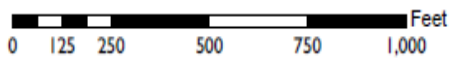
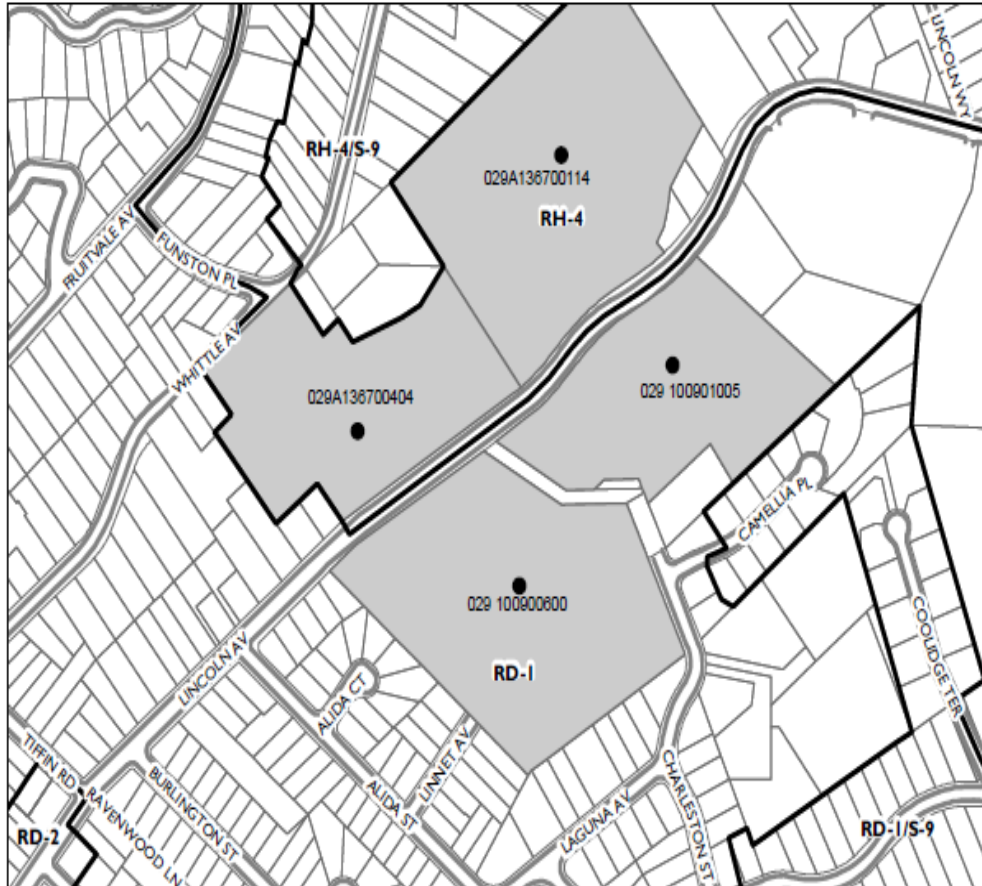


