

CITY OF NEWARK
CITY COUNCIL and
PLANNING COMMISSION

37101 Newark Boulevard, Newark, CA 94560-3796 • 510-578-4266 • E-mail: city.clerk@newark.org

City Administration Building
37101 Newark Boulevard
City Council Chambers
5:30 p.m.

Agenda **Thursday, December 12, 2019**
Special Joint Work Session

NOTICE IS HEREBY GIVEN that the Mayor has called for a Joint Work Session of the City Council and the Planning Commission to be held on Thursday, December 12, 2019 in the City Council Chambers located at 37101 Newark Boulevard beginning at 5:30 p.m.

A. ROLL CALL

B.1 Work Session on the Old Town Newark Specific Plan Project – from the Community Development Department.

Members of the public are welcome to participate in the discussion and may do so by raising their hand when the Mayor invites public comment. Once recognized, you will be given an opportunity to speak once on the item under discussion. Public comments are limited to five (5) minutes per speaker, subject to adjustment by the Mayor.

C. ADJOURNMENT

Pursuant to Government Code 54957.5: Supplemental materials distributed less than 72 hours before this meeting, to a majority of the City Council, will be made available for public inspection at this meeting and at the City Clerk's Office located at 37101 Newark Boulevard, 5th Floor during normal business hours. Materials prepared by City staff and distributed during the meeting are available for public inspection at the meeting or after the meeting if prepared by some other person. Documents related to closed session items or are exempt from disclosure will not be made available for public inspection.

For those persons requiring hearing assistance, please make your request to the City Clerk two days prior to the meeting.

B.1 Work session on the Old Town Newark Specific Plan Project – from the Community Development Department.

Background/Discussion – The City of Newark is in the process of preparing the Historic Newark District Specific Plan, Streetscape Design, and Project Schematic Design project (Specific Plan). In April 2018, the City approved an agreement with Rhoades Planning Group to assist in evaluating the General Plan Land Use policies and perform the tasks needed to create the Specific Plan and the associated analysis. The Specific Plan would guide the transformation of the “Old Town” area into a vibrant mixed use area with attractive ground floor retail uses and residential uses above the ground floor. The Specific Plan would also address the unique development challenges of fragmented ownership and the need to blend in and be compatible with nearby single-family neighborhoods. Specialized development standards to guide development would be identified. Schematic designs for the Old Town Newark Streetscape Improvements would also be prepared. The streetscape improvements are a key to improving the area and catalyzing development.

Old Town Newark is the historic heart of the City. Its street grid pattern reflects the original design of the Town Plan from 1878 and its land use pattern was already well-established by the time Newark incorporated in 1955. The area includes a diversity of uses, including detached housing units, retail stores, restaurants, service businesses, light industry, public buildings, and churches. The area includes important and treasured businesses but much of it is underutilized or vacant.

The core of the area was rezoned to Commercial Mixed Use (CMU) based on the recommendations of the Infill Housing Study in 2008. However, the pattern of small lot sizes with disparate ownership has prevented any implementation of the CMU zoning regulations. Old Town Newark was designated as a Priority Development Area by the Association of Bay Area Governments (ABAG) in 2007, enhancing its competitive position for attracting regional transportation grant dollars for improvements. Several specific properties in the historic district have been identified as Housing Opportunity Sites in the Newark Housing Element. Further consolidation of these properties is encouraged to create more viable development sites. New housing on such sites should enhance the existing mix of units in the area and should include market-rate and affordable units.

This Specific Plan will be project-focused with a significant level of architectural detail to demonstrate the feasibility of potential projects based on the proposed development standards. Identified key development sites should include a schematic level design and financial analysis. Specific Plan regulations will need to be carefully crafted to allow lot consolidation and to streamline the development process for projects that fulfill the Specific Plan vision.

Streetscape improvements would include improved street lighting, new street furnishings such as benches, seating areas, trees, landscaping, and an entrance element. The streetscape improvements would follow a historic theme and help strengthen the definition of the area.

Community Outreach- The City has held two community meetings as part of the Specific Plan process. The community meetings were very helpful. They allowed the residents and business owners to provide feedback on the draft streetscape and land use approach and to assist the City in understanding the character of the area. A summary of the two meetings is provided below.

Meeting #1

On March 13, 2019, approximately 30 community members participated in the first community meeting regarding the Old Town Newark Specific Plan. The project team provided an overview of the Specific Plan, process, and timeline. Participants discussed their ideas, including a desire to incorporate the historic elements of the neighborhood into new housing and retail uses. They provided feedback on proposed streetscape improvements to Thornton Avenue, which included expanded sidewalks, creating new gathering spaces, and reconfiguring the roadway. They also expressed concerns about parking constraints and the potential for increased automobile traffic.

Meeting #2

On June 26, 2019, approximately 25 community members participated in the second community meeting. The project team presented refinements to the streetscape plan for Thornton Avenue, an analysis of local and regional market conditions, and findings from the preliminary traffic study. Participants weighed-in on how the history of the district should inform the plan and building design, and provided feedback on design and programming ideas for gathering spaces in the district. Overall, community members supported ideas for new and rehabilitated housing and retail uses, and a desire for improvements to pedestrian and bicycle facilities.

As a result of the community meetings, adjustments have been made to staff's and consultant's approach to the proposed plan, which include identifying possible places for future parking lots, identifying opportunities tying the character of the area through physical improvements, and enlarging the study area to address compatibility of the commercial core with the surrounding residential areas.

Project Overview-A presentation will be provided by City staff and Rhoades Planning Group that will provide an overview of draft Specific Plan elements, including information regarding market analysis, infrastructure and traffic capacity analysis, streetscape concepts, zoning changes, and results of the community meetings. In addition to the project overview, staff will discuss next steps and timeline of project.

Attachment -Rhoades Planning Power Point Presentation

Action - No formal action is requested, City staff and the consultants seek comments on whether the draft Specific Plan elements are meeting the vision of the City and the zoning districts as a whole.

