Case File Number: ZP160061 May 3, 2017

Location: 325-22nd Street (APNs 008 065300800, -0900, -1501).

Proposal: Highrise commercial and office building Applicant: CIM Group, Sean Buran: p: (323) 860-1811

Owner: CIM Group

Planning Permits Required: Design Review, Major CUP, Minor Variance.

General Plan: Central Business District

Zoning: CBD-C (Central Business District Commercial Zone)

Environmental Determination: To Be Determines

Historic Status: None (surface parking lot).

Service Delivery District: Metro

City Council District: 3 – Lynette Gibson McElhaney

Action to be Taken: Conduct design review

Finality of Decision: NA (Design review, only; No action will be taken at this

meeting)

For further information: Contact case planner Catherine Payne at 510-238-6168 or by

e-mail at cpayne@oaklandnet.com

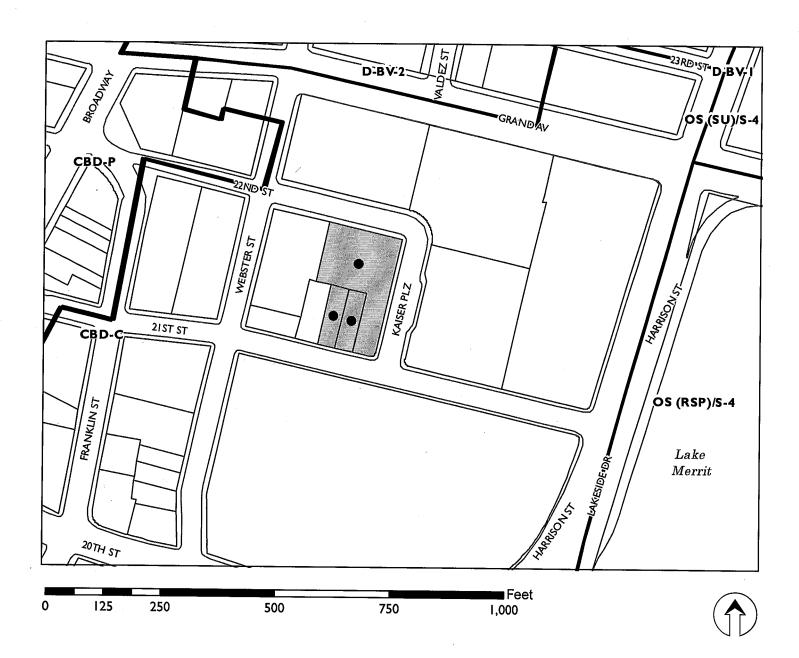
SUMMARY

The purpose of this report is to solicit follow-up design review input regarding a proposed highrise commercial office building proposed at 325-22nd Street. The Design Review Committee (DRC) previously reviewed this project on February 22, 2017. The proposed project, known as "2 Kaiser Plaza" includes two options: Option A is 600,000 square feet and 250 feet tall; and the Option B is 1.1 million square feet and 450 feet tall. Both options include office above-ground floor office and commercial uses, parking, and ground-floor active uses. The options are very similar to one another in terms of land uses, exterior treatments, and massing and articulation. At this time, the applicant has revised the overall project massing and exterior treatments in response to comments received at the February 2017 DRC meeting.

PROJECT SITE AND SURROUNDING AREA

The proposed site is located at 325-22nd Street, in the heart of Oakland's Central Business District. The project site is currently a surface parking lot. Uses immediately adjacent to the site include: an office building across 22nd Street to the north; The Cathedral of Christ the Light across 22nd Street to the northeast; the Ordway Building (currently the tallest building in Oakland, at 404 feet tall) across Kaiser Plaza to the east; the Kaiser Building and Kaiser Rooftop Garden to the south; and office buildings to the west. The project site is within one-quarter mile of Lake Merritt to the east and the Uptown District to the west, and is within walking distance of Oakland's Chinatown to the south.

CITY OF OAKLAND PLANNING COMMISSION



Case File: ZP160061 Applicant: CIM Group

Address: 325 22nd St (2 Kaiser Plaza)

Zone: CBC-C

PROJECT BACKGROUND

CIM Group (applicant) submitted a preapplication and application for environmental review for the proposed project in the Summer 2016. The DRC reviewed an early conceptual design for the building at their regularly scheduled meeting on February 22, 2017. At that time, DRC supported the concept of a high-rise office building at the proposed site; however, DRC members had reservations about the proposed design of the building. Generally, the DRC and public commenter indicated that the building appeared bulky and not responsive to the surrounding context.

At this time the applicant has revised the project massing and exterior treatments to break down the bulk and provide more refined exterior treatments. The applicant continues to propose two schemes with similar land uses, layout, and square footage as the previous iterations.

PROJECT DESCRIPTION

CIM Group (the applicant) has proposed construction of a commercial development on an approximately 44,615-square-foot (sf) site at the corner of 21st Street and Kaiser Plaza in Oakland, California. The applicant is proposing to develop one of two schemes for the office building, as detailed below. Regardless of the option selected for development, many components would be the same for the Project.

Project Elements Common to Both Options

The existing parking lot would be removed under both options and be replaced by a commercial building consisting of three main sections: ground floor retail and lobby, podium-level parking with a commercial apron, and the office tower. The lobby and service areas would be the same for both options, but the size of the office tower and amount of parking would differ by Project option as described below. The total building footprint would be approximately 37,993 sf and the ground floor would occupy 85% of the lot surface area.

Vehicular site access would be provided via 22nd Street, which would lead to the on-site parking garage and loading dock. Pedestrian access to the retail uses would be from the corner of 22nd Street and Kaiser Plaza and 21st Street. Pedestrians would access the office lobby from 21st Street and Kaiser Plaza.

Project Option A

Project Option A would entail the development of an approximately 670,000 sf commercial building. The building would consist of 21 stories composed of ground floor retail, three levels of podium parking, and office space. The parking garage would accommodate approximately 311 parking spaces under Option A.

Project Option B

Project Option B would entail the development of an approximately 1,128,600 sf commercial building. The building would consist of 34 stories composed of ground floor retail, five levels of podium parking, and office space. The parking garage would accommodate approximately 352 parking spaces under Option B.

The following table is a side-by-side comparison of the two options under consideration:

Table 1. Development Summary, Project Schemes A and B

Description	Description Scheme A	
Total Site Area	44,615 sf (1.02 acre)	same as Option A
Site Coverage	37,993 sf (85% lot cover)	same as Option A
Gross Floor Area	670,000 sf	1,128,600 sf
Total Parking Area	187,000 sf	206,400 sf
Retail Space	11,380 sf	same as Option A
Lobby	8,665 sf	same as Option A
Gross Office Space	430,150 sf	845,300 sf
Net Rentable Area	413,833 sf	793,975 sf
Net Usable Area	359,608 sf	688,740 sf
Building Height	319 feet to roof	470 feet to roof
Podium Height	75 feet	86 feet
Number of Building Levels	21	33
Number of Parking Spaces	311 spaces commercial	352 spaces commercial

GENERAL PLAN ANALYSIS

The Oakland General Plan designates the site and vicinity as Central Business District (CBD). The intent of the CBD classification is to encourage, support, and enhance the downtown area as a high-density, mixed-use urban center of regional importance. The CBD classification includes a mix of large-scale offices, commercial, urban high-rise residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses. The proposed office tower complies with and supports the intent of the district in which it would be located.

ZONING ANALYSIS

The site is zoned as Central Business District General Commercial Zone (CBD-C), which is intended to create, maintain, and enhance areas of the Central Business District appropriate for a wide range of ground-floor retail, office, and commercial uses. Upper-story spaces are encouraged to support additional residential, office, and other commercial activities. The Project site is also within Height Area 7. Height Area 7 designates a maximum podium height of 120 feet and no maximum building height. The proposed highrise commercial office project generally supports the uses and design principles supported by the underlying zoning regulations. The following zoning analysis table provides analysis of compliance with specific zoning regulations:

Zoning Analysis Table (includes only applicable regulations):

Development	Applicable Regulation	Prop	osed Project	Compliance
Standard	CBD-C/Ht. Area 7	Scheme A	Scheme B	Analysis
Facility	Enclosed Non-Residential	Enclosed Non-	Enclosed Non-	Complies
		Residential	Residential	'
FAR	20.0 (892,000 sf)	670,000 sf	1.3 million sf	Scheme A complies; Scheme B requires mor information
Front Yard	5' max	0'-30'	0'-30'	Minor variance for reta plaza forecourt area
Interior Side Yard	0'	0'	0'	Complies
Rear Yard	0'	0'	0,	Complies
Ground Floor Transparency	55%	85%	85%	Complies
Minimum height of ground floor	15'	25'	25'	Complies
Height	120' max building base; No max ht. limit	75' base; 319' ht.	86' base; 470' ht.	
Lot Coverage	Base: 100% Above 120' base: 85% or 10,000 sf (whichever is greater)	85-100%	85-100%	Complies
Parking	0	311	352	Complies
Loading	Up to 300 k sf: 2 + 300k sf: +1	2	2	Minor variance required for one loading space
Bicycle	Restaurant/retail: 1/12 k sf	NA	NA	TBD
Parking (long- term)	Consultative: 1/20 k sf	NA	NA	TBD
Bicycle Parking (short-	Restaurant/retail: 1/5 k sf (2 min.)	NA	NA	TBD
term)	Consultative: 1/20 k sf	NA	NA	TBD
Recycling 2cf/1 k sf		NA	NA	TBD

Space		
	Special Regulations for Large-Scale Developments	
17.101G.070		

ISSUES

The 2 Kaiser Plaza applicant has entirely changed the appearance of the proposed project, although the proposed land uses and basic concept (two schemes for an office high-rise building) remain unchanged. In general, the currently proposed design schemes take a more traditional approach than the previous proposal, resulting in a concept that appears, in both schemes, as three separate but interrelated masses. The intent of the change was to reduce the overall bulk of the project, provide a better fit into the surrounding traditional office high-rise context, and provide more variation and complexity in the exterior materials.

The proposed design is competent. Although the building includes large floor plates to maximize square footage, the massing has been sculpted to reduce the appearance of bulk. In addition, the building is well-articulated to create visual interest and further break down building mass. The exterior treatments are varied and layered. The parking has an apron of active uses facing 21st Street, resulting in continuous active uses for the first 50 vertical feet from grade on that side of the building. Although the building does not have a traditional base, middle and top, the massing and articulation break the massing into three masses that includes a tower mass that rises higher than the two other massing features. As such, the design is adequate in both Schemes A and B.

At this time, the applicant is primarily seeking input and comment regarding the project massing and articulation, prior to fully developing the exterior treatments. Staff concerns apply to both the building layout and to features that will be more fully developed through the design development process. Staff comments include the following:

- Response to Public Comment: The project has been significantly changed to respond to the DRC comments and a comment letter from Coalition of Advocates for Lake Merritt (CALM). In summary, the applicant has changed the building massing to be more consistent with the rectilinear forms of some of the other high-rise buildings in the area. The building is now designed as three distinct masses, with different façade treatments to provide visual complexity and interest. Finally, the top of the building is designed to provide a crown on the building (further discussed below).
- Building Layout and Massing:
 - o Building Massing: The building is massed and articulated to appear as three rectilinear, vertically oriented volumes. The smallest mass is located in the western portion of the site and is significantly set back from the public right-of-way (ROW) and the rest of the building frontage along 21st Street. The two larger masses are also offset from one another along the 21st Street frontage and are of

different heights to create two distinct masses. Each mass includes different exterior treatments (relying on a shared palette of materials and rectilinear patterns) to truly make each mass distinctive from the others and reduce the appearance of bulk and increase visual complexity. In general, the design of the building massing is successful, particularly along the 21st Street frontage (which, in terms of public presence, is the front of the project).

o Building Layout:

- Ground Floor Layout: The project includes a significant amount of ground Floor commercial space, both on 21st Street and on the corner of Kaiser Plaza and 22nd Street. In addition, the 25-foot ground floor height is generous. The lobby is ideally located and accessed from the corner of 21st Street and Kaiser Plaza. However, openings between the building and ROW are limited. The applicant should explore opportunities to significantly increase the size and quantity of openings to the building lobby, particularly at the corner of 21st Street and Kaiser Plaza.
- Second Floor Layout: The proposed design includes a generous 25-foot tall second floor with an apron of active uses (conference rooms) fronting project parking along 21st Street (and wrapping a portion of Kaiser Plaza). The conference rooms ensure that the 21st Street frontage includes a desirable 50 vertical feet of active uses from grade. 22nd Street acts effectively as back of house for all developed parcels on the project block and will do the same for this project. However, staff notes that the active uses do not wrap the entire building frontage. The applicant should explore reducing the amount of on-site parking provided in order to maximize active uses along 2 Kaiser Plaza.
- Retail Plaza: The project provides a generous retail plaza mid-block on 21st Street. The plaza itself, awning feature, and vertical elements (openings, glazing) need to be designed to be integral to and reflect the building design, and to provide a usable, attractive plaza experience for the general public. Staff expects to see these elements more fully designed prior to Planning Commission consideration of the project.
- Parking: Parking is not required for this project, in part due to proximity to the 19th Street BART station and also due to a more general interest in discouraging single-occupancy automobile commutes. This project proposes a substantial amount of on-site parking, in fact more than was previously proposed despite previously receiving this very same comment. Although the plans provide an apron of active uses fronting the garage on 21st Street, the garage continues to be a presence in the base of the building along Kaiser Plaza. The Planning Code does not specifically restrict onsite parking at this location, although it is not encouraged and does not contribute to activation of the project in the lower levels; more specifically, the parking and driveway to the parking contribute to dead space and lack of activation on Kaiser Plaza and 22nd Street, as noted previously. Staff recommends the applicant consider reducing the amount

of on-site parking and increase the amount and quality of vertical activation along Kaiser Plaza, in particular.

