

<b>Location:</b>	Surface Parking lot on 0 Tucker Street (APN 047 -5596-005-00) (see map on reverse)
<b>Proposal:</b>	Construction of a one-story, 2,200 square-foot commercial building, drive-through, and associated site improvements.
<b>Applicant:</b>	Durant Commercial, LLC
<b>Phone Number:</b>	Frank Coda / Green Farrow (914) 393-8293
<b>Owner:</b>	Durant Commercial, LLC
<b>General Plan:</b>	Community Commercial
<b>Zoning:</b>	CC-2 Community Commercial-2 Zone / RM-2 Mixed Housing Types Residential-2 Zone
<b>Environmental Determination:</b>	Categorically Exempt under California Environmental Quality Act (CEQA) Guidelines Section 15303, New construction of small structures; 15183, Projects consistent with community plan, general plan or zoning
<b>Historic Status:</b>	Not a Potential Designated Historic Property (PDHP)
<b>City Council District:</b>	7
<b>Date Filed:</b>	May 11, 2020
<b>Action to be Taken:</b>	Review proposed design
<b>Staff Recommendation:</b>	Provide design recommendations and refer to Planning Commission
<b>For Further Information:</b>	Contact case planner <b>Jose M. Herrera-Preza</b> at (510) 238-3808 or <a href="mailto:jherrera@oaklandca.gov">jherrera@oaklandca.gov</a>

**SUMMARY**

Staff requests the Design Review Committee review the proposed site plan options for a one-story Starbucks café building and drive-through. The proposed 2,200 square-foot commercial building will be on a 19,904 square-foot parcel, currently used as a surface parking lot. The subject property is on the corner of Tucker Street and International Blvd, which is one of the primary entrances to a residential neighborhood and the Durant Square Commercial Center. The project sponsor has provided two distinct site plans options that affect both the location and orientation of the building, and the vehicular and pedestrian movement on the site. Staff requests design comments from the committee and recommendations for forwarding to the full Planning Commission.

## **PROPERTY DESCRIPTION**

The site is a 19,904 square-foot, flat parcel at the north-east corner of International Boulevard and Tucker Street, adjacent to the historic Durant Square Commercial Shopping Center to the South, the Alameda Contra Costa Transit District (AC Transit) Maintenance Facility to the north, and multi-family residential buildings to the east. Nearby properties include one-to-two story commercial buildings occupied by various small-scale neighborhood businesses, civic activities and residential buildings typical of a primary commercial corridor.

This area of International Boulevard in East Oakland is characterized by small-scale ground floor commercial spaces under upper-story residential units and freestanding commercial and civic buildings. Residential buildings along and behind the commercial area include two-story apartments, as well as newer five-story residential buildings. Construction materials in the area include primarily stucco buildings with glass transoms and tile roof details; brick with wood details, wood shiplap and shingle walls with composite roofs, and other early-to- mid-20<sup>th</sup> Century materials.

Both properties adjacent to the site on International Boulevard contain parking in front of buildings that were originally constructed for industrial activities that have been converted for retail use. These buildings are set back approximately 30 feet from their front property line.

## **BACKGROUND**

On August 5<sup>th</sup>, 2020, this item was presented to the Planning Commission. The item was referred to the Design Review Committee based on the factors listed below:

1. The applicant presented additional information at the hearing that the Planning Commission did not have sufficient time to review.
2. The Commission advised the applicant to engage the nearby neighborhood through a community outreach/community meeting effort.
3. Outstanding issues related to site and façade design.

## **PROJECT DESCRIPTION**

The primary objective of the project is to construct a free-standing, one-story 2,200 square-foot Starbucks café building and associate drive-through. The subject parcel is a remainder from the Durant Square Planned Unit Development (PUDF00-60) that was originally to be developed with a commercial building but instead was developed as an open surface parking lot.

### Building Design

The proposed commercial building has a contemporary design in keeping with the most recent developments in the Durant Square Shopping Center. Some key elements of the proposed design include decorative brick details and steel storefront. Attachments C and D contain architectural and landscape plans for the project.

There are two proposed site plans, one originally proposed by the applicant (Option #1), which is generally supported by staff and an alternative plan preferred by the applicant that was submitted shortly before the August 5, 2020 Planning Commission meeting (Option #2). These options are shown in **Attachments A and B**, respectively.

Both options would include a vehicle exit and entrance on Tucker Street, with a drive-through lane that loops in front of the proposed building and a pedestrian entrance facing the parking lot. Exiting onto International Boulevard is not feasible due to existing street infrastructure such as mature street trees, utilities, and

underground transformers. These site constraints make it infeasible to site the building adjacent to the front property line, which is generally the preferred siting of commercial buildings. Unfortunately, this configuration requires the drive-through lane to loop in front of the building to access the Tucker Street exit. However, staff believes the proposed 33-foot building setback is satisfactory in this case due to the context of the adjacent commercial buildings and the significant landscaping proposed in front of the building.

Both site plan options would include a full landscape and a signage plan. New signs would include wall and monument signs, parking area signs, and order boards near the drive-through lanes. Both designs conform to the proposed Bus Rapid Transit (BRT) route by maintaining all existing bus stops and bus shelters on International Boulevard.