Old Town Newark Specific Plan

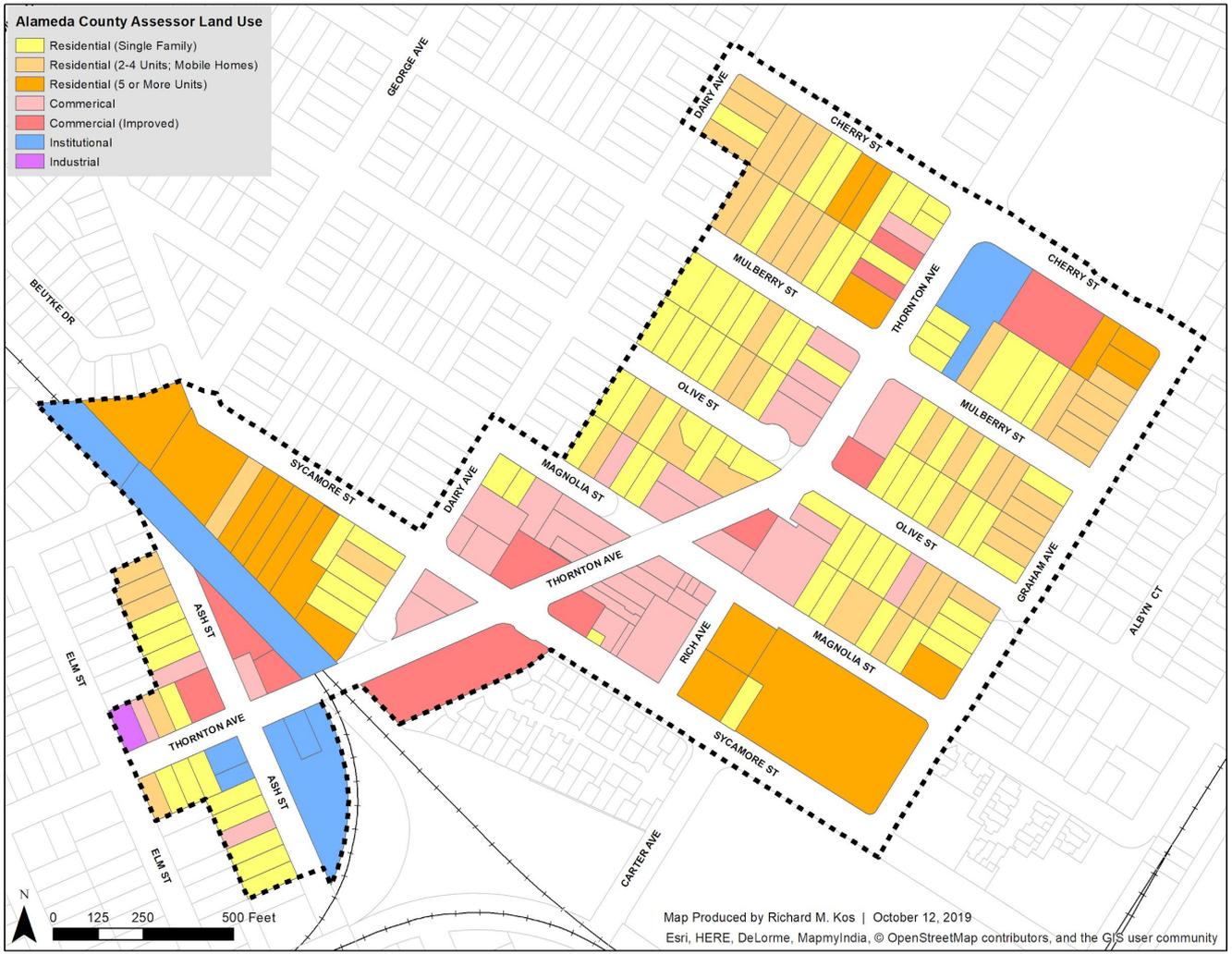
Newark City Council and Planning Commission Joint Work Session

December 12, 2019

Agenda

1. Project Overview
2. Goals for the Specific Plan
3. Work Completed
4. Next Steps and Your Feedback

Project Overview



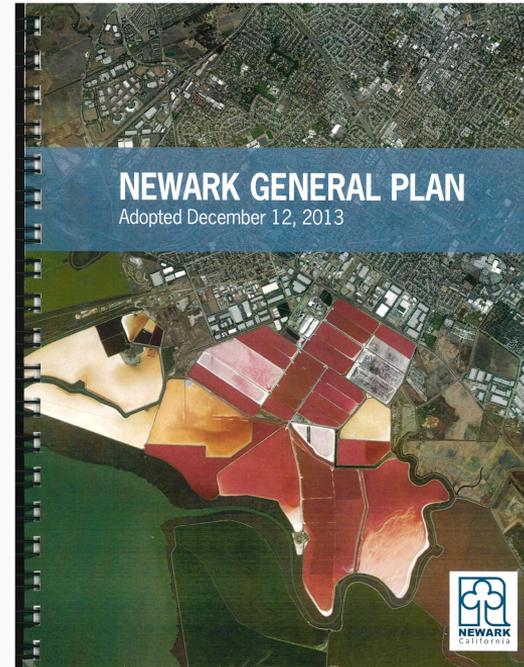
Policy Direction from City of Newark General Plan

Goals (excerpts):

- Commercial and cultural center of Newark
- A place to drive “to” rather than “through”
- Newark's traditional "Main Street"

Actions:

- Streetscape and façade improvements
- Mixed use zoning
- Infill underutilized and vacant lots
- Old Town Area Plan



What can the Old Town Newark Neighborhood be?



- A stronger neighborhood-serving retail destination
- Generally refreshed with new public realm improvements and private development
- A place for the neighborhood to gather
- A place that retains its socio-economic and cultural diversity
- A food destination

Goals for the Specific Plan

Goals for Old Town Specific Plan

Goal 1: Give Old Town Newark a sense of place

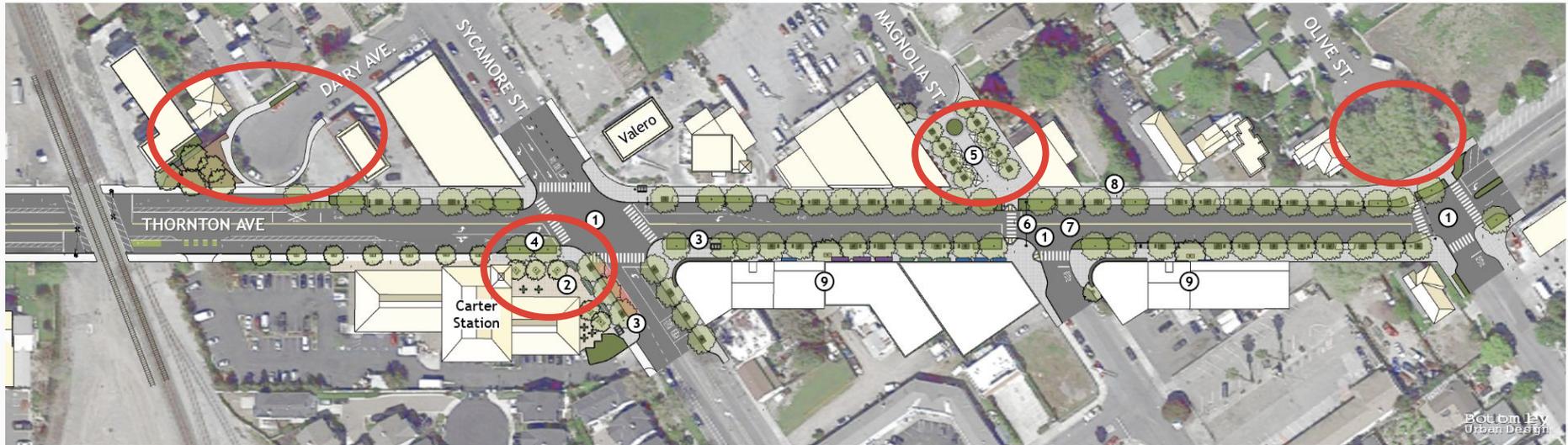
Goal 2: Create a walkable, pedestrian environment with streetscape enhancements on Thornton Avenue

