Oakland City Planning Commission

Design Review Committee

STAFF REPORT

Case File Numbers: PUDF10-097, PUD06-058, TTM8047

May 26, 2010

Location:	Multiple parcels immediately adjacent to the Macarthur BART Station; on the west side of Telegraph Avenue Street between 40th Street and West Macarthur Boulevard (see map)
Assessors Parcel Numbers:	012-0969-053-03, 012-0968-055-01, 012-0967-049-01, 012-0969-002-00, 012-0969-003-00, 012-0969-053-02, 012-0969-004-00, 012-0968-003-01, 012-0967-009-00, and 012-0967-010-00
Proposal:	Construct Phase 1 of the Macarthur Transit Village project which includes construction of a parking garage with approximately 468 parking spaces, and 5,200 square feet of ground-floor commercial space; as well as new streets, utilities, and public improvements.
Applicant:	West Macarthur Transit Community Partners (MTCP)
Contact Person:	Art May (510) 903-2051
Owner:	Multiple property owners
Planning Permits Required:	Revisions to Preliminary Planned Unit Development (PUD) for Macarthur Transit Village project, and Final PUD for Phase 1 of project.
General Plan:	Neighborhood Center Mixed Use
Zoning:	S-15 Transit-Oriented Development Zone
Environmental Determination:	An Environmental Impact Report (EIR) was certified in June 2008.
Historic Status:	There are no Potential Designated Historic Properties located on the project site.
Service Delivery District:	Service District 2
City Council District:	1
Date Filed:	April 12, 2010
Status:	Preliminary Design Review; the project will be considered by the full Planning Commission at a future public hearing.
Action to be Taken:	No formal action; public hearing concerning the design of the proposal.
Staff Recommendation:	Take public testimony concerning the design of the proposal and provide direction to staff and the applicant.
Finality of Decision:	No decision will be made on the project at this time.
For Further Information:	Contact the case planner, **Lynn Warner**, at **(510) 238-6983** or by e-mail at lwarner@oaklandnet.com

