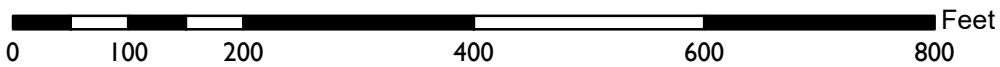
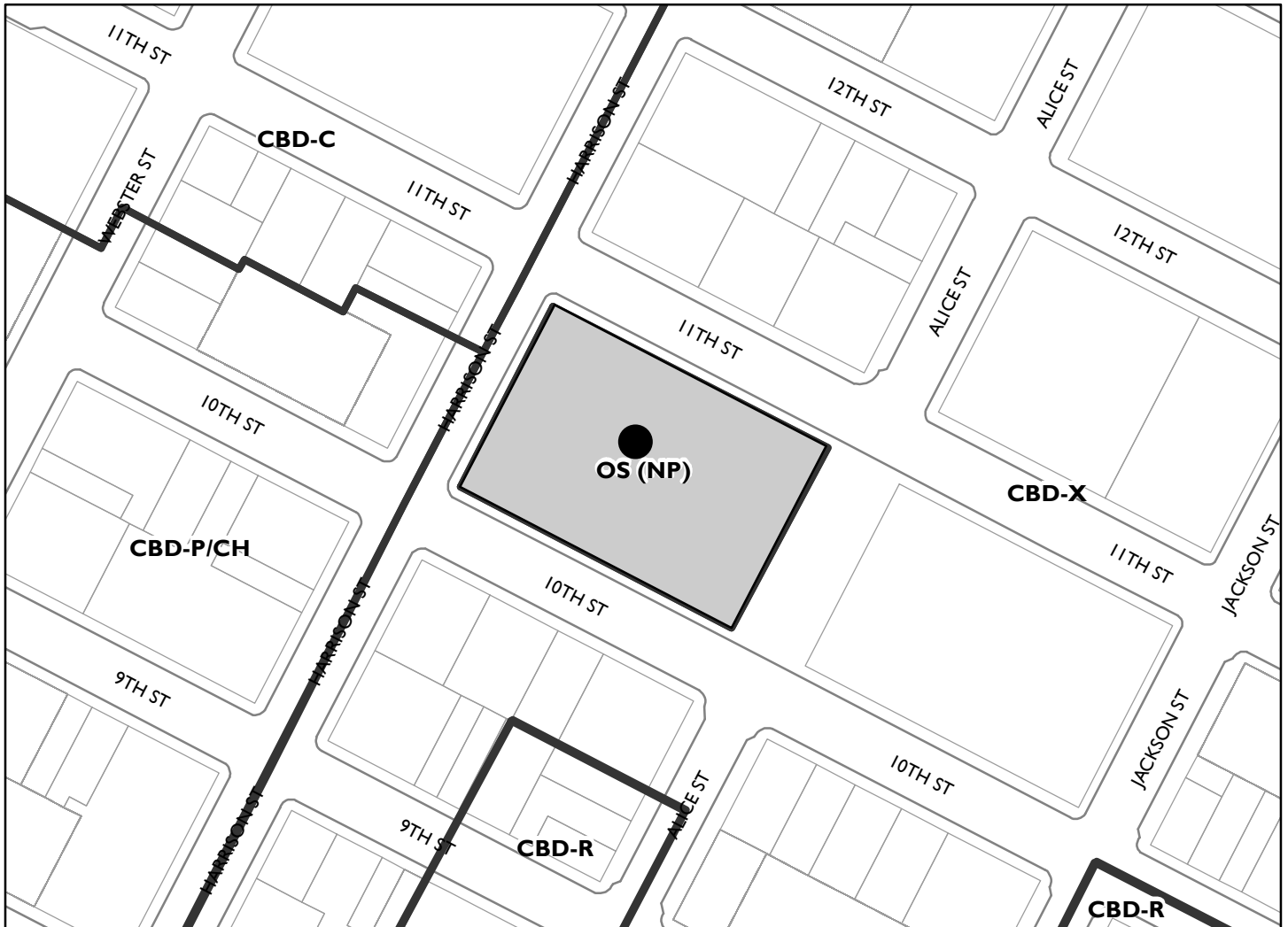


