is the phased replacement of the existing medical center with a new medical center campus of approximately 1.78 million square feet on approximately 21 acres</p> <p>Applicant: Kaiser Foundation Hospitals</p> <p>Owner: The Project site includes those properties currently owned by Kaiser Permanente and additional properties which may ultimately be incorporated into the proposed medical center campus but which Kaiser Permanente does not currently own</p> <p>Case File Number: <i>ER05-0004</i></p> <p>General Plan: Institutional, Community Commercial, Mixed Housing Type Residential, and Neighborhood Center Mixed Use</p> <p>Zoning: S-1 Medical Center, C-40 Community Thoroughfare Commercial, C-25 Office Commercial, R-70 High Density Residential, and the S-18 Mediated Design Review Combining Zone</p> <p>Historic Status: No historic status</p> <p>Environmental Determination: An EIR will be prepared by the City as the Lead Agency. A Notice of Preparation (NOP) of an EIR was distributed to the general public on March 25th and re-issued on April 1st</p> <p>Service Delivery District: North Oakland</p> <p>City Council District: 1 (north of MacArthur) and 3 (south of MacArthur)</p> <p>Staff Recommendation: Receive public and Commission comments about what information and analysis should be included in the Environmental Impact Report</p> <p>For further information: Contact: Scott Gregory, contract planner to the City at 510-535-6690, or by email at kaiser@lamphier-gregory.com</p>
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This staff report provides information regarding Kaiser Permanente’s proposed Oakland Medical Center Replacement Master Plan and forthcoming Environmental Impact Report (EIR). To facilitate the Commission’s review of this report, the following information is presented:

- I - Summary and Background
- II - Project Description
- III - Purpose of the Scoping Session
- IV - Public Review and Participation Process
- V - Staff Recommendations

I - SUMMARY AND BACKGROUND

Summary

Kaiser Permanente - Kaiser Foundation Hospitals has submitted an application to the City for environmental review of their proposed Oakland Medical Center Replacement Master Plan. City staff has reviewed their application and has determined that an Environmental Impact Report (EIR) is the appropriate environmental document for that review. A Notice of Preparation (NOP) of that EIR was distributed on March 25, 2005 and re-issued with updated contact information on April 1, 2005 (see **Attachment 1**). Preparation of that EIR is underway, and a Draft EIR is expected to be prepared for public review over the next several months. To support that effort, staff is requesting that the Commission conduct a public scoping meeting to receive comments on the prospective contents of the EIR.

Background

The existing Kaiser Medical Center campus is generally located in several buildings concentrated at the intersection of Broadway and West MacArthur Boulevard. According to Kaiser Permanente this current Medical Center is technologically outmoded, functionally obsolete and is severely constrained on the existing sites that it occupies. Kaiser Permanente has proposed a preliminary Medical Center Replacement Master Plan (the Project) intended to guide the future replacement of these existing facilities and the proposed expansion of the Kaiser Permanente sites. Kaiser Permanente also believes that their proposed Medical Center Replacement Master Plan is the best way to comply with State law (Senate Bill 1953) which imposes seismic requirements that are to be implemented at the Oakland Medical Center Hospital by January of 2013.

Project Area / Property Description

The proposed Medical Center Replacement Project Area (Project Area) is located in the North Oakland planning sub-area, north of I-580 and generally on those properties concentrated at the intersection of Broadway at West MacArthur Boulevard. The Project Area is approximately 20.6 acres consisting of approximately 16.3 acres of land currently owned by Kaiser and/or occupied by Kaiser's current medical center, and an additional approximately 4.3 acres of proposed future expansion area, as shown on **Exhibit "A"** of the NOP. Within this Project Area there are three primary areas of proposed physical change (as more fully described in the Project Description portion of this staff report), including:

