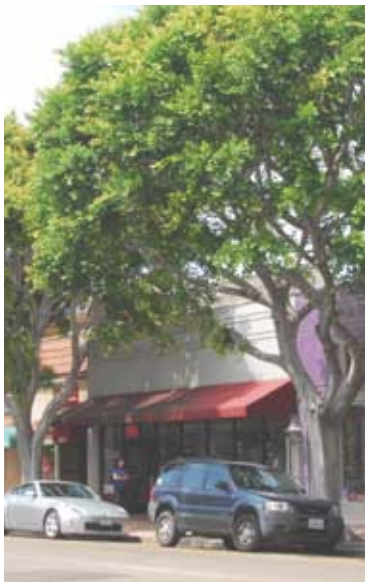












BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

May 2014



CITY OF OAKLAND

BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

MAY 2014

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Firestone Building, Auto Row, Oakland, CA

1.1 INTRODUCTION

Historically identified as "Auto Row," the Broadway Valdez District is an area at a crossroads. For nearly a century, the uses along Broadway from Grand Avenue to I-580 have been dedicated primarily to the sale and care of the private automobile. However, numerous factors, including a changing economy, new technologies, and evolving community values, have resulted in an area where vacant storefronts and half-empty parking lots are indicators of the need for a new direction.

The Broadway Valdez District Specific Plan articulates a new forward-looking vision and planning framework that positions the area for growth and revitalization. It is about attracting new investment, new businesses and new development to the area that will contribute to the transformation of this crucial segment of Broadway—Oakland's Main Street—into a vibrant, sustainable and economically prosperous district where people can shop, play, live, and work, with a special focus on establishing the area as a retail destination. Figure 1.1 illustrates the Plan Area's relationship to some of the City's prime retail and employment destinations along the 4-mile length of the Broadway corridor, including Jack London Square, Chinatown, Old Town, Downtown, the Uptown Entertainment District, Pill Hill/Kaiser Medical Center, and the Piedmont and Rockridge retail districts.

The City of Oakland has worked closely with the local community over the past four years to prepare this Plan. It has been developed with extensive input from a broad range of stakeholders, including local property and business owners; residents and community members; the real estate and development community; retailers; housing, historic preservation, and Smart Growth advocates; proponents for walking, biking, and transit use, as well as regional transit agencies. The Plan reflects, and tries to balance, the desires and aspirations of this diverse group of community members and stakeholders, as well as City staff, the Planning Commission, and City Council.

The Plan provides a blueprint for bringing the community-based vision to reality: it provides policies that support the vision, and an action plan to implement a range of programmatic and project-based improvements that will advance the vision. Over the next 25 years, the



Photo courtesy of the Lake Merritt/Uptown Association

Broadway is Downtown Oakland's central spine.