# LANDMARKS PRESERVATION ADVISORY BOARD      STAFF REPORT

Case File Number PLN-18532, PLN18532-ER01

<b>Location:</b>	<b>4315, 4365, 4368, and 4500 Lincoln Ave.</b>
<b>Assessor's Parcel Number</b>	APN 29A-1367-4-4,29A-1367-1-14,29-1009-10-5, and 29-1009-6
<b>Proposal:</b>	Public Hearing on the Draft Environmental Impact Report to receive public and Landmarks Preservation Advisory Board comments on the Head-Royce Planned Unit Development Project. Head-Royce School proposes to integrate the existing Campus with the former Lincoln Children's Center site (the proposed South Campus) to create a unified, 22-acre K-12 school (the Project). The Project proposes to connect these two campuses via an underground tunnel under Lincoln Avenue and/or with an at-grade pedestrian crossing across Lincoln Avenue. There are 12 existing buildings on the proposed South Campus. Generally, these existing buildings are in fair condition on the exterior, but in poorer conditions in the interior. The Project proposes to remove eight of the twelve existing buildings on the proposed South Campus, to rehabilitate three existing buildings identified as historic resources for use as school facilities, and to use one existing building for school-related or potentially short-term employee housing. The Project also includes a proposal to construct a new Performance Arts Center (for student curriculum relating to theater, music, dance and culture) and to construct two new small structures (each 1,500 square-feet, one for maintenance and the other as a link to the proposed pedestrian tunnel, housing an elevator). The Project also proposes a one-way circulation loop driveway on the proposed South Campus to provide off-street drop-off and pick-up space, thereby eliminating pick-up and drop-off activities (other than for buses) from Lincoln Avenue and reducing turn-around traffic in adjacent neighborhoods. The Project also proposes to increase permitted student enrollment by 344 students over the currently allowed enrollment of 906 students, to a maximum student enrollment of 1,250 students.
<b>Applicant:</b>	Crystal Land, Head of School
<b>Phone Number:</b>	510 351-1300
<b>Owner:</b>	Head-Royce School
<b>Case File Number:</b>	PLN-18532 and PLN18152- ER01
<b>Planning Permits Required:</b>	Planned Unit Development, Conditional Use Permit, Major Encroachment Permits with Californian Environmental Quality Act (CEQA) analysis through an Environmental Impact Report (EIR), which will require certification for Project approval.
<b>General Plan:</b>	Institutional; Hillside Residential
<b>Zoning:</b>	RD-1; RH-4
<b>Environmental Determination:</b>	The Draft Environmental Impact Report (DEIR) was published for a 45-day review period from November 5, 2021 to December 20, 2021.
<b>Historic Status:</b>	PDHP C-3
<b>City Council district:</b>	4
<b>Status:</b>	Under Review
<b>Staff Recommendation</b>	Receive public and Landmarks Preservation Advisory Board comments on the DEIR.
<b>Finality of Decision:</b>	No action to be taken by the Landmarks Preservation Advisory Board on the DEIR other than to provide comments.
<b>For further information:</b>	Rebecca Lind: Phone: (510) 672-1474 or by e-mail: rlind@oaklandca.gov.

## LANDMARKS PRESERVATION ADVISORY BOARD



Case File: PLN18532 & PLN18532-ER01  
Applicant: Head Royce School  
Address: 4315, 4465, 4368, & 4500 Lincoln Avenue  
Zone: RH-4, RD-1

## **SUMMARY**

The purpose of this report and of the December 13, 2021 public hearing is to provide information and to solicit comments on the adequacy of specific information related to environmental impacts and California Environmental Quality Act (CEQA) issues and analysis contained in the Draft Environmental Impact Report (DEIR) for the Head- Royce School Planned Unit Development Project (the Project). The Project is a proposed expansion of the Head-Royce School to increase enrollment, expand the campus to the site of the former Lincoln Children’s Center (the proposed South Campus) and amend the existing 2016 Planned Unit Development Permit that governs the existing school. This hearing is not intended for receipt of comments on the merits of the Project and no decision will be made on the DEIR or on the proposed project. Specifically, comments should focus on the adequacy of the DEIR in 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 DEIR’s purpose to provide useful and accurate information about such factors.

The DEIR concludes that approval of the Project would result in no significant impacts, no significant and unavoidable (SU) impacts, and no cumulative impacts.

## **BACKGROUND**

Head Royce School has filed a request for environmental review and an application for consideration of a Planned Unit Development for expansion of the existing school campus to create a new “South Campus” on the site of the former Lincoln Children’s Center, redevelopment of the “South Campus”, and expansion of student enrollment. In compliance with CEQA, staff determined that project impacts may be significant, and an Environmental Impact Report (EIR) was prepared.

The City of Oakland is the Lead Agency pursuant to CEQA and has the responsibility to prepare the EIR for the Project. Staff published a Notice of Preparation (NOP) of an EIR on February 1, 2019. A scoping session was held before the Oakland Planning Commission on February 20, 2019 and the Landmarks Preservation Advisory Board (LPAB) on March 11, 2019.

The Notice of Availability for the DEIR was prepared and released on November 5, 2021, beginning a 45-day public comment period with the comment period ending **December 20, 2021**.