- **Option #1** would site the proposed building perpendicular to International Boulevard near the northern property line and have significant window area on the front façade. The ordering screen would be located behind the building, approximately 20 feet from the multi-family development behind the lot. The applicant would be required to provide a “sound isolation tube” in that area of the driveway around the ordering screen, so noise from the ordering would not disturb these neighbors. The food and drinks would be serviced on the north side of the building. Ten parking spaces would be located south of the building adjacent to the Tucker Street entrance.
- **Option #2** would site the proposed building parallel to International Boulevard towards the center of the property. The front façade would have limited window space facing International Boulevard. According to the applicant, this creates the most efficient internal floor plan; however, it also orients the building toward the parking lot. This issue is further discussed in the “Key Issues and Impacts” section of the report. The location of the ordering screen would be on the north side of the building further away from the residential properties and not require a “sound isolation tube”. The drinks and food would be served in the front of the building adjacent to International Boulevard. Parking would be behind the building. The drive-through lane would accommodate ten cars, with more cars potentially accommodated that spill over into the ten-car parking lot.

### Landscaping

The proposal would maintain all of the large existing London Plane trees and the five smaller trees on the site. The preservation of the existing trees was paramount in the landscape design, which will further incorporate three new 24” box trees and complimentary shrubs and ground covers. A four-foot tall brick site wall will be constructed the along International Boulevard sidewalk edge that will serve as a screen for the “Drive-Through” and replicate a historic brick element found at Durant Square.

### **GENERAL PLAN ANALYSIS**

The property is in the Community Commercial Land Use category of the Land Use and Transportation Element (LUTE) of the General Plan. This designation is intended “to create, maintain and enhance areas suitable for a wide variety of commercial and institutional operations along the City's major corridors and in shopping districts or centers.” International Boulevard is a “Growth and Change” corridor under the LUTE designation. The application is consistent with the following LUTE policies:

LUTE Policy I/C1.2 states that “Existing Businesses and jobs within Oakland which are consistent with the long-range objectives of this Plan should, whenever possible, be retained.”

Policy I/C3.4 states that “The vitality of existing neighborhood mixed use and community commercial areas should be strengthened and preserved.”

Staff finds that the proposed café is consistent with the intent of the General Plan because it implements these

policies and intent.

## **ZONING ANALYSIS**

The property has a split zone designation. The first 75' of frontage from International Boulevard is located within the CC-2 Community Commercial-2 Zoning District and the remaining 50' of the parcel is within the RM-2 Mixed Housing Type Residential-2 Zone. The proposed café and drive-through is not generally permitted in the RM-2 Zone. However, in cases of split zoning, the Planning Code conditionally permits generally prohibited activities that are permitted or conditionally permitted in an adjacent zone. In this case, the drive-through is conditionally permitted and the café is permitted by right in CC-2 Zone, which allows the proposal to be conditionally permitted in the RM-2 Zone area of the lot.

The proposed free-standing commercial building and drive-through facilities are conditionally permitted in the CC-2 Zone and are subject to Planning Commission review. The uses are consistent with the intent of the zone to allow a wide range of commercial activities.

The project requires the following planning permits:

- Regular Design Review for new construction in the CC-2 Zone;
- Major Conditional Use Permit for a Drive-Through Non-Residential Facility;
- Minor Conditional Use Permit to allow activities listed as prohibited but permitted or conditionally permitted on nearby lots in an adjacent zone (17.35.01).
- Minor Variance to allow a 20' front setback, where there is a maximum 10' required.

## **KEY DESIGN ISSUES**

As noted in the Planning Commission staff report, staff originally encouraged the applicant to explore the feasibility of placing the drive-through lane behind the building and exit from the north side of the lot onto International Boulevard, and place the building near the sidewalk with a pedestrian entrance oriented toward the street. This configuration would have created a better street presence, pedestrian orientation, and street edge. Unfortunately, a large street tree and utilities in the sidewalk made this scheme infeasible. Also, curling the drive-through behind the café with the vehicle entrance and on Tucker Street would force pedestrians from the parking lot to cross the drive-through lane, which would create a safety issue for pedestrians walking from the parking lot to the café entrance.

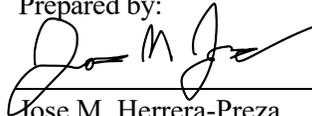
Despite its circulation advantages, staff cannot recommend Option #2 without a redesign of the building to have a significant window presence facing International Boulevard. The current building design for Option #2 would create a nearly windowless front façade and completely orient the building toward the rear parking lot. Such a building design and orientation would deactivate the street edge, create security issues by removing “eyes on the street”, remove the connection between the public and private realm, and provide a visually substandard façade-facing façade on one of the City’s busiest transportation corridors. If on the other hand the Option #2 site plan could be accommodated with a significant building window presence facing International Boulevard, it could result in a number of design advantages, including maximizing frontage on International Boulevard, drive-through queuing capacity, and distance from the ordering area to the residential development behind the site. This building redesign would require moving the floor area devoted to storage, counter service, and food and drink preparation to the north end of the building, which would allow windows on the south end to face International Boulevard by freeing up customer space adjacent to the front façade. However, the applicant has stated that this is not practical for the café because of the distance it would require baristas working at the drive-through window to walk to the drink preparation area.

Therefore, of the two site plans presented, staff supports Option #1, which would provide windows facing the street and outdoor seating viewable from International Boulevard. These features provide a better façade treatment and a greater connection between the street and the activities associated with a café.

**RECOMENDATION**

Staff requests the Design Review Committee review the project, provide design recommendations to the applicant and staff, and refer the project to the full Planning Commission with recommendations.