Project Location:	Lincoln Square Park, 250 10th Street (adjacent to 11th and Harrison Streets).
Assessor’s Parcel Number:	002 007100100
Proposal:	Remove the existing 7,476 square-foot recreation center and construct a new, 37-foot tall, 22,221 square-foot recreation center. The project includes the construction of a new basketball court, installation of landscaping, and placement of new outdoor furniture.
Applicant:	City of Oakland, Department of Public Works.
Contact / Information:	Henry Choi: (510) 238-3340 or hchoi@oaklandca.gov
Owner:	City of Oakland
Case File Number:	PLN22143
Planning Permits Required:	1) Major Conditional Use Permit for a new recreation center in the Open Space / Neighborhood Park (OS/NP) Zone; 2) Regular Design Review for new construction on a Landmark Site; and 3) Variances for exceeding: 1) maximum impervious surface where 25% is allowed and 64% is proposed, and 2) maximum building height where 35 feet is allowed, and 37 feet is proposed.
General Plan:	Urban Park and Open Space
Zoning:	Open Space / Neighborhood Park (OS/NP)
Environmental Determination:	A consistency analysis was prepared per Section 15162 of the California Environmental Quality Act Guidelines, which concludes that the project is consistent with and within the scope of the 2014 certified Final Lake Merritt Station Area Plan (LMSAP). As a result, no supplemental environmental review or addendum is required. The full analysis can be reviewed at the following link: https://www.oaklandca.gov/resources/current-environmental-review-ceqa-eir-documents-2011-present
Historic Status:	Lincoln Square Park is a City Landmark and on the Local Register of Historic Sites. The park has an Oakland Cultural Heritage Survey rating of B+a3.
City Council District:	2
Status:	Pending
Finality of Decision:	No decision at this hearing. The Planning Commission will make the initial decision at a future public meeting, which will be appealable to the City Council.
For Further Information:	Contact Case Planner Mike Rivera at (510) 238-6417 or by email at mrivera@oaklandca.gov

SUMMARY

The project applicant, City of Oakland-Public Works, proposes to demolish the one-story recreation center, replace athletic courts, construct a new two-story recreation center, and install new landscaping at Lincoln Square Park in the Chinatown District. The proposal requires Landmarks Preservation Advisory Board (LPAB) review because Lincoln Square Park is a City Landmark with an Oakland Cultural Heritage Survey (OCHS) Rating of A1+ and is one of the City’s first seven original town squares created in the late 1850’s. Staff requests that LPAB provide input to the applicant, staff, and the Planning Commission regarding the historic resource evaluation and design of the project.

LANDMARKS PRESERVATION ADVISORY BOARD



Case File: PLN22143
Applicant: City of Oakland, Henry Choi
Address: 250 10th Street
Zone: OS (NP)

BACKGROUND

Between 2017 and 2019, the Parks and Recreation Advisory Commission (PRAC) and neighborhood groups conducted at least 20 community events to gather ideas and conceptual designs for a new recreation center at Lincoln Square Park. The Department of Public Works, PRAC and community representatives met several times to refine the vision and design concept for the new recreation center and improvements to the public park.

On September 14, 2022, the project was noticed and presented to PRAC. The public and Commissioners reacted positively to the proposed building and site improvements and recommended approval of the Conditional Use Permit to the Planning Commission.

On October 26, 2022, the project was noticed and presented to the Design Review Committee (DRC). The public and Commissioners also supported the proposal, and the DRC suggested to the applicant to include building perspectives from key street intersections and building material samples. The DRC forwarded the project to the LPAB for historic resource evaluation before final review by the Planning Commission.