1. New Outpatient Services. This approximately 3.6-acre area is generally defined by the easterly side of the 3700 block of Broadway between West MacArthur Boulevard and 38th Street. It consists primarily of those properties fronting onto Broadway, but also includes two parcels extending eastward to Manila Avenue. Kaiser does not currently own all of the property within this zone. This area is proposed for development of a new outpatient medical office building and parking lot. Ancillary to this area is the existing AAA Building located at the corner of West MacArthur Boulevard and Shafter Avenue, which is proposed to be internally remodeled as an administrative office space.
2. M/B Center. This area consists of approximately 7.4 acres located north of I-580, south of West MacArthur Boulevard, east of Broadway and west of Piedmont Avenue. It is the site of the existing M/B Center, an existing retail center with a tower office and rooftop parking. Kaiser currently owns the majority of this property, but there are some existing properties not owned by Kaiser adjacent to the M/B Center building. This area is proposed as the location of the future Kaiser Replacement Hospital.

3. Outpatient Conversion. This approximately 6.0-acre site primarily comprises the existing Kaiser Hospital and associated facilities. After construction of the new Replacement Hospital, Kaiser intends to remove several floors from the top of the tower and re-use the building for outpatient medical office space.

The remaining portions of the Project Area are not proposed for change under the proposed Project.

General Plan and Zoning Analysis

The General Plan land use designations for the Project Area include Institutional, Community Commercial, Mixed Housing Type Residential, and Neighborhood Center Mixed Use. In order to approve the Project as proposed, a General Plan amendment will need to be considered. This amendment would change these land use designations to Institutional (or other appropriate land use designation) for all of the Project Area, including the proposed acquisition sites. Similarly, the current zoning of the site is varied consisting of S-1 Medical Center, C-40 Community Thoroughfare Commercial, C-25 Office Commercial, R-70 High Density Residential, and the S-18 Mediated Design Review Combining Zone. In order to approve the Project as proposed, it will be necessary to consider rezoning of parcels within the Project Area to a conforming zoning district. Other anticipated land use considerations include the Planning Commission's consideration of a Design Review application and other discretionary permits as required.

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 potential significant environmental effects of proposed activities and to identify ways that such effects can be reduced or avoided. The Notice of Preparation (NOP) was distributed on March 25, 2005 and re-issued with updated contact information on April 1, 2005 (attached). This Scoping Session is being held to solicit public, Commission and Responsible Agency comments on what information and analysis should be contained in the EIR. In addition to these comments, written comments will be accepted until May 2, 2005. Written comments are encouraged in order to provide an accurate record of public comments.

II - PROJECT DESCRIPTION

The proposed Project is the phased replacement of the existing medical center with a new medical center campus of approximately 1.78 million square feet on approximately 20.6 acres. The major components of the Project include:

Phase I: New Outpatient Services (New Medical Offices and Parking)

This first phase of the Project requires acquisition of several properties along the easterly side of Broadway that are not currently owned by Kaiser and that contain existing businesses. Assuming these properties can be acquired, Kaiser proposes demolition of these existing buildings. Demolition would make way for construction of a new 165,000 square foot medical services building housing a new Cancer Care Center and other outpatient medical services. Additionally, Kaiser proposes to construct an approximately 960-stall parking structure, preliminarily designed to be 7 stories tall, on this site. This medical services building and parking structure would be immediately adjacent to (abut) the rear yards of existing residential homes on Manila Avenue. Kaiser also proposes to remodel the existing AAA building at Shafter Avenue to accommodate a variety of Kaiser Permanente administrative services, although no additional construction is proposed at the AAA site.

Construction of the new Outpatient Services medical office building would enable Kaiser to move existing medical office uses, currently occupying the M/B Center tower, to this new site.

Phase II: M/B Center (New Hospital and Parking)

Once the existing medical office uses that are currently occupying the M/B Center tower are moved to the new Outpatient Services zone, and assuming that all properties within the M/B Center zone can be acquired, the existing M/B Center would be demolished. Removal of the existing M/B Center would enable construction of a new 346 bed, approximately 740,000 gross square-foot hospital building and an approximately 60,000 square-foot central utility plant. It will also provide space for construction of a new hospital parking structure estimated to contain approximately 1,600 parking stalls to be located nearly adjacent to the I-580 overpass.

