



City of Oakland

Office of the City Clerk
Oakland City Hall,
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Room 201
Oakland, California 94612

Legislation Text

File #: 002654-2, **Version:** 1

Subject: City Planning Commission and Landmarks Preservation Board
From: Community and Economic Development Agency
Recommendation: Receive an Informational Annual Report regarding the City Planning Commission and the Landmarks Preservation Board for the year 2002
CITY OF OAKLAND
AGENDA REPORT FILE ID
OFFICE OF THE CITY CLERK

2003t4AY 15 PM 4:39
TO: Office of the City Manager
ATTN: Robert C. Bobb
FROM: Community and Economic Development Agency
DATE: May 27, 2003

RE: INFORMATIONAL REPORT: CITY PLANNING COMMISSION AND
LANDMARKS PRESERVATION BOARD ANNUAL REPORTS - 2002

SUMMARY

The Annual Report for the City Planning Commission and the Landmarks Preservation Board has been prepared to identify recent accomplishments in the Planning and Zoning Division and outline a planning agenda for the next fiscal year (FY 2003-2004) based on City Council directives. This report highlights the continued strong development activity in Oakland. There were 1431 zoning permit applications in 2002, the same number as in 2001, and double the number of applications filed five years ago. There were 13 major projects (over 50 residential units or 50,000 square feet) approved in 2002, compared to between seven and ten projects in previous years. Twenty-seven projects are already under review in 2003.

The vast majority of development applications are for housing, including single-family homes (over 600 applications for additions and new houses), apartments, and condominiums. Despite the general economic downturn, the market for housing remains extremely strong. The City is receiving applications for infill housing development in every neighborhood citywide, including some areas that have historically been blighted and/or not able to attract new investment.

The report also includes a long list of strategic planning projects assigned by City Council in recent years, including the overall Zoning Update Project. Half of the staff in this unit was eliminated during the 2002-03 midcycle budget adjustments and the list of assigned projects will need to be re-prioritized accordingly.

This report will be accompanied by a slide presentation.

FISCAL IMPACTS

This report is informational only; there are no fiscal impacts. The FY 2003-2005 budget analyzes fiscal issues related to revenues and expenses of the Planning and Zoning Division.

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PROGRAM DESCRIPTION - MAJOR ACCOMPLISHMENTS AND FUTURE GOALS

The major accomplishments and future goals for each of the Planning and Zoning Division programs are as follows:

Zoning Information Counter and Phone Service

Description: The Zoning Information Counter and Phone Service provides front-line customer service at the Customer Information Center, including information about zoning regulations, records retrieval and interpretation; consultations on development proposals; and over-the-counter approvals required for minor building permits and business licenses.

The Zoning Information Counter is staffed Monday through Friday, from 8:00 a.m. until 4:00 p.m. During this time, three staff are available to assist customers. The Phone Service is available Monday through Friday, from 10:00 a.m. to noon and then again from 2:00 p.m. to 4:00 p.m. In addition, a message line is available and responses are provided within one business day.

Major Accomplishments in 2002

- Served 22,300 counter customers - a 23% increase from the previous year;
- Served 10,264 phone customers - a 20% decrease from the previous year;
- Prepared new customer permit information brochures and application packages and made them available on the website;
- Initiated a dedicated One-Stop Permit Center to facilitate permit applications that involve review and approval by the Planning and Zoning Division as well as by Building and Engineering Services by locating a permanent planning counter adjacent to Building and Engineering Services counters;
- Reduced average counter customer wait time by 30 to 50%;
- zoning Clearances for business tax licenses increased by 25% over previous year and the City implemented one-stop payment method for this process;
- Refined digital General Plan and Zoning Maps to ensure accuracy;
- Made digital General Plan and Zoning Maps available on-line for public access;
- In addition to Planning Commission and Committee agendas and reports, made environmental review documents and report archives available on-line to the general public;

and

- Continually increasing customer satisfaction (85% in 2002, as compared to 80% in 2001).

Future Goals for 2003

- Improve website access to information (easier to use General Plan and Zoning maps, General Plan Elements); and
- Prepare additional customer permit information brochures and application packages.