Goal 3: Keep local community members in the neighborhood

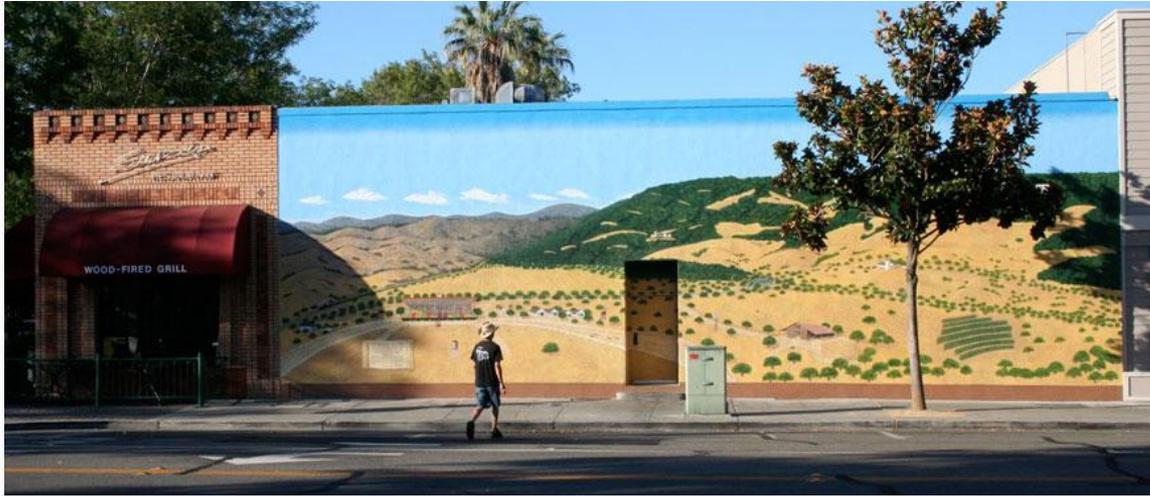
Goal 4: Align development standards with neighborhood and market expectations to revitalize the neighborhood

Goal 5: Strengthen retail in the commercial core to attract more customers

Goal 1: Give Old Town Newark a Sense of Place



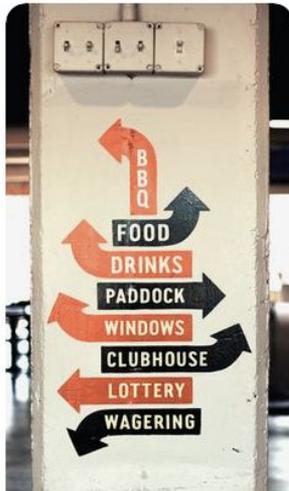
Goal 1: Give Old Town Newark a Sense of Place



Goal 1: Give Old Town Newark a Sense of Place



Goal 1: Give Old Town Newark a Sense of Place



Goal 1: Give Old Town Newark a Sense of Place



Goal 1: Give Old Town Newark a Sense of Place



What is the identity of Old Town Newark? *It is many things!*



Goal 2: Enhance Thornton Avenue

- Planned Development Area (PDA)
- Grant opportunities
- Public project
- Regional connection



Goal 3: Keep Locals in the Neighborhood



**Preserve existing housing stock
and small business climate**

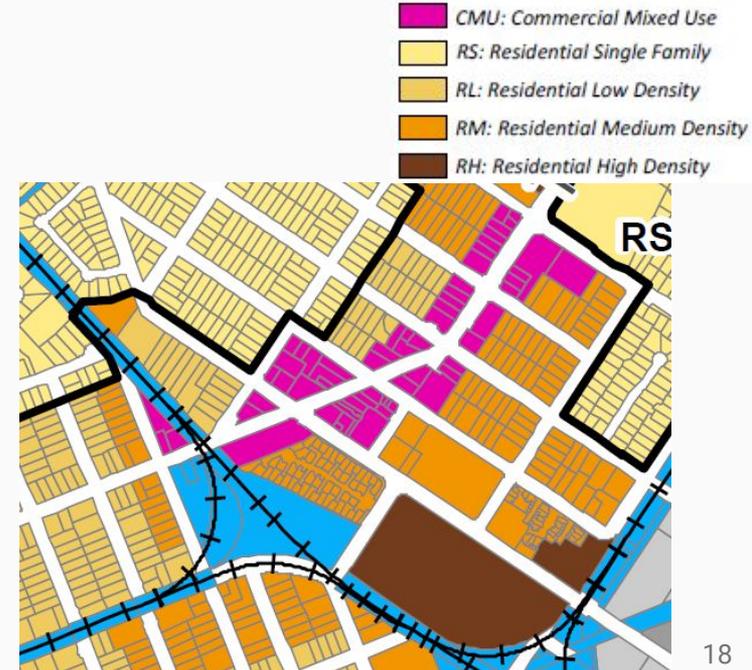


**Provide new retail
and housing options**

Goal 4: Align Development Standards with Policy Goals

CMU District Purposes:

- Support combination of office, residential, and retail uses, with an emphasis on specialty commercial uses
- Development standards intended to foster a pedestrian-oriented character that emphasizes a fine-grained building scale and streetscape
- Optimal development form: housing located above ground-level retail shops or services



Goal 4: Align Development Standards with Policy Goals

Revise design and development standards and adjust permitted uses to facilitate retail/residential mixed use

Reduce barriers to new development and revitalization

Old Town Concept Design & Development

Old Town Square

Vision
Old Town Square provides a heart and focal point for the neighborhood. Appropriately sized buildings will help define the space and direct activity within the square.
The square will act as the cultural and commercial center for Old Town, and provide a venue for eating, shopping, socializing, and community gatherings. A well-formulated design will connect the surrounding community with Old Town, while also preserving Old Town's unique history.

Sources of Inspiration



Site Plan



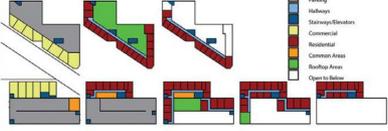
Possibilities



Old Town Square

- Square will be designed as a gathering space with a welcoming feel.
- Stage will allow for a variety of events to be held in Old Town.
- Two sides of Old Town Square will have direct access to shops, restaurants, and other establishments.
- Tables and chairs will encourage people to relax, consume food, and mingle.
- Trees will provide shade visual breaks along the sides of the square.

