

**Case File Number: ER15-005****May 6, 2015**

**Location:** 4<sup>th</sup> & Madison Streets  
(APN: 001-0161-001-00; -002-00; & -007-07)  
See map on the reverse

**Proposal:** Scoping session for a proposal to demolish the existing building and surface parking lot and construct approximately 330 dwelling units and approximately 3,000 square feet of ground floor commercial in two buildings on two sites across the street from one another. The site includes the entire block between Jackson and Madison Streets and 4<sup>th</sup> and 5<sup>th</sup> Streets, and half of the block to the south bounded by 3<sup>rd</sup> and 4<sup>th</sup> Streets and Jackson and Madison Streets.

**Applicant:** Carmel Partners

**Contact/Phone Number:** Greg Pasquali - (415)231-0221

**Owner:** Square 1 LLC

**Case File Number:** ER15-005

**General Plan:** Estuary Policy Plan – Mixed Use District

**Zoning:** C-45, Community Shopping Commercial Zone

**Environmental Determination:** Staff has determined that an Environmental Impact Report (EIR) will be prepared for this project. A Notice of Preparation (NOP) to prepare the EIR was published on April 17, 2015. The comment period for the NOP ends on May 18, 2015.

**Historic Status:** Contributor to Waterfront Warehouse National Register District; Rating: Dc1+

**Service Delivery District:** Metro

**City Council District:** 3

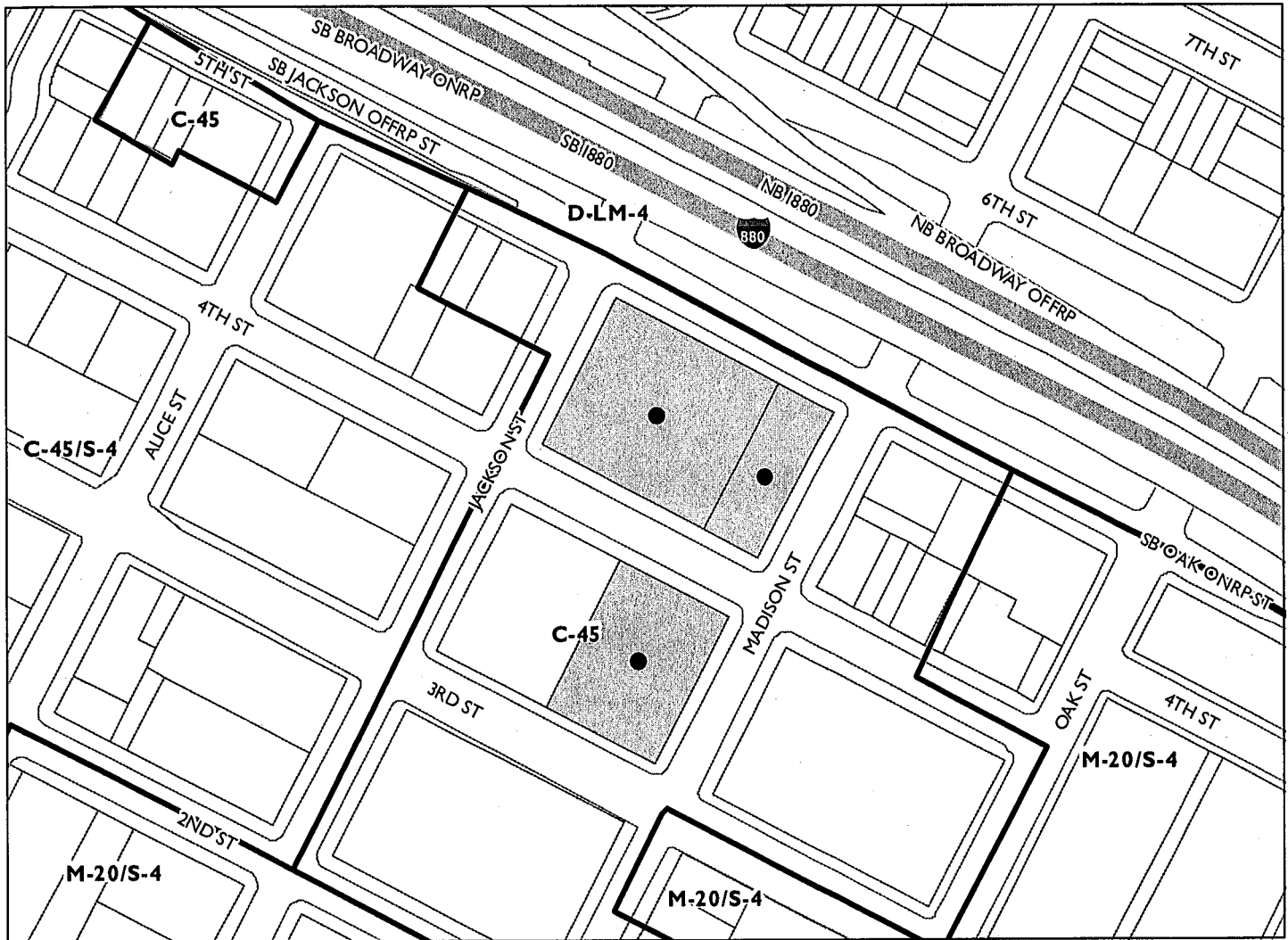
**Staff Recommendation:** Receive public and Commission comments about what information and analysis should be included in the EIR; no action on Project will be taken at this meeting.