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Zoning Permits - Single Family Residential Cases

Description: Staff review design review and related applications for additions and alterations to, and new construction of, single-family homes. Attachment A to this report quantifies the numbers of each type of application processed in 2002 as compared to the five previous years.

Major Accomplishments in 2002

- Processed 567 Design Review applications - a 5% increase over 200 1;
- Developed proposals to refine new residential standards and design review process;
- Completed draft residential design guidelines for bulk, views privacy and solar access;
- Continue to provide intensive staff training and public information on new residential zoning standards; and
- Reduced application review period from approximately 8 weeks to 6 weeks.

Future Goals for 2003

- Continue to process increasing number of residential design review applications;
- Maintain quality of professional staff review and customer service;
- Continue to coordinate project review with Building and Engineering staff,
- Refine new residential design standards adopted in 2002 to clarify technical issues and revise standards for which many variances are being requested;
- Finalize residential design guidelines for views, bulk, privacy, and solar access, and prepare design guidelines for additions and alterations, design compatibility and quality; and
- Evaluate pilot S-18 Mediated Design Review process.

Zoning Permits - Administrative and Planning Commission Cases

Description: Staff conduct environmental preview, public notice and community participation, case review, and decision letter/staff reports for applications for projects that involve less than 50,000 square feet of development and fewer than 50 residential units.

Major Accomplishments in 2002

- Processed 114 Planning Commission cases and 718 Administrative cases;
- Maintained similarly active caseload to 2001 while undergoing continuing staff transitions;
- Increased on-line availability of zoning applications, forms and information;
- Participated in Technical Review Advisory Committee (TRAQ) to facilitate inter-departmental review of complex projects;
- Improved customer service feedback over 200 1; and
- Staffed Planning Commission sub-committees for Design Review, Residential Appeals, and

Special Projects.

Future Goals for 2003

- Distribute advanced Planning Commission hearing announcements to encourage early public input;
- Continue to improve staff training and resource documents; and
- Continue to improve coordination with Building and Engineering Services.

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Major Projects

Description: The Major Projects Unit processes planning and zoning entitlement applications for projects with more than 50 residential units or larger than 50,000 square feet. The Unit also provides professional planning services to other City agencies and advises on City-Port land-use issues.

Mammoth Accomplishments in 2002

- Completed processing 13 Major Projects constituting 1,950 residential units, 26,500 square feet of retail development, and 105,000 square feet of office space (one more project than in 2001):

0 Mandela Gateway Oakland Housing Authority project in West Oakland

0 Leona Quarry

0 24th/Naldez Housing

0 2nd/Broadway

0 426 Alice (Wheelink)

* Glascock Residential

0 14th/Jackson Housing

0 300 Harrison Street

0 1640 Broadway

0 Housewives Site

0 24th/Telegraph

0 Cox Cadillac

0 9th/Franklin

- Initiated three program-level environmental review documents:
- West Oakland Redevelopment Plan EIR
- Central City East Redevelopment Plan EIR
- MacArthur Transit Village EIR
- Handled active applications through building and occupancy permit level;
- Participated in pre-application consultations;
- Ensured that Environmental Impact Review documents were complete, detailed, and consistent with one another and with City policies;
- Prepared a draft City handbook for environmental review; and
- Achieved better coordination and review with other departments and CEDA divisions.

Future Goals for 2003

Complete processing of the following development applications:

Leona Quarry lawsuit, grading and buildout

Camden/T- IO site (high-rise residential)
Costco/Oakland Army Base (big-box retail)
OHA Coliseum Gardens (residential and City park)
Jack London Square Expansion (hotel and office)
Central City East Redevelopment EIR
West Oakland Redevelopment EIR
24 1h Naldez Housing revision

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Fabco Site/North Oakland (residential)
Uptown Project (residential and retail)
Sienna Hills (residential)
I I I I Jackson (office highrise)
Dones - County Service Center (self-sufficiency center)
Central Station (residential master plan)
MacArthur BART Transit Village EIR (residential)
Oakland Museum Expansion (Measure G funds)
14'h/Harrison (residential)
Ettie Street (live/work)
West Oakland Alliance (residential)
Cathedral
Branch libraries
Foothill Square
Oakland Zoo
Altenheim
Mercedes Dealership expansion
2d/Jackson
2nd /Alice

Strategic Planning

Description: The Strategic Planning Unit creates, implements and maintains the General Plan, and is responsible for the comprehensive update of the Zoning Code and preparation of the city-wide Zoning Map. In addition, this Unit prepares area plans, including transit village plans, processes major rezoning and general plan amendments, and conducts policy research.