Prepared by:



---

Jose M. Herrera-Preza,  
Planner III

Approved for forwarding to the  
Design Review Committee:



---

Robert D. Merkamp  
Zoning Manager

**ATTACHMENTS:**

- A. Plans for Option #1
- B. Plans for Option #2

INTERNATIONAL BLVD

(E) WROUGHT IRON FENCE ON CMU BASE

(E) ACORN LIGHT POLE

(N) RAILING

(N) ADA WALK

(E) ACORN LIGHT POLE

(N) DIRECTIONAL SIGN

(N) LANDSCAPE

(E) LIGHT POLE

EXISTING SIGNAL

ADJACENT COMMERCIAL USE

(E) PROPERTY LINE

STARBUCKS  
±2,200 SF

(N) BIKE LOCKER & BIKE RACK

(N) ORDER SCREEN & 5 PANEL MENU BOARD

(N) PRE-MENU BOARD

(N) DIRECTIONAL SIGN

ADJACENT MULTI-FAMILY RESIDENTIAL

(N) CLEARANCE BAR

(N) RAILING

(N) PATIO

(N) STRIPING

(N) CURB

(E) STRIPING

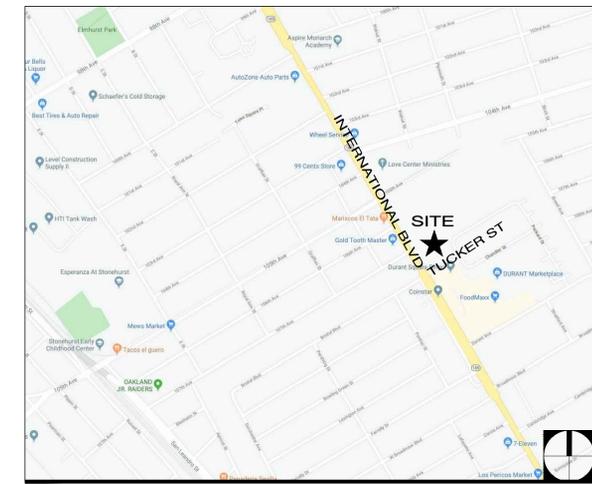
(E) ZONING LINE

(N) CURB

(N) TRASH ENCLOSURE

24' EXISTING DRIVE

TUCKER STREET



KEY MAP

**PROJECT INFORMATION**

<b>ZONING CLASSIFICATION</b>	
JURISDICTION	CITY OF OAKLAND, CA
EXISTING ZONE	CC-2 (COMMUNITY COMMERCIAL) & RM-3 (MIXED HOUSING)
REQUIRED ZONE	CC-2 (COMMUNITY COMMERCIAL)

**SITE AREA**

STARBUCKS TOTAL SITE AREA:	±0.457 AC
----------------------------	-----------

**BUILDING INFORMATION**

STARBUCKS BUILDING AREA	2,200 SF
SITE COVERAGE	±11.1 % (±4,814 SF/AC)

**PARKING SUMMARY**

USER	RATIO REQUIRED	SPACES REQUIRED	SPACES PROVIDED
STARBUCKS STANDARD	0 REQUIRED	0	10
ACCESSIBLE			1+1
<b>TOTAL</b>			<b>12</b>
TOTAL STACKING PROVIDED:			8 VEHICLES