**For further information:** Contact case planner **Peterson Z. Vollmann** at (510) 238-6167 or by email: [pvollmann@oaklandnet.com](mailto:pvollmann@oaklandnet.com).

## **SUMMARY**

Carmel Partners has filed a request for environmental review application to begin review and consideration of a proposal to construct two buildings on two sites across the street from one another totaling up to 330 units and approximately 3,000 square feet of ground floor commercial. The proposal would include the demolition of the existing Cost Plus building which is identified as a contributor to the Waterfront Warehouse National Register District.

# CITY OF OAKLAND PLANNING COMMISSION



0 125 250 500 750 1,000 Feet



Case File: ER15005  
Applicant: Carmel Partners  
Address: 4th & Madison Streets  
Zone: C-45

The City has determined that project impacts may be significant and an Environmental Impact Report (EIR) will be prepared. The City will be the Lead Agency pursuant to the California Environmental Quality Act (CEQA) and for the land use and project approvals. As such, the City has the responsibility to prepare an EIR for the project. The City has not prepared an Initial Study.

The Notice of Preparation (NOP) was published on April 17, 2015. This scoping session is being held to solicit public and Commission comments on what information and analysis should be contained in the EIR. Specifically, comments should focus on discussing possible impacts on the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the project in light of the EIR's purpose to provide useful and accurate information about such factors. In addition to the oral and written comments received at the scoping meeting, written comments will be accepted until May 18, 2015 at 4 PM. Written comments are encouraged in order to provide an accurate record of public comments and should be sent to Pete Vollmann, Planner III, City of Oakland, Bureau of Planning, 250 Frank H. Ogawa Plaza, Suite 2114, Oakland, CA 94612, or by e-mail to [pvollmann@oaklandnet.com](mailto:pvollmann@oaklandnet.com).

## **SITE DESCRIPTION**

The approximately two acre project site consists of two sites across the street from one another and encompasses about one and a half city blocks. One site is a 1.38 acre parcel on the north side of 4<sup>th</sup> Street and includes the entire city block between Jackson and Madison Streets, and the other site is a 0.69 acre parcel is located on the south side of 4<sup>th</sup> Street and includes approximately half of the city block between Jackson and Madison Streets. Two buildings are located on the 1.38 acre site to the north totaling approximately 60,000 square feet and function currently as office space for Cost Plus World Market. The southern, smaller site comprises a paved surface parking lot is which used exclusively by Cost Plus World Market employees.

The project site is located within Jack London District four blocks south of the Lake Merritt BART station, and is located adjacent to I-880. Uses in the project vicinity are a mix of industrial and newer residential mixed use buildings. One of the existing buildings on the northern project site is a contributing historic resource to the Oakland Waterfront Warehouse Historic District. The historic district is listed in the National Register of Historic Places.

## **HISTORIC SUMMARY**

### *Oakland Waterfront Warehouse District*

The project site is located within the Oakland Waterfront Warehouse District which was listed in the National Register of Historic Places and the California Register of Historic Places in 2000. The district is located on the east side of Broadway along the waterfront and is generally bounded by I-880 to the north, 3<sup>rd</sup> Street to the south, Webster Street on the west and Jackson Street to the east. The district grew around the 1909 Western Pacific freight depot at 3<sup>rd</sup> and Harrison Streets, and developed as a hub for wholesale sales primarily associated with the food industry. Many of the contributing buildings in the district were developed as warehouses and processing facilities for a variety of products including produce, poultry, paint, paper and burlap bags, glass, groceries and plumbing supplies. The district is typical of warehouse and industrial areas that developed

between WWI and WWII, and the buildings are for the most part simple and utilitarian. Ornamentation in buildings is typically achieved with an economy of means and materials but is present in nearly every building. Flat roofs with stepped or decorative parapets, industrial sash, multi-color surfaces of brick or painted stucco, and prominent truck doors and loading bays are characteristic of the district. The district is considered significant for both its growth was part of Oakland's development as an industrial center and world class port as well as its landscape of intact early 20<sup>th</sup> century warehouses that still reveal the City's industrial past and close ties to the railroad industry.