Plaza Building Floorplan Concept



Section Plane



Buildings will:

- Feature commercial on the ground floor and residences on upper floors.
- Feature a variety of architectural styles.
- Transition to the neighborhoods away from Thornton by decreasing in height and density.
- Be designed to prevent too much congestion/noise on any one street.
- Be designed to encourage activity in Old Town Square.
- Be designed with landscaped buffers next to current residences.

Goal 4: Align Development Standards with Policy Goals - Market Snapshot

Purpose: Identify development opportunities and constraints

Data/Sources:

- Brokers, developers, land owners
- Land prices; rents and sale prices
- Vacancy rates
- Construction costs and development fees
- Zoning standards and environmental concerns
- Data analyzed at neighborhood level, where possible



→ Develop policies and standards to meet community priorities and economic realities

Goal 4: Align Development Standards with Policy Goals - Market Snapshot

Historic Newark's diversity, housing prices, adjacent neighborhoods, and retail offerings are an asset

- Alameda County retail rents are @ \$2.44/sf
- Rents in Historic Newark are not as high
- Office rents @ \$2.37/sf are lower than surrounding tech-influenced neighborhoods



Goal 4: Align Development Standards with Policy Goals



Goal 4: Align Development Standards with Policy Goals - Market Snapshot

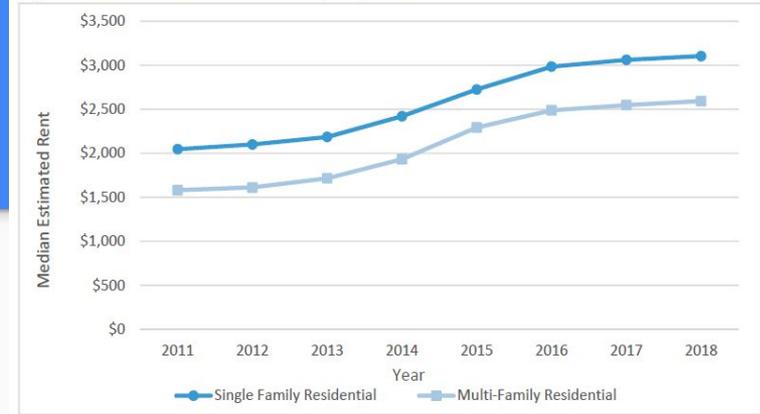
Reasonable residential rents

Development costs may be too high to spur certain kinds of residential investment at this time

Developers and investors will need to be supported to facilitate projects

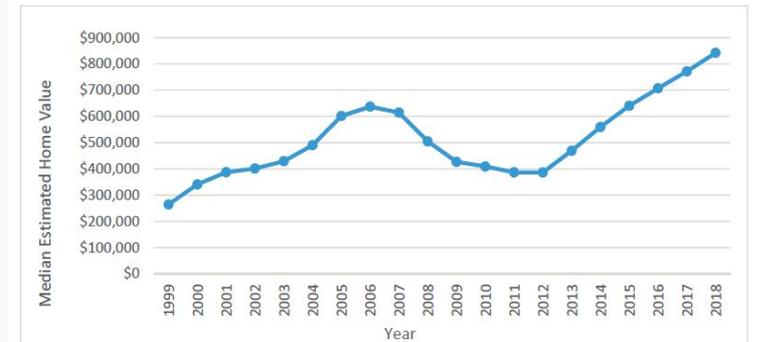
Primary factors = Land price increases, construction labor

Figure 1: Estimated Residential Rents, Citywide



Source: Zillow Market Data, 2011-2018 (Q1, Q2); Average of Median Estimated Rents.

Figure 2: Estimated Home Values, Citywide



Source: Zillow Market Data, 1999-2018 (Q1, Q2); Average of Median Estimated Home Values.

Goal 4: Align Development Standards with Policy Goals - Market Snapshot

New construction 5+ story projects require a concrete and steel first floor.

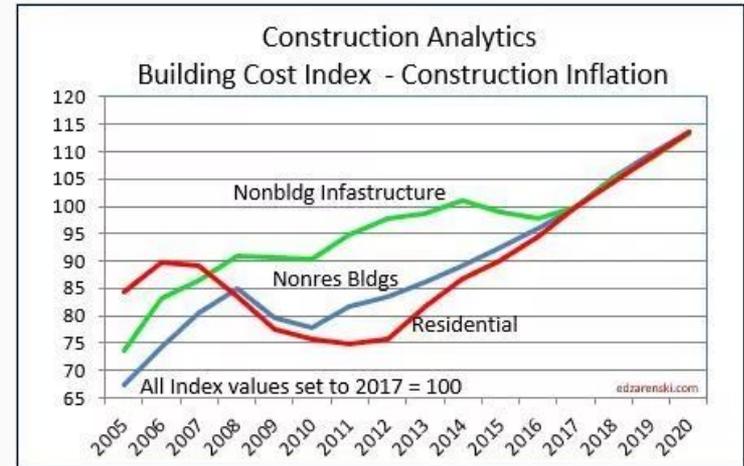
= costs @ \$375/sf (>\$4.50/sf rents)

New construction <5 story projects are built using wood framing throughout.

= @ \$280/sf (<\$4/sf rents)

Newark average multifamily residential rents (current) = @ \$3.50/sf

UC Berkeley Turner Center for Housing Innovation reports that construction costs in the SF Bay Area rose almost 13% in 2017 and again in 2018



Goal 4: Align Development Standards with Policy Goals - Market Snapshot

Development scenarios test the compatibility of zoning standards with current building types.

Checking use regulations and development standards for:

- height/massing
- parking
- open space
- use requirements



Description:

- Objective for test - maximize the site to discover potential changes to zoning
- Wrapped podium parking (higher density typology than townhouses)
- Single ownership parcel, equivalent to 3 standard consolidated parcels

Lot size: 0.5 acres
Total units: 42 units
Building Height: 45-50 feet
Lot Coverage: 87%
Density shown: 84 units/acre

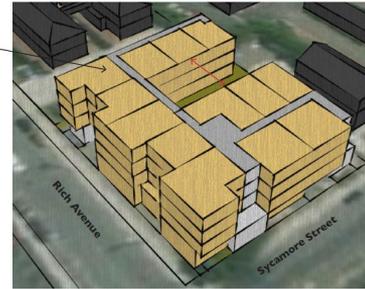
Parking
 Parking required: 42 spaces @ 1 per unit
 Guest spaces required: 10.5 spaces @ 0.25 guest spaces per unit
 Total Parking required: 53 spaces
 Parking provided: 52 spaces total, 28 spaces in mechanical lifts (54% of total), and 16 spaces at grade.
 Guest spaces provided: At grade in non-mechanical lifts and on-street at curb (1 space)

Open Space
 Common open space: 3655 sf of common open space is provided on the deck. That is 88 sf/unit of shared open space.