Once constructed, all of the existing in-patient hospital services would be relocated from the existing hospital on the north side of West MacArthur Boulevard, to the new hospital.

Phase III: Outpatient Conversion (Remodel Former Hospital)

With relocation of the existing hospital facilities to the new hospital, the existing hospital tower would be temporarily vacated to enable partial demolition of the existing hospital tower (removal of the upper floors). Removal of these upper floors is considered necessary to achieve compliance with State law (Senate Bill 1953) that requires seismic safety standards be implemented at Kaiser's Oakland Medical Center Hospital by January of 2013. After the upper floors have been removed, the remaining building would be remodeled, along with a remodel of associated and adjacent structures, for medical office and administrative uses. Parking for this area will be provided primarily at the existing 1,173-stall Howe Street parking structure, with any deficiency provided in the new hospital parking structure.

During demolition and remodeling of the tower, outpatient (medical office) services will continue to be provided in the low rise portion of the buildings on this site.

Overhead Pedestrian Bridges

The Project also proposes to construct a series of three overhead pedestrian bridges connecting each of the development area within the new medical center campus. According to preliminary plans, these bridges are proposed to be located as follows:

- One bridge connecting the existing Mosswood Pediatric Medical Building (adjacent to Mosswood Park) to the new hospital. This pedestrian bridge would cross over Broadway generally in a similar alignment as the I-580 overcrossing in this area.
- One bridge connecting the new hospital to the old hospital site, which will have been remodeled to a medical office building. This pedestrian bridge would cross over West MacArthur Boulevard between Broadway and Howe Street.
- One bridge connecting the old hospital site to the new medical office building proposed to be constructed along Broadway. This pedestrian bridge would cross over Broadway between West MacArthur Boulevard and 38th Street.

Kaiser has indicated that these bridges are critical to providing operational efficiency (moving patients, health care providers and other staff) between the various different buildings located throughout the campus site.

Proposed Schedule

For planning purposes, Kaiser has assumed that their environmental review and Project entitlement process (see further discussion of Process below) will be completed before the end of this calendar year (during 2005). Kaiser as also requested that the City consider concurrent processing of construction documents (i.e., plan check and building permits) to enable them to begin construction immediately upon their anticipated approvals of the project. In order to continue to provide uninterrupted services at the Medical Center, construction and demolition activities are proposed to be phased so that existing Medical Center functions are not obstructed during construction, and so that other services are available at all times during project implementation. Based on these assumptions and phasing needs, Kaiser has identified the following construction schedule:

Phase I

- early 2006 - demolish existing buildings in the new Outpatient Services Zone along Broadway
- mid 2006 - begin construction of new medical services building and associated parking structure
- mid 2007 - complete new medical services building, parking structure and remodel of the existing AAA building; relocate M/B Center uses to new buildings
- mid 2007 - demolish the existing M/B Center

Phase II

- late 2007 - begin construction of a new hospital parking structure at former M/B Center
- 2008 - begin construction of new hospital at former M/B Center
- 2009 - complete new hospital parking structure
- 2012 - complete new hospital and relocate facilities from former hospital building

Phase III

- 2013 - begin partial demolition and remodel of the former hospital building
- 2015 - complete remodel of the former hospital building

A summary of the Project development by phase and total buildout is shown below in **Tables 1 and 2** below, and referenced to **Exhibit "B"** of the NOP.