Comments on the DEIR may be made at the December 13, 2021 hearing or in writing to the Department of Planning & Building, Bureau of Planning, to the attention of Rebecca Lind, Planner IV City of Oakland, Department of Planning and Building, Bureau of Planning, 250 Frank H. Ogawa Plaza, Suite 2114, Oakland, CA 94612, or by e-mail at [cbrown@oaklandca.gov](mailto:cbrown@oaklandca.gov).

Written comments must be received prior to the comment period deadline (5:00 p.m. on December 20, 2021). After all comments are received, a Final EIR/Response to Comments document will be prepared and the Planning Commission will consider a recommendation for certification of the Final DEIR at a later meeting.

## **PROJECT DESCRIPTION**

The proposal is to expand the Head Royce School campus south across Lincoln Ave. to the site of the former Lincoln Children’s Center at 4368 Lincoln Ave. (new South Campus); construct a pedestrian tunnel under Lincoln Ave.; demolish 8 structures; remodel 4 existing buildings (3 of which have historic classification); establish housing for teaching staff; construct a 1,500-sf pavilion and a 15,900-sf multiuse

performing arts center; retain existing parking for the prior Lincoln Children’s Center; retain existing athletic fields located on land leased from Ability Now Bay Area at 4500 Lincoln Ave.; add additional parking including parking on land leased from Ability Now Bay Area at 4500 Lincoln Ave.; and increase enrollment from the current 906 to 1,250 students. Enrollment is expected to increase 1-2% per year for a 20-year period. 27,350 square feet of building area is proposed for renovation and 18,400 square feet is proposed for new construction on the proposed South Campus. Limited new construction is proposed on the (existing) North Campus including accommodation of the north end of the underground pedestrian tunnel link, and the raising of the roof on the existing auditorium by five (5) feet to restore its original use as a gymnasium. In addition, reuse of existing administrative and classroom space on the North Campus is proposed for building spaces where current functions would be relocated to the proposed South Campus.

### **PROPERTY DESCRIPTION**

The Head-Royce School (Existing Campus) is located on Lincoln Avenue, approximately 0.4 miles south of Highway 13, and 0.9 miles north of I-580. The approximately 14-acre School campus is developed with 13 buildings used for school facilities. It includes two properties: one at 4315 Lincoln Avenue that houses classrooms, administrative space and other school buildings; and an adjacent property at 4465 Lincoln Avenue that is the School’s outdoor athletic fields and other outdoor activity space.

The proposed South Campus parcel is located at 4368 Lincoln Ave. The parcel generally slopes up from southwest to northwest with a 56- foot change in grade across the site. The site is accessed along three points along Lincoln Ave. Existing development includes eleven (11) buildings formerly used for the Lincoln Children’s Center.

The proposal also includes undeveloped portions of the adjacent parcel, 4500 Lincoln Avenue, owned by Ability Now, Bay Area. Athletic practice facilities are currently located on this parcel on a leasehold basis, and additional parking is proposed on a similar leasehold.

### **SIGNIFICANT BUILDINGS**

Three of the existing buildings are listed in Oakland’s historic building rating (OCHS) system as Potentially Designated Historic Properties (PDHPs) with a 1996 rating of C3 meaning that they are of “secondary importance” and not currently in a designated historic district. The Historic Resource Evaluation prepared as part of the DEIR technical reports (Appendix 7A) concluded that three buildings on the campus qualify as individual historic resources for the purposes of CEQA and are eligible for the California Register. These include Building 0 (Junior Alliance Hall), Building 1 (Mary A. Crocker Cottage), which both have revised 2021 ratings of Ba/3 and Building 2 (Grace L. Trevor Cottage). The campus was not found to qualify as a historic district for the purposes of CEQA.

These three buildings are proposed to be rehabilitated and reused with substantial interior renovation. These buildings may be distinctive examples of the Spanish Colonial Revival style. They are designated in the proposal as Building O (aka Junior Alliance Hall), designed by W.G. Corlett; Building 1 (aka Mary Crocker Cottage), designed by Reed and Corlett; and Building 2 (aka Grace L Trevor Cottage), also designed by Reed and Corlett.