Major Accomplishments in 2002

- Completed fieldwork for Draft City-wide Zoning Maps, and electronic base maps;
- Completed review of Industrial, Housing and Business Mix, and Commercial zones for Zoning Update Process;
- Completed the draft zoning maps for Industrial, Business Mix, and Housing and Business Mix zones;
- Adoption of Pedestrian Master Plan;
- Complete Concept Plan for Coliseum BART Station Area Plan;
- Adoption of Guidelines for Small Project Design Review;
- Awarded funding for San Leandro Streetscape Improvements;
- Rezoned Fairview Park neighborhood;

- West Oakland Projects:
- Awarded a Transportation Fund for Clean Air Grant for 8th Street Streetscape;
- Completed Phase I construction of 8th Street Streetscape;
- Awarded a Community Streetscape Plan for 7th Street.
- Completed Draft Housing Element; and
- Draft residential design guidelines (views, privacy, solar access, and bulk).

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Future Goals for 2003

- Strategic Planning:
Complete design guidelines for bulk, solar access, views and driveways;
Complete design guidelines for S-17 combining district residential open space regulations;
Prepare standards and guidelines for creek protection ordinance and clean water permit requirements;
Complete Community Transportation Plan for Chinatown;
Complete Community Streetscape Plan for 7th Street;
International Boulevard pedestrian planning;
Complete design plan for Memorial Park;
Complete live/work standards;
Apply for grant applications for streetscape and other projects;
Chinatown Rezoning and Parking Study;
Zoning study for Butters Canyon;
Complete Safety Element;
Revise Secondary Unit Ordinance consistent with State law;
Rezone Pinecrest Avenue;
Streamline project review process for 1-2 unit residential projects; and
Adopt Housing Element.
- General Plan and Zoning Update:
Adopt zoning for Housing and Business Mix areas;
Adopt zoning for Business Mix areas;
Adopt zoning for industrial areas in Central and East Oakland;
Prepare zoning for Estuary Policy Plan area; and
Complete Draft Citywide Zoning Map, and conduct community review meetings in geographic areas.

Historic Preservation

Description: This Unit maintains a library and archives of surveyed properties, provides technical assistance and design review to owners of historic buildings and sites, and provides staff support to the Landmarks Board.

Major Accomplishments in 2002

- Provided design advice, research assistance, and explanation of preservation programs to several hundred building owners, project applicants, and others, including the Cohen-Bray House, the I. Magnin building, and Peralta Hacienda Park;

- Completed landmark designations for the Claremont Resort, New St. Paul Missionary Baptist Church, and Oak Center buildings and neighborhoods;
- Contributed to environmental and design review of major projects including the Coliseum Gardens residential complex redevelopment project, West Oakland and Central City East Redevelopment EIRs;
- Advised and commented on National Register nominations for the Claremont Hotel and Remar Bakery.

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a Assisted the Downtown and Neighborhood Commercial Revitalization Façade Programs.

Future Goals for 2003

- Continue to process landmark noniinations;
- Develop incentive programs for historic preservation (if staff available);
- Publish historic preservation "success" stories, information brochures, and a new edition of Rehab Right, including in other languages (if staff available);
- Include web access to Historic Preservation information; and
- Prepare improved residential design guidelines for historic and other older properties (if staff available)

Transportation Planning

Description: This Unit implements the Transportation Element of the General Plan, conducts special transportation studies, applies for transportation-related project funds, and coordinates regionally with other agencies and jurisdictions.