Units range in size between 650 square feet and 1100 square feet.

Private open space in the form of a balcony or front yard (not shown) is required for every unit at 100sf minimum.

Open space is no less than 20 feet in any dimension. There is 35 feet between windows that face each other across the open space. That dimension is more ideally 40 feet.



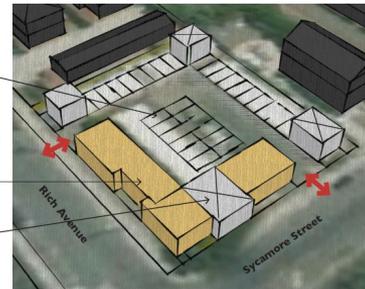
PARKING LEVEL

Parking entrance at ground floor from Sycamore Street and Rich Avenue

Taller height of first floor at 15 feet allows for mechanical lifts that increase the efficiency of parking.

Ground floor units line the majority of the street edge.

Vertical cores are provided at three locations



There are revised setbacks of 10 feet to adjacent properties.

A further setback on 10 feet is also provided on top of the podium deck, above the first floor.

There are 0 setbacks for the street fronting property lines

RM Zoning - Proposed Rules

Goal 4: Align Development Standards with Policy Goals - Market Snapshot

Objective Standards:

- Housing Accountability Act
- SB330 reducing barriers to development
- SB35 project streamlining

State Density Bonus Law (including waivers, concessions, and reduced parking standards)

Effective January 2020, new accessory dwelling unit (ADU) legislation

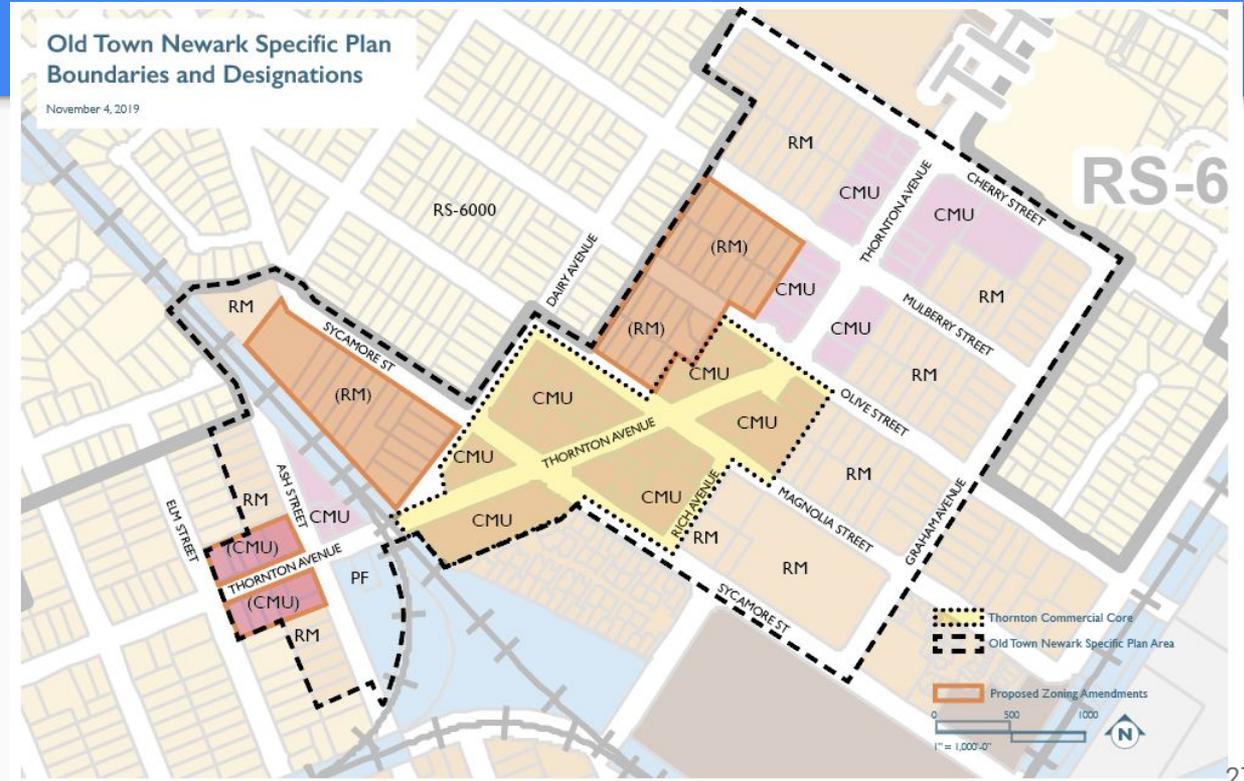


Goal 5: Strengthen Retail in the Commercial Core

Focus commercial core between RR tracks and Olive Street

Allow professional office and housing on the ground-floor outside the core

Strengthen RM as a transition zone between CMU and single-family districts



Goal 5: Strengthen Retail in the Commercial Core

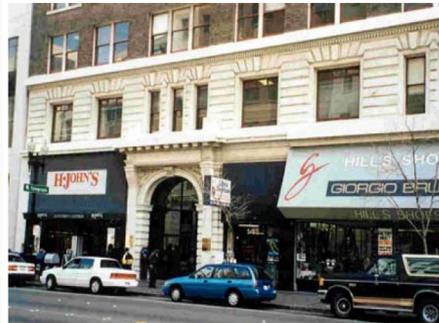
Accommodate food businesses

- Shared kitchen, Commissaries, Commercial Kitchens, Pop-up restaurants



Support businesses with expanded residential population and economic development programs

- Small Business Development Center, Chamber of Commerce, potential Business Improvement District, Facade improvements



BEFORE



AFTER

Work Completed

Community Meeting #1 (March 2019)



Topics:

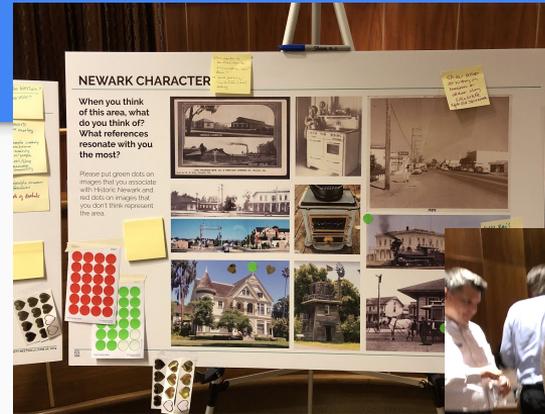
- Project overview
- Land use and access
- Thornton streetscape



Outcomes:

- Concerns about parking and traffic
- Support for streetscape improvements
- Desire to incorporate historic elements in plan

Community Meeting #2 (June 2019)



Topics:

- Market snapshot and traffic findings
- Programming for public realm
- District identity