Table 1
Proposed Kaiser Medical Center Campus Development By Phase And Total Buildout

	Existing	Phase I (2006-2007)	Phase II (2007-2012)	Phase III (2012-2015)	TOTAL Buildout (2015)^	Total Change (Existing to Buildout)	% Change (Existing to Buildout)
Site Acres	16.3	3.6	0.74	0	20.6	4.3	26.5%
Building Area (sf)	1,165,746	(99,922)	793,560	(78,929)	1,780,455	614,709	52.7%
Medical Offices	364	15	0	25	404	40	11.0%
Hospital Beds	346	0	0	0	346	0	0.0%
Parking Spaces	2,677	1,468		0	4,140	1,463	54.7%
Total Peak Head Count¹	2,751	3,027	3,313	3,715	3,715	964	35.0%
<i>Providers²</i>	481	492	522	570	570	89	18.5%
<i>RNs</i>	421	434	504	638	638	217	51.5%
<i>Other Staff</i>	1,849	2,101	2,287	2,507	2,507	658	35.6%
Patient Visits per year³	1,181,565	1,213,534	1,232,204	1,399,208	1,399,208	217,643	18.4%
Visitors per year⁴	778,691	831,993	850,325	1,015,881	1,015,881	237,190	30.5%

¹ Total Peak Head Count – Estimated total number of employees on site Monday through Friday day shift.

² Providers (Total Peak Head Count) – Defined as Outpatient Physician and Physician Surrogates (to include, but not limited to Physician Assistants, Nurse Practitioners)

³ Patient Visits per year – defined as estimated total of outpatient Doctor Office Visit, clinical ancillary visit (e.g. Lab, Imaging, Rehab Therapy, same day surgery), inpatient average daily census and Emergency Department visits.

⁴ Visitors per year – defined as estimated visitors for outpatient – family member or friends accompanying member to outpatient MD or clinical ancillary visit. Inpatient defined as estimated visitors to hospitalized patients.

Total Buildout (2015) – Defined as total capacity available after completion of projects and estimated staff required to provide services; although the capacity might not be required for a number of years – e.g. Hospital beds – capacity likely will meet needs through 2025 or later.

Source: Kaiser Permanente

Table 2
Proposed Development by Phase and Summary of Buildout by Building Site

	Mental Health	Existing Hospital / MOB	Piedmt/ Howe / Garage	M-B / New Hospital	Moss-wood MOB	Honda MOB / Garage**	MRI Trailer	AAA	CHANG E	TOTAL
Building/Site No.	1	2	3	4	5	7	8	9		
Existing Kaiser Owned and Occupied Properties in 2004										
Site Acres	1.7	6.0	1.1	6.6	0.5		0.3			16.3
Bldg. Area (sf)	40,760	611,740	106,028	284,034	116,744		6,440			1,165,746
Medical Offices	70	141	70	21	62					364
Hospital Beds		346								346
Parking	65	26	1,173	1,156	252		5			2,677
Total Employees	103	3,021	419	369	155		5			4,072
Full Time Equiv.(1)	90	2,402	382	335	152		5			3,365
Peak Employees (2)	68	1,859	372	304	143		5			2,751
2005-2007 (Construction of New Outpatient Services Zone and Demolition of Existing M-B Center)									Phase	Running Total
Site Acres						2.5		1.1	3.6	19.9
Bldg. Area (sf)				(284,034)		165,000**		19,112	(99,922)	1,065,824
Medical Offices		(19)	2	(21)	5	48		0	15	379
Hospital Beds									-	346
Parking(3)		9		444	(20)	960		75	1,468	4,145
2007-2012 (Construction of New Hospital at M-B Center and Partial Demolition of Existing Hospital)									Phase	Running Total
Site Acres				0.7					0.7	20.6
Bldg. Area (sf) (4)				800,000			(6,440)		793,560	1,859,384
Medical Offices									0	379
Hospital Beds		(346)		346					0	346
Parking							(5)		(5)	4,140
2012-2015 (Conversion of Existing Hospital to Medical Services)									Phase	Running Total
Site Acres									0	20.6
Bldg. Area (sf)		(69,358)	(9,571)						(78,929)	1,780,455
Medical Offices		35	(15)		5				25	404
Hospital Beds									0	346
Parking									0	4,140
TOTAL BUILDOUT – 2015										
Site Acres	1.7	6.0	1.1	7.4	0.5	2.5	0.3	1.1		20.6
Bldg. Area (sf)	40,760	542,382	96,457	800,000	116,744	165,000	-	19,112		1,780,455
Medical Offices	70	157	57		72	48				404
Hospital Beds				346						346
Pkg Proposed	65	35	1173	1,600	232	960		75		4,140
Total Employees	103	1207	303	3370	177	462		240		5,861
FTE Employees ²	88	1,070	283	2,341	169	399		201		4,551
Peak Employees ³	68	1,055	247	1,531	169	432		213		3,715