**DRAWING ISSUE/REVISION RECORD**

DATE	NARRATIVE	INITIALS
11.26.19	PREP SP-1	AM
02.14.20	PREP SP-2	JN

**GREENBERG FARROW CONTACTS**

PROJECT MANAGER	I.BRAHIMBEGOVIC
SITE DEV. COORDINATOR	F. CODA

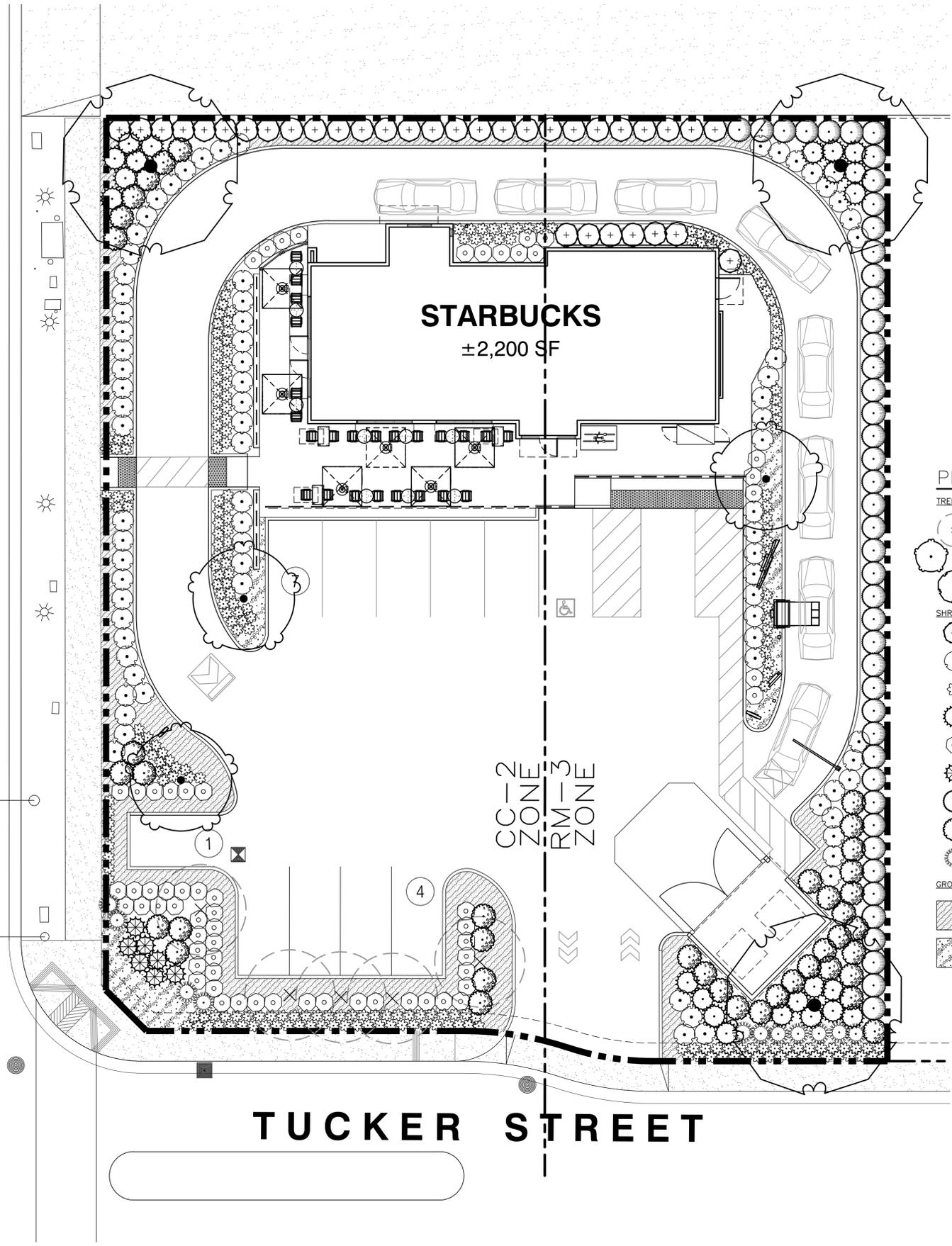


TRUE NORTH

SCALE: 1"=10'-0"



INTERNATIONAL BLVD



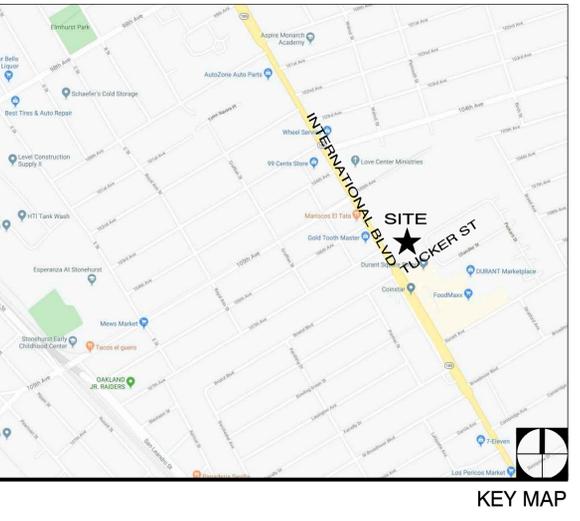
TUCKER STREET

STARBUCKS  
±2,200 SF

CC-2 ZONE  
RM-3 ZONE

PLANT SCHEDULE

TREES	BOTANICAL NAME	COMMON NAME	CONT.	WUCOLS IV	
(x)	Arbutus x 'Marina'	Arbutus Standard	Existing	Protect in Place	
(circle with dot)	Cercis canadensis 'Oklahoma'	Oklahoma Redbud	24"box	M	
(circle with cross)	Pistacia chinensis 'Keith Davey'	Keith Davey Chinese Pistache	24"box	L	
SHRUBS	BOTANICAL NAME	COMMON NAME	CONT.	WUCOLS	
(circle with plus)	Arctostaphylos x 'Sunset'	Sunset Manzanita	5 gal	L	
(circle with dot)	Callistemon viminalis 'Little John'	Dwarf Weeping Bottlebrush	5 gal	L	
(circle with star)	Diets iridioides 'John's Runner'	Fortnight Lily	5 gal	L	
(circle with cross)	Muhlenbergia rigens	Deer Grass	1 gal	L	
(circle with dot)	Myrtus communis 'Compacta'	Dwarf Myrtle	5 gal	L	
(circle with star)	Phormium tenax 'Rubrum'	New Zealand Flax	1 gal	L	
(circle with dot)	Podocarpus macrophyllus 'Maki'	Maki Shrubby Yew Podocarpus	5 gal	M	
(circle with star)	Rhaphiolepis indica 'Clara'	Clara Indian Hawthorn	5 gal	L	
(circle with cross)	Salvia leucantha 'Midnight'	Mexican Bush Sage	5 gal	L	
GROUND COVERS	BOTANICAL NAME	COMMON NAME	ROOT	WUCOLS	SPACING
(diagonal lines)	Arctostaphylos edmundsii 'Carmel Sur'	Carmel Sur Manzanita	1 gal	L	60" o.c.
(cross-hatch)	Lantana camara 'Rainbow' TM	Rainbow Lantana	1 gal	L	15" o.c.