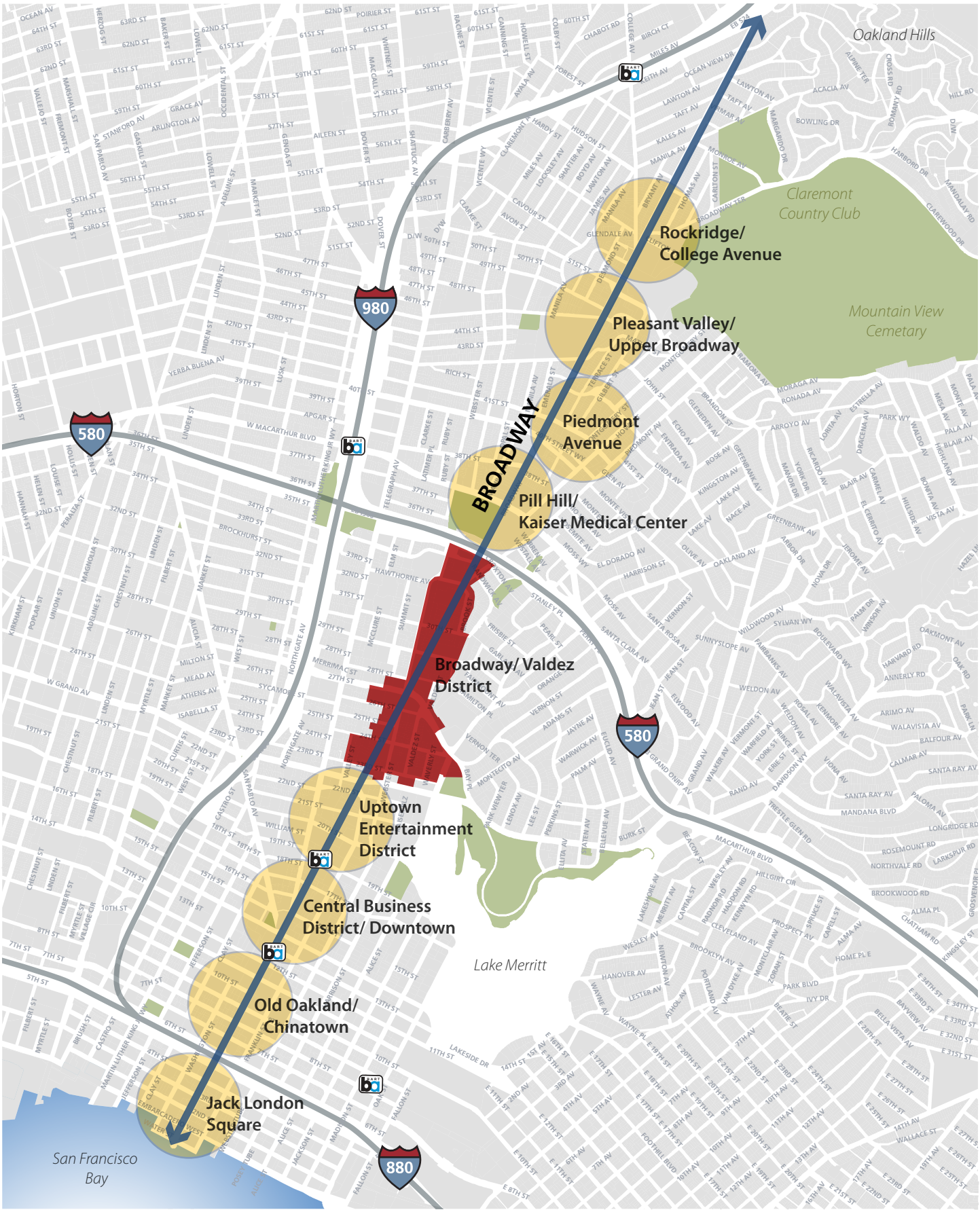


FIGURE 1.1: PLAN AREA CONTEXT — THE BROADWAY CORRIDOR

Plan hopes to accommodate up to 1,120,000 square feet of additional retail, 1,800 new housing units, 4,100 new jobs, 700,000 square feet of office uses, and a new 180-room hotel in the Plan Area.

1.1.1 PLANNING GOALS

The Plan seeks to articulate and implement a long-range vision for the revitalization of the Broadway Valdez District by establishing a broad set of goals and policies that address all aspects of the Plan Area's life, including its physical, functional, social, and economic character. These goals and policies, which are presented in the following chapters, have been informed by a series of themes or concepts that were consistently raised during the planning process. The following is an overview of the goals that have guided the recommendations set forth in this Plan (see Chapter 3: Vision and Goals for a more detailed discussion):