Notes:** Honda/other Sites - 2.52 acres with existing structures of 41,701 sf - all but 2 of the properties have been purchased by Kaiser. This 41,701 sf of existing commercial space is proposed to be demolished in order to build the 165,000 sf Medical Services Building and associated parking.

(1) FTE -Full-time Equivalent Positions - Total number of positions available.

(2) Peak Employees are Total Peak Shift Head Count – Estimated total number of employees on site Monday through Friday day shift.

(3) New Hospital Garage of 1600 spaces on MB site will accommodate the loss of 1287 MB Center spaces and net an additional 444 spaces.

(4) Total estimated size of Hospital is 740,000 sf and Central Utility Plant at 60,000 sf for a total of 800,000 sf.

Source: Kaiser Permanente

III - PURPOSE OF THIS SCOPING SESSION

The main purpose of this scoping session is to solicit comments from the Commission, Responsible Agencies, and the public on what types of information and analysis should be considered in the EIR to be prepared for this project. Comments about the issues that should be considered, the types of information that should be included, and the range of alternatives to the project that should be assessed are the subject of this scoping session. This scoping session is not intended as a review or consideration of the merits of the project. There will be a full public process to consider the project during the EIR process. Review of the potential environmental impacts of the project and consideration of mitigation measures to eliminate, reduce or off-set those impacts are anticipated to occur prior to, or at the same time as, project review - thus informing that decision-making process.

Public Comment Opportunities to Date

This public scoping session is the first City-sponsored opportunity for the public to comment on the EIR, on the project or on the anticipated planning process for this project. Kaiser did hold a public meeting to begin dialogue with the community regarding their anticipated plans for the site, and on March 9, 2005 also held an informational briefing at a meeting of the Piedmont Area Neighborhood Improvement League (PANIL). Neither of these previous meetings were held by, or sponsored by the City.

The Notice of Preparation (NOP) of an EIR on this project was issued by the City on March 25th and re-issued on April 1, 2005 to correct contact information. The comment period for the NOP will continue through Monday, May 2nd during which time comments on the scope of the EIR are invited.

Environmental Issues to be Addressed

The Notice of Preparation indicated that the EIR will address potential environmental effects for each of the environmental topics outlined by the California Environmental Quality Act (CEQA); therefore no Initial Study has been prepared. For purposes of further clarification, the following general list of environmental issues will be fully addressed in the EIR:

- Aesthetics
- Agricultural Resources (not anticipated to be a significant effect)
- Air Quality
- Biological Resources (including Echo Creek)
- Cultural and Historic Resources
- Geology, Soils and Seismicity
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources (not anticipated to be a significant effect)
- Noise
- Population and Housing
- Public Services
- Recreation
- Transportation and Traffic
- Utilities and Service Systems
- Other Mandatory Findings of Significance

Alternatives to Be Considered

According to CEQA Guidelines the following alternatives, at a minimum, shall be considered:

- The No Project Alternative, which will consider the condition under which no new project is approved and the existing conditions remain.
- An alternative or alternatives that may be capable of reducing or avoiding adverse environmental effects resulting from the project as proposed, as may be identified in the EIR.
- The feasibility of an off-site alternative will also be considered and evaluated.