PROJECT SITE AND SURROUNDING NEIGHBORHOOD

The proposal to replace the Lincoln Recreation Center in Lincoln Square Park is located in Chinatown. Lincoln Square Park is a City Landmark with an Oakland Cultural Heritage Survey (OCHS) Rating of A1+ and is one of the City's first seven original town squares created in the late 1850's. The park sits on an approximately 60,000 square-foot lot, contains a one-story 7,476 square-foot recreation center built in 1976, a one-story 1,900 square-foot senior center built in 1940, several sports courts, a children's playground, and a 200 square-foot storage facility. The main pedestrian access to the existing Lincoln Square Park Recreation Center is from 10th Street at the southwest corner of the park. Most of Lincoln Square Park is paved except for some open yard areas located near the northwest and southwest portions of the property. The site also has a variety of trees located to the north, west and south sides of the property and along 10th and Harrison Streets. The athletic courts are shared between the adjacent Lincoln Elementary School and the City's Department of Parks and Recreation.

Lincoln Square Park is in Chinatown's urban context, surrounded by a mix of one-story to seven-story commercial, civic, and residential buildings. It is one of the most bustling parks in the City, attracting tai chi practitioners; basketball, soccer, and volleyball players; summer program campers; Lincoln Elementary School students; members of the senior center; participants in programmed events; leagues and classes; and other activities. The park is lit and used from dawn until midnight. The site is accessible by public transportation such as AC Transit's Bus Rapid Transit on 11th Street and the Lake Merritt BART Station, which is located a few blocks to the east. Interstate I-880 and Lake Merritt are also located approximately four blocks to the south and east.

PROJECT PROPOSALLincoln Recreation Center

The existing Lincoln Recreation Center building will be demolished and replaced with a new two-story 22,221 square foot building (**Attachments A and B**). The proposed new building will include five multi-purpose rooms, a gymnasium, a lobby, offices, a kitchen, a roof garden, restrooms, and storage and utility rooms. The new building envelope is segmented into four areas that consist of two main building segments, a one-story 35-foot-tall and a two-story 37-foot-tall building volume that are connected by a one-story, 16-foot-tall, and 27-foot-tall building circulation area. These building segments create an overall L-shaped volume, which defines the proposed outdoor courtyard and plaza facing the interior of the

existing park. The plaza and courtyard contain concrete linear pavers and two-color woven paving pattern, wood benches, landscaping, and an open steel trellis with infill panels. The project design is a modern interpretation of “courtyard architecture”, a concept that is typically found in China, where private quarters are arranged around a more communal central courtyard. The main entrance is from 10th Street and through the interior courtyard. These connective volumes provide visual interest on Harrison Street by breaking up the facade into three different volumes. However, the facade on 10th Street is relatively unarticulated. This issue is discussed in the “Key Issues” Section of this report.

The project incorporates two design elements around the exterior elevations of the ground and upper building floors of the main buildings. The nine-foot-tall transparent ground floor contains laminated glazing, aluminum framing, and aluminum plate curtainwalls. The upper floors incorporate light colored 17-foot to 28-foot-tall glass fiber reinforced concrete (GFRC) panels that display weaving patterns and a texture of different images and designs. The GFRC panels incorporate three distinct motifs: 1) Kesi, a traditional Chinese tapestry that signifies well-wishes, 2) Ohlone fishing nets, a significant object in the Ohlone culture, and 3) California Flora that represents California poppy and Coast Live Oak.

The project includes linear light emitting diode (LED) light fixtures mounted on the top edge of the building facades. The lights would be programmed and used during special events such as Chinese New Year and other seasonal events. The proposal also includes two separate backlit LED raised aluminum red signs that would read: “Lincoln Square Recreation Center”. One sign is located on the ten-foot-tall steel trellis facing 10th Street, and the other sign is located on the 16-foot-tall steel trellis facing the entry court.

The basketball and multi-purpose sport courts located north of the park will be combined into one new refurbished basketball court. The project includes a new courtyard covered with a steel trellis to the northeast of the main entry, two courtyards to the northwest and southwest of the building, and a plaza with a grove of trees, game tables, benches, bike racks and a steel semi-transparent screen to the southeast of the building. Several biofiltration planters are proposed around the building, sports courts, and plaza to manage stormwater within the site.

The proposal includes a 3.5-foot and six-foot-tall black metal picket fence and a ten-foot-tall black vinyl covered chain-link fence located along the west and north side of the new building and sports courts. The project includes a new curb cut, driveway and a swing chain-link gate on 11th Street to provide access to Department of Parks and Recreation vehicles. The existing 26-foot-tall double-headed light poles will be replaced by new decorative light poles.