- Exterior Treatments and Details: The exterior treatments include steel, curtain-wall glazing and terracotta. In general, the materials are layered in ways to distinguish the three masses from one another. The materials are generally used in rectilinear arrangements (grids), in concert with the rectilinear design of the massing. In general, the arrangement of materials is used to break down the bulk of the building and provide visual interest. In addition, the materials, with one exception (the smallest mass), are used to emphasize building openness and transparency. Staff has identified the following concerns related to the exterior building treatments and details:
 - Ground Floor Treatments and Openings: The proposed project includes ample 25-foot ground floor height and transparency. Staff is concerned about the limited openings, the ground column features supporting the tallest mass, and the awning feature at the mid-block setback. Staff would like the applicant to explore ways to maximize the size of building openings facing 21st Street and Kaiser Plaza. Regarding the columns, unlike the nearby Ordway Building across Kaiser Plaza, the columns are not designed as an integrated feature of the building architecture. The same concern applies to the awning feature at the building setback. The columns and awning feature are the portions of the building the public will experience most directly and intimately from the adjacent ROW; these features should convey the architectural design of the building. The columns and awning are the most prominent building features for most visitors and should be designed as gateways to the building.
 - O Terracotta: The applicant should provide samples of the terracotta and explore options for other opaque applied materials. Staff is particularly concerned about the extent of the terracotta application on the smallest of the three masses. This mass has few and fairly small openings above the ground floor and appears heavy and monolithic. The applicant should explore possibilities for more penetrations, and more transparent materials.
 - O Glazing: The project is extensively glazed. The applicant should provide samples of the various glazing colors and treatments prior to project consideration by the Planning Commission.
 - O Top of Building: The tops of the two larger masses include transparent top features (glass enclosure on the smaller of the two masses, and a lattice framework on the taller of the two masses). The tops are awkward and appear more like enclosures for sports courts than decorative architectural features. The applicant should explore options for providing an elegant top to the building overall, and to each mass individually.
 - East Façade (facing Ordway Building): There is a vertical façade treatment element that appears random, although materials relate to middle mass facing 21st Street. The applicant should provide an explanation of this feature so that staff and decision-makers can work with the applicant to determine its value to the overall design.

RECOMMENDATION

Staff generally finds the current proposal to be elegantly massed and the facades to be thoughtfully designed. The current approach lends itself to both the smaller and larger schemes. At this time, staff believes that the applicant should consider changes to the building layout and develop the exterior treatments and details to provide an exceptional building that can become an icon of Oakland's Central Business District. Staff requests the Design Review Committee review and comment on both proposed options and determine next steps in terms of public review process.

Prepared by:

CATHERINE PAYNE

Planner IV

Approved for forwarding to the Design Review Committee:

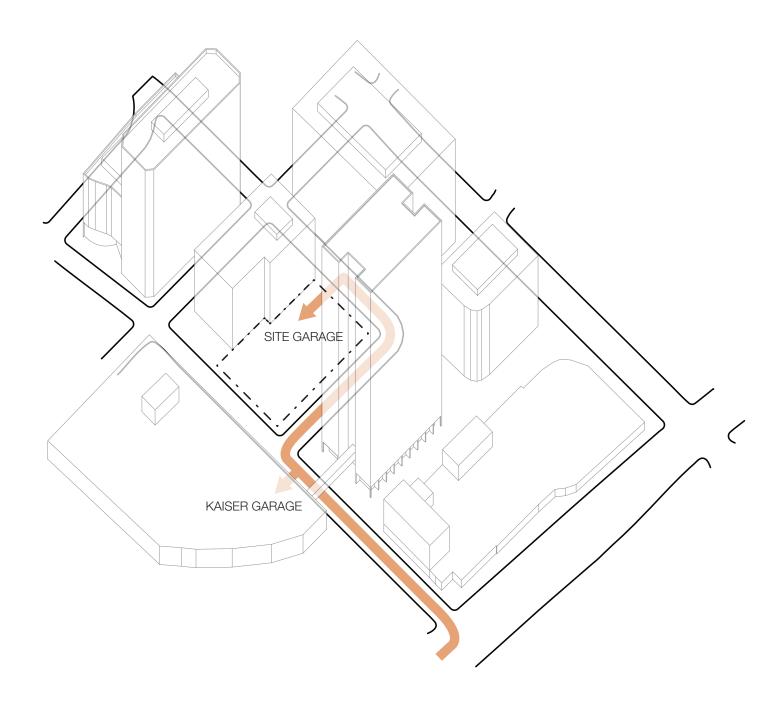
Robert D. Merkamp

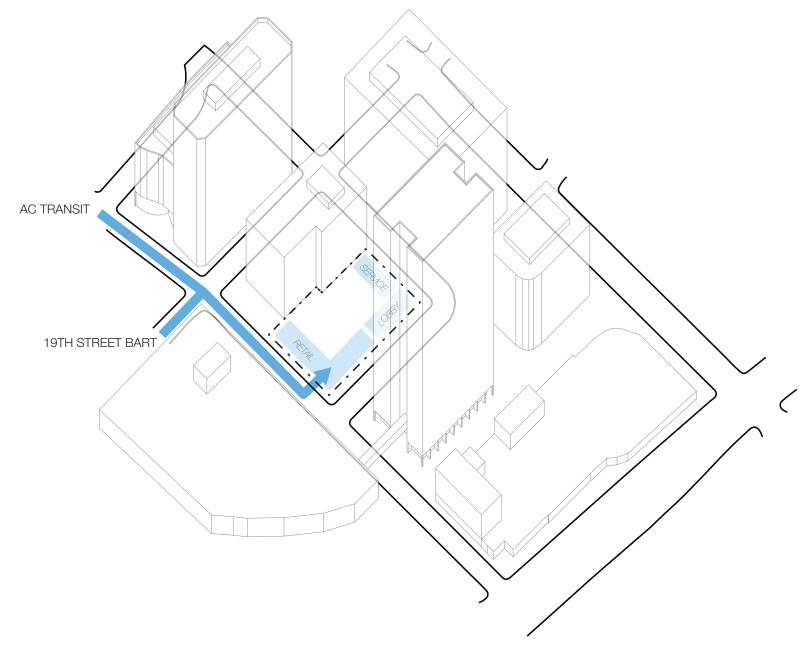
Development Planning Manager

Attachments:

A. Proposed Project Plans, dated April 20, 2017







VEHICLE AND SERVICE ACCESS

22nd street's northern leg is already heavily used as a garage and service vehicle access point

PEDESTRIAN ACCESS

The majority of pedestrian traffic will approach from the 19th St BART station and the AC Transit stops along Broadway. However, a reverse commute occurs at lunch hour to and from the lake



SCHEME A

BUILDING SUMMARY

670,000 GROSS SF

430,150 SF GROSS OFFICE SPACE

413,833 SF NET RENTABLE AREA

359,608 SF NET USABLE AREA

187,000 SF TOTAL PARKING AREA

11,380 RETAIL SPACE

8,665 SF LOBBY

311 TOTAL PARKING SPACES

21 BUILDING LEVELS

BUILDING HEIGHT: 319'0" (T.O.P)

PODIUM HEIGHT: 75'0"







B SCHEME B

BUILDING SUMMARY

1,128,600 GROSS SF

845,300 SF GROSS OFFICE SPACE

793,975 SF NET RENTABLE AREA

688,740 SF NET USABLE AREA

206,400 SF TOTAL PARKING AREA

9,720 RETAIL SPACE

12,000 SF LOBBY

352 TOTAL PARKING SPACES

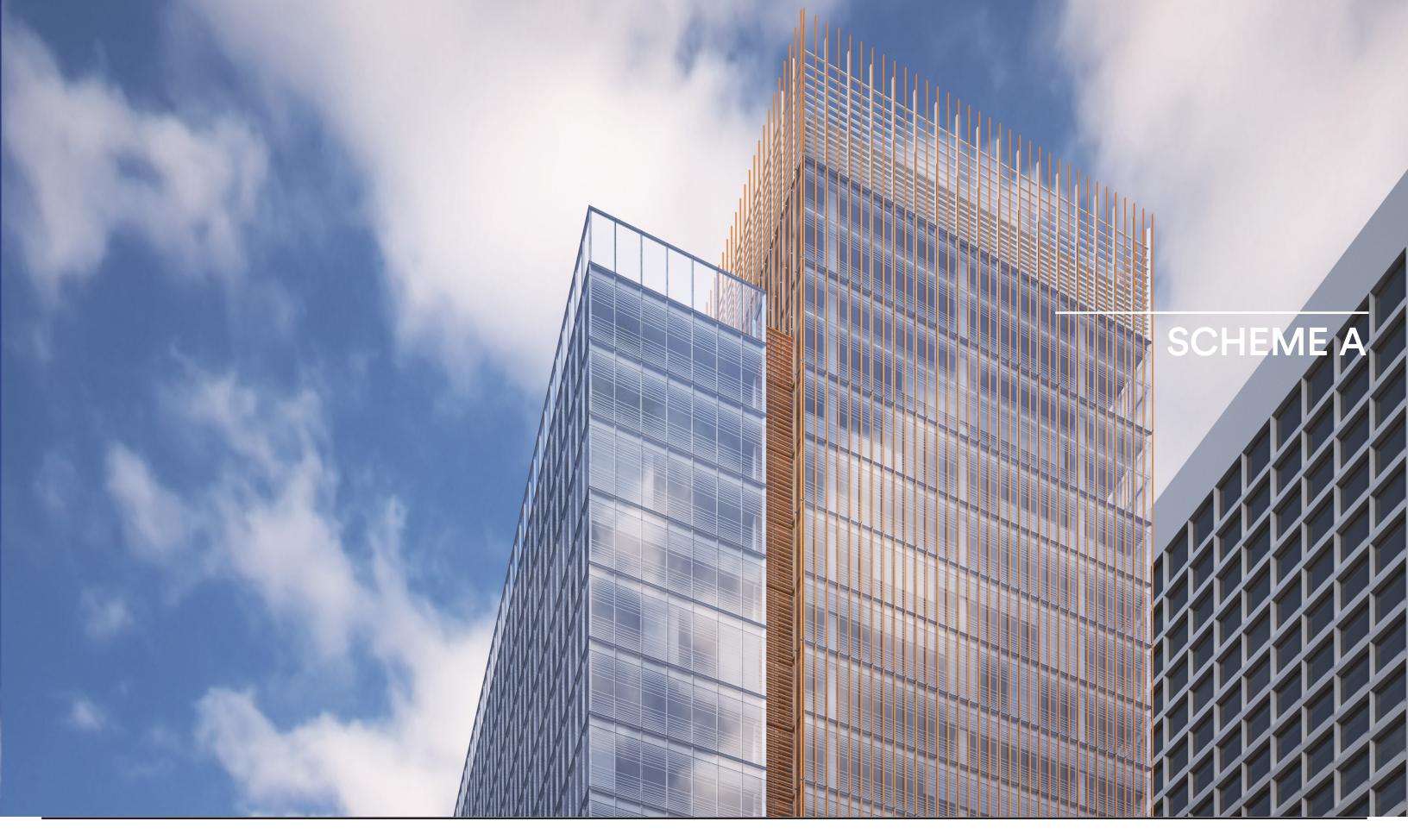
33 BUILDING LEVELS

BUILDING HEIGHT: 469'6" PODIUM HEIGHT: 87'6"