PROJECT INFORMATION

**ZONING CLASSIFICATION**  
 JURISDICTION: CITY OF OAKLAND, CA  
 EXISTING ZONE: CC-2 (COMMUNITY COMMERCIAL) & RM-3 (MIXED HOUSING)  
 REQUIRED ZONE: CC-2 (COMMUNITY COMMERCIAL)

**SITE AREA**  
 STARBUCKS TOTAL SITE AREA: ±0.457 AC

**BUILDING INFORMATION**  
 STARBUCKS BUILDING AREA: 2,200 SF  
 SITE COVERAGE: ±11.1% (±4,814 SF/AC)

**LANDSCAPE SUMMARY**  
 CITY OF OAKLAND LANDSCAPE REQUIREMENTS:  
 - SHADE TREES SHALL BE PROVIDED AT A RATIO ONE (1) TREE FOR EVERY TEN (10) SPACES THROUGH PARKING LOT  
 - A MINIMUM OF TEN PERCENT (10%) OF SURFACE PARKING LOT SHALL BE LANDSCAPED

**CALCULATIONS:**  
 REQUIRED:  
 - 12 PARKING SPACES / 1 TREE FOR EVERY 10 PARKING SPACES = 2 TREES NEEDED  
 - 1,782 SQ.FT. OF SURFACE PARKING X .10 = 178.2 SQ.FT. OF PARKING LANDSCAPE NEEDED

**GIVEN:**  
 - 7 TREES THROUGHOUT PARKING LOT  
 - 411 SQ.FT. OF LANDSCAPED PARKING AREA  
 TOTAL LANDSCAPE AREA: ±5,363

**NOTES:**  
 ALL LANDSCAPE AREAS SHALL RECEIVE AUTOMATIC IRRIGATION SYSTEM. ALL LANDSCAPE INSTALLATION SHALL BE PERMANENTLY MAINTAINED.

A LANDSCAPE DOCUMENT PACKAGE AS PER A.B. 1881 SHALL BE PROVIDED.  
 PLANT MATERIAL NOT LISTED MAY BE USED, SUBJECT TO APPROVAL OF THE CITY.

ALL LANDSCAPE PLANS AND INSTALLATIONS SHALL ADHERE TO CITY DESIGN GUIDELINES, CODES AND REGULATIONS.

WHERE TREES ARE WITHIN 5' OF WALKWAYS AND / OR PAVING SURFACES, ROOT BARRIERS SHALL BE INSTALLED.

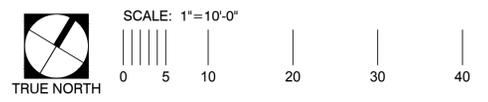
ON-SITE AND PARKWAY LANDSCAPE SHALL BE MAINTAINED BY BUSINESS OWNERS.