- An attractive, regional destination for retailers, shoppers, employers and visitors that serves in part the region's shopping needs and captures sales tax revenue for reinvestment in Oakland;
- A "complete" mixed-use neighborhood that is economically and socially sustainable—providing quality jobs, diverse housing opportunities, and a complementary mix of neighborhood-serving retail, dining, entertainment and medical uses;
- New uses and development that enhance the Plan Area's social and economic vitality by building upon the area's existing strengths and successes, and revitalizing and redeveloping underutilized areas;
- A compact neighborhood that is well-served by an enhanced and efficient transit system;
- Creative reuse of historic buildings that maintains a link to the area's social, cultural and commercial heritage while accommodating contemporary uses that further City objectives to establish a vibrant and visually distinctive retail and mixed use district;
- A well-designed neighborhood that integrates high quality design of the public and private realms to establish a socially and economically vibrant, and visually and aesthetically distinctive identity for the Broadway Valdez District;
- Quality pedestrian facilities and amenities that create a safe and aesthetically pleasing environment that supports increased pedestrian activity;
- A balanced and complete circulation network of "complete streets" that accommodates the internal and external transportation needs of the Plan Area by promoting walking, biking, and transit while continuing to serve automobile traffic;
- Carefully managed parking that addresses retail needs while not undermining walking, bicycling and public transit as preferred modes of transportation;
- A multi-pronged approach to sustainability that integrates land use, mobility, and design strategies to minimize environmental impact, reduce resource consumption, and promote economic and social cohesiveness and viability.
- A coordinated implementation strategy that ensures consistent and on-going City support for the Specific Plan vision for the area.

With the exception of the first three chapters, the Plan incorporates policies into each chapter that identify actions that when taken together will help realize the Plan vision and goals related to a specific topic (e.g., land use, transportation, open space, etc.). Some policies direct the City to adopt new land use regulations or development standards. Other policies recommend public improvements to support the vision for a physically attractive and economically healthy neighborhood. In other cases, policies identify opportunities for the City to work with various community groups, institutions, business, and public agencies to achieve desired objectives.









Photo courtesy of the Lake Merritt/Uptown Association



Photo courtesy of the Lake Merritt/Uptown Association



Photo by Stephen Coles



Photo by Matt Werner



A key theme of the Plan is to leverage successful activities in adjoining districts to promote new investment in the Plan Area.

1.2 SPECIFIC PLAN PURPOSE

The Broadway Valdez District Specific Plan (the Plan) provides a vision and planning framework for future growth and development in the approximately 95-acre area along Oakland's Broadway corridor between Grand Avenue and I-580. The Specific Plan, which has been developed with a thorough analysis of the area's economic and environmental conditions and input from City decision-makers, landowners, developers, real estate experts, and the community at large, provides a comprehensive vision for the Plan Area along with goals, policies and development regulations to guide future public and private actions relating to the area's development. The Plan also serves as the mechanism for insuring that future development will be coordinated and occur in an orderly and well-planned manner.

1.2.1 AUTHORITY TO PREPARE

A "specific plan" is a planning and regulatory tool made available to local governments by the State of California. By law, specific plans are intended to implement a city or county's general plan through the development of policies, programs and regulations that provide an intermediate level of detail between the general plan and individual development projects. As vehicles for the implementation of the goals and policies of a community's general plan, State law stipulates that specific plans can be adopted or amended only if they are consistent with the jurisdiction's adopted General Plan.

The authority to prepare and adopt specific plans and the requirements for their contents are set forth in the California Government Code Sections 65450 through 65457. The law requires that a specific plan include text and diagrams specifying:

- the distribution, location, and extent of land uses, including open space, within the plan area;
- the distribution, location, and intensity of major transportation and infrastructure components needed to support proposed land uses;
- standards and criteria for development and the conservation and use of natural resources; and
- a program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out the specific plan program.

1.2.2 RELATIONSHIP TO EXISTING PLANS AND ORDINANCES

The Broadway Valdez District Specific Plan is intended to be adopted concurrently with amendments to the City's General Plan and the Oakland Planning Code along with Design Guidelines which will provide the implementing regulatory framework that will guide future land use and development decisions in the Broadway Valdez District. This Specific Plan will be consistent with, and serve as an extension of, the Oakland General Plan, providing both policy and regulatory direction specific to the Plan Area. This Plan will work in conjunction with the Oakland Planning Code to regulate new development in the Plan area.

Specifically, implementation of the Specific Plan will require amendments to the General Plan and to the City of Oakland Planning Code ("Planning Code") and Zoning and Height Area Maps to ensure that broad City policy and specific development standards are tailored to be consistent with this Plan. These amendments will be adopted concurrently with the Specific Plan, but

What is a Specific Plan?