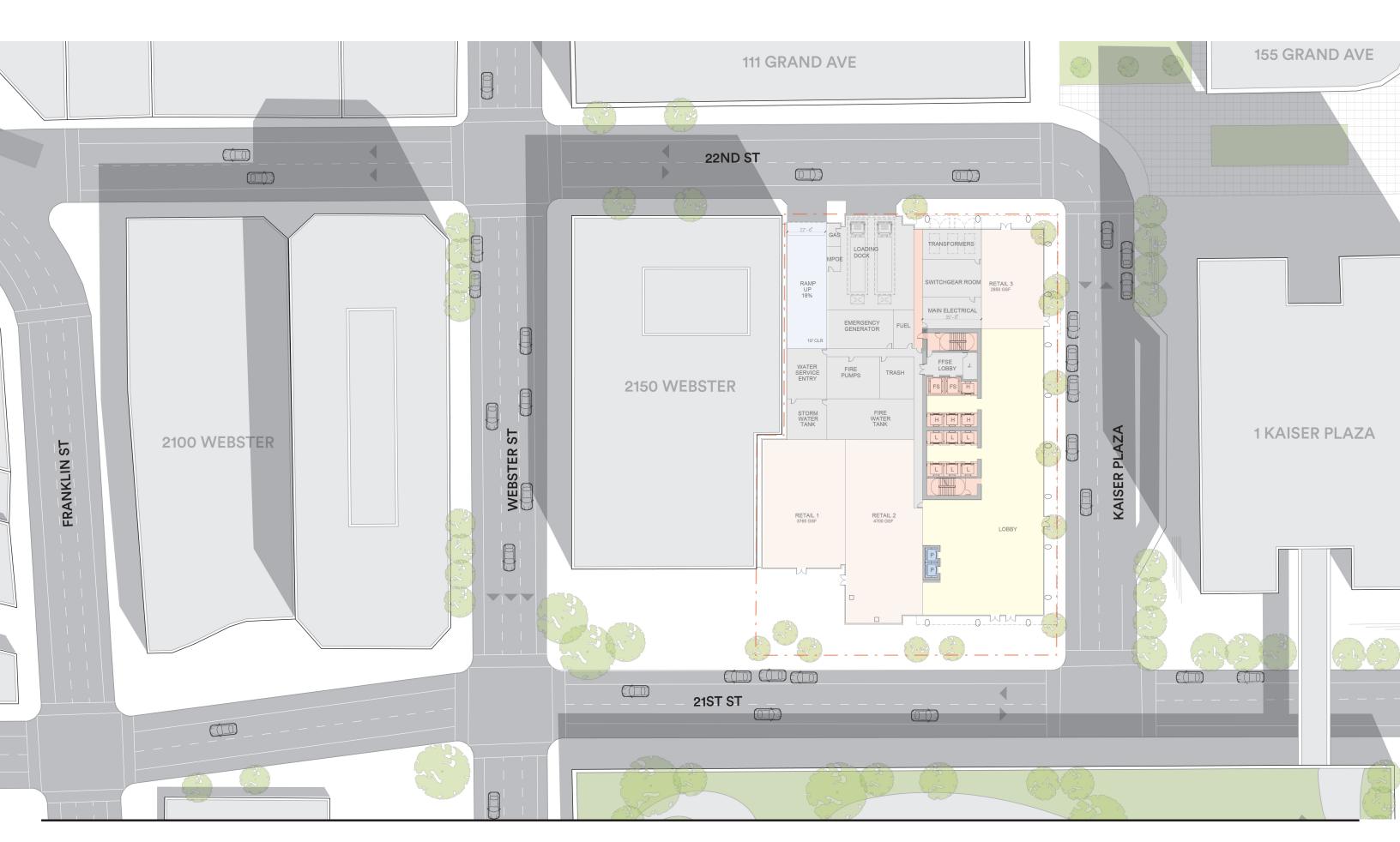












SCHEME A



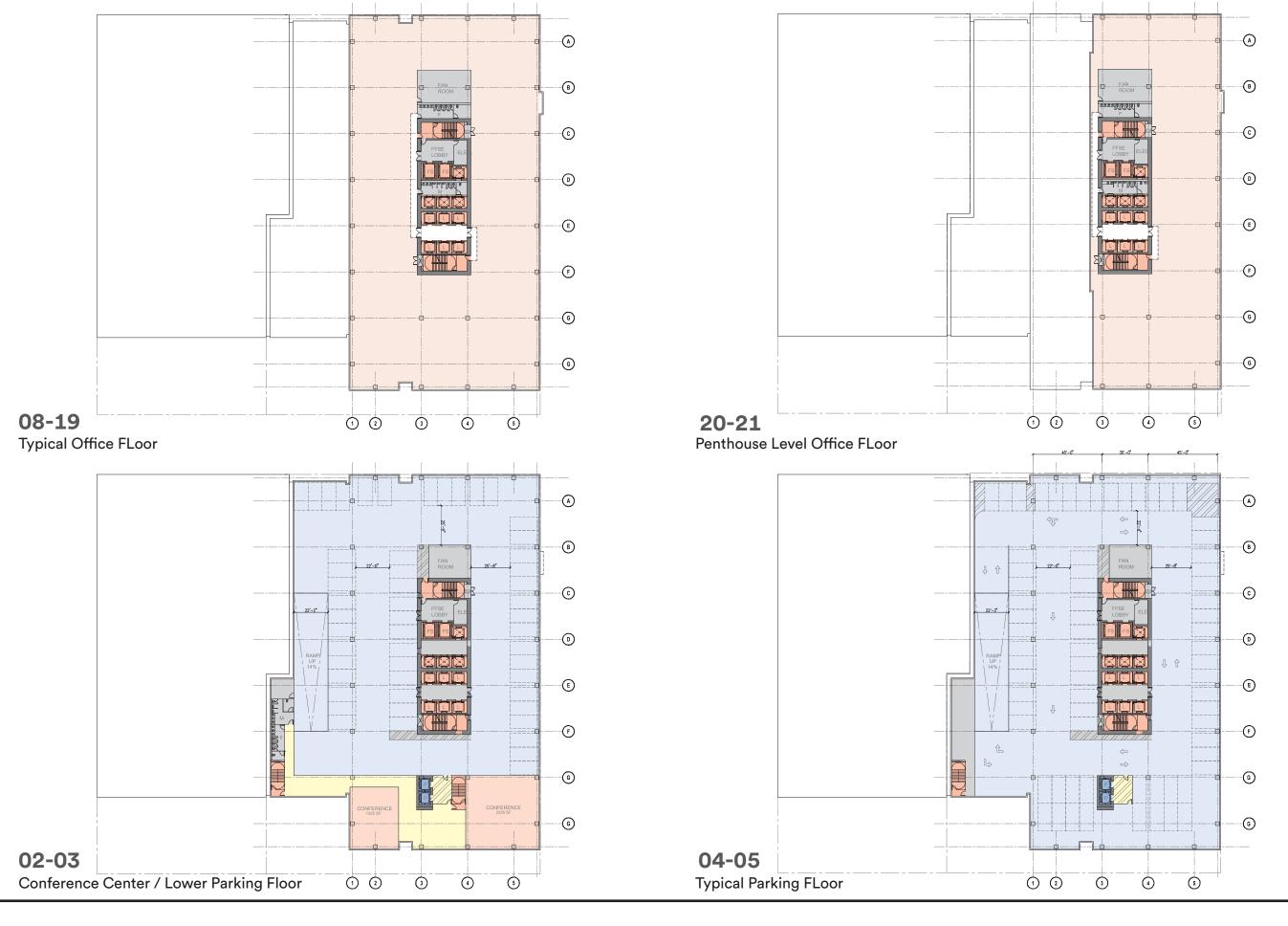


SCHEME A

NOTE: Streetscaping and Landscaping to be updated prior to DRC

2 KAISER PLAZA











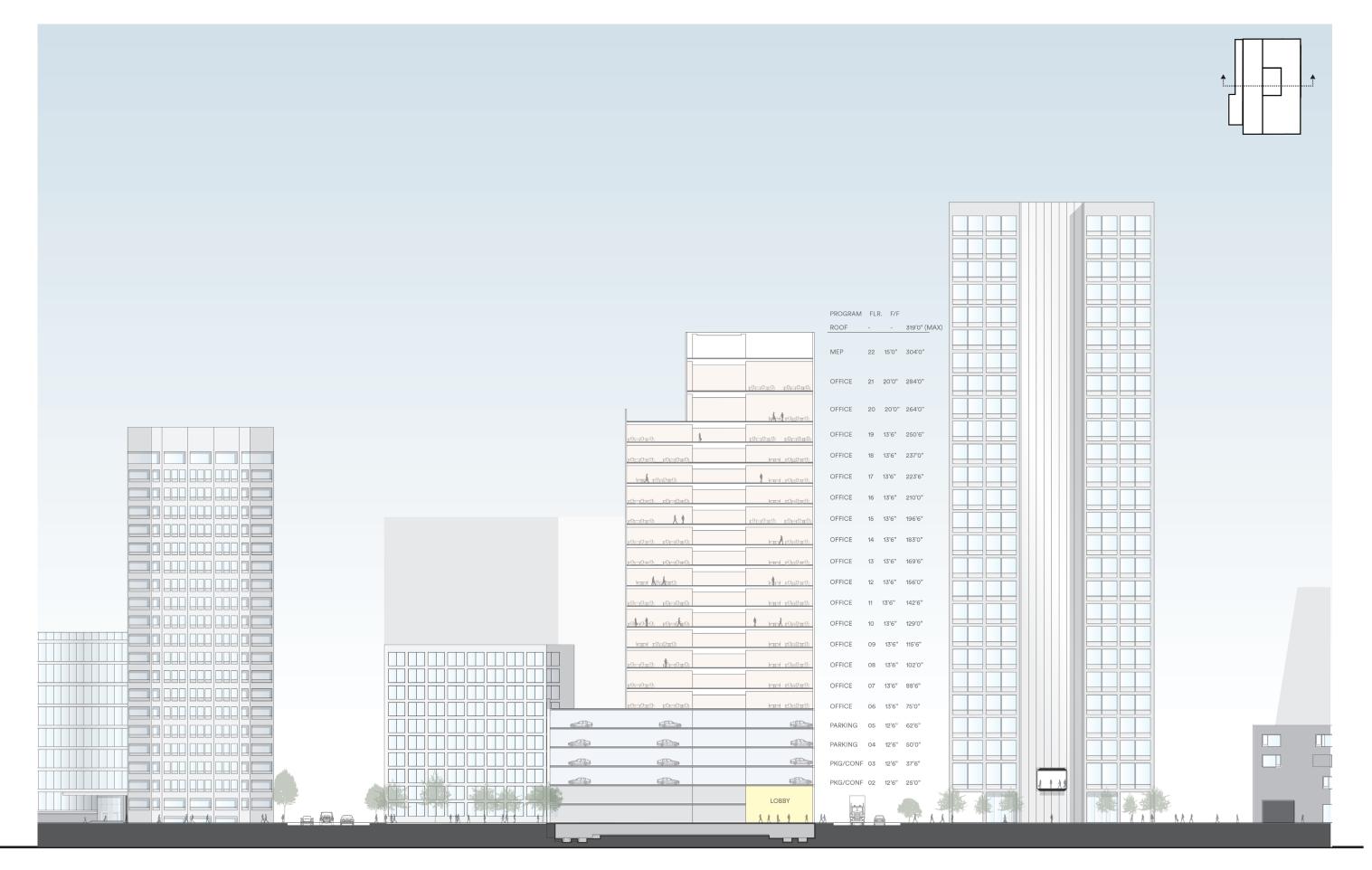