#### "200" 4<sup>th</sup> Street

The project site includes the building at "200" 4<sup>th</sup> Street (its actual City address is 180 4<sup>th</sup> Street), which is a contributor to the Oakland Waterfront Warehouse District. Since the building is a contributor to a National Register District it is considered a historic resource under CEQA.

The building is a one-story Moderne warehouse, rectangular in plan. The original warehouse filled a 45,000 square foot, three frontage lot. A later addition increased the building's coverage to the current 60,000 square feet encompassing the entire city block.

The structure is reinforced concrete and wood post and beam. The exterior walls are concrete and stucco. The windows are tall, narrow, deep-set metal sash. The original building has a straight parapet with fluted pilasters and plain round medallions. The later addition is plain with no detailing. The 4<sup>th</sup> Street side of the building had spur track facilities that could accommodate six rail cars at once. The freight loading facilities have been partially filled-in, but a partial spur track remains set in asphalt where 90 degree parking is located in-lieu of a sidewalk.

The Jackson Street side of the building was devoted to truck shipping and receiving with the office on the 5<sup>th</sup> Street corner. The loading docks along Jackson have also been filled in. A new building entrance was established on the 4<sup>th</sup> Street façade and is currently the main entrance to the Cost Plus Work Markets headquarters offices.

The building was designed in 1937 by Jesse Rosenwald, who as a member of Couchot, Rosenwald & Roeth, participated in the design of the Western States Grocery warehouse and Safeway Stores corporate headquarters in the neighborhood. The builder, John F. Tulloch of Oakland based Tulloch Construction Company, built many major northern California East Bay industrial plants.

The building initially served as a shipping, receiving, and branch warehouse for S & W Fine Foods Inc., which was a major participant in the packaged foods market.

## **PROJECT DESCRIPTION**

The project would demolish the existing buildings and surface parking lot and construct approximately 330 apartments and approximately 3,000 square feet of ground floor commercial in two buildings, one for each site. The proposed buildings are anticipated to be approximately seven stories in height or approximately 85 feet tall maximum.

## **GENERAL PLAN**

The General Plan's Land Use and Transportation Element (LUTE) classifies the project site as located in the Estuary Plan - Mixed Use General Plan area. This land use classification is intended to encourage the development of non-traditional higher density housing within a context of commercial and light industrial/manufacturing uses. The desired character is, as the designation implies, a mix of uses that contemplates future development including a range of activities such as light industrial, warehousing, wholesale sales, retail, restaurants, office, residential, work-live, loft units, parks and open space, manufacturing, assembly and other uses that are compatible with adjacent uses.

## **ZONING DISTRICT**

The subject property is located within a C-45, Community Shopping Commercial Zone, which is intended to create, preserve, and enhance areas with a wide range of both retail and wholesale establishments serving both long and short term needs in compact locations oriented toward pedestrian comparison shopping, and is typically appropriate to commercial clusters near intersections of major thoroughfares.

The C-45 Zone allows one regular dwelling unit is for each 300 square feet of lot area, provided that one extra such unit is permitted if a remainder of 200 square feet or more is obtained after division of the lot area by 300 square feet. A 10% bonus is provided for corner properties. The proposed 330 units would be just within the maximum allowed density permitted at the project site.

## **ENVIRONMENTAL REVIEW PROCESS**

Staff has determined that an EIR is required. The main purpose of this scoping session is to solicit comments from both the Commission and the public on what types of information and analysis should be considered in the EIR. Specifically, comments should focus on discussing possible impacts on the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the project in light of the EIR's purpose to provide useful and accurate information about such factors. Comments related to policy considerations and the merits of the project will be the subject of future, duly noticed public meetings.