According to the Governor's Office of Planning and Research, "A specific plan is a tool for the systematic implementation of the general plan. It effectively establishes a link between implementing policies of the general plan and the individual development proposals in a defined area. A specific plan may be as general as setting forth broad policy concepts, or as detailed as providing direction to every facet of development from the type, location and intensity of uses to the design and capacity of infrastructure; from the resources used to finance public improvements to the design guidelines of a subdivision."

independent of it in order to allow for future amendments of the General Plan, Planning Code, Zoning and Height Area Maps without requiring an amendment of the Specific Plan. Upon adoption, the objectives and policies contained in this Plan will supersede goals and policies in the General Plan with respect to the Plan Area. In situations where policies or standards relating to a particular subject are not provided in the Specific Plan, the existing policies and standards of the City's General Plan and Planning Code will continue to apply. When future development proposals are brought before the City, staff and decision-makers will use the Specific Plan as guide for project review. Projects will be evaluated for consistency with the intent of Plan policies and for conformance with development regulations and design guidelines.

1.2.3 ENVIRONMENTAL REVIEW

The Broadway Valdez District Specific Plan constitutes a "project" under the California Environmental Quality Act (CEQA), and therefore must be evaluated for its potential to create adverse environmental effects. Consistent with CEQA requirements, an Environmental Impact Report (EIR) has been prepared that assesses the potential direct and indirect environmental impacts associated with the physical changes that could occur as a result of Plan adoption and implementation.

Although the environmental analysis is included in a separate document, the environmental review process has been an integral component of the planning process from the outset to ensure the Plan's responsiveness to environmental concerns. The EIR addresses the development of the Broadway Valdez District under the plan. Although no specific future development projects were evaluated, the analysis of potential physical environmental impacts is based on reasonable assumptions about future development that could occur in the Plan Area based on the Broadway Valdez Development Program set forth in this Specific Plan. This approach enables the City to comprehensively evaluate the cumulative impacts of the Specific Plan and consider broad policy alternatives and areawide mitigation prior to adopting the Specific Plan, general plan and Planning Code amendments.

The environmental review of the Specific Plan is also intended to expedite the processing of future projects that are consistent with the Plan. The City intends to use the streamlining/tiering provisions of CEQA to the maximum feasible extent, so that future environmental review of individual projects within the Plan Area are expeditiously undertaken without the need for repetition and redundancy, as provided in CEQA Guidelines Section 15152 and elsewhere. Specifically, pursuant to CEQA Guidelines Section 15183, streamlined environmental review is allowed for projects that are consistent with the development density established by a specific plan for which an EIR was certified, unless such a project would have environmental impacts peculiar/unique to the project or the project site. Likewise, Public Resources Code section 21094.5 and CEQA Guidelines Section 15183.3 also provide for streamlining of certain qualified, infill projects. In addition, CEQA Guidelines Sections 15162 – 15164 allow for the preparation of a Subsequent (Mitigated) Negative Declaration, Supplemental or Subsequent EIR, and/or Addendum, respectively, to a certified EIR when certain conditions are satisfied. Moreover, California Government Code section 65457 and CEQA Guidelines Section 15182 provide that once an EIR is certified and a specific plan adopted, any residential development project, including any subdivision or zoning change that implements and is consistent with the specific plan is generally exempt for additional CEQA review under certain circumstances. That said, the above are merely examples of possible streamlining/tiering mechanisms that the City may pursue and in no way limit future environmental review of specific projects.

1.3 PLANNING CONTEXT

Several factors contributed to the decision to prepare this Specific Plan, but two were of particular importance. The first factor contributing to the preparation of the Plan were studies showing that the absence of a strong retail base in Oakland's economy was significantly impacting both the City's fiscal well-being and the community's

quality of life. A 2007 market analysis[1] showed that Oakland was severely under-served in comparison goods retail, a category that includes products sold in stores offering apparel (clothing, accessories, shoes), home furnishings and appliances, specialty goods (gifts, jewelry, books, stationery and cards, sporting goods, etc.), and department and other general merchandise stores. As a result, nearly two-thirds of comparison goods spending by Oakland residents , or roughly $1 billion dollars in retail sales annually, is lost to other Bay Area communities. Not only were local residents forced to travel to San Francisco, Walnut Creek, Emeryville, Berkeley, or San Leandro to address their major shopping needs, the City also was losing as much as $10 million in sales tax revenue annually and the potential for as many as 10,400 local jobs. Follow up analysis for 2010 shows that these conditions continue to occur, with nearly two-thirds of comparison goods expenditures by Oakland residents being made outside of Oakland because of a lack of shopping opportunities in the city.