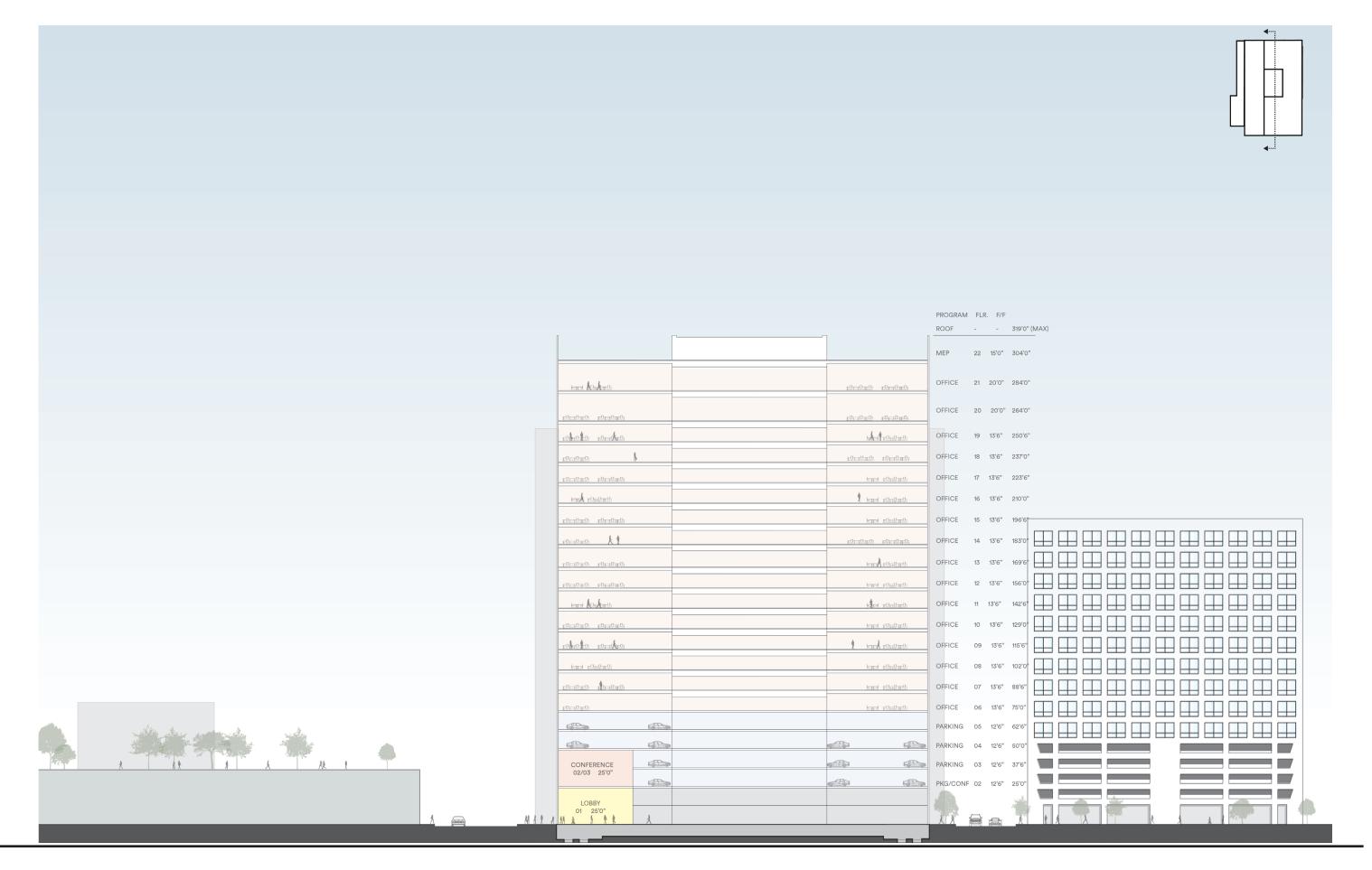






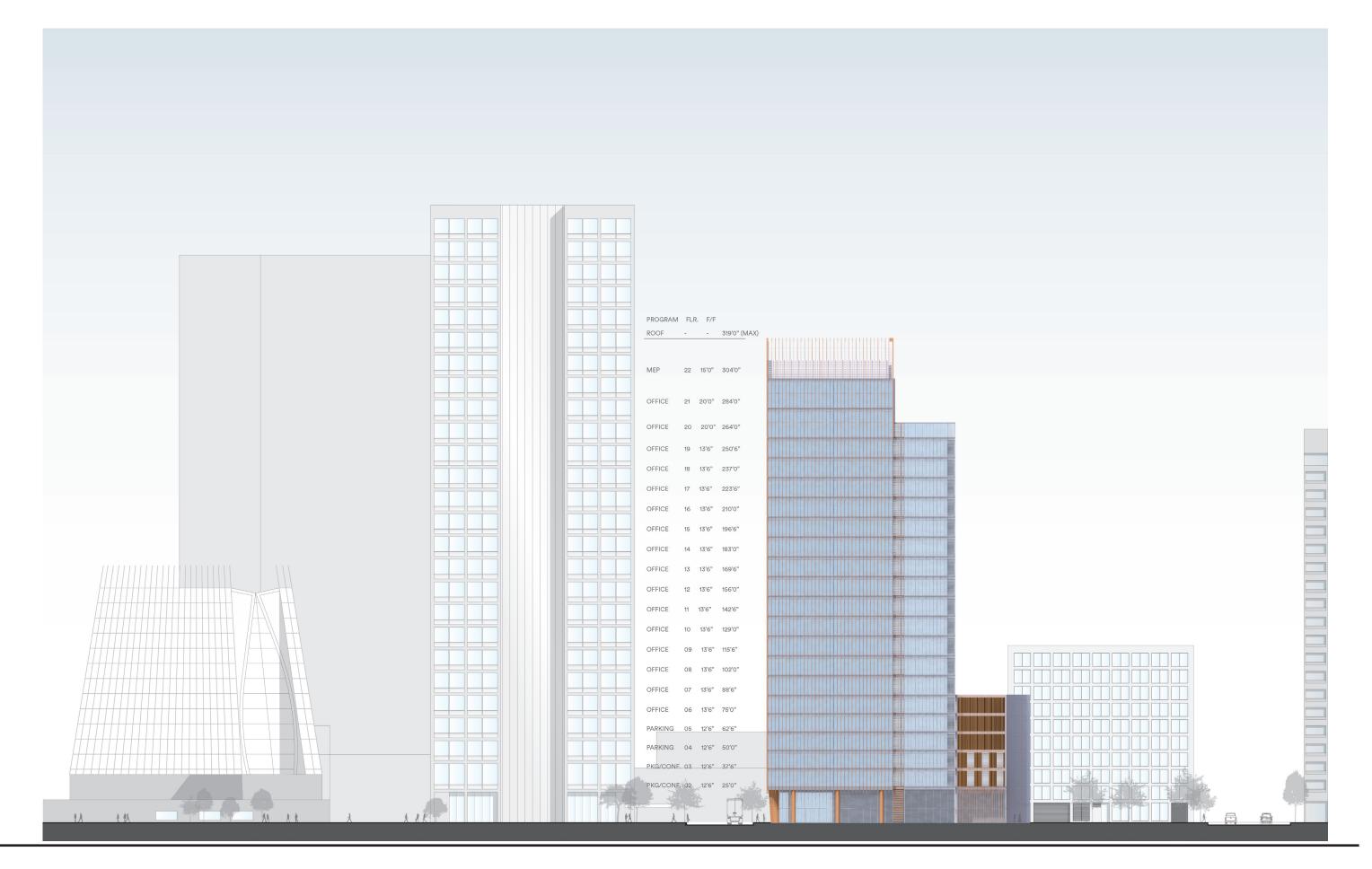


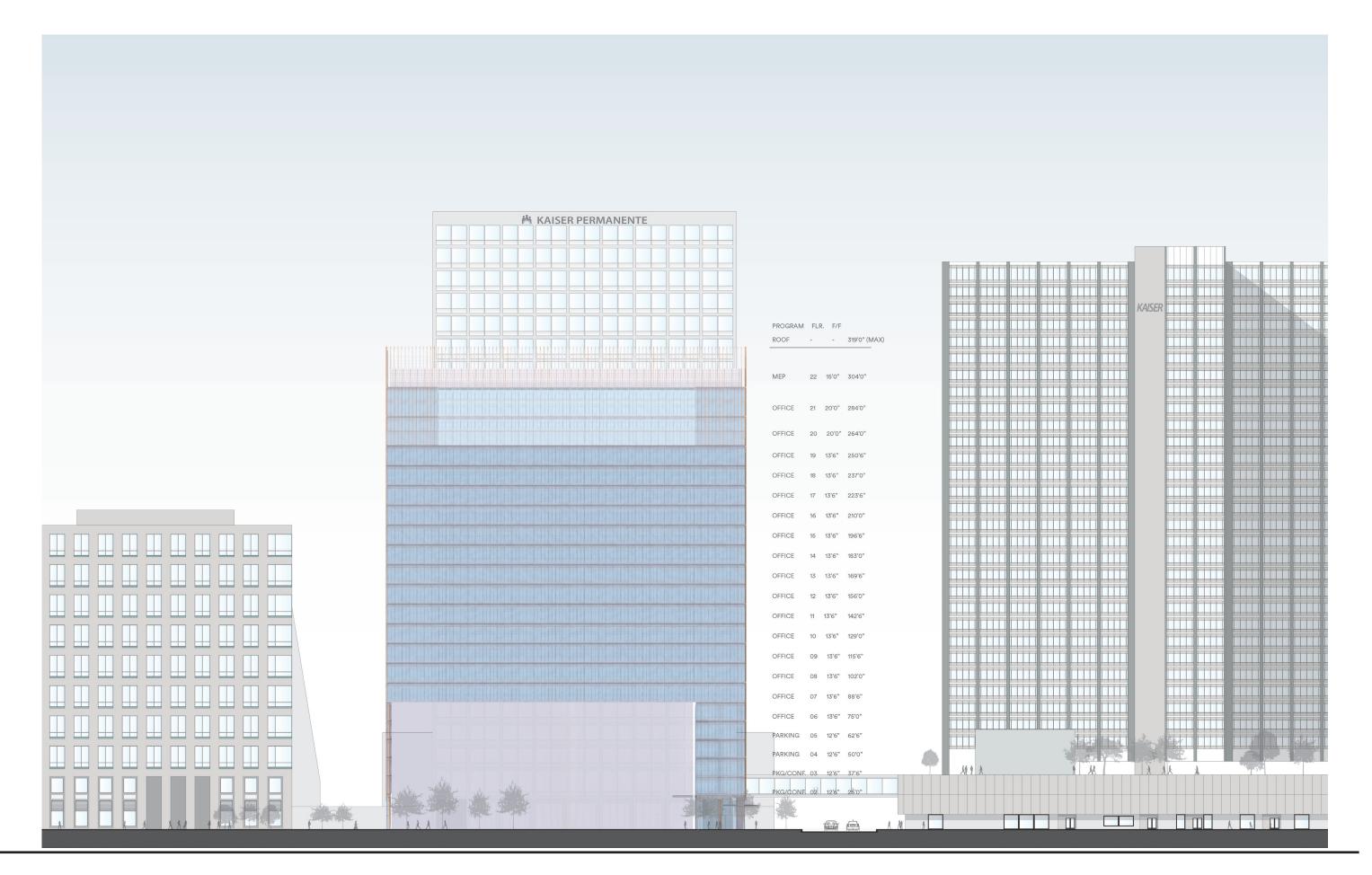
EAST-WEST SECTION

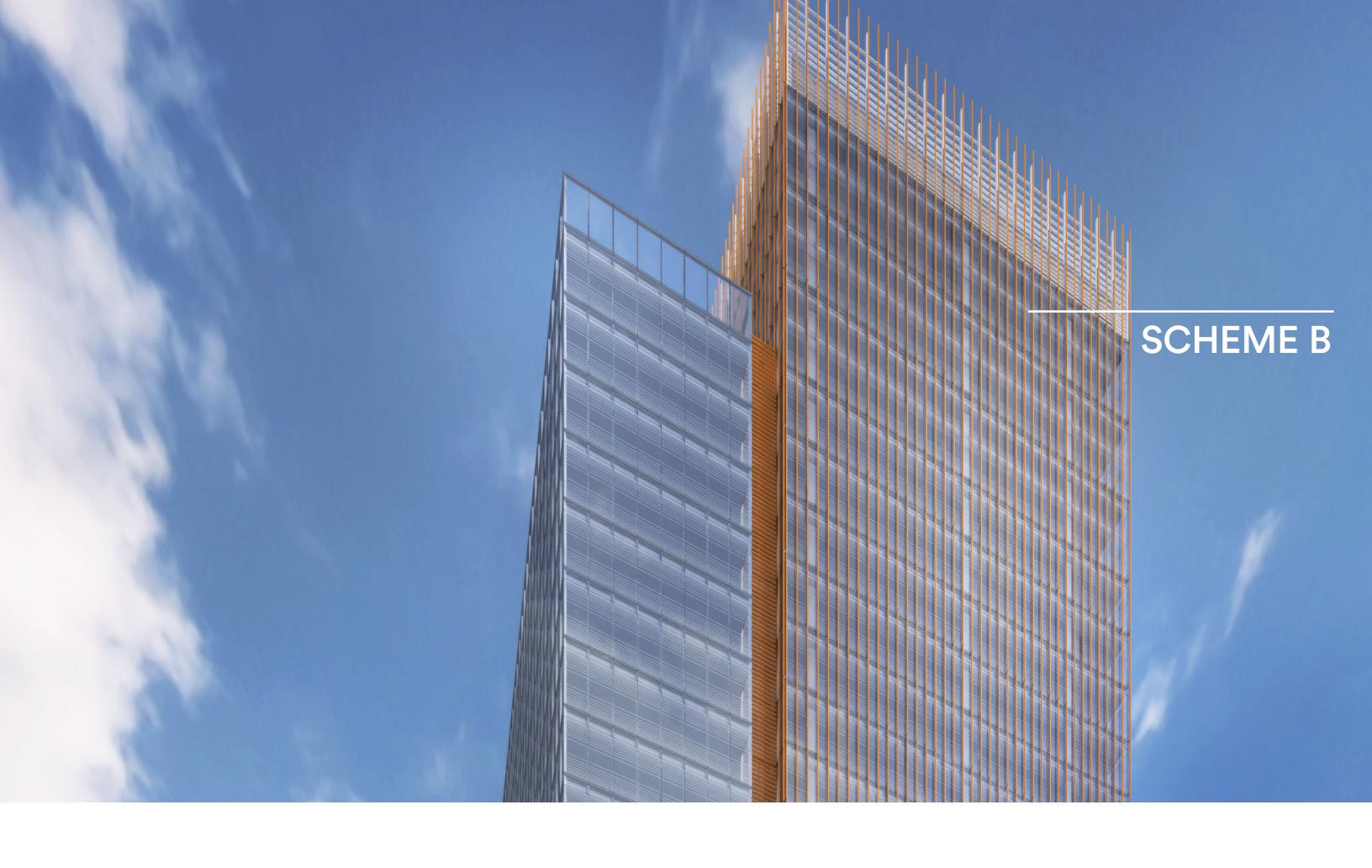


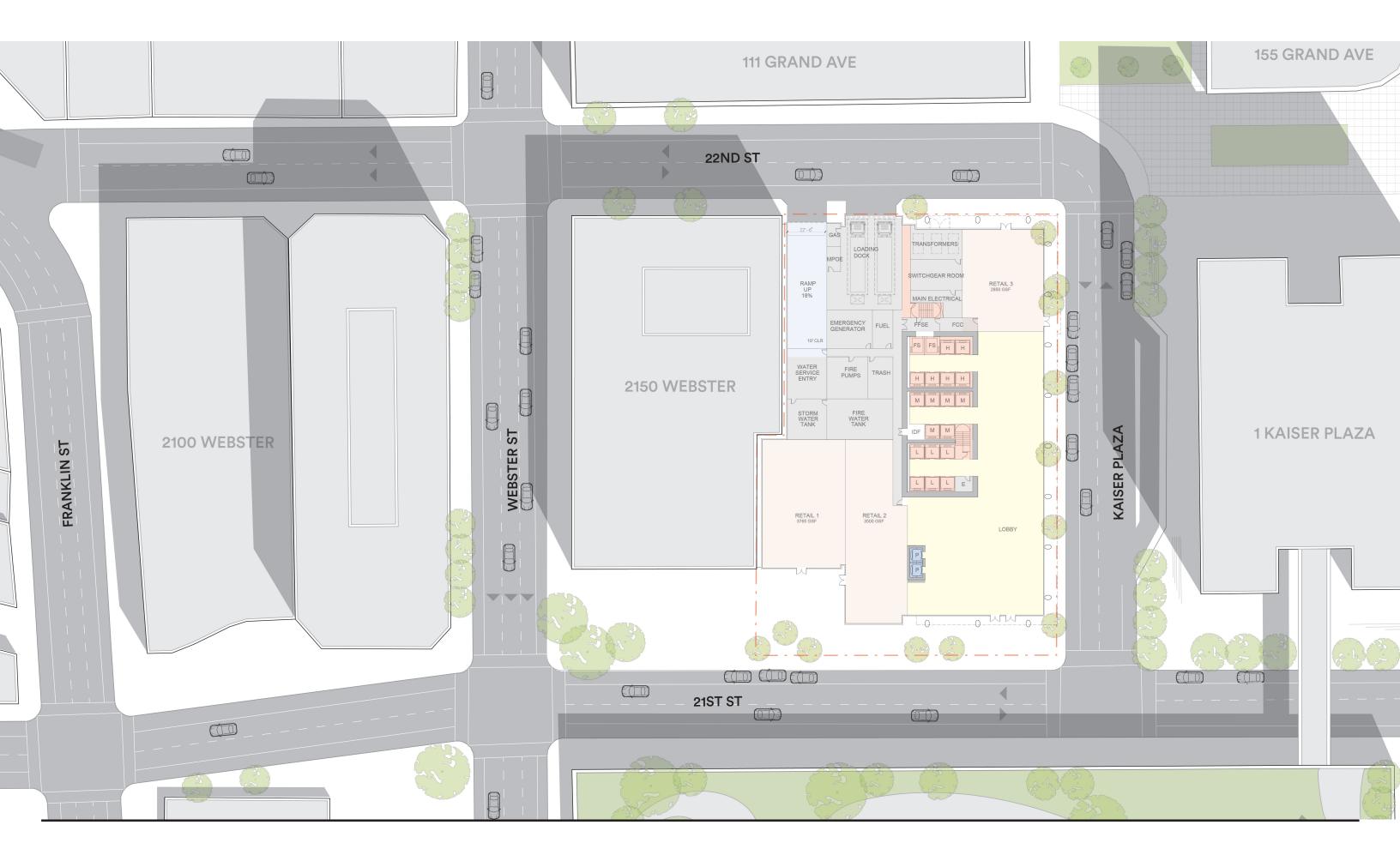












SITE PLAN



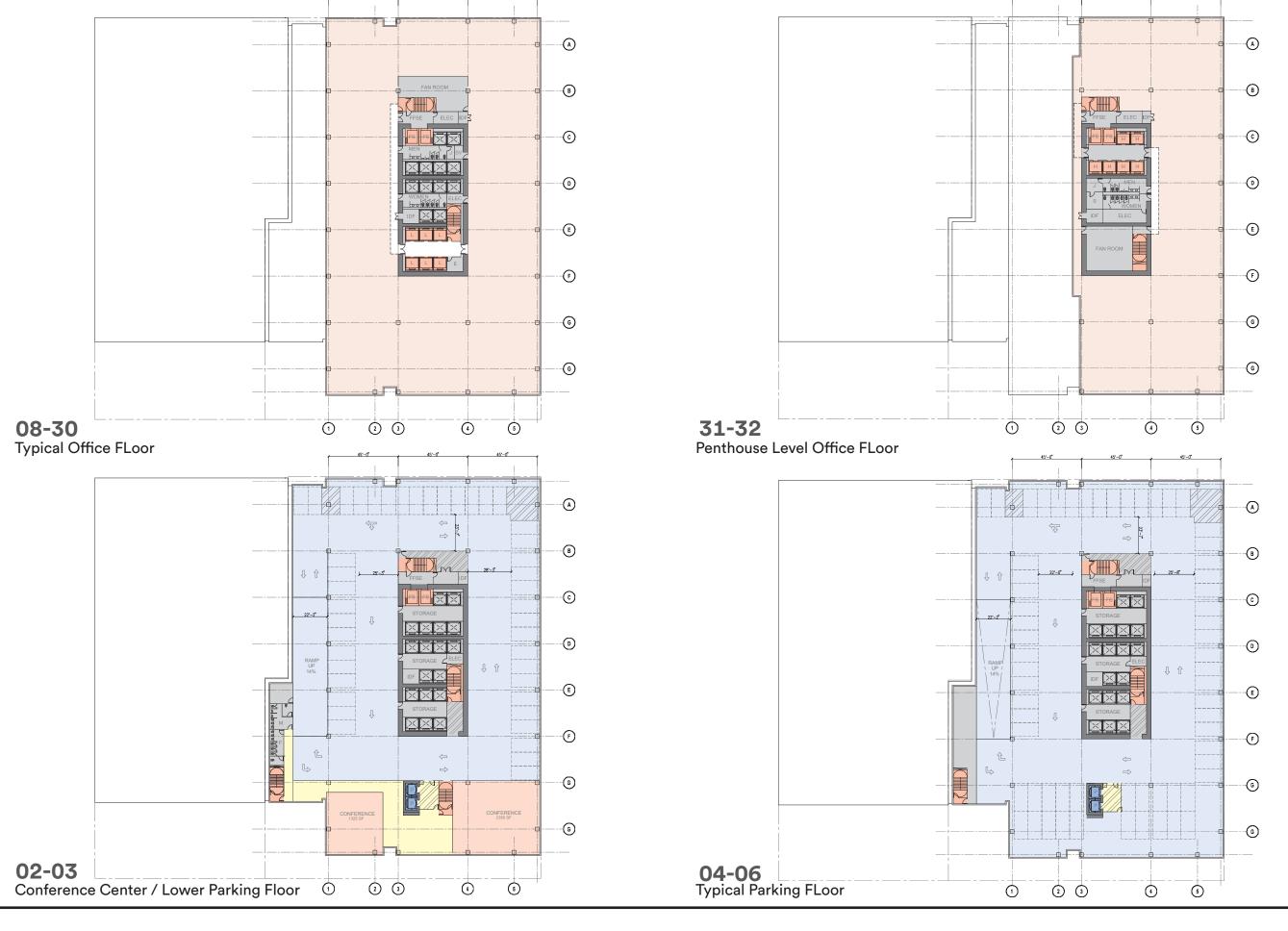