### **GENERAL PLAN**

The General Plan's Land Use and Transportation Element (LUTE) classifies the project site as "Hillside Residential" for 4325 and 4465 Lincoln Avenue. (Existing Campus) and as "Institutional" for 4368 Lincoln Ave (Proposed South Campus).

The intent of the "Institutional" land use classification is to create, maintain, and enhance areas appropriate for educational facilities, cultural and institutional uses, health services, and medical uses as well as other uses of similar character.

The intent of the "Hillside Residential" land use classification is to create, maintain, and enhance neighborhood residential areas that are characterized by detached, single unit structures on hillside lots.

Typical lot sizes range from approximately 8,000 square feet to one acre in size. Future development is to remain residential in character.

## **ZONING**

Zoning on the Existing Campus parcels is RH4/S9, RH-4. Zoning on the proposed South Campus parcel and Ability Now parcel is RD-1.

## **ENVIRONMENTAL REVIEW PROCESS**

### **Scope**

As stated earlier in this report, the City published the NOP February 1, 2019. A scoping session was held before the Oakland Planning Commission on February 20, 2019 and the Landmarks Preservation Advisory Board March 11, 2019. The DEIR analyzes potentially significant environmental impacts in the following categories: Aesthetics, Air Quality, Biological Resources, Cultural Resources including Historic Resources and Tribal Cultural Resources, Greenhouse Gas Emissions and Global Climate Change, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use Planning, Noise, Transportation, Utilities, Wildfire and Emergency Evacuation. The DEIR did not identify significant and unavoidable impacts that could not be reduced below adopted thresholds of significance by standard conditions of approval and/or mitigation measures.

### **Potentially Significant Impacts Identified in the DEIR**

The DEIR did not identify any significant or significant and unavoidable impacts.

### **Project Alternatives**

Chapter 7 of the DEIR includes the analysis of three alternatives to the Proposed Project that meet the requirements of CEQA to include a reasonable range of alternatives to the Project that would feasibly attain most of the Project's basic objectives and avoid or substantially lessen many of the Project's significant environmental effects. The CEQA alternatives analyzed in Chapter 7 include:

**Alternative 1, No Project:** The No Project Alternative includes the existing conditions at the time the notice of preparation is published as well as the events or actions that would reasonably be expected to occur in the foreseeable future.

- Some other institutional use of the site, or the development of detached single unit residences with the potential for a limited range of commercial uses is anticipated.

**Alternative 2: Minor Development Alternative** would include a cap on enrollment and some modification and reuse of existing buildings.

- Enrollment would remain capped at a maximum of 906 students.
- Physical changes at the proposed South Campus site would include: Demolition of Buildings 3, 4, 5, 6, 7, 8, 10 and 11
- Buildings 0, 1, 2 (those buildings identified as historic resources) would be restored and reused for additional classroom and/or School administrative purposes.
- Building 9 would be reused in its current condition for classroom and/or School administrative purposes.
- Improvements would be added for outdoor gathering spaces, including improvement of the planned Commons area, plus improvement of walking paths and outdoor classrooms
- The existing playfield at the proposed South Campus would be improved and reused for outdoor recreational activity.
- Tree removal would be conducted as necessary to implement those physical improvements listed above, with new landscape improvements to be added.
- Alternative 2 would not include change to the existing Campus.
- There would be no change to the current operations for School drop-offs and pick-ups that occur along Lincoln Avenue, and the underground pedestrian tunnel and the Performing Art building would not be constructed.
- A PUD amendment would be required to allow expansion of the Head Royce School onto the former Lincoln site to establish a new proposed South Campus under this Alternative.

**Alternative 3: Reduced Alternative** would provide for a reduced incremental increase in student enrollment, a new Loop Road for off street drop off and pick up and an at grade crossing at Lincoln venue linking the campuses.

- An increase of 144 students to a total student enrollment of 1,050 students.
- Physical improvements at the proposed South Campus pursuant
- All of the improvements identified for Alternative 2, plus the following:
  - The new Loop Road would be constructed, including new off-street drop-off and pick-up locations within the proposed South Campus,
  - New/relocated traffic signals along Lincoln Avenue.
  - At grade pedestrian crossing of Lincoln Avenue between the existing Campus and the proposed South Campus at an at-grade crossing of Lincoln, at the relocated traffic signal.
- Building 9 would be renovated to accommodate classroom and/or School administrative purposes.
- The number of parking spaces on the proposed South Campus would be incrementally increased.