Staff published the NOP April 17, 2015. The public comment period lasts until May 18, 2015. Staff expects the Draft EIR will be available in the summer of 2015. Once the DEIR is published, staff will continue to work with the project sponsor to refine their project, respond to the information and analysis contained in the DEIR, and move ahead toward the final consideration of the project once the FEIR is completed. As with previous projects, and as permitted by CEQA (Section 15004), the EIR process and project review, to the maximum extent feasible, should be coordinated and run concurrently. The environmental impact report will address potential environmental impacts associated with construction and operation of the project including construction of the proposed project and obtainment of all necessary zoning, grading and building permits, and any other discretionary actions required by the City of Oakland and other governmental agencies.

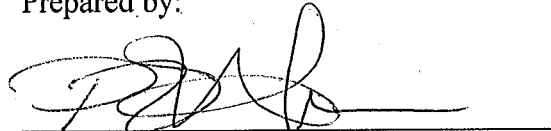
It is anticipated that the project may have significant environmental impacts related to the following environmental topic areas, which will be evaluated in the Draft EIR: **Land Use & Planning, Air Quality, Cultural Resources, Greenhouse Gas Emissions, Noise, and Transportation.** It is anticipated that the project will not have significant environmental impacts on **Agriculture and Forest Resources, Aesthetics, Biological Resources, Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality, Mineral Resources, Population and Housing, Public Services, Recreation, and Utilities and Service Systems.** A brief discussion of each of these topics and documentation as to why impacts related to these topics will not be significant will be provided in the Draft EIR. The level of analysis and discussion for these topics is anticipated to be similar to what would typically be included in an Initial Study. The City's Standard Conditions of Approval will be referenced where applicable.

The Draft EIR will also examine a reasonable range of alternatives to the project, including the CEQA-mandated No Project Alternative, and other potential alternatives that may be capable or reducing or avoiding potential environmental effects.

## CONCLUSION

Staff requests the public and the Planning Commission provide comments on what types of information and analysis, including alternatives, should be considered in the EIR.

Prepared by:



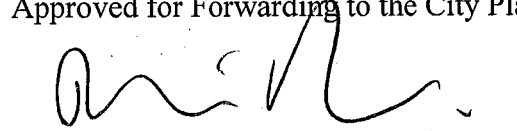
PETERSON Z. VOLLMANN  
Planner III

Approved by:



SCOTT MILLER  
Zoning Manager  
Bureau of Planning

Approved for Forwarding to the City Planning Commission:



DARIN RANELETTI  
Deputy Director  
Bureau of Planning

Attachments:

- A. Notice of Preparation (NOP).

# CITY OF OAKLAND



DALZIEL BUILDING • 250 FRANK H. OGAWA PLAZA • SUITE 3315 • OAKLAND, CALIFORNIA 94612

Planning and Building Department  
Bureau of Planning

(510) 238-3941  
FAX (510) 238-6538  
TDD (510) 238-3254

## **NOTICE OF PREPARATION (NOP) OF A DRAFT ENVIRONMENTAL IMPACT REPORT (EIR) JACK LONDON SQUARE 4<sup>TH</sup> & MADISON**

The City of Oakland's Department of Planning and Building is preparing a Draft Environmental Impact Report (EIR) for the proposed Jack London Square 4<sup>th</sup> and Madison Project (the project) as identified below, and is requesting comments on the scope and content of the Draft EIR. The Draft EIR will address the potential physical, environmental effects that the project may have on each of the environmental topics outlined in the California Environmental Quality Act (CEQA). The City has not prepared an Initial Study.

The City of Oakland is the Lead Agency for the project and is the public agency with the greatest responsibility for approving the project or carrying it out. This notice is being sent to Responsible Agencies and other interested parties. Responsible Agencies are those public agencies, besides the City of Oakland, that also have a role in approving or carrying out the project. When the Draft EIR is published, it will be sent to all Responsible Agencies and to others who respond to this NOP or who otherwise indicate that they would like to receive a copy. Responses to this NOP and any questions or comments should be directed in writing to or via email to: Peterson Z. Vollmann, City of Oakland, Bureau of Planning, 250 Frank H. Ogawa, Suite 2114 Oakland, CA 94612; (510) 238-6167(phone); (510) 238-4730(fax) or by e-mail at [pvollmann@oaklandnet.com](mailto:pvollmann@oaklandnet.com). Comments on the NOP must be received at the above mailing or e-mail address **by 4:00 p.m. on May 18, 2015**. Please reference case number **ER15-005** in all correspondence. In addition, comments may be provided at the EIR Scoping Meetings to be held before the City Planning Commission and Landmarks Preservation Advisory Board:

**PUBLIC HEARINGS:** The City Planning Commission will conduct a public scoping hearing on the Draft EIR for the project on Wednesday, May 6, 2015, at 6:00 p.m. in Sgt. Mark Dunakin Hearing Room 1, City Hall, 1 Frank H. Ogawa Plaza, Oakland, CA 94612.