GROUND FLOOR 39,400 GSF

NOTE: Streetscaping and Landscaping to be updated prior to DRC



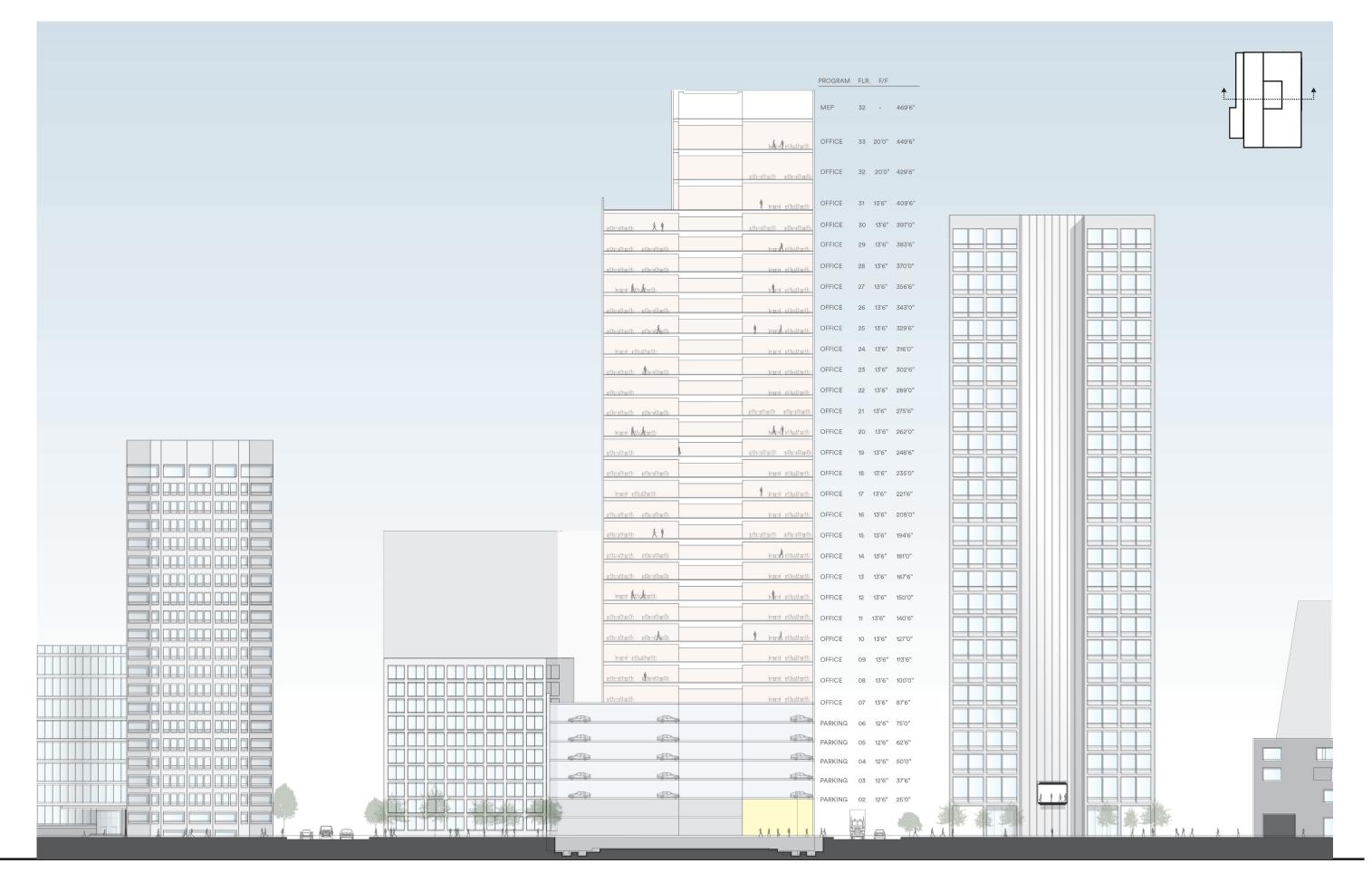




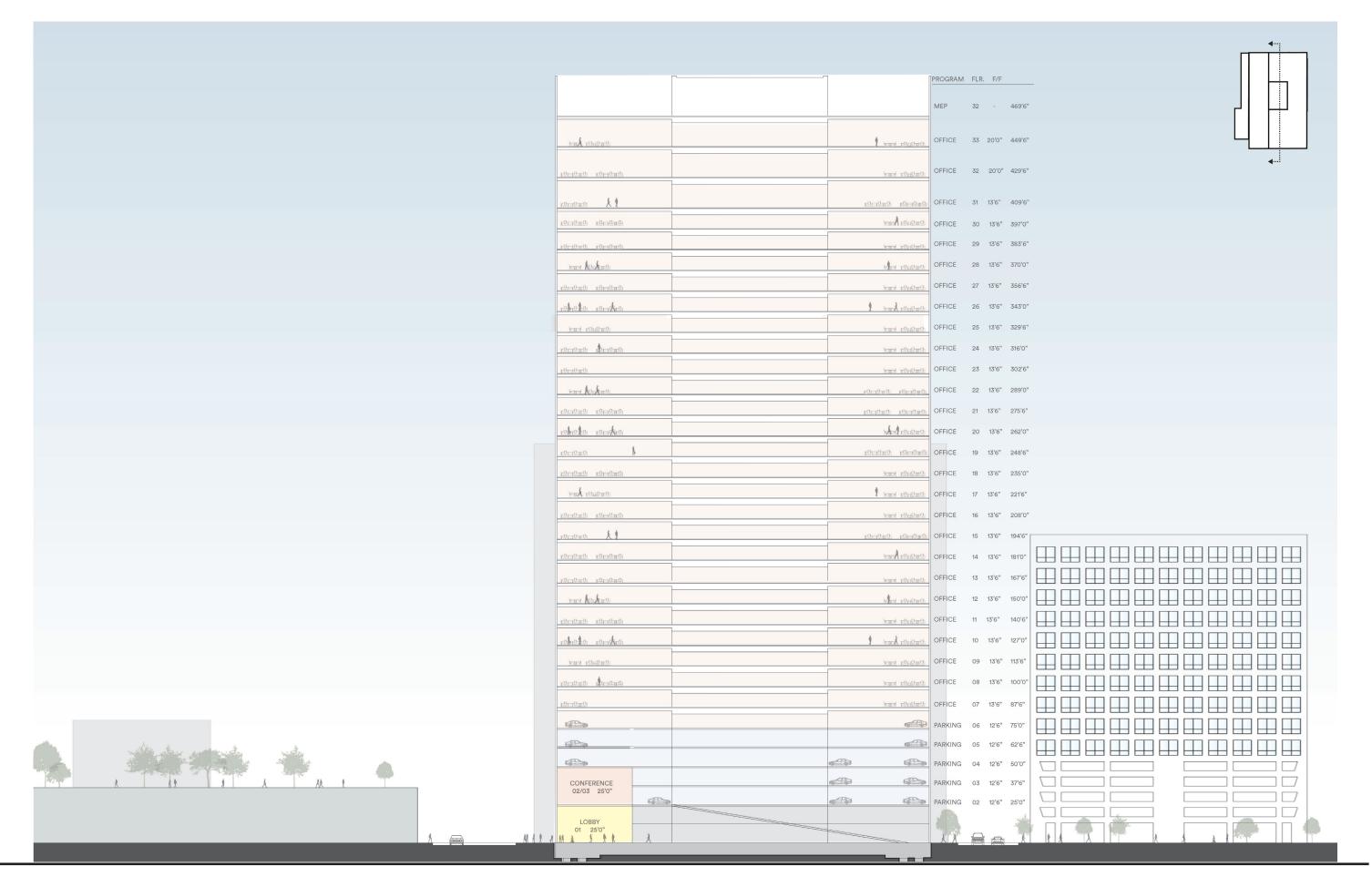




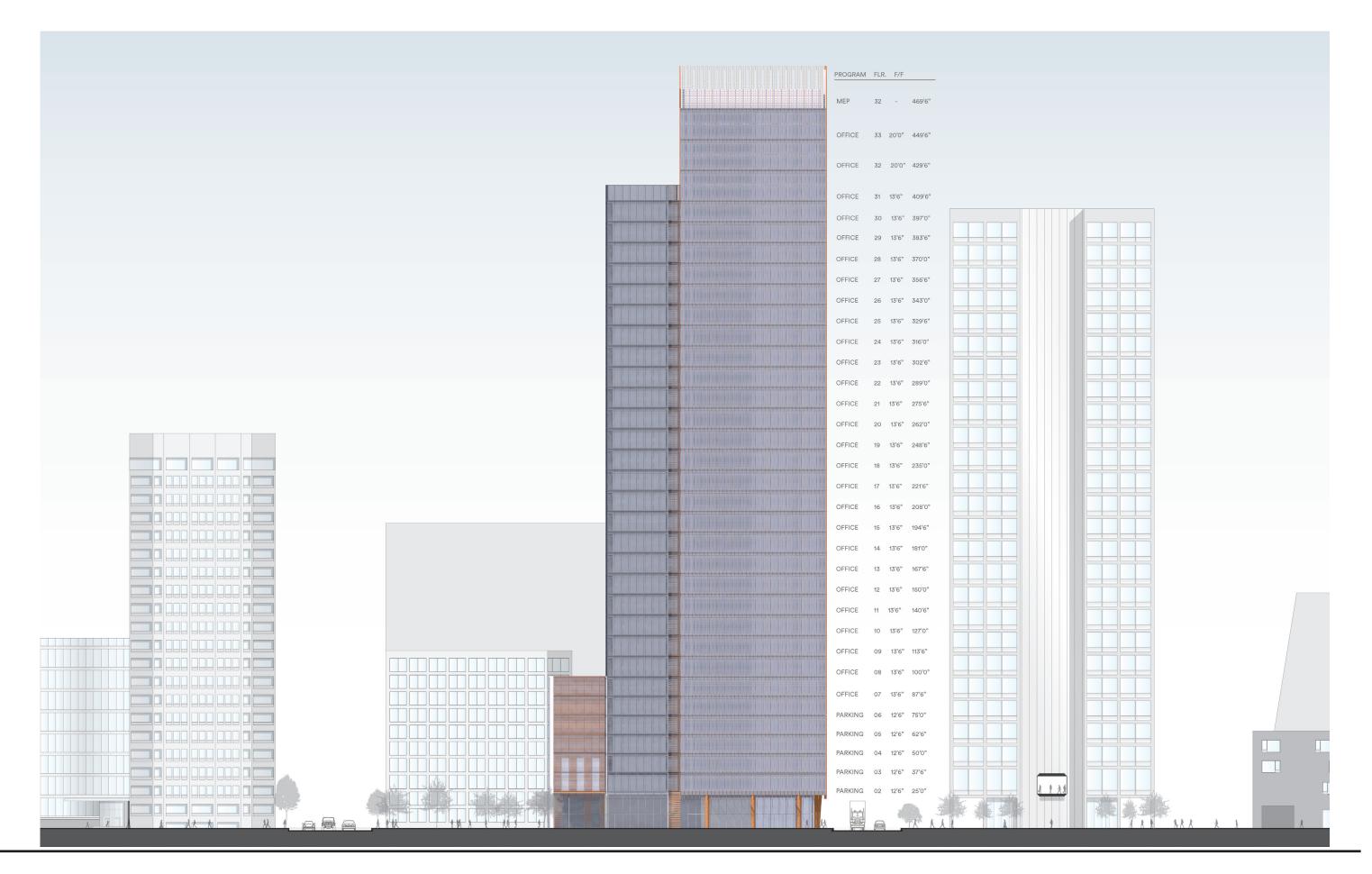




EAST-WEST SECTION