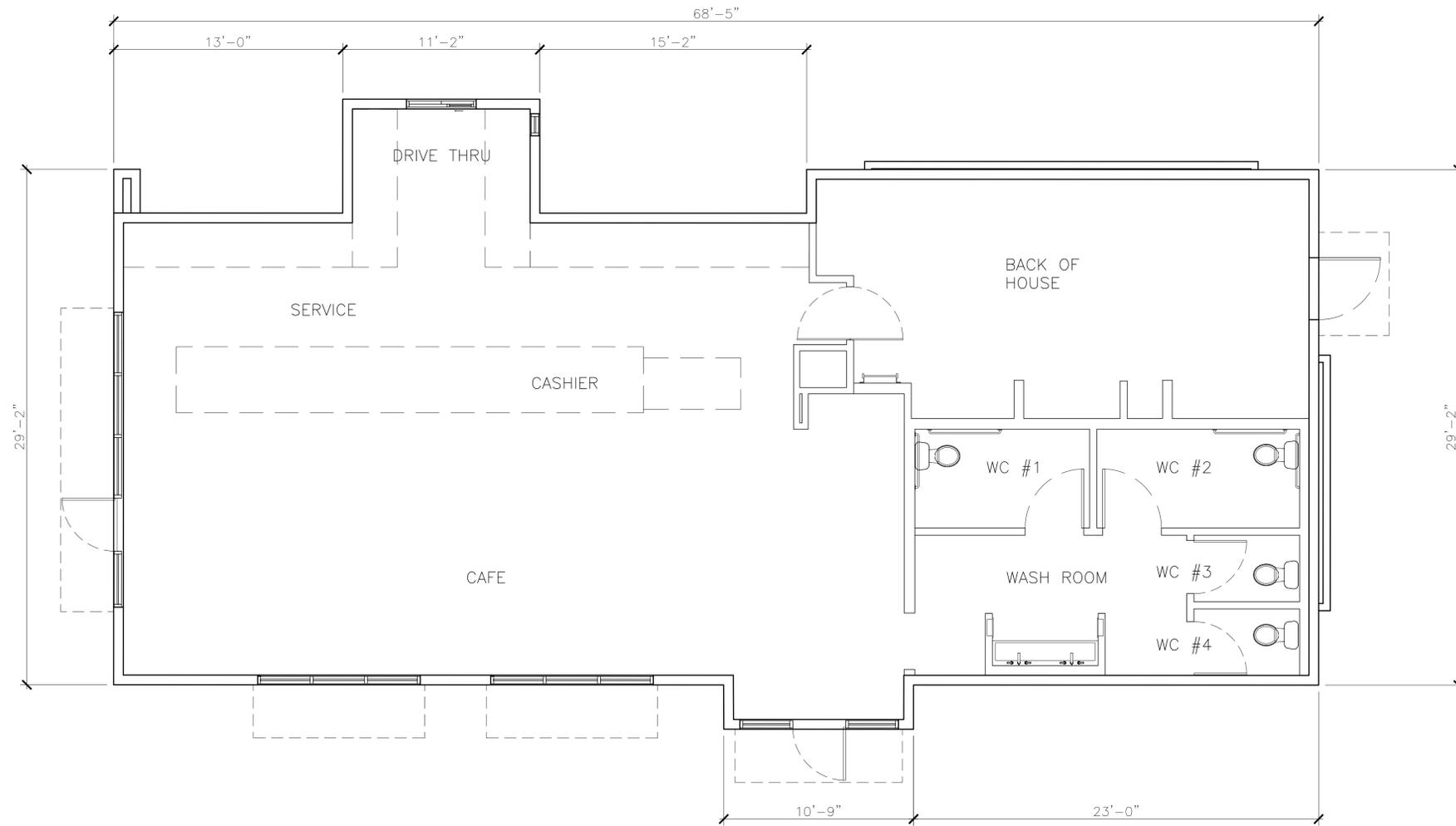
**DRAWING ISSUE/REVISION RECORD**

DATE	NARRATIVE	INITIALS
11.26.19	PREP SP-1	AM

**GREENBERG FARROW CONTACTS**  
 PROJECT MANAGER: I.BRAHIMBEGOVIC  
 SITE DEV. COORDINATOR: F. CODA

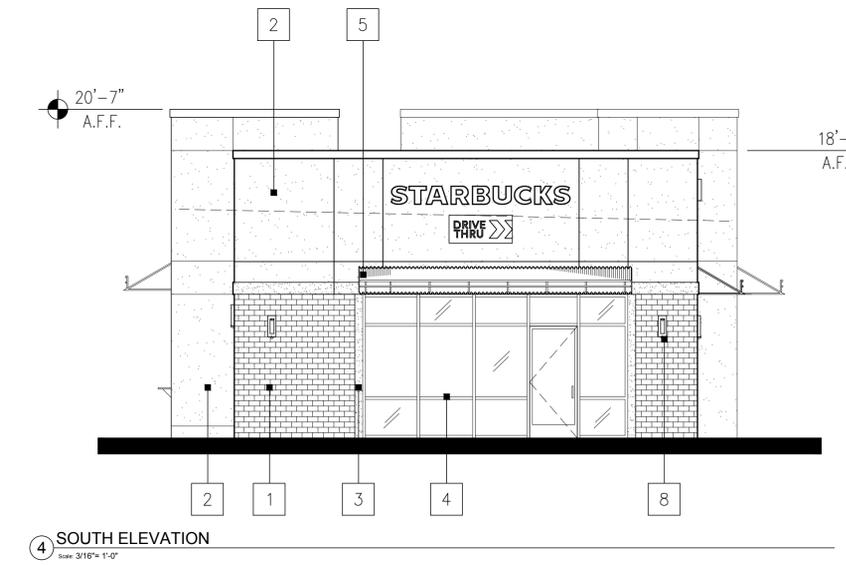
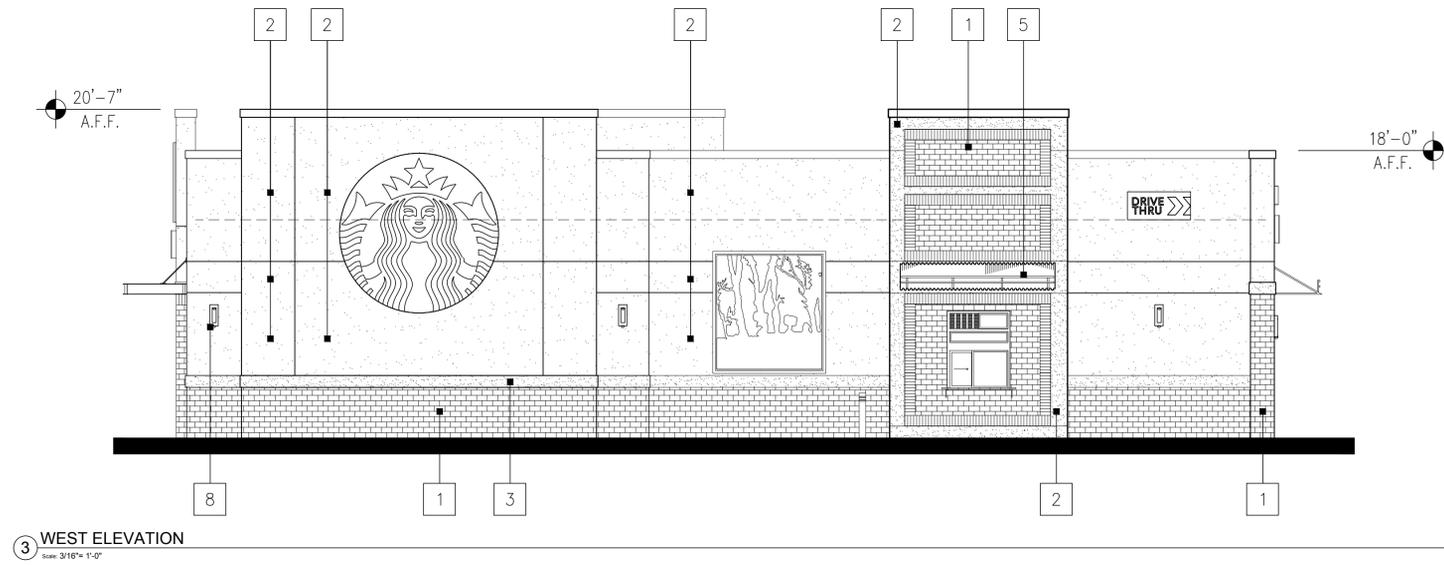