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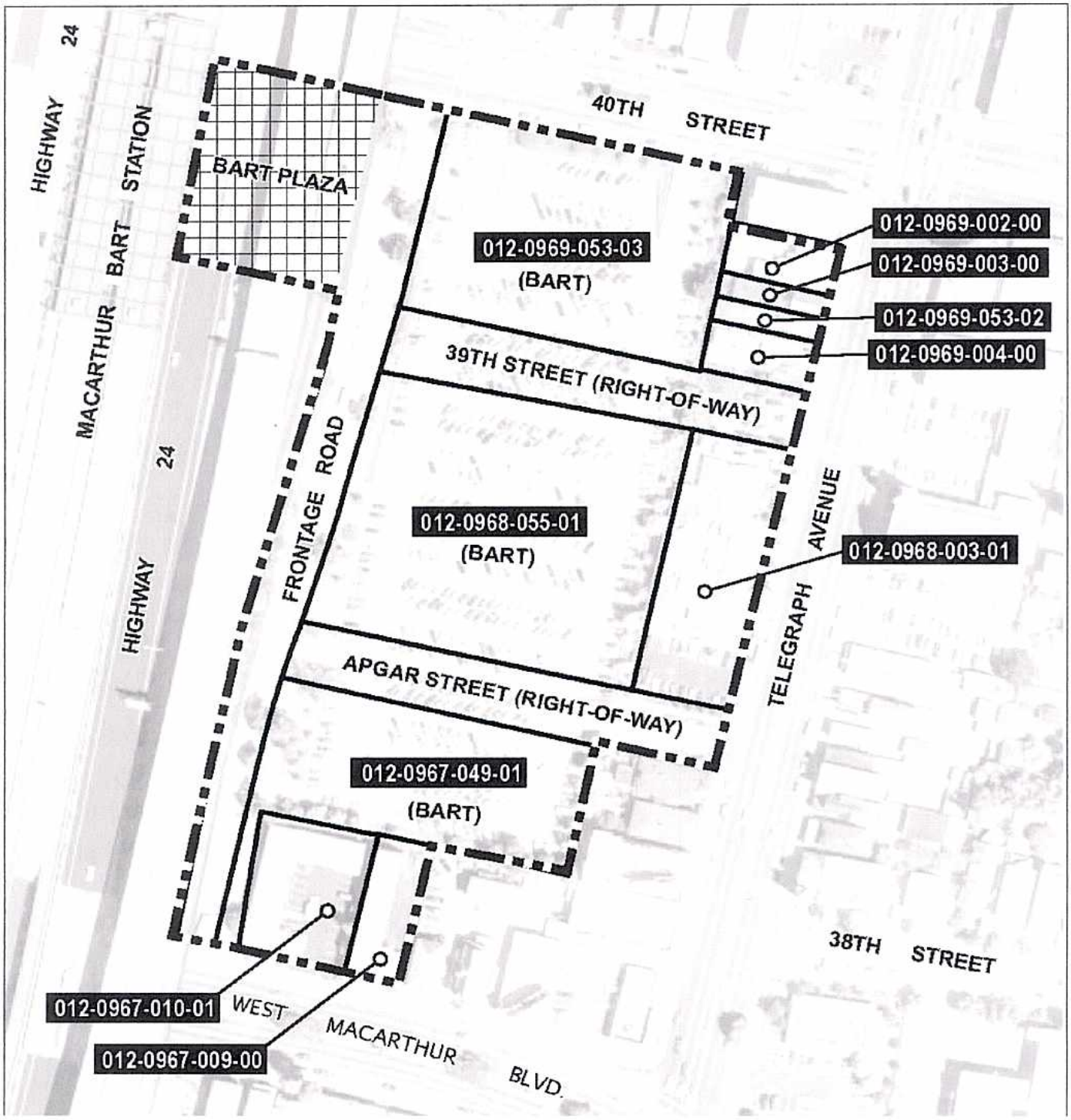
HIGHWAY 24
MACARTHUR BART STATION
BART PLAZA
40TH STREET
012-0969-053-03
(BART)
012-0969-002-00
012-0969-003-00
012-0969-053-02
012-0969-004-00
39TH STREET (RIGHT-OF-WAY)
FRONTAGE ROAD
012-0968-055-01
(BART)
012-0968-003-01
TELEGRAPH AVENUE
HIGHWAY 24
APGAR STREET (RIGHT-OF-WAY)
012-0967-049-01
(BART)
38TH STREET
012-0967-010-01
012-0967-009-00
WEST MACARTHUR BLVD.

SUMMARY

The purpose of this item is to receive preliminary feedback on the design of Phase 1 and the public improvements for the proposed Macarthur Transit Village project in North Oakland. The Final Development Plan (FDP) for Phase 1 of the project would include construction of a 6-level parking structure with approximately 468 stalls and 5,200 square feet of ground-floor commercial space. The revised Preliminary Development Plan (PDP) for the project would entail changes including: increasing the amount of BART replacement parking provided, adjusting the alignment of Village Drive, shifting Internal Street to align with the pedestrian walkway, and reconfiguring the site layout.

No action will be taken at today's hearing. The recommendation to the City Council on project entitlements will occur at a future hearing in front of the full Planning Commission. Staff requests that the Design Review Committee review and comment on the design of the parking garage and site improvements shown on the project plans.

PROJECT SITE AND SURROUNDING AREA

The project site is located in North Oakland, within the area bounded by 40th Street, Telegraph Avenue, West Macarthur Boulevard, and State Route 24. The project site includes the BART parking lot, the BART plaza, Frontage Road between West Macarthur Boulevard and 40th Street, and seven privately owned parcels. The project area includes the majority of the block on Telegraph Avenue between West Macarthur Boulevard and 40th Street; however, several parcels within this block are not included within the project site (see map on page 2). Table 1 shows the parcels within the project site. There are a variety of land uses surrounding the site including residential, civic, and commercial uses, as well as State Route 24, and the BART tracks.