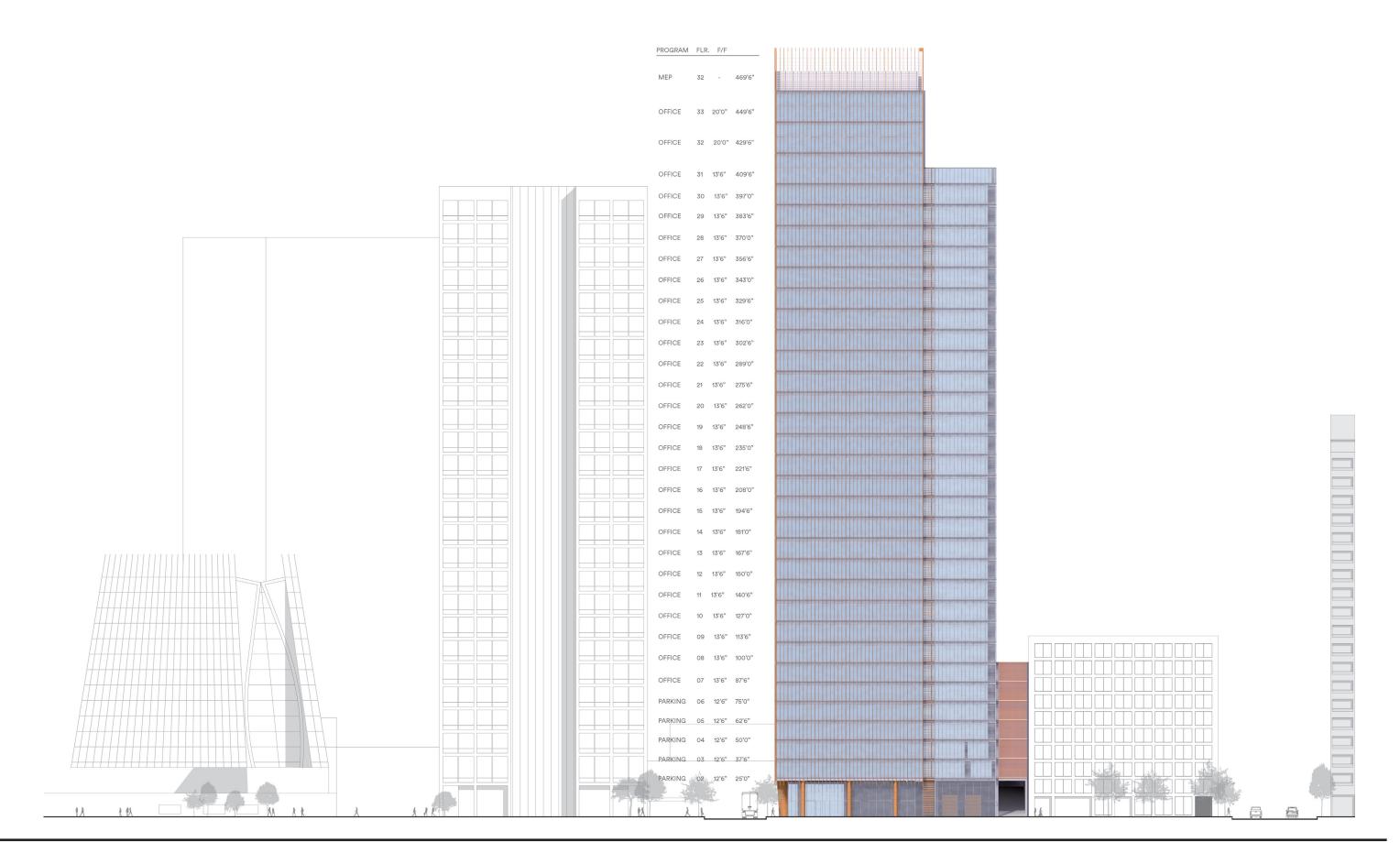
SCHEME B

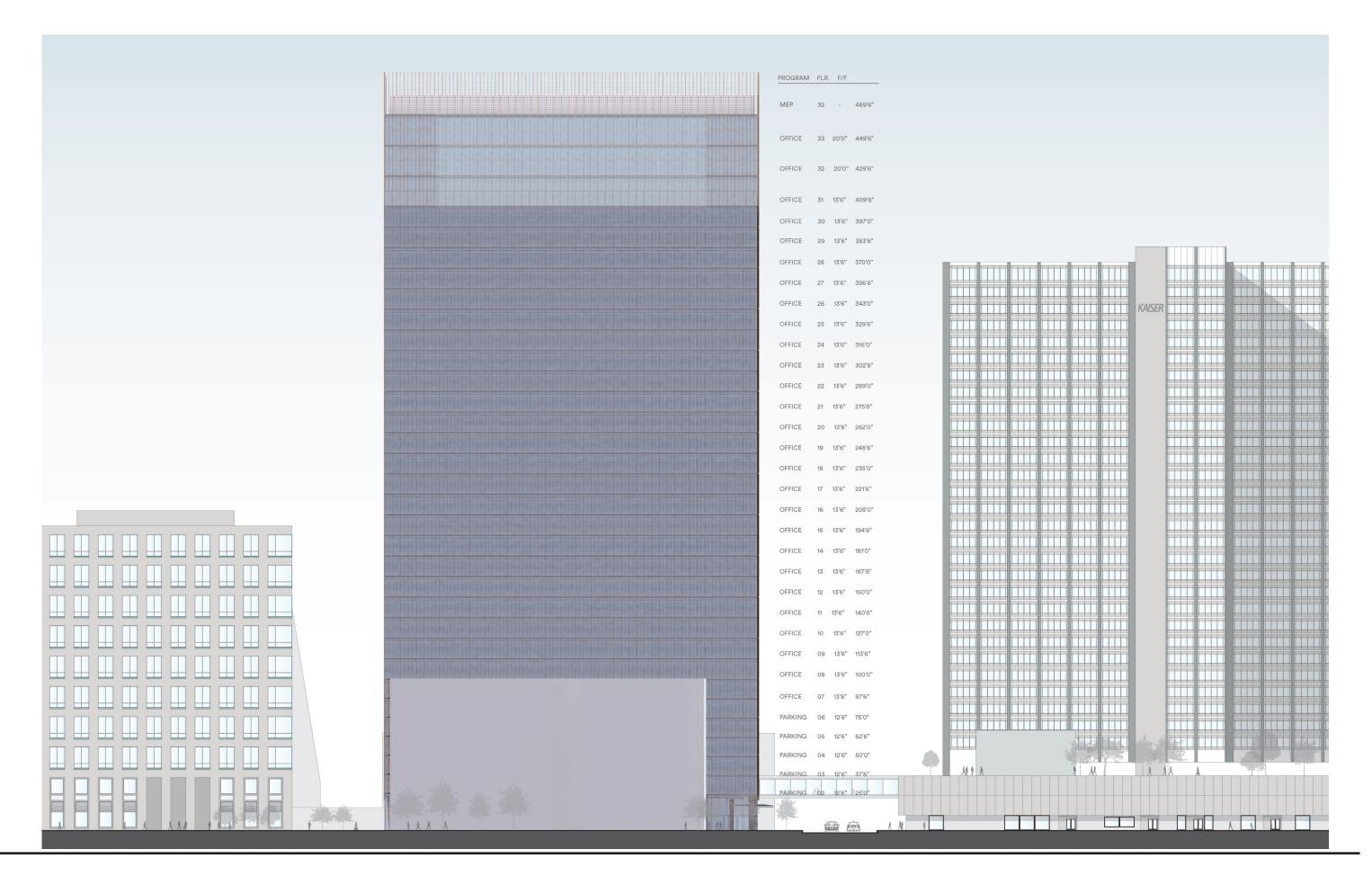


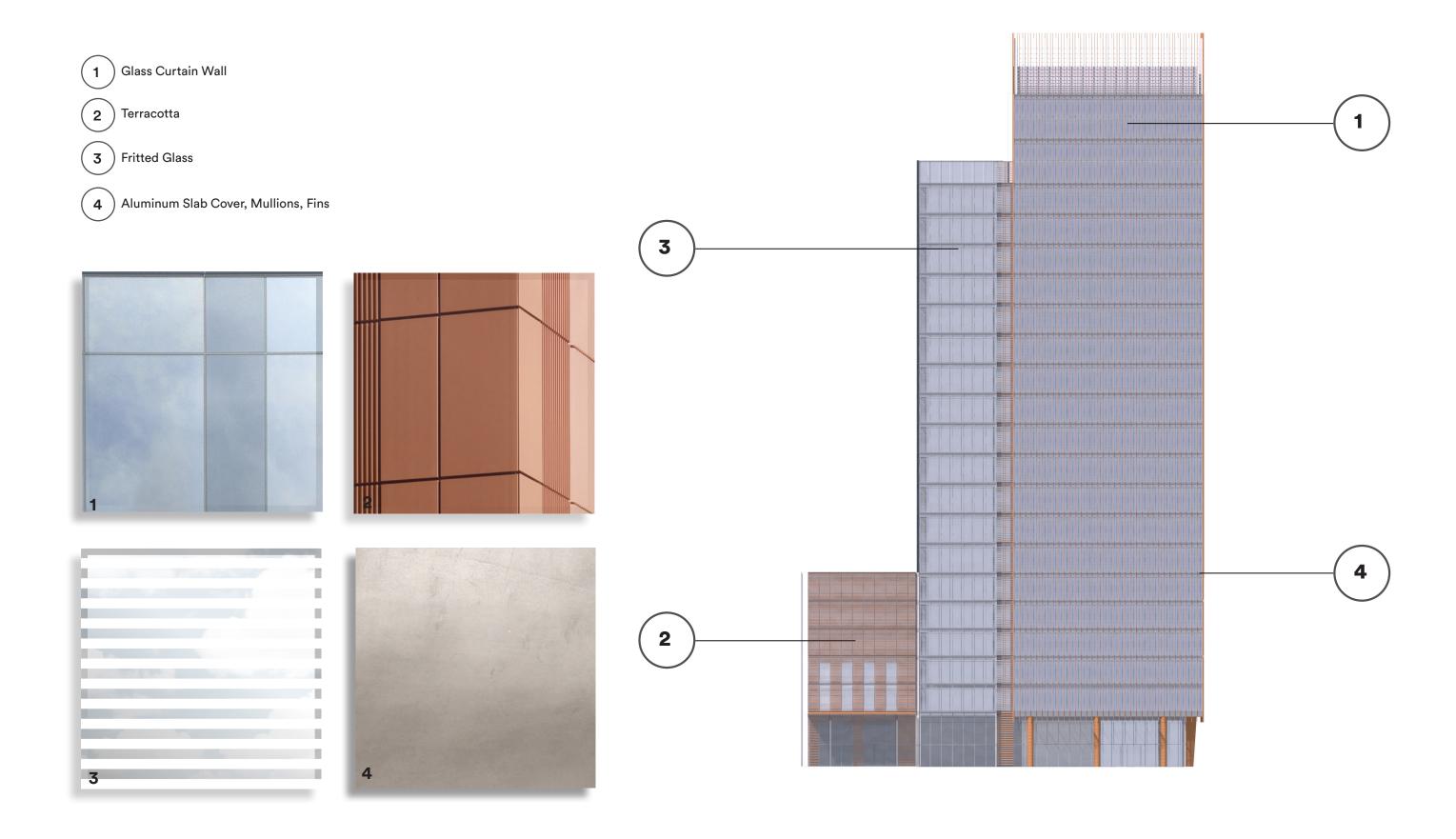




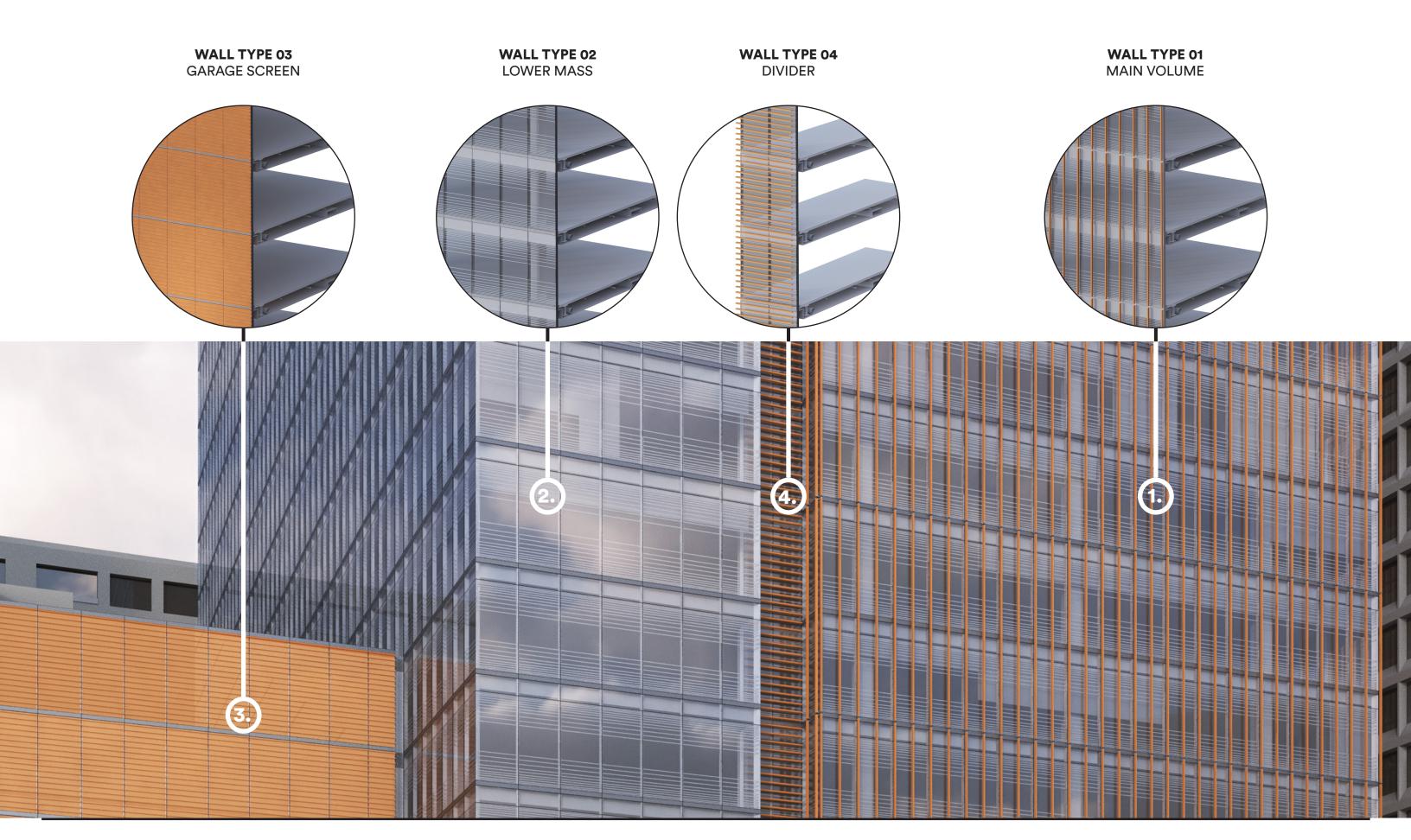




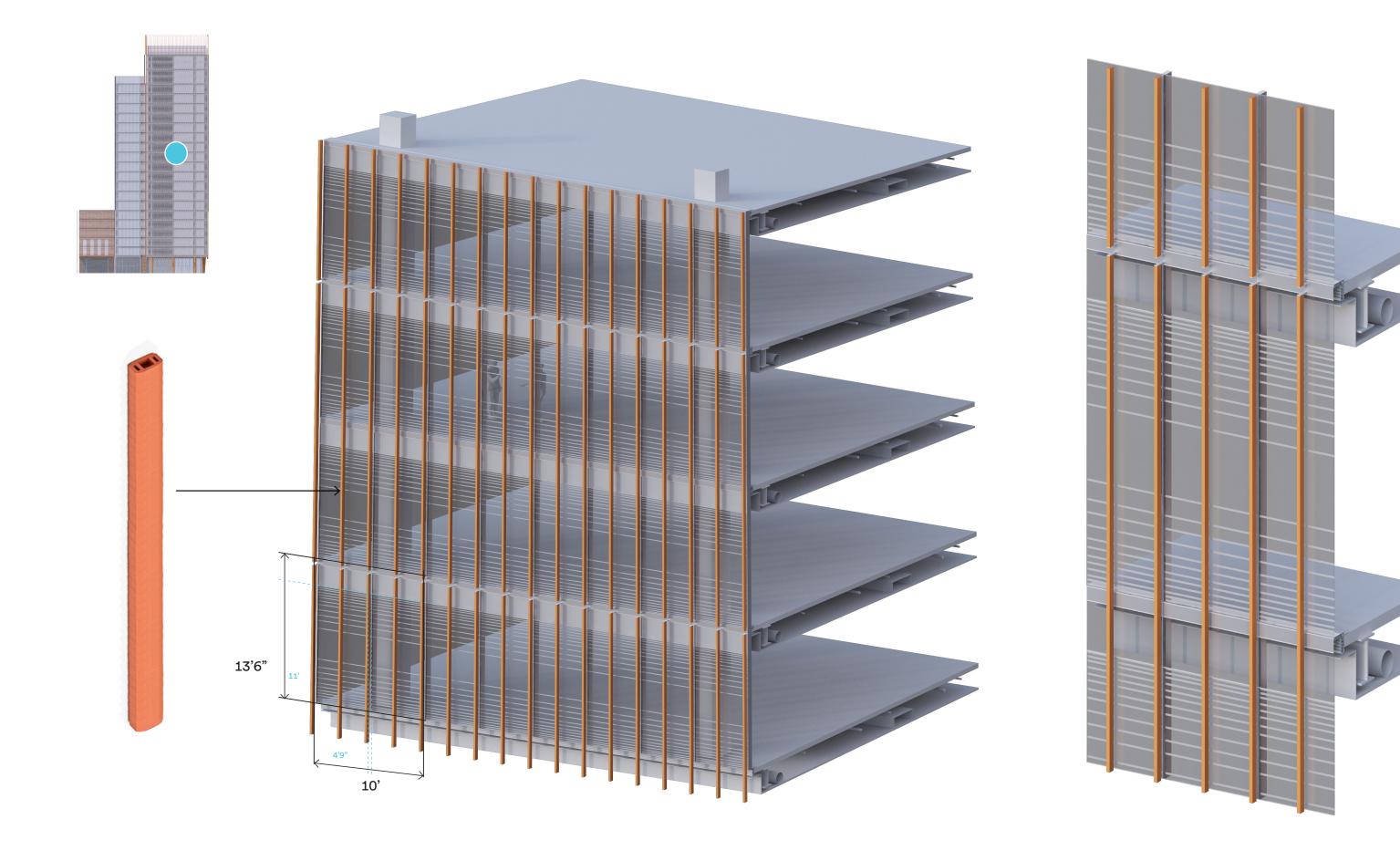






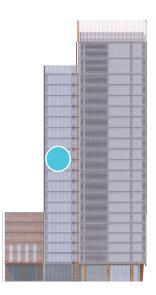