Outcomes:

- Ideas for identity and weaving in historic elements
- Support for streetscape and ped/bike improvements
- Desire for community programming and gathering
- Support for new housing and retail development

Streetscape Concept Plan



Street Improvements - Streetscape Concept Plan



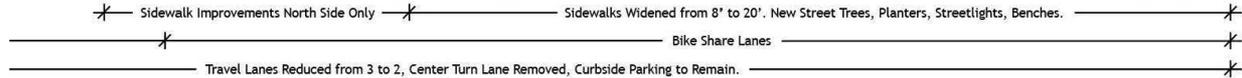
CONCEPT PLAN

PEDESTRIAN

BICYCLE

AUTO

1. Corner bulbouts, high visibility crosswalks
2. Corner plaza improvements
3. Bus bulb-out
4. Stormwater planter (typ.)
5. Expanded plaza
6. Gateway sign
7. Left turn lane removed
8. Driveway relocated
9. Infill development





BOTTOMLEY
URBAN DESIGN

20'
Sidewalk and Amenities

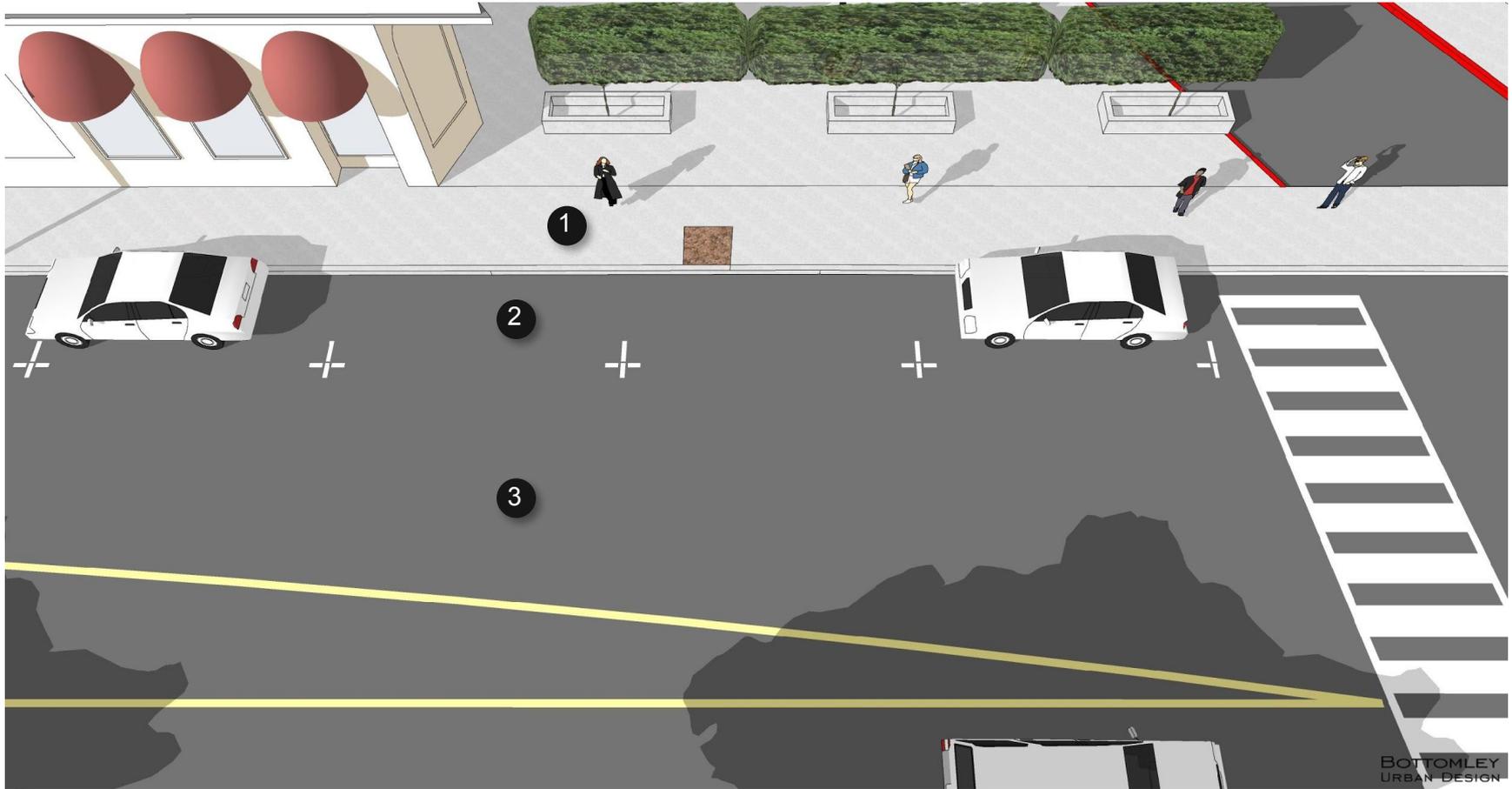
8'
Parking

12'
Travel Lane

- 1 Sidewalk widened to 20'
- 2 Curbside parking
- 3 Two-lane roadway

- 4 Stormwater planter
- 5 Bulb-outs, high visibility crosswalks
- 6 Gateway sign