Mamor Accomplishments in 2002

- Obtained \$500,000 to complete the EIR and preliminary design of the MacArthur Transit Village;
 - Programmed \$15 million in the Alameda Countywide Transportation Plan for Transit Villages (West Oakland, Coliseum BART, MacArthur), and \$1 7 million for improvements to 1-880 in Oakland from the airport through Downtown;
 - Programmed \$3 million in the Alameda Countywide Transportation Plan to improve the connection from Highway 13 to eastbound Highway 24 to alleviate the daily back-up on Highway 13;
 - Obtained \$400,000 for an operational and safety improvement study of 1-880 between the airport and downtown Oakland. The study has begun under the direction of the Alameda County Congestion Management Agency;
 - Qualified the City of Oakland to receive \$1 million for streetscape improvements through the Metropolitan Transportation Commission (MTC) Transportation for Livable Communities Housing Incentive Program;
- Completed an analysis of the City of Alameda's Draft EIR for Alameda Point that led to Alameda's decision to prepare and recirculate a new EIR on a less intense development;
- Began and currently working on the Downtown Transportation and Parking Strategy to be completed this fall;
 - Initiated and currently staffing an ongoing Public Works/CEDA staff coordinating committee;

- Completed a master list of all pedestrian and bicycle projects as a basis for the City's capital improvement budget and grant applications;
- Completed Jack London Transportation & Parking Study;
- Worked with Port on Trucking Services Location Study;
- Adoption of a car sharing program; and
- Adopted the Pedestrian Master Plan, an element of the General Plan.

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Future Goals for 2003

- 0 Complete the Downtown Transportation and Parking Strategy (to accommodate downtown growth over the next 20 years);
- 0 51h Avenue Retrofit Project;
- 0 I-880 Congestion Management Agency (CMA) Study;
- 0 Jingtowntown Soundwall/Ramp Relocation;
- 0 Caldecott Tunnel EIR;
- 0 Broadway Jackson 11 Study;
- 0 MTC Regional Goods Movement Study;
- 0 AC Transit Bus Rapid Transit EIR;
- 0 Jack London Station Study;
- 0 Transportation Funding;
- 0 Downtown Transportation Plan;
- 0 Smart Growth;
- 0 Transportation Funding Priorities;
- a MTC/ABAG Merger; and
- 0 AC Transit Bus Rapid Transit Project.

Sustainable Development

Description: This Unit guides the implementation of sustainable development programs in all aspects of planning and operations for the City of Oakland.

Major Accomplishments in 2002

- Hired a Sustainable Development Consultant to coordinate the Sustainable Development Initiative;
- Assisted Public Works Agency in the development of the City's web-based Sustainable Design Guidelines for incorporating Green Building attributes into City projects, and continued "beta-testing" guidelines on City projects;
- Implemented "3Es" (Economy, Equity, Environment) Sustainable Development Project Profile as a tool to apply a consistent sustainability measure to large or publicly assisted projects;
- Provided sustainable development assistance to: Leona Quarry, Uptown, Oakland Museum, Airport Expansion, and the Police Administration Building;
- Green Building design guidelines are available on the City's website;
- Green Building Resolution drafted for City facilities;
- Biodiesel Task Force Formed; Pilot project proposed for City fleet;
- Sustainability inventory drafted; final document scheduled for May 2003;
- Team formed to expand Oakland's environmental procurement policy;

- Preliminary Green Business Strategy developed with Economic Development Division; and
- Continued to assist with the Port of Oakland's adoption of sustainable development policy and implementation activities.

Future Goals for 2003

- Develop and promote the use of green building standards in City facilities;
- Promote the use of alternative fuels in the City Fleet;

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- Assist with the completion of the Sustainability Inventory;
- Assist in the development of a robust Environmentally Preferable Purchasing Policy for the City;
- Apply the 3Es Sustainability yardstick to Oakland Development Projects;
- Serve as the City contact for the Energy Efficiency Design Assistance Program; and
- Develop a Sustainable Development Strategy as a guiding principle for Oakland's Economic Development Program.

Waterfront Open Space and Public Access

Description: This Unit guides the planning and implementation of a continuous pathway and public parks along the City's 9-mile waterfront.

Major Accomplishments in 2002

- Adopted the Lake Merritt Master Plan; and
- Assisted with development of Measure DD bonds initiative text; \$200 million of funding now available.