Table 1: Project Site Parcels

Address	Assessor Parcel Number	Current Use	Acreage (Acres)
532 39th Street	012-0969-053-03	BART Parking	1.63
516 Apgar Street	012-0968-055-01	BART Parking	2.07
515 Apgar Street	012-0967-049-01	BART Parking	1.12
3921 Telegraph Avenue	012-0969-002-00	Braids By Betty	0.11
3915 Telegraph Avenue	012-0969-003-00	Chef Yu Restaurant	0.01
3911 Telegraph Avenue	012-0969-053-02	Abyssinia Market	0.06
3901 Telegraph Avenue	012-0969-004-00	Lee's Auto	0.11
3875 Telegraph Avenue	012-0968-003-01	Medical Offices	0.61
526 W. Macarthur Boulevard	012-0967-009-00	Rio Motel	0.20

544 W. Macarthur Boulevard	012-0967-010-00	Sleepy Hollow Motel	0.33
39th Street, between Telegraph Ave. and Frontage Rd.	--	BART Parking	0.62
Apgar Street, between Telegraph Ave. and Frontage Rd.	--	BART Parking	0.60
TOTAL			7.47

BACKGROUND

The Macarthur Transit Village Project has been in development since 1993 with the involvement of the surrounding community and has been through several iterations. The PDP for the Planned Unit Development (PUD) was approved in July 2008. Phase 1 of the project is being expedited in order to receive $37 million in State Proposition 1C grant funding, which requires project completion by December 1, 2011.

PROJECT DESCRIPTION

The approved PDP for the project involves the demolition of the existing BART surface parking lots and all existing buildings on the project site to allow for the construction of a new mixed-use, transit village development project. The phased project includes five new blocks that would accommodate a total of 624 residential units (including 108 affordable units), 42,500 square feet of neighborhood-serving retail and commercial uses, 5,000 square feet of community center space, and a 400-space parking garage for BART patrons. Parking for residential units would be provided within each individual building, and approximately 30 commercial parking spaces would be provided in Building A. The transit village also includes creation of two new streets: Village Drive would provide an east/west connection in between Telegraph Avenue and the BART Plaza and 40th Street, and Internal Street would provide a north/south connection from Village Drive to the southern edge of the project. Frontage Road would be reconfigured to allow continued access by shuttle operators. New sidewalks, bicycle paths, and streetscape improvements would also be constructed. See Attachment A: Sheets A-1.01, A-1.0A, and A-1.02.

The project would involve the construction of up to five phases (labeled Blocks A-E on the attached project plans) on the project site, including three mixed-use buildings with ground floor retail spaces and residential units on upper floors, one entirely residential building, and one BART parking garage.

Increased and enhanced access to the BART station is a key component of the proposed project. Village Drive, the main pedestrian and vehicular access to the project, is envisioned as a lively pedestrian street with shops and service uses that include outdoor displays and seating areas. The existing BART plaza would be renovated, and a new public plaza would be provided immediately east of the BART plaza and fare gates. The transit village plaza would include outdoor seating, public art, landscaping, and other activity to provide a sense of arrival to the project, especially for BART patrons as they enter and exit the station. Internal Street, which provides access to a

majority of the residential units, is envisioned as a neighborhood street. Residential units would front onto Internal Street with stoops and front porches.

Design Guidelines

The Conditions of Approval for the project require consistency with the Macarthur Transit Village Design Guidelines. The portions of the Design Guidelines that are most relevant to the Phase 1 FDP are cited below.

1. West Macarthur Boulevard

The Transit Village will create a new building frontage along this street, and its vehicular connection into the Transit Village will serve to provide scale and activity to the street by creating a new intersection at Frontage Road.

Height, Bulk and Scale:

Guideline A2.1	The ground level commercial base will activate the street and provide human scale and visual interest at the base of the parking structure.
Guideline A2.2	The proposed multi level parking structure's height and substantial bulk will be a distinctive visual cue to commuters arriving by car both regionally and locally, as it is visible not only from West Macarthur Boulevard and Telegraph Avenue, but from Highway 24 and the BART train platform above.