IV - PUBLIC REVIEW AND PARTICIPATION PROCESS

In order to approve the Project, the following actions by the City are anticipated:

1. consideration of certification of the EIR
2. consideration of a General Plan amendment to “Institutional” or other appropriate land use designation for the Project site(s)
3. consideration of rezoning of parcels within the Project site to a zoning district that conforms to the Oakland General Plan
4. Planning Commission consideration of approval of Design Review, and
5. other discretionary permits including Tree Removal, Creek Protection, and Grading as determined to be required

Public Review and Comment Opportunities

Under the City’s Planning Code, Environmental Review regulations and state CEQA Guidelines, several opportunities for public comment on the Project and on the environmental review of the Project are provided. These opportunities include:

- Notice of Preparation
 - 30 day comment period
- Public Scoping Session at the Planning Commission
- Draft EIR
 - Copies of the DEIR will be sent to
 - all who have requested a copy of the DEIR,
 - City Council members, City Planning Commissioners, Landmarks Board members (if historic resources are involved),
 - Other state, regional or local agencies including adjacent jurisdictions
 - Main public library and branch libraries in project area
 - Copies of the Draft EIR will be available to the public (at no charge) from the Planning Department, the DEIR will be posted on the City’s web-site and CDs will likely be distributed
 - 45 day comment period for this project
- Public Hearing (s), Planning Commission
 - comments on Draft EIR
 - comments on Project, including urban design issues
- Final EIR
 - 10 day review period for agencies required

- Also distributed in the same manner as the DEIR, and to all who commented (verbally or in writing) on the DEIR, posted on the Web Site and kept on file at the Planning Department
- Public Hearing (s), Planning Commission (may include Committees)
 - Consider EIR certification
 - Make recommendations on General Plan Amendment and re-zoning
 - Conduct Design Review
- Public Hearing (s), City Council (may include Committees)
 - Decision of project

Design Review Process / Planning Commission Considerations

Given the magnitude of the proposed project and the potential implications of its design on the surrounding neighborhood and along major commercial transportation corridors (Broadway, West MacArthur Boulevard and Piedmont Avenue), staff anticipates that Planning Commission’s consideration of Design Review for this project will likely be complex and controversial. Urban design issues to be considered include:

- scale and massing of new buildings as they relate to surrounding neighborhoods;
- streetscapes along Broadway, West MacArthur Boulevard and Piedmont Avenue;
- location and integration of parking structures; and
- design of pedestrian bridges.

Under the City Planning Code, the Planning Director or the Commission may seek Design Review advice from outside design professionals. Staff has already conducted interviews of firms specifically selected for their expertise in urban design, public participation efforts and architectural/design review. Staff anticipates selecting one or more of these firms to assist staff in reviewing and making staff recommendations on this project, and to conduct an extensive public outreach effort into the surrounding community. This public outreach effort may also be coordinated with Kaiser’s own outreach and design program. Staff intends to conduct an extensive public outreach effort in conjunction with the Planning Commission’s Design Review process to solicit public input, interests and concerns about Kaiser’s proposed Project, and to provide a comprehensive summary of that public input to the Commission. In addition, staff recommends that the Commission direct staff to conduct the following:

- a) Utilize an outside urban design professional to prepare an urban design “critique” of Kaiser’s proposal, and provide that critique to the Commission, and
- b) Authorize the urban design professional to develop an alternative or several alternatives to Kaiser’s proposal based on the comments and suggestions of the Commission, staff, the input and concerns of the public, as well as the urban design professional’s own professional judgment and design recommendations.

Staff anticipates that the Design Review Committee of the Planning Commission will convene to specifically consider the urban design issues of the Project, prior to staff bringing the entirety of the Project forward to the Commission for consideration. The Committee may wish to be an integral part of the public outreach effort and/or alternatives development efforts that staff has recommended above.

RECOMMENDATIONS:

- 1) Open the hearing, take public testimony on the scope of the EIR
- 2) Provide direction to staff and the EIR consultant as to the scope of the EIR
- 3) Provide direction to staff as to the Commissions' preference for use of outside design professionals in the consideration of Design Review of this project.

Prepared by:

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Contract Planner

Approved for forwarding to the
City Planning Commission:

GARY PATTON
Deputy Director of Planning and Zoning

Attachments: Notice of Preparation (including Exhibits A and B)