Future Goals for 2003

- Finalize the Waterfront Pathway Feasibility and Design Study for the waterfront pathway along the Estuary, from Jack London Square to the MLK Regional Shoreline;
- Develop an implementation program for Measure DD, including bond issuance, project priorities, fundraising and project schedules;
- Assist in distribution and management of Measure DD funds for improvements to and development of open space;
- Overcome clean-up and property acquisition obstacles to open-space and public-access recommendations in the Estuary Policy Plan;
- Continue review of the Port's proposed Jack London Square development;
- Continue review of Oak to 9th Avenue development; and
- Develop specific zoning regulations for the Estuary Area.

KEY ISSUES AND IMPACTS

Market Trends

The market for housing has been very strong over the past year for all housing types. Staff has processed applications for new hillside homes, home additions, new multi-family residential

projects, and additions of secondary units to existing single-family residential development sites. More applicants are inquiring about secondary units since 1999 when the City's current standards were adopted. Applications have been processed or approved for several multifamily housing projects and residential subdivisions, including Leona Quarry and projects throughout the Jack London district. Several affordable housing projects have also been approved this year (including the Oakland Housing Authority's Westwood Gardens). Overall, there were a total of 963 residential units for which building permits were issued in 2002.

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The market for office development has not been active this year. There were no applications processed for office buildings during this time period.

The development of new retail establishments has been minimal.

Customer Service

Many enhancements have been made to improve customer service over the past year. Wait times for the counter have decreased substantially as a result of increased counter staffing, specifically the one-stop permit station which represents an additional station at the counter. The phone customer wait, however, has remained long (up to 20 minutes) as a result of shortened phone service hours to accommodate the increased counter shifts. The time it takes to process an administrative case has decreased from 90-120 days to 60-90 days. For very large projects, staff has begun to ask applicants to pay for the services of a contract planner, in addition to initiating project development fees (this is happening on the Leona Quarry project). Contract planners are supervised by planning staff.

Coordination with other departments has been vastly improved. An interdisciplinary Development Coordinating Committee has been effective in reviewing projects that include planning, building, engineering, fire, and public works issues. A Technical Review Assistance Committee, comprised of staff from planning, building, engineering, and fire, provides pre-application comments to applicants prior to submitting a project application. A One-Stop Permit Center, initiated this year, now provides efficient inter-departmental review to applicants at the permit counter.

Code Enforcement

It is increasingly clear that code enforcement is as important as creating new rules. In 2001, staff focused on improvements to the auto repair businesses which brought about major results on San Pablo Avenue and in the Eastlake area. Effective code enforcement is a combination of a coordinated effort adopting new zoning regulations, as well as the coordination among building, fire, code enforcement, and zoning staff in a targeted geographic area. This coordinated, targeted approach needs to continue to address areas with severe blight issues.

Much of the current work at the Information Center involves responding to code enforcement citations that have been issued for work conducted without permits, or for inconsistencies with approved building permit plans. It is necessary to focus on bringing these situations into compliance to have credibility with the community. In this way, the community is able to see

that the regulations they work hard to develop will be effectively enforced.

General Plan and Zoning Update

Staff is currently updating several General Plan Elements. The Housing Element will be completed in 2003. Oakland already has many successful housing programs in place and a very active affordable housing program. Most of the existing policies and programs will be carried forward into the new Housing Element. Staff is also currently updating the 1973 Safety Element. This is expected to be finalized in 2003.

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The update of the Zoning Code continued in 2002. Staff drafted and discussed with the Zoning Update Committee the proposed Industrial and Commercial zoning districts. In addition, staff began drafting and reviewing the multi-family residential zoning districts. A consultant has completed the draft Citywide zoning map. A status report on the Zoning Update project and analysis of possible future actions will be presented to the City Council in the near future.