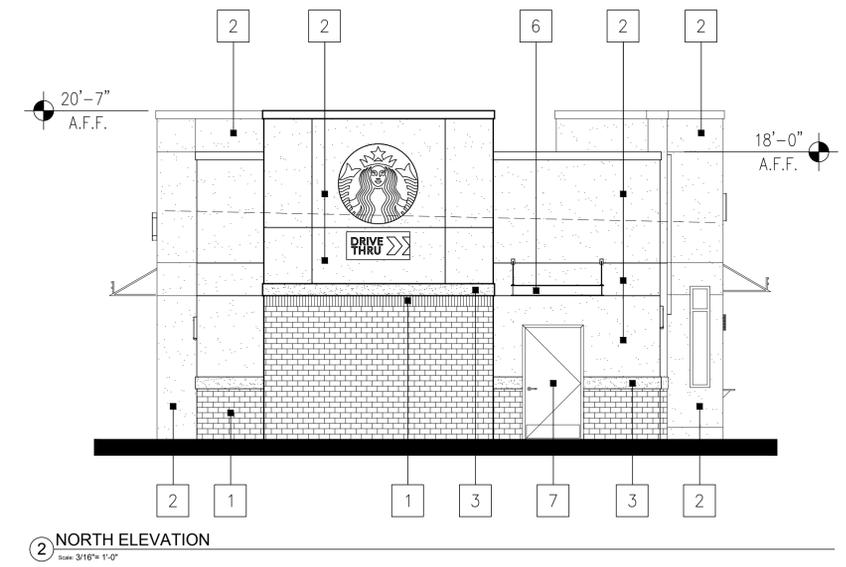
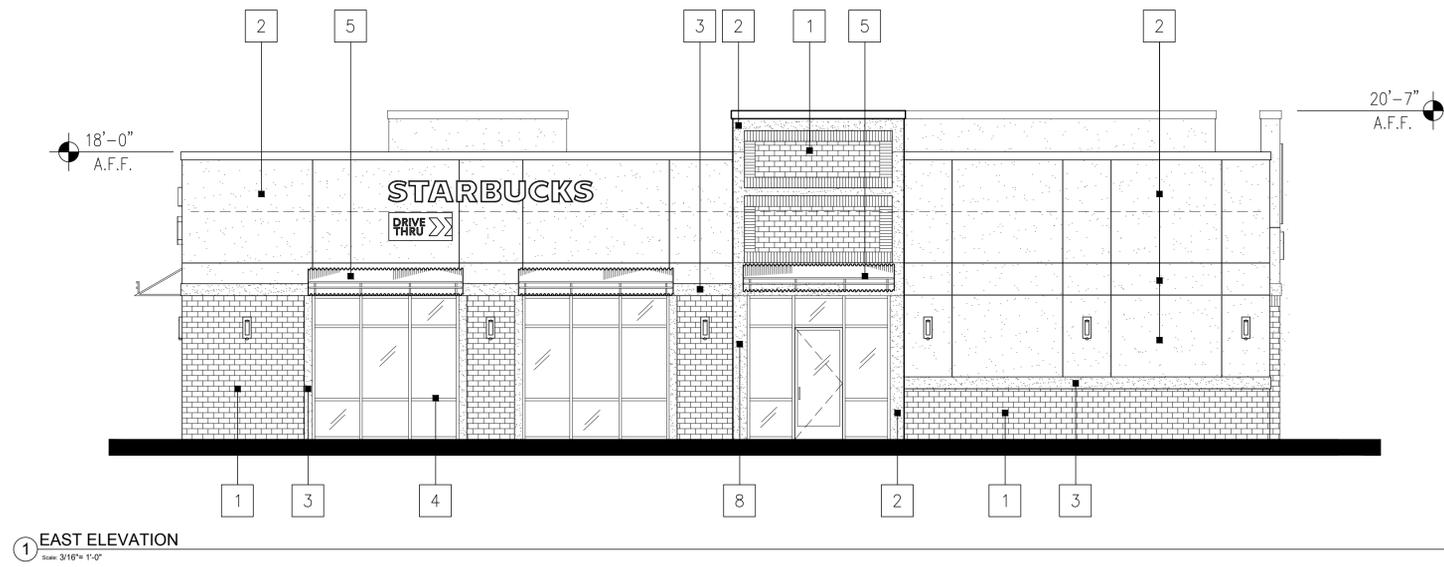
NOTE: This information is conceptual in nature and is subject to adjustments pending further verification and Client, Tenant, and Governmental Agency approval. No warranties or guarantees are given or implied by the Architect.