The second factor was the growing acknowledgement that, from a business perspective, the section of Broadway historically known as "Auto Row" was in transition. The strength of the automobile-related businesses that had sustained the area for nearly a century was declining as changes in the auto industry nationally were forcing dealerships and garages along the corridor to close, downsize, or relocate. While the national recession that began in 2007 contributed to the decline of the corridor, the lack of a natural market-based resurgence with other new uses suggested the need for the City to both re-envision what the role and function of the area should be in Oakland's future, and to identify ways in which the City could stimulate and catalyze new development that would overcome the area's economic stagnation.

In 2006, the Oakland City Council decided to make retail recruitment and development a high priority for the City. Two subsequent planning efforts, the "Oakland Retail Enhancement Strategy" and the "Upper Broadway Strategy – A Component of the Oakland Retail Enhancement Strategy," both identified the Broadway corridor north of Grand Avenue (i.e., the Plan Area) as the City's best location to re-establish a retail core with the type of comparison shopping that once served Oakland and nearby communities, and begin to remedy the City's retail deficiencies and leakage of sales tax revenues. The 2007 Upper Broadway Strategy recommended that the Plan Area be re-envisioned for major retail with complementary urban mixed-use in order to achieve the retail because of historically high land prices. In 2008, the City Council endorsed this vision for the Plan Area and supported the creation of this Specific Plan and the associated environmental impact report to achieve its implementation.

In order to support the preparation of a Specific Plan for the Broadway Valdez District consistent with the Upper Broadway Strategy, the Oakland City Council adopted, on December 8, 2007, an interim ordinance amending zoning regulations for three years or until the City Council adopts permanent regulations for the area. The interim ordinance created the 'S-5' Broadway Retail Frontage Interim Combining Zone Regulations (S-5 Zone) and zoning maps for the area on and near Broadway from 23rd Street to Hawthorne Avenue. These new interim regulations focused on preserving the ground floor of buildings for storefront businesses. On March 1, 2011, the City Council adopted an extension to the interim zoning controls, which was then extended and modified a second time on February 5, 2013.[2]

The Broadway Valdez District has been targeted as an ideal location for destination retail for several reasons related to location, underutilization of land, demographics, market conditions, land use and development context, and transportation. Demographics for the trade area indicate that there is significant "buying

1 *Upper Broadway Strategy,* Conley Consulting Group et al, September 2007. (Conley 2007)

2 As part of the extensions, the S-5 Zone was re-named the "D-BR Broadway Retail Frontage District Interim Combining Zone".



Photo by Auintard Henderson

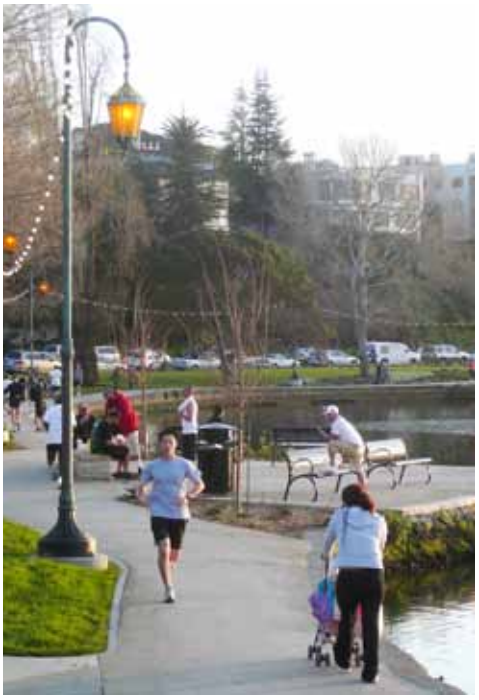








Photo courtesy of the Lake Merritt/Uptown Association

Photo by Nathaniel Bennett





Photo courtesy of the Downtown Oakland Association



The Plan Area is situated in the midst of a series of increasingly dynamic and vibrant neighborhoods in Downtown Oakland.