Tree removal would be conducted as necessary to implement those physical improvements listed above.

The set of selected alternatives above are considered to reflect a “reasonable range” of feasible alternatives in that they include reduced scenarios that lessen and/or avoid significant and less than significant effects of the Project.

The DEIR concludes that the Alternative 2, Minor Development Alternative is considered the environmentally superior alternative.

The environmental effects of Alternative 2 are comparatively less than those of the Project, but the differences as measured against CEQA threshold criteria are not substantial. However, because Alternative

2 would result in impacts that are comparably less than those of the Project, it is environmentally superior to the Project and all other alternatives considered in this EIR.

### **PUBLICATION AND DISTRIBUTION OF THE DEIR**

The DEIR was made available for public review on November 5, 2021. The Notice of Availability for the DEIR was posted on the City of Oakland website, registered on CEQAnet, and mailed to property owners within 300 feet of the Project site, Interested Parties, and State and Local Agencies. The Notice of Availability is attached to this report (see Attachment A). Due to Alameda County's continuing Shelter-in-Place order to prevent the spread of COVID-19, the City of Oakland's administrative offices, including the Bureau of Planning, remains closed to the public. Therefore, hard copies of the document are not available for public review. Therefore, pursuant to the Governor's Executive Order N-80-20, the City of Oakland is following an alternative process for providing access to the DEIR. Consistent with the Executive Order, the DEIR was uploaded to the State Clearinghouse CEQAnet portal (<https://ceqanet.opr.ca.gov/>). The DEIR and its appendices may also be viewed or downloaded from the City of Oakland's website at the following links:

- a. [Head-Royce-School-PUD-Project-Draft-EIR.pdf \(cao-94612.s3.amazonaws.com\)](#)
- b. [DEIR - Appendices 1A-7C](#)
- c. [DEIR - Appendices 8A-16B](#) .

### **CONCLUSION**

All comments received on the DEIR will be considered by the City prior to finalizing the EIR and making a decision on the Project. Comments on the DEIR should focus on the adequacy of the DEIR in discussing possible impacts to the physical environment, ways in which potential adverse effects might be minimized, and alternatives to the Project in light of the DEIR's purpose to provide useful and accurate information about such factors. The public hearing on December 13, 2021 is not intended for public comments on the Project merits. Comments on the DEIR may be made at the December 13, 2021 hearing or in writing to the Department of Planning & Building, Bureau of Planning, to the attention of Rebecca Lind, Planner IV, City of Oakland, Department of Planning and Building, Bureau of Planning, 250 Frank H. Ogawa Plaza, Suite 2114, Oakland, CA 94612 or by e-mail at [cbrown@oaklandca.gov](mailto:cbrown@oaklandca.gov).

Written comments must be received prior to the comment period deadline (5:00 p.m. on December 20, 2021). After all comments are received, the City will prepare a Final DEIR/Response to Comments document and the Planning Commission will consider recommendation for certification of the Final EIR at a future meeting date. Staff will also return to the full Planning Commission to consider a recommendation on the development entitlements.

### **RECOMMENDATION**

- 1) Receive public and Landmark Preservation Advisory Board comments on the DEIR.
- 2) Close the public hearing with respect to receipt of oral comments; written comments will be accepted until 5:00 pm on December 20, 2021.

Prepared by:

*Rebecca Lind*

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Rebecca Lind  
Planner IV

Reviewed by:

*Catherine Payne*

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Catherine Payne  
Development Planning Manager  
Bureau of Planning

**ATTACHMENTS:**

- A. Notice of Availability (NOA): [Head-Royce School Environmental Impact Report Notice of Availability](#)
- B. Head-Royce School Preliminary Development Plan Project Draft Environmental Impact Report (DEIR): [Head-Royce-School-PUD-Project-Draft-EIR.pdf \(cao-94612.s3.amazonaws.com\)](#)
- C. Appendices:
  - a. [DEIR - Appendices 1A-7C](#)
  - b. [DEIR - Appendices 8A-16B](#)