Landscaping

The project proposes modifications to the existing landscaping that include the removal of eight trees to accommodate the new recreation center building and plaza. These trees vary in size and species and are located to the west and south of the property. An arborist report was prepared by SBCA Tree Consulting, which surveyed the trees within the project site. A tree permit was filed for the project, and the City Tree Services Division will review and make a final decision regarding tree removal. The project site is also adjacent to eight city street trees located on Harrison and 10th Streets that would remain, except for one.

The project also plans to install at least 34 new trees within the property, located to the north, southwest, and southeast sides of the new building and sports courts. Two additional street trees are also proposed on Harrison Street. The new trees range from 15-gallon to 24-inch box size and are a combination of Red Maple, Western Redbud, Brisbane, and Frontier Elm. In addition, the project proposes the installation of one-gallon and five-gallon shrubs, groundcover, grasses, and a variety of paving materials within the property.

Other landscaping improvements include a steel trellis with tubular columns, concrete linear pavers with two-color woven paving patterns in the plaza and courtyard, an 8-foot-tall metal bamboo screen, outdoor furniture such as benches, tables, bollards, tree guards, perimeter fence, decorative outdoor lighting, and trash receptacles.

GENERAL PLAN POLICIES

Land Use and Transportation Element of the General Plan

The property is classified as an “Urban Park and Open Space” by the City’s Land Use and Transportation Element of the General Plan. The intent of the Urban Park and Open Space land use classification is to identify, enhance and maintain land for parks and open space. Its purpose is to maintain an urban park which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment. The desired character and uses under this classification are urban parks, schoolyards, and other active outdoor recreational spaces. The proposed new gymnasium and refurbishment of the park is consistent with this intent.

Open Space Conservation and Preservation Element of the General Plan (OSCAR)

The OSCAR is part of the City’s General Plan that manages open land, natural resources, and parks in Oakland. The OSCAR contains goals, objectives, policies, and actions on a diverse range of topics. OSCAR Objective OS2 for Urban Parks is to maintain urban parks which provides open space for outdoor recreation, psychological and physical well-being and relief from urban environment. The applicable policy for the project includes:

- **Policy OS-2. Protection of Park Open Space:** Manage Oakland’s urban parks to protect and enhance their open space character while accommodating a wide range of outdoor recreational activities. A variety of outdoor recreational activities should continue to be provided and activities should be compatible with the environment and character of the park.

Lake Merritt Station Area Plan

The project is in the Lake Merritt Station Area Plan (LMSAP) that seeks for many diverse goals of the community such as vibrant neighborhood and regional destination. The policies for LMSAP identify a range of actions to establish a nuanced land use character, activate key streets and achieve the vision for each of the districts identified in the plan. The applicable policy for the project includes:

- **LU-17 Neighborhood recreational, educational, and cultural center:** Expand recreational and educational facilities to serve the population growth in the plan vision and complement Lincoln Recreation Center.

Furthermore, the Open Space section of the LMSAP for proposed park improvements, maintenance and enhancement of existing spaces recommends physical improvements to Lincoln Square Park and the Recreation Center. The Plan also indicates that park users wanted more trees and greenery, shading, a computer lab with updated equipment, and a multi-level building with sports/fitness facilities. The LMSAP also indicates that prioritization for improvements should be given to existing spaces that are well-used, such as the Lincoln Recreation Center. The applicable policy for the project includes:

- **OS-8 Lincoln Square Park:** Continue to maintain the popular Lincoln Square Park and make improvements on an ongoing basis, responsive to the needs of the community.

ZONING ANALYSIS

Intent of the Zone

The proposed project at Lincoln Square Park is in the Open Space/Neighborhood Park (OS/NP) Zone, and has regulations intended to create, preserve, and enhance land for permanent open space to meet the active and passive recreational needs of Oakland residents and to promote park uses which are compatible with surrounding land uses and the City’s natural environment. Lincoln Square Park is designated an Open Space/Neighborhood Park in the Zoning Map.