The Landmarks Preservation Advisory Board will conduct a public scoping hearing on the Draft EIR for the project on Monday, May 11, 2015, at 6:00 p.m. in Sgt. Mark Dunakin Hearing Room 1, City Hall, 1 Frank H. Ogawa Plaza, Oakland, CA 94612.

**PROJECT TITLE:** Jack London Square 4<sup>th</sup> & Madison

**PROJECT LOCATION:** The project is proposed at a 1.5 block site in Jack London Square located at 180 4th Street and 431 Madison Street (APN#s 001-0161-001, 001-0161-002, and 001-0161-007-07).

**PROJECT SPONSOR:** CP V JLS, LLC

**EXISTING CONDITIONS:** The approximately 90,169 square-foot (2.07 acre) project site, which consists of a 1.38 acre parcel (APN#s 001-0161-001 and 001-0161-002) and a 0.69 acre parcel (APN 001-0161-007-07), is located in the City of Oakland at 180 4<sup>th</sup> Street in the Jack London District in the City of Oakland. The northern, larger parcel comprises the entire block between 4<sup>th</sup> and 5<sup>th</sup> Streets and Jackson and Madison Streets. Two buildings located on this parcel, and at addresses 430 Jackson Street and 425 Madison Street, function currently as office space for Cost Plus World Market. One building is a 45,000 square-foot, single-story warehouse building and the other contains 15,000 square feet of office space. Both buildings currently house approximately 100 employees of back office and sales staff. Cost Plus World Market, however, was acquired by Bed Bath & Beyond and as a result, this location will be phased out within the next one to three years. The southern, smaller parcel comprises one-half block at 431 Madison Street, between 3<sup>rd</sup> and 4<sup>th</sup> Streets and along Madison Street. It is a paved parking area consisting of wheel blocks, a drainage channel, a picnic area, and pole-mounted spot lights. The parking lot is used exclusively by Cost Plus World Market employees and is usually 50 to 75 percent full.

The site is bounded by Jackson Street to the west, 5<sup>th</sup> Street to the north, Madison Street to the east, and 3<sup>rd</sup> Street to the south. The project site is within one-half mile of the Lake Merritt Bay Area Rapid Transit District (BART) station, and is located adjacent to (within a 200-foot radius of) Interstate 880 (I-880). Uses in the project vicinity are primarily industrial in nature with some residential adjacencies. The project site contains an existing building that is a contributing historic resource to the Oakland Waterfront Warehouse Historic District. The historic district is listed in the National Register of Historic Places. The project site is not included on any list compiled pursuant to Government Code Section 65962.5

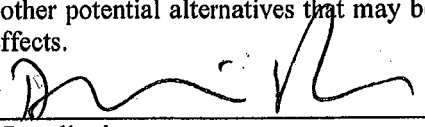
**PROJECT DESCRIPTION:** The project would demolish the existing building and surface parking lot and construct approximately 330 apartments and approximately 3,000 square feet of ground floor commercial in two buildings of Type IIIa construction, including 5 levels of wood frame construction (potentially with an additional mezzanine) over two levels of Type I concrete.

**PROBABLE ENVIRONMENTAL EFFECTS:**

It is anticipated that the project may have significant environmental impacts related to the following environmental topic areas, which will be evaluated in the Draft EIR: **Land Use & Planning, Air Quality, Cultural Resources, Greenhouse Gas Emissions, Noise, and Transportation.** It is anticipated that the project will not have significant environmental impacts on **Agriculture and Forest Resources, Aesthetics, Biological Resources, Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality, Mineral Resources, Population and Housing, Public Services, Recreation, and Utilities and Service Systems.** A brief discussion of each of these topics and documentation as to why impacts related to these topics will not be significant will be provided in the Draft EIR. The level of analysis and discussion for these topics is anticipated to be similar to what would typically be included in an Initial Study. The City's Standard Conditions of Approval will be referenced where applicable.

The Draft EIR will also examine a reasonable range of alternatives to the project, including the CEQA-mandated No Project Alternative, and other potential alternatives that may be capable of reducing or avoiding potential environmental effects.

April 17, 2015  
File Number ER15-005

  
Darin Ranelletti  
City of Oakland  
Environmental Review Officer