Architectural Treatments:

Guideline A2.3	Provide active, commercial or retail frontage at the ground floor to create a strong visual connection between the street and activities inside, and to enhance pedestrian activity on the street providing character and safety.
Guideline A2.4	Provide minimum of 13' floor to floor dimension for the ground level retail or commercial space.
Guideline A2.5	Artistic design elements or signage elements mounted on the exterior of the parking structure above the ground floor retail will provide visual interest and identity to freeway drivers and BART commuters passing by.
Guideline A2.6	Incorporate artistic sun shading devices and PV panels or other building specifications to further support sustainable development.
Guideline A2.7	Provide a substantial building base with quality materials and provide distinctive attractive signage and canopies along the street and at building lobbies.
Guideline A2.8	Use high quality durable materials, to create a strong relationship of the building to the pedestrian realm and to activate West Macarthur Boulevard.

2. Frontage Road

The Frontage Road is an essential access drive for shuttle transit services, bike path and pedestrian linkage to the new BART replacement parking garage. In addition, it also serves as an emergency access and maintenance road for CalTrans.

Height, Bulk and Scale:

Guideline A4.1 Blocks B, C, and D along the frontage road should have clearly defined, well-lit and visible frontage along the street level to promote security and safety.

Guideline A4.2 Due to visibility from the freeway and the BART platform, the architecture of each of the blocks along the frontage road (at street level and upper levels) shall be designed with an architectural gesture fitting with this location through bold fenestration patterns, roof forms and façade articulation.

Guideline A4.3 The buildings along this edge have the most flexibility in heights and variations (approximately 65' to 80') in form within the project. (plan sheet A-1.0H)

Architectural Treatments:

Guideline A4.4 Provide artistic metal grills and pedestrian scale lighting along the garage edge to provide maximum visibility to promote security. (Exhibit A-3.06)

Guideline A4.5 The architectural composition of the building areas visible to the freeway and BART platform should be designed with bold forms and building materials to promote a sense of arrival at this important civic place within the City.

The design of the parking garage is generally consistent with the Design Guidelines, except where noted below. At a minimum, minor design refinements have been recommended by staff.

KEY DESIGN ISSUES

The proposed revisions to the approved PDP and the design of the parking garage were presented at a community meeting held on April 21, 2010. Some of the design comments made at the meeting include: questions about lighting on the garage, landscaping and lighting on Frontage Road, the use of planting on the garage walls, and the incorporation of solar panels on the garage. Below is a summary of the key design issues staff has identified related to the proposal:

Revisions to Preliminary Development Plan

Table 2 provides a summary of the proposed revisions to the PDP approved for the PUD. The overall project description has not changed, although the layout of the site has been refined. Village Drive has been realigned so that the street lines up with the existing 39th Street, and Internal Street has been shifted to line up with the pedestrian walkway that connects to West Macarthur Boulevard. In addition, the blocks have been redesigned by moving the location of the affordable housing (Block D), and by reconfiguring the blocks in order to reduce the massing of the buildings and to introduce an internal driveway. See Attachment B: Sheets L-1.0 and L-1.1. These modifications are in substantial conformance with the approved PDP.