Planning Permits and Hearing Required

The OS/NP Zone requires a Major Conditional Use Permit for a new recreation center facility. Final decisions for Major Conditional Use Permits are made by the Planning Commission per Section 17.134.040 of the Planning Code. The proposal also requires review by the Landmarks Preservation Advisory Board (LPAB) before the application is forwarded for a final decision to the Planning Commission because Lincoln Square Park is a City Landmark per Section 17.135.040 of the Planning Code.

The proposal requires a recommendation of the Major Conditional Use Permit by the Parks and Recreation Advisory Commission (PRAC). As previously mentioned in this staff report, on September 14, 2022, the application was reviewed by the PRAC, which recommended approval to the Planning Commission.

Section 17.136.070(B) of the Planning Code requires Regular Design Review approval for an alteration to any designated Landmark site such as Lincoln Square Park. Further, the Landmark designation states: “The said Landmark shall be preserved generally as public park...and no permanent structure...may be constructed or demolished without Design Review approval...” (Case File: LM83-401). On October 26, 2022, the project was reviewed by the Design Review Committee (DRC). The DRC also supported the design and forwarded the project to the LPAB for historic resource evaluation.

The proposal also requires two minor Variances for exceeding the maximum 25% of impervious surface area in the park, and maximum 35-foot building height per Sections 17.11.150 and 17.11.130 of the Planning Code, respectively. The Variances will require final decision by the Planning Commission in conjunction with the other required permits. Staff supports the Variances because the additional height (37-feet) for the south facing facade on 10th Street is on gentle slope and is required to facilitate the volume of the multi-purpose rooms, the height is consistent with the context of the area, and the site is already paved well above the maximum 25 percent impervious surface requirement.

Development Standards

The table below shows the applicable development standards for the project in the OS Zone:

Regulation	Required	Proposed	Compliance	Comments
Building Height	Max of 35’	37’	Does not meet code	Variance requested for the building facade facing 10 th Street.

Minimum Front, Side, and Rear Yards	0'	Varies	Complies	No setbacks are required in the Open Space Zone.
Maximum Imperious Surface	Maximum of 25%	64%	Does not meet code	Variance requested for proposed new structures and paving in the park.
Off-Street Parking	None required	None proposed	Complies	-
Off-Street Loading	None required	None proposed	Complies	-
Bicycle Parking	To be prescribed by the Planning Director	36 bicycle parking spaces within the property	Complies	Staff recommends the specified quantity of spaces after consultation with the City Department of Transportation (DOT).

ENVIRONMENTAL DETERMINATION

A consistency environmental analysis was prepared per Section 15162 of the California Environmental Quality Act Guidelines, which concludes that the new recreation center and site improvements at the Lincoln Square Park does not involve new significant effects beyond those analyzed in the 2014 certified Lake Merritt Station Area Plan (LMSAP) Environmental Impact Report (EIR). The project would not result in any more severe significant impacts identified in the LMSAP EIR, nor would it result in new significant impacts related to cultural resources that were not identified in the LMSAP EIR. The consistency analysis determination prepared by David J. Powers & Associates, Inc. finds that the project is within the scope of the LMSAP EIR because none of the conditions described in Section 15162 have occurred, and the preparation of a supplemental environmental review or addendum is not required under CEQA. (**Attachment C**).

SECRETARY OF THE INTERIOR’S STANDARDS FOR REHABILITATION

The following are the criteria to determine if the proposal qualifies in a reasonable matter to the rehabilitation standards established by the Secretary of Interior. The intent of the Standards is to assist the long-term preservation of a property’s significance through the preservation of historic materials and features. The Standards pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior of historic buildings. The Standards also encompass related landscape features and the building’s site and environment, as well as attached, adjacent, or related new construction.

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

The proposal will continue the existing use of Lincoln Square Park as an outdoor and indoor recreational facility for the Chinatown community and public, which has been in operation since the 1920s. The proposed new building, like the existing recreation facility to be demolished, occupies the southwest corner of the park, and will serve the same function, with expanded capacity, new amenities, and other outdoor improvements.