1 FLOOR PLAN  
Scale: 1/4" = 1'-0"

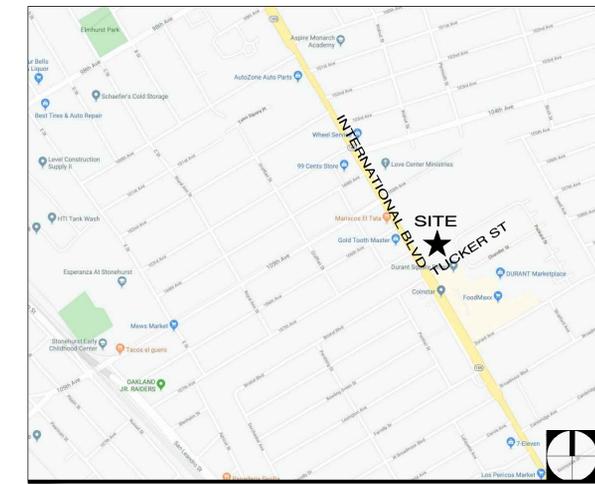
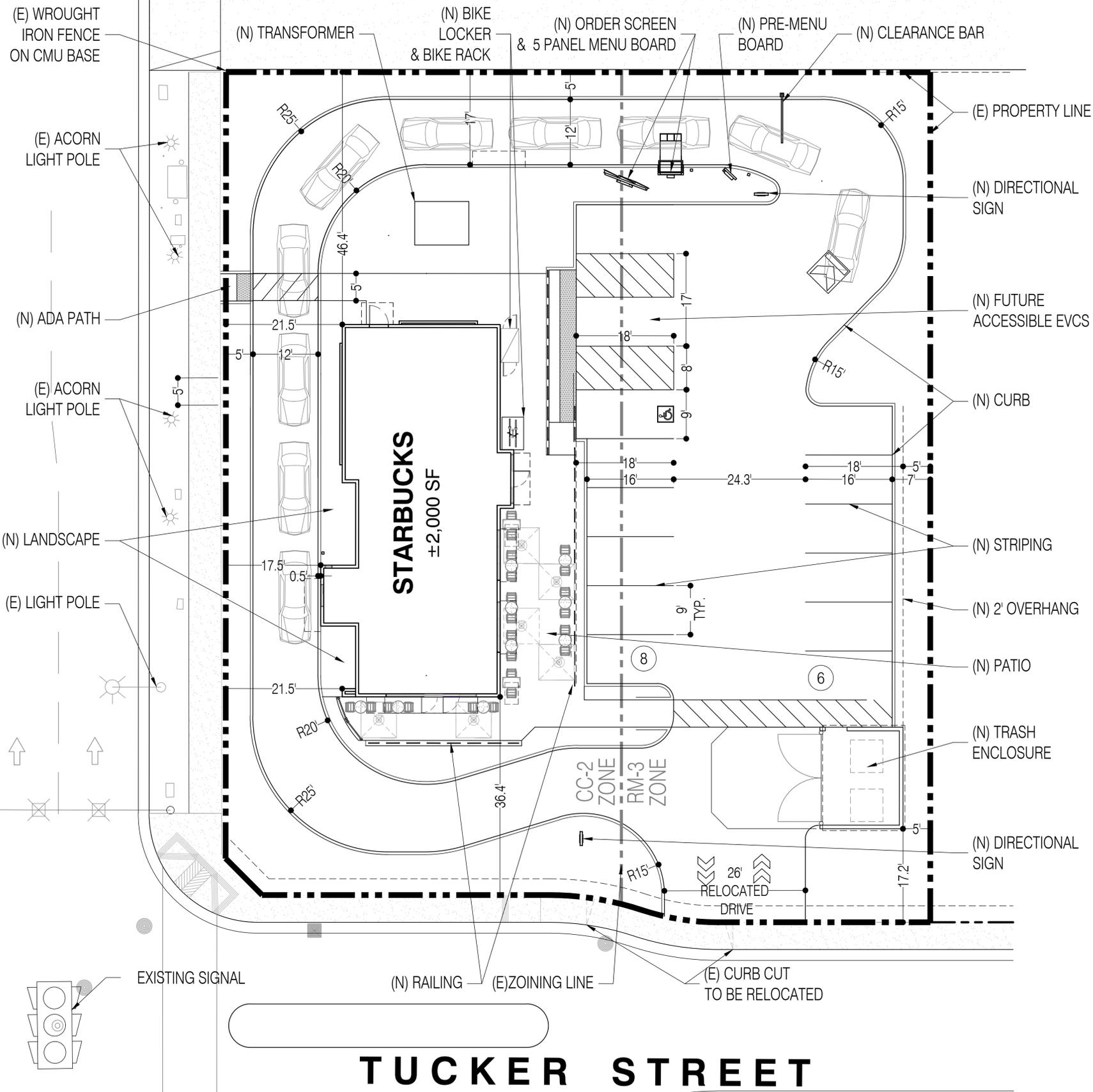




FINISH SCHEDULE	
FINISH MATERIAL	
1	THIN BRICK VENEER - CORONADO STONE: BELGIAN BRICK-BROOKSIDE
2	PAINT-CEMENT PLASTER(FIELD) - SW7507: STONE LION
3	PAINT-CEMENT PLASTER (TRIM) - SW7551: GREEK VILLA
4	STOREFRONT SYSTEM - DARK BRONZE
5	METAL AWNING
6	METAL CANOPY/METAL TRIM
7	HOLLOW METAL DOOR - PAINT TO MATCH SW7507: STONE LION
8	LIGHT FIXTURE



**INTERNATIONAL BLVD**



KEY MAP

**PROJECT INFORMATION**

**ZONING CLASSIFICATION**

JURISDICTION	CITY OF OAKLAND, CA
EXISTING ZONE	CC-2 (COMMUNITY COMMERCIAL) & RM-3 (MIXED HOUSING)
REQUIRED ZONE	CC-2 (COMMUNITY COMMERCIAL)

**SITE AREA**

STARBUCKS TOTAL SITE AREA:	±0.457 AC
----------------------------	-----------

**BUILDING INFORMATION**

STARBUCKS BUILDING AREA	2,000 SF
SITE COVERAGE	±10.05 % (±4,376 SF/AC)

**PARKING SUMMARY**

USER	RATIO REQUIRED	SPACES REQUIRED	SPACES PROVIDED
STARBUCKS STANDARD	0 REQUIRED	0	12
ACCESSIBLE		0	1+1
<b>TOTAL</b>			<b>14</b>
TOTAL STACKING PROVIDED:			10 VEHICLES

**DRAWING ISSUE/REVISION RECORD**

DATE	NARRATIVE	INITIALS
11.26.2019	PREP SP-1	AM
02.14.2020	PREP SP-2	JN
04.02.2020	PREP SP-3	JN
07.21.2020	PREP SP-4	II

**GREENBERG FARROW CONTACTS**

PROJECT MANAGER	I. BRAHIMBEGOVIĆ
SITE DEV. COORDINATOR	F. CODA