Existing Sidewalk and Street

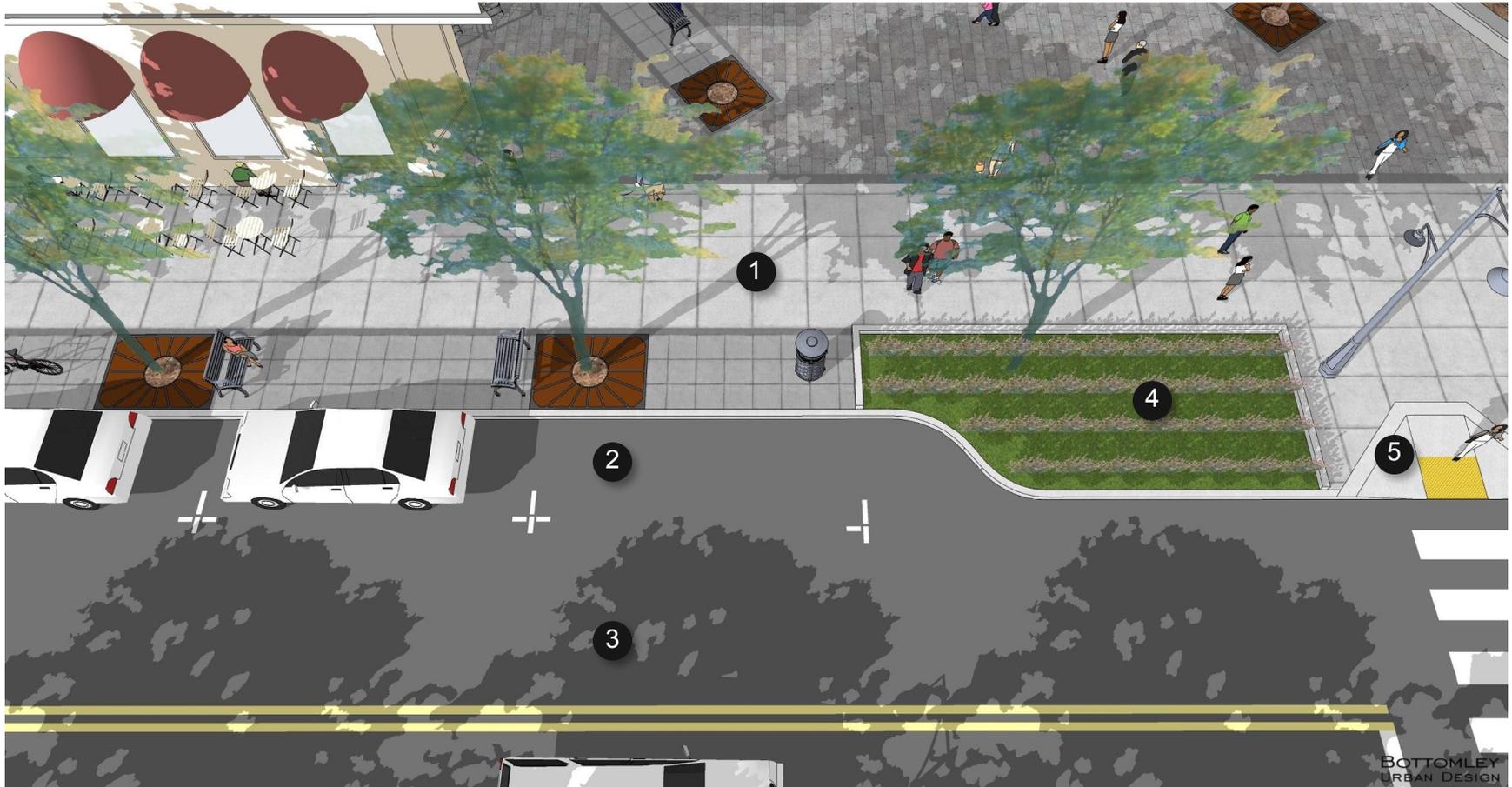


1 Narrow sidewalk, lack of amenities

2 Curbside parking

3 Excessive roadway

Sidewalk and Street Improvements



1 Sidewalk widened to 20'

2 Curbside parking

3 Two-lane roadway

4 Stormwater planter

5 Bulb-outs, high visibility crosswalks

Existing Magnolia Plaza Space



BOTTOMLEY
URBAN DESIGN

- a** Landscaped screen
- b** Seating/eating area
- c** Existing driveway

Plaza w/ Special Event/Market Space



a Plaza open to sidewalk

d Screen cul-de-sac

b Flexible seating area

c Remove driveway/expand plaza

BOTTOMLEY
URBAN DESIGN

Existing Sycamore Plaza Space



BOTTOMLEY
URBAN DESIGN

- a** Seating areas in left over space
- b** Bus duck-in
- c** Minimal shading and amenities

Sycamore Plaza Concept



a Seating areas shaped by plaza

b Expanded sidewalk/bus stop

c Additional trees, lighting and seating

d Special feature in plaza

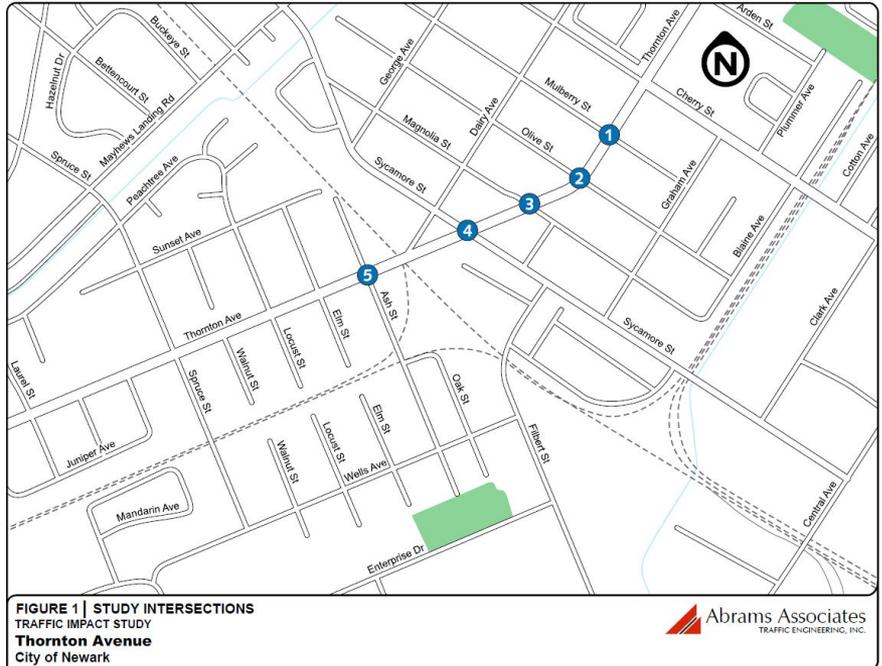
Existing Traffic Analysis

Intersections operate with acceptable conditions

Removal of an eastbound through-lane won't affect level of service or delay

Removal of left-turn pockets at Magnolia Street and Olive Street would not affect service or delay

Left-turn lanes at Ash and Sycamore streets should be maintained



Existing Infrastructure Analysis

Overall, adequate existing capacity:

- Sewer: moderate to good condition
- Water: hydraulic analysis may be required for future projects
- Stormwater: future project compliance per C.3 regulations
- Power and communications: PG&E