Table 2: Revisions to Preliminary Development Plan

	Approved PDP	Revised PDP
Parcel A		
Residential Units	213	205
Retail / Commercial SF	23,500	24,150
Residential Parking Stalls	213	205
Retail / Commercial Parking	31	31
Parcel B-1		
Residential Units	132	76
Retail / Commercial SF	5,000	3,000
Parking Stalls	134	76
Parcel B-2		
Residential Units	0	71
Retail / Commercial SF	0	0
Parking Stalls	0	71
Parcel C-1		
Residential Units	189	87
Retail / Commercial SF	9,000	3,000
Community Center	5,000	0
Parking Stalls	189	87
Parcel C-2		
Residential Units	0	95
Retail / Commercial SF	0	7,150
Community Center	0	5,000
Parking Stalls	0	95
Parcel D		
Residential Units	90	90
Retail / Commercial SF	0	0
Parking Stalls	91	90
Parcel E (BART Garage)		
Residential Units	0	0
Retail / Commercial SF	5,000	5,200
Dedicated BART Parking Stalls	300	400
Permanent Shared BART Parking Stalls	0	68
Other		
On-Site Street Parking Stalls	44	44
Off-Site/Other Parking Stalls	150	0
Total Residential	**624**	**624**
Included Affordable Units	108	108
Total Required Units		
Total Retail / Commercial	42,500	42,500
Total Parking Stalls	1,152	1,167
Total Community Center	5,000	5,000
Total BART Parking	510	510

Design of BART Parking Garage

The Draft Transportation Demand Management (TDM) Plan for the approved PDP required an increase in the BART replacement parking garage from 300 to 400 spaces. In order to achieve this increase in the number of parking spaces provided, the footprint of the parking garage was rotated and enlarged. The FDP for the garage includes 468 parking spaces and 5,200 square feet of ground-floor commercial space on West Macarthur Boulevard and wrapping the corners of the garage on Frontage Road and Internal Street. The proposed materials for the garage are pre-cast concrete, perforated metal screens, metal panels, aluminum and glass storefront, metal awnings, and colored glass.

The south elevation, which fronts West Macarthur Boulevard, has aluminum and glass storefront and metal awnings at the ground-floor level. The upper levels of the garage have pre-cast concrete columns, perforated metal screens, and orange reveal accents. See Attachment B: Sheet A3.1.

The east elevation, which fronts Internal Street, has ground-floor commercial storefront wrapping the corner, with perforated metal screen above. The rest of this elevation has metal security screen at the base and alternating segments of pre-cast concrete and perforated metal screen above in a stepped pattern. See Attachment B: Sheet A3.1.

The north elevation, facing 40th Street, is a blank concrete shear wall with scoring lines. There is no design treatment provided on this massive blank wall, which will be located directly adjacent to the interim surface parking lot at the BART station. See Attachment B: Sheet A3.2.

The west elevation, which fronts on Frontage Road, has ground-floor commercial space wrapping the corner with perforated screen above. It also includes the vehicle entry/exit, and the stair/elevator tower. The rest of the elevation has a combination of metal security screens and colored glass at the base, and alternating segments of pre-cast concrete and perforated metal screen above in a slight variation to the pattern on the east elevation. See Attachment B: Sheet A3.2.

After comparing the proposed garage design to several other recently constructed BART garages and other parking garages in Oakland, staff recommended the incorporation of some design revisions for the parking garage to the applicant and to BART staff. Because the parking garage will be owned and maintained by BART, their primary design issues are maintenance and cost. The responses to these potential design revisions are discussed below.

Paint

Staff requested that the applicant consider the use of paint to help articulate the design. BART staff indicated that although other BART garages including Fruitvale, West Dublin, and Dublin/Pleasanton have been painted, BART considers painted structures very difficult to maintain over time. Some of their garages, however, have incorporated elastomeric paint, which requires much less maintenance. However, BART prefers to have the building's architecture

treatment be revised to be consistent with the base of the building shown on the west elevation that includes artistic colored glass accent panels.

Additional Information

The applicant needs to provide more information for staff review regarding proposed exterior materials, lighting, and landscaping. In addition, the heights of the screening walls need to be identified in relation to the height of cars to determine the extent to which cars will be visible from the exterior of the garage.

CONCLUSION

Staff recommends that the Design Review Committee take public testimony on the design of the proposal and provide direction to staff and the applicant on the key design issues identified above.

Prepared by:

Lynn Warner
Planner III

Approved by:

SCOTT MILLER
Zoning Manager

ATTACHMENTS:

A. Approved PDP Project Plans
B. Revised PDP and FDP Phase 1 Project Plans