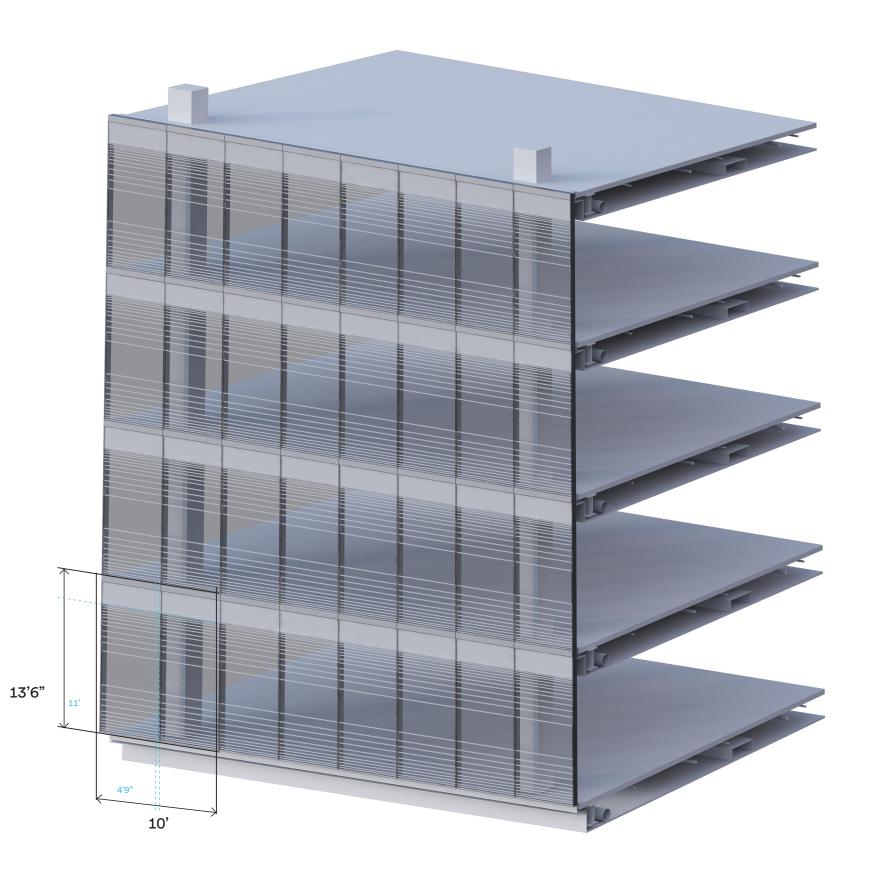


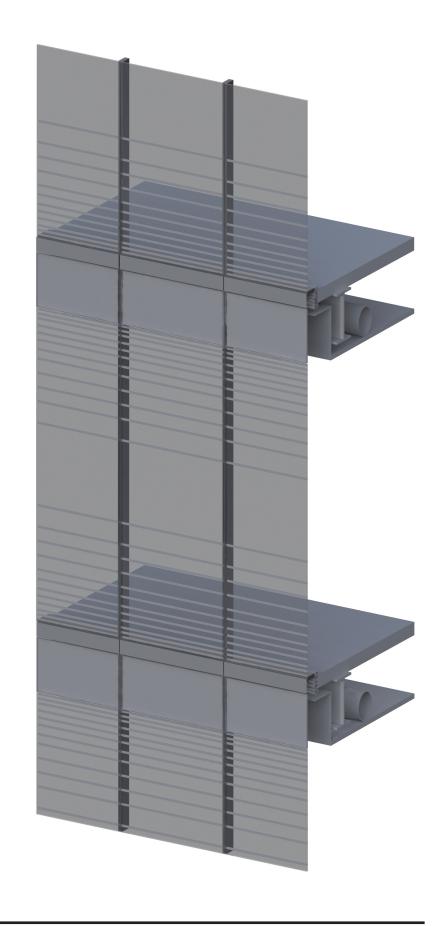






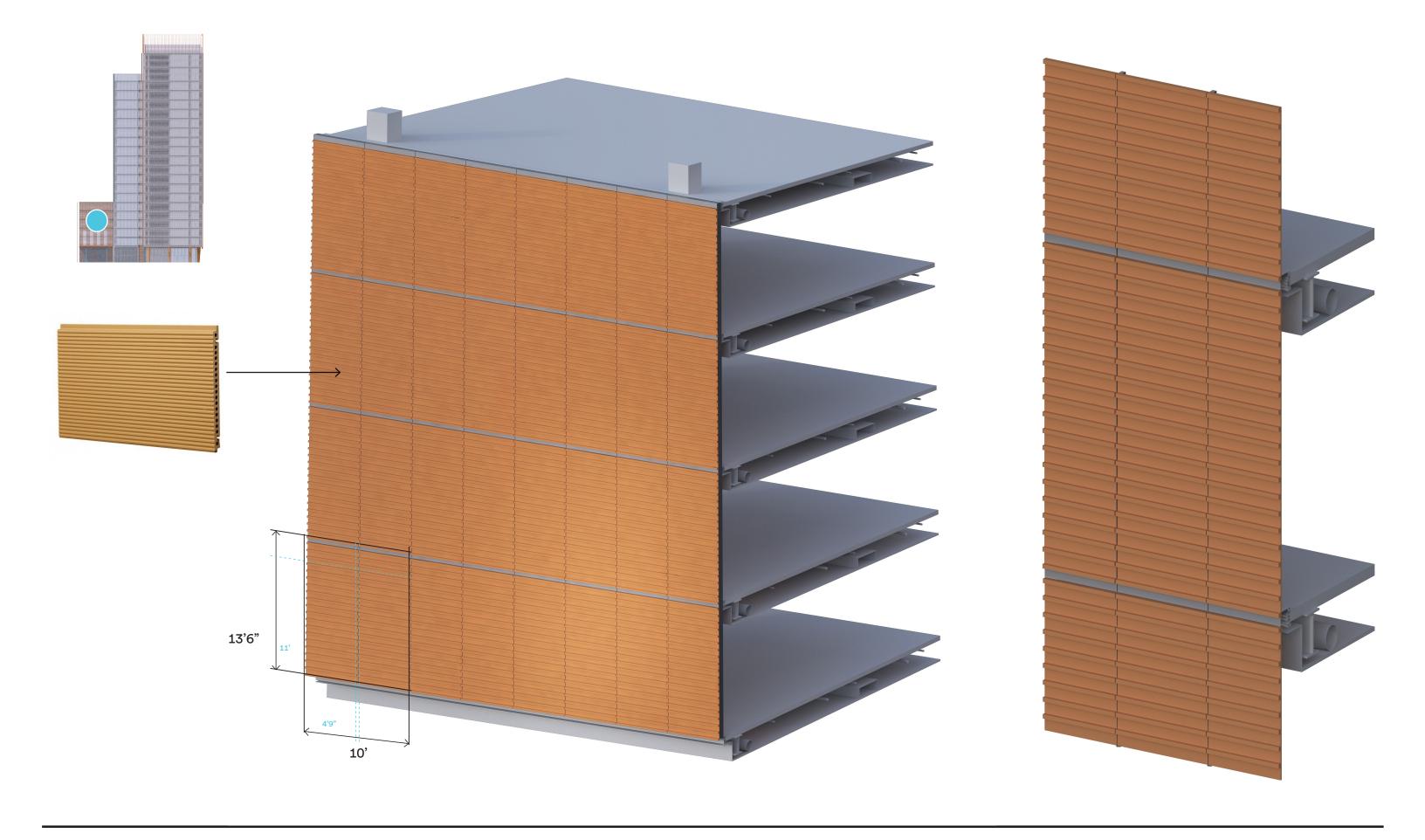




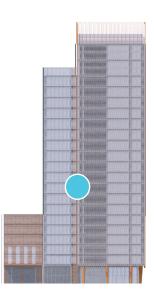




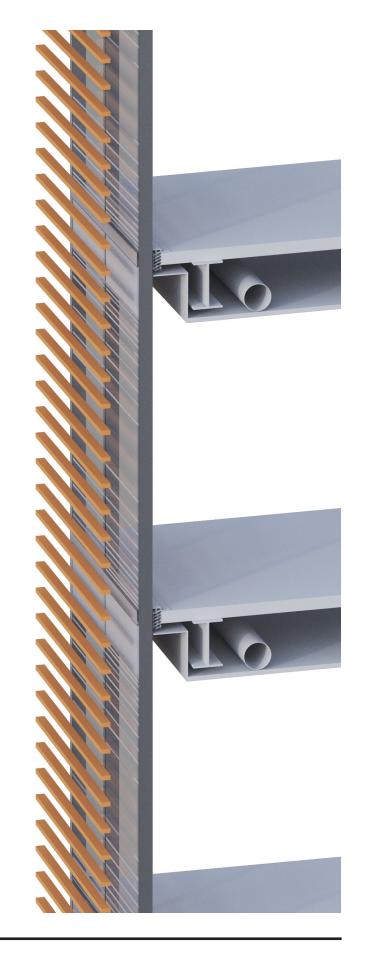








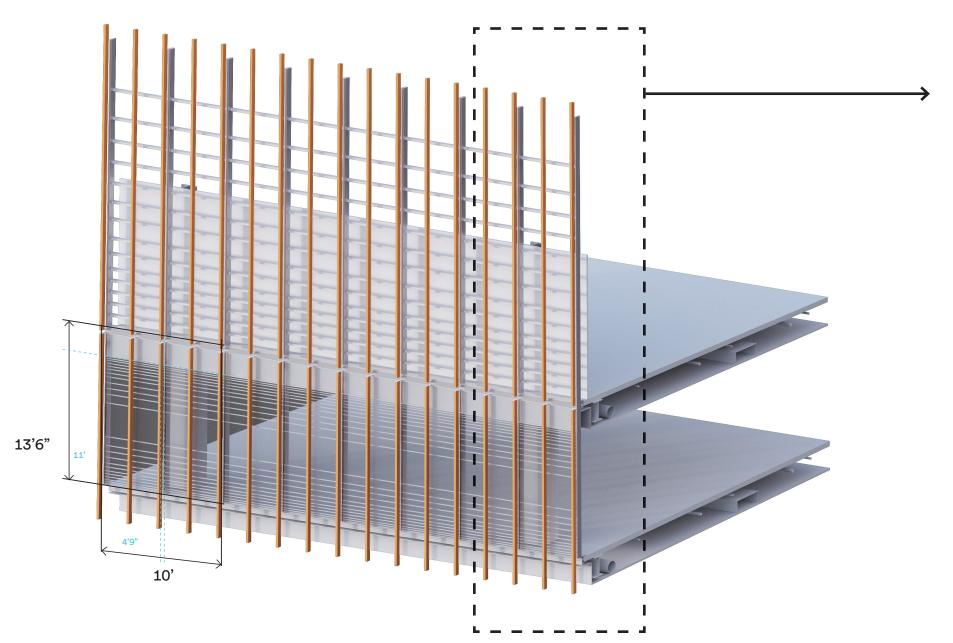