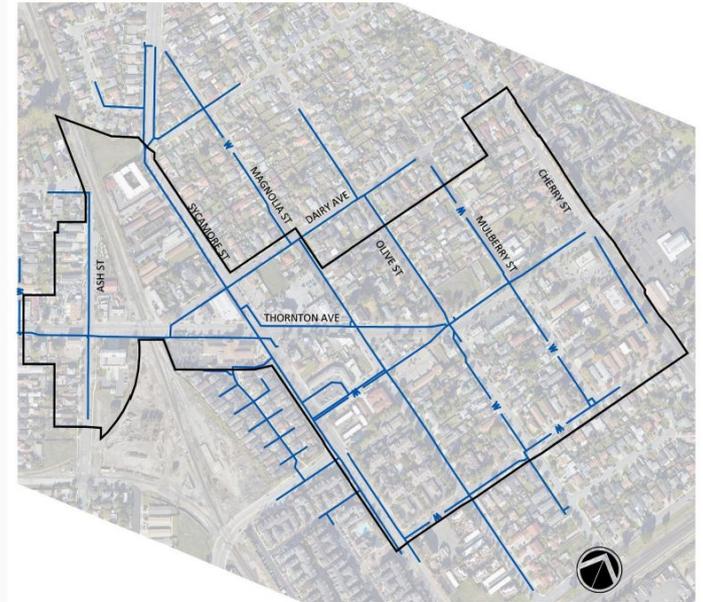


FIGURE 2 - WATER

Next Steps and Your Feedback

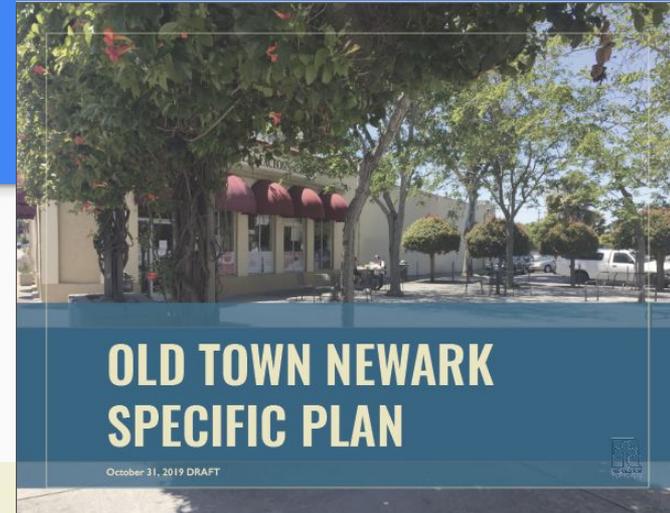
Specific Plan: Summary Framework

Refine zoning regulations to align with market conditions and balance community desires for form and massing

Identify programs to support investment in the community and continued housing affordability

Prioritize streetscape improvements to Thornton Avenue

Provide prototypes for how future development could build out



Contents

Chapter 1: Introduction	#
Chapter 2: Land Use and Urban Design	#
Chapter 3: Streetscape and Open Space	#
Chapter 4: Infrastructure	#
Chapter 5: Implementation	#
Appendix	#

Potential Zoning Changes (CMU Overlay)

- Permitted uses
- Parking requirements
- Open space requirements
- Height
- Setbacks
- Retail size requirements
- Design standards and guidelines

Standard	CMU
Height Standards	
Maximum Height (ft)	60, 35 within 20 ft of an RS or RL District boundary (A)
Minimum Ground Floor Height (ft)	18

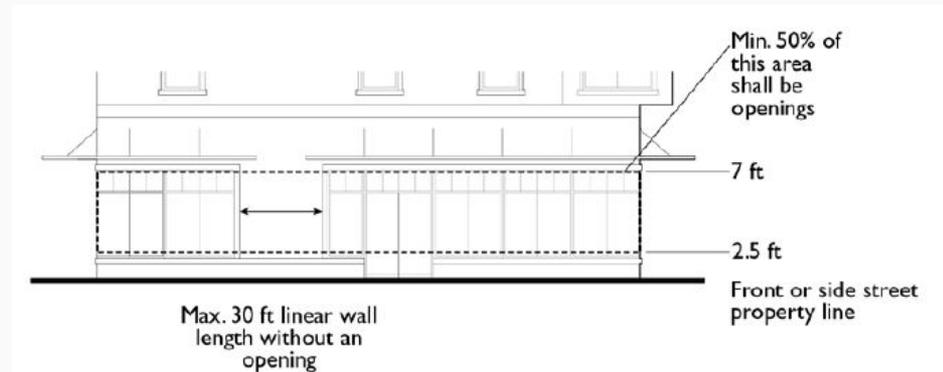
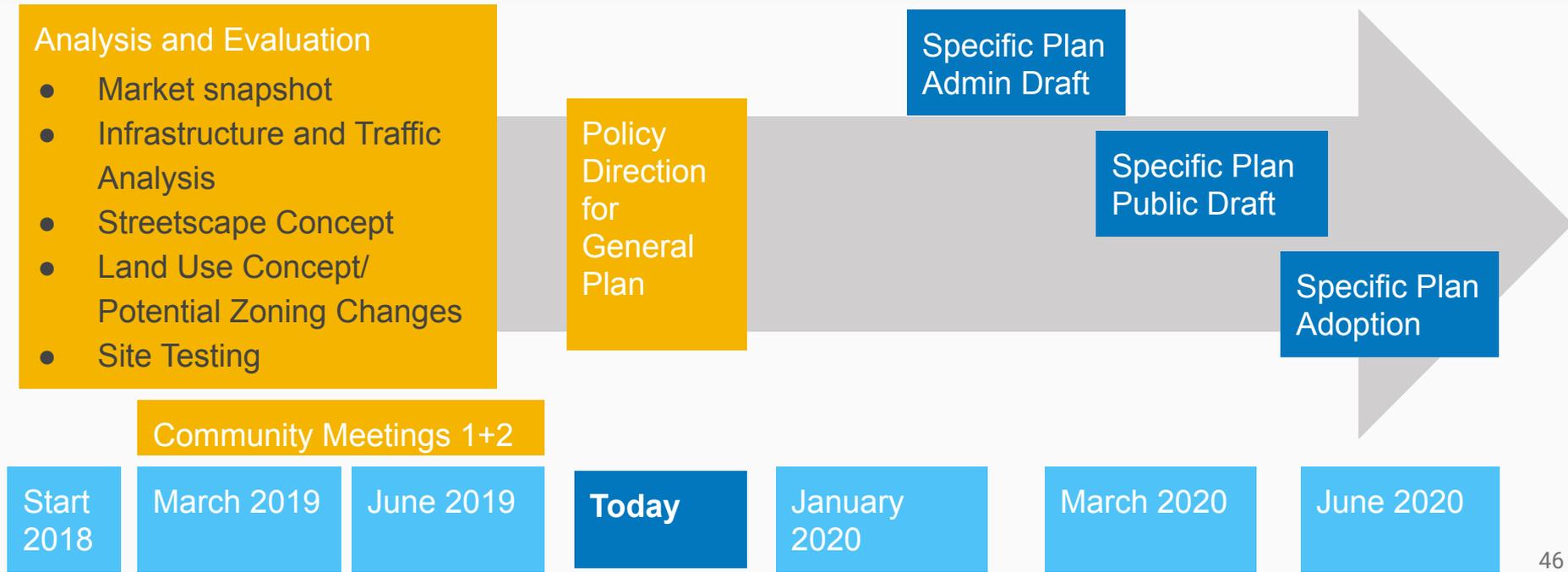


FIGURE 17.08.040.B: BUILDING TRANSPARENCY/REQUIRED OPENINGS

Old Town Newark Specific Plan Schedule for Completion



1. Do you agree with the Specific Plan Goals for new development in Old Town Newark?
2. Do you have other policy and program ideas to fulfill these goals?