Transportation Planning

Oakland has become a more active participant in the planning for transportation projects in the County and with Caltrans. Oakland's transportation projects have been included in the countywide transportation plan, a requirement for future funding. Over the past year, funding has been programmed into the Alameda Countywide Transportation Plan: \$15 million for transit villages; \$17 million for improvements to I-880 from the airport through downtown; and \$3 million to improve the connection between Highways 13 and 24. Oakland is also actively negotiating with Caltrans as there are several major projects on I-880 that will be under construction between 2004 and 2010. Oakland has been very successful competing for grants for streetscape improvement projects. Oakland is now also a leader in the Car Sharing program, joining other progressive cities such as San Francisco, Seattle, Portland, Denver, and Berkeley.

Waterfront Open Space Project

There are several opportunities to improve public parks and waterfront trails. Adoption of the Lake Merritt Master Plan provides the opportunity to restore the City's crown jewel resource and plan for further improvement and expansion. Available funding from Measure DD bonds ensures improvements to and development of high-quality open space in Oakland, consistent with the project list prepared in 2001. Public improvements along the waterfront will act as a catalyst for future economic development, as well as an incredible resource for future generations. Implementation of the waterfront pathway will result in the longest continuous segment of waterfront pathway in the Bay Area.

Landmarks Board and Historic Preservation

New City Landmarks designated in 2002 include the Claremont Resort, New St. Paul's Missionary Baptist Church, and Oak Center. The Landmarks Board and staff continued to work with the community on the large and complex historic district nomination for the Oak Center

neighborhood of over 500 buildings.

The Landmarks Board conducted design review for alterations to landmarks as well as projects affecting historic unreinforced masonry buildings (LTRM) and other significant properties. In every case the Board worked with the developer to achieve optimum solutions for both the historic resource and the new use.

The Landmarks Board is also charged with commenting on environmental review documents and state and national historic designations affecting properties in Oakland. In 2002, this included commenting on Draft Environmental Impacts Reports (DEIRs) for the West Oakland and Central

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City East Redevelopment projects. Board members continued their participation in the Lake Merritt Master Plan and Library Facilities Master Plan processes.

In 2002, a one-half time Planner III position was hired to act as permanent Secretary to the Landmarks Board.

The Cultural Heritage Survey project continues to research historic buildings and neighborhoods and provides customer service to property owners, developers, students, historians, and the real estate community. The Survey provides its existing and ad hoc historical research to document past uses and environmental conditions, support nominations for historic designation, assist in design review, and educate owners and residents to appreciate and take pride in their buildings and neighborhoods. During the past several years of development boom, the Survey has assisted with design review referrals from Zoning, and assists Major Projects, Process Coordinators, and Code Compliance with historic resource issues. The Survey works closely with the Downtown and Neighborhood Commercial Revitalization facade programs. Historic preservation staff is also involved in the development of new residential and commercial design guidelines which apply to work on historic and non-historic properties alike.

SUSTAINABILITY ENVIRONMENTAL OPPORTUNITIES

Planning and zoning activities in 2002 contributed to a number of sustainable opportunities for the City of Oakland.

Economic: New development will result in an increase in the City's housing stock and an increased tax base for the City. Reuse and renovation of existing buildings could result in the elimination of blighted conditions and improve the physical appearance of neighborhoods, making them more attractive for financial investment.

Environmental: Through the City's sustainability programs, assistance and advice is provided to new projects to ensure waste reduction, energy efficiency, and resource conservation. Environmental impact reports prepared for major projects address and mitigate environmental impacts that could result from implementation of the proposed projects.

Social Equity: Planning requirements, in general, provide opportunities for community input and

thereby consider social equity as part of project review as land use regulations are applied citywide.

DISABILITY AND SENIOR CITIZEN ACCESS

This is an informational report and there are no identified opportunities.

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RECOMMENDATION

Staff recommends that the City Council review the above material and accompanying visual presentation and accept the Agenda for FY 2003-2004.

Respectfully submitted,

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ROIAERT C.'BOBB, City Manager for CEDA

APPROVED AND FORWARDED TO THE
COMMUNITY & ECONOMIC DEVELOPMENT
COMMITTEE

Prepared by:
Catherine Payne, Planner III
Community and Economic Development Agency

ATTACHMENT:
A. Zoning Applications Filed 1997 Through 2002

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ATTACHMENT A:
ZONING APPLICATIONS FILED 1997 THROUGH 2002

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