2. The historic character of a property shall be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

The proposal will retain and preserve the contributing physical elements—shape and boundaries—of the Lincoln Square Park, a sense of open space in a congested urban area, and the existing 1940 clubhouse. The project will have minimal effects on the shape of the square and its spatial relationships. The new recreational facility is larger and will cause minimal loss of open space. The new building location and orientation is similar to that of the existing building and will not change the existing spatial relationships. The proposed building will provide new access routes to the park via Harrison and 10th Streets and increase open space along 10th Street with a new outdoor passive recreation area. Otherwise, the spatial relationships and features that characterize the square will remain unchanged.

3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historical properties, will not be undertaken.

The proposal does not add conjectural features in the development project.

4. Changes to a property that have acquired significance in their own right will be retained and preserved.

The proposal does not change the parts of the property that have acquired significance. The most significant change to Lincoln Square Park since its creation in 1853 was its transition from an open park to a mixed indoor-outdoor recreation facility circa 1927. Since then, the square has served as a focal point of community and recreational activities in Oakland's Chinatown, and this function is now a character-defining feature and contributes to the square's significance under California Register of Historical Resources (CRHR) Criterion I. Likewise, the 1940 clubhouse building is an element of the square that has acquired historic significance in its own right. The project preserves both of these changes in historical significance, since the new building will provide the same services to the same community in a larger and enhanced space, and the clubhouse will not be affected by the project.

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

The one-story clubhouse built in 1940 and located near 11th Street is the only structure that contributes to the Lincoln Square Park significance. No building modifications to the clubhouse are proposed by this project.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

The one-story clubhouse built in 1940 and located near 11th Street is the only structure that contributes to the Lincoln Square Park significance. No building modifications to the clubhouse are proposed by this project.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatment that cause damage to historic materials will not be used.

The one-story clubhouse built in 1940 and located near 11th Street is the only structure that contributes to the Lincoln Square Park significance. No building modifications to the clubhouse are proposed by this project.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

No archaeological resources are known to be present in the project area, which has low sensitivity for buried archaeological resources. Any approval will include a standard condition that will protect any archaeological resources found at the site.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work should be differentiated from the old and will be compatible with historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and environment.

The project new development will not alter or destroy historic materials, features, or spatial relationships. Thus, no modifications to the California Register of Historical Resources are proposed.

10. New additions and adjacent or related new construction will be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The project new development will not alter or destroy historic materials, features, or spatial relationships. Thus, no modifications to the California Register of Historical Resources are proposed.

KEY ISSUES

Staff requests the Landmarks Preservation Advisory Board comment on the following issue:

10th Street Building Facade

The south building facade facing 10th Street is 37-foot-tall and approximately 110-foot-wide. Similar to the west, north and east, the south building base has a 9-foot-tall glazing that provides transparency to a multipurpose room in the recreation center. However, approximately fifty percent of the ground-level building base facing 10th Street is covered with pre-finished aluminum plate to screen the offices, kitchen, recycling, and restrooms. This side of the building is also relatively unarticulated.

Staff believes that this façade requires more visual interest. Possible improvements include:

- Transparent windows into the ground floor offices and kitchen;
- A more prominent structure at the 10th Street access point to the new recreation center courtyard entry;
- Greater facade articulation;

- A wider top and columns or distinctive feature for the 10-foot-tall steel trellis entry feature on 10th Street.

RECOMMENDATION

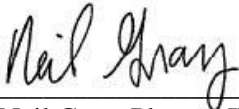
Staff recommends that the Landmarks Preservation Advisory Board review the proposed project and provide further comments to the project applicant prior to final consideration by the City Planning Commission at a future public meeting.

Prepared by:

Mike Rivera

Mike Rivera, Planner III
Bureau of Planning

Approved for forwarding to the
Landmarks Preservation Advisory Board:



Neil Gray, Planner IV
Bureau of Planning

ATTACHMENTS

- A. Design Plans, dated 10/ 04 /22
- B. Preliminary Building Perspectives, dated 05/23/23
- C. CEQA-Consistency Analysis, including a Historic Resources Analysis (click the CEQA link on the 1st page)