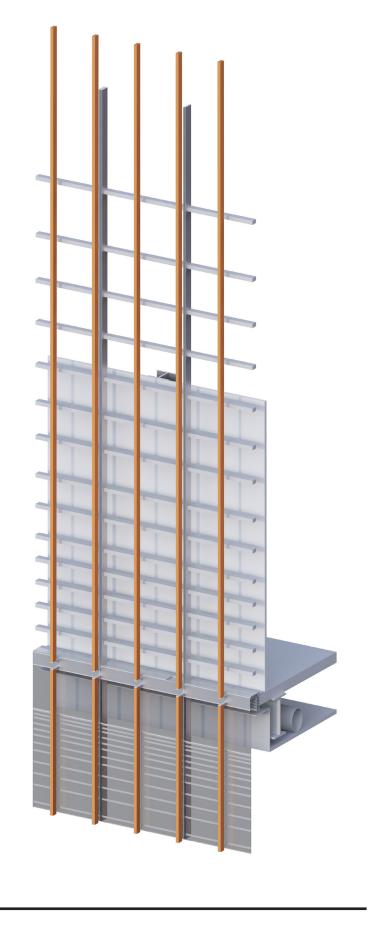


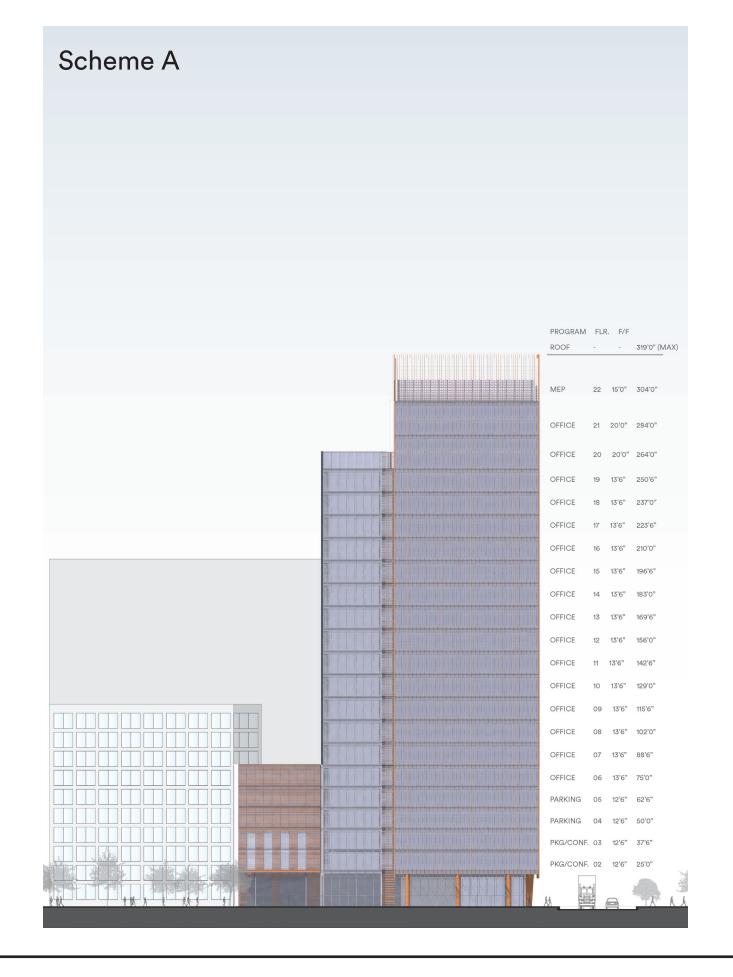


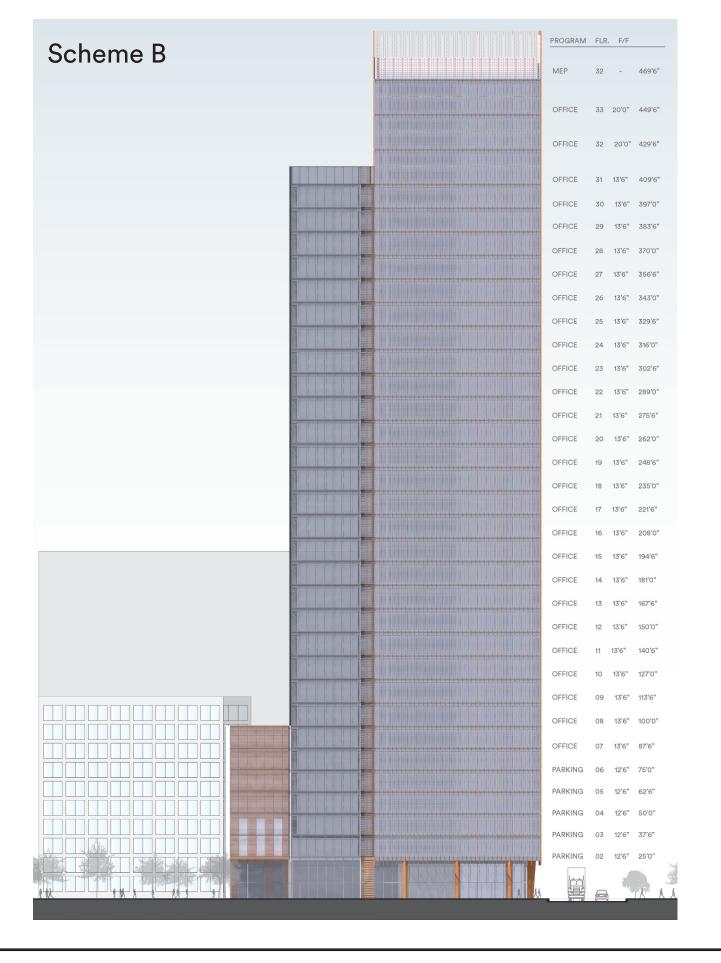








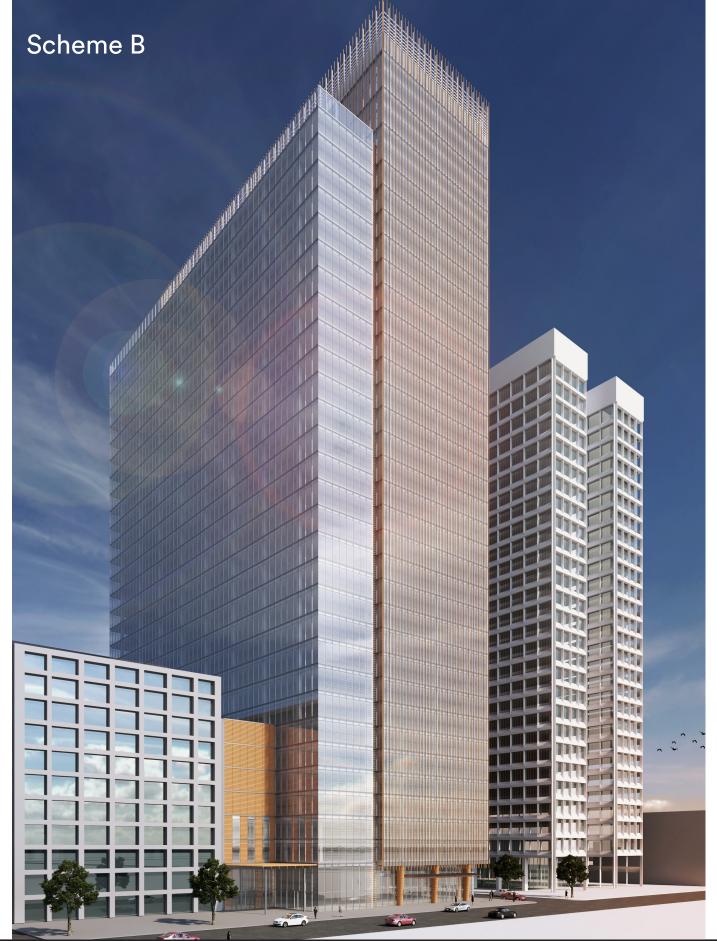


















DESIGN FOR A CHANGING WORLD

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