power" that makes the vision for comparison goods shopping realistic.[3] For example:

- The average household income of residents in the Broadway Valdez District's Primary Trade Area for comparison goods shopping[4] is about $76,000. Per capita income is $32,000 annually, 25 percent above the state average.
- The 400,000 residents of the Primary Trade Area have an average annual expenditure potential of approximately $1.6 billion (2011-2013) for comparison goods sold in stores such as apparel, specialty, home furnishings, consumer electronics, and department/general merchandise stores, and an additional $840 million for convenience goods sold in supermarkets, drug stores, and other convenience retail stores.[5]
- The annual spending power of the downtown employment base could range up to $480 million per year with ample availability of retail options nearby, including $254 million for comparison goods (2011).[6]
- Extending further outward, there are about 830,000 people residing within a 15-minute drive of the Plan Area who spend $3.3 billion per year on comparison goods shopping.[7]

Transportation is a critical factor supporting the concept for the Plan Area from two perspectives. The Plan Area is easily accessible, which is critical to retailers as well as shoppers and commuters. The availability of transit also makes the area ideal for promoting transit-oriented development, which supports City and regional initiatives to reduce dependence on motor vehicles by supporting better transit. To this end, a portion of the funding for the Specific Plan comes from a 2009 grant from the Metropolitan Transportation Commission (MTC) to study the Broadway Valdez District for potential destination retail, housing and Transit-Oriented Development (TOD). Currently, the area has good transit access with AC Transit bus service on Broadway and nearby BART stations at 19th Street and West MacArthur Boulevard, and good regional access via major freeways, including Interstates 580 and 980 and State Route 24. Broadway, Oakland's "Main Street," serves as the area's central spine, connecting it to Downtown and to neighborhoods in the Oakland Hills, and to important local collector streets like Grand Avenue, 27th Street, West MacArthur Boulevard and Piedmont Avenue (see Figures 1.2: Plan Area Local Context and 2.9: Transit).

Physically and culturally, the Plan Area is situated in the midst of a series of increasingly dynamic and vibrant neighborhoods (see Figure 1.2). The area's adjacency to Downtown is of critical importance. The adjoining Kaiser/Lake Merritt and Downtown office districts bring thousands of people to the area daily, and the City's '10K Initiative' to build more housing Downtown and associated City investments in redevelopment over the last decade have resulted in a dramatic revitalization of the adjacent Uptown District. Residential projects such as The Uptown, 100 Grand, and the Broadway Grand, have brought new around-the-clock life to the area by attracting new residents Downtown. The restoration of historic buildings such as the Fox Theater, and the Floral Depot has been a catalyst in the transformation of the Uptown as a dining and entertainment district that now attracts national acts and world class restaurants. Similarly, private and public investment in other adjoining areas, such as the redevelopment of the former Cox Cadillac showroom for a new Whole Foods and the refurbishment of the public open space around Lake Merritt, has helped to shift public perception of

3 *Market Demand Analysis for Preparing the Broadway/Valdez District Specific Plan*, Hausrath Economics Group and Urbanics Consultants Ltd., June 2009/January 2010. (Hausrath 2009/10)

4 The Primary Trade Area generally represents an area within a 10-minute drive or less of the Plan Area, extending from the East Bay Hills to the Bay, including the cities of Alameda and Piedmont in their entirety, and from the southern border of the University of California campus in Berkeley to Oakland's southern boundary, except for a portion of East Oakland below MacArthur and east of Fruitvale (those residents are assumed to be more likely to patronize retailers along I-880 and to the south).

5 The original market analyses (Conley 2007 and Hausrath 2009/2010) and updated analysis (Hausrath 2013) continue to show approximately the same spending potentials, when accounting for the cyclical effects of the recent recession. Also see note 5 in Chapter 2.

6 *Market Assessment of Retailing along the Broadway Corridor in Downtown Oakland*, Hausrath Economics Group, 2013. (Hausrath 2013)

7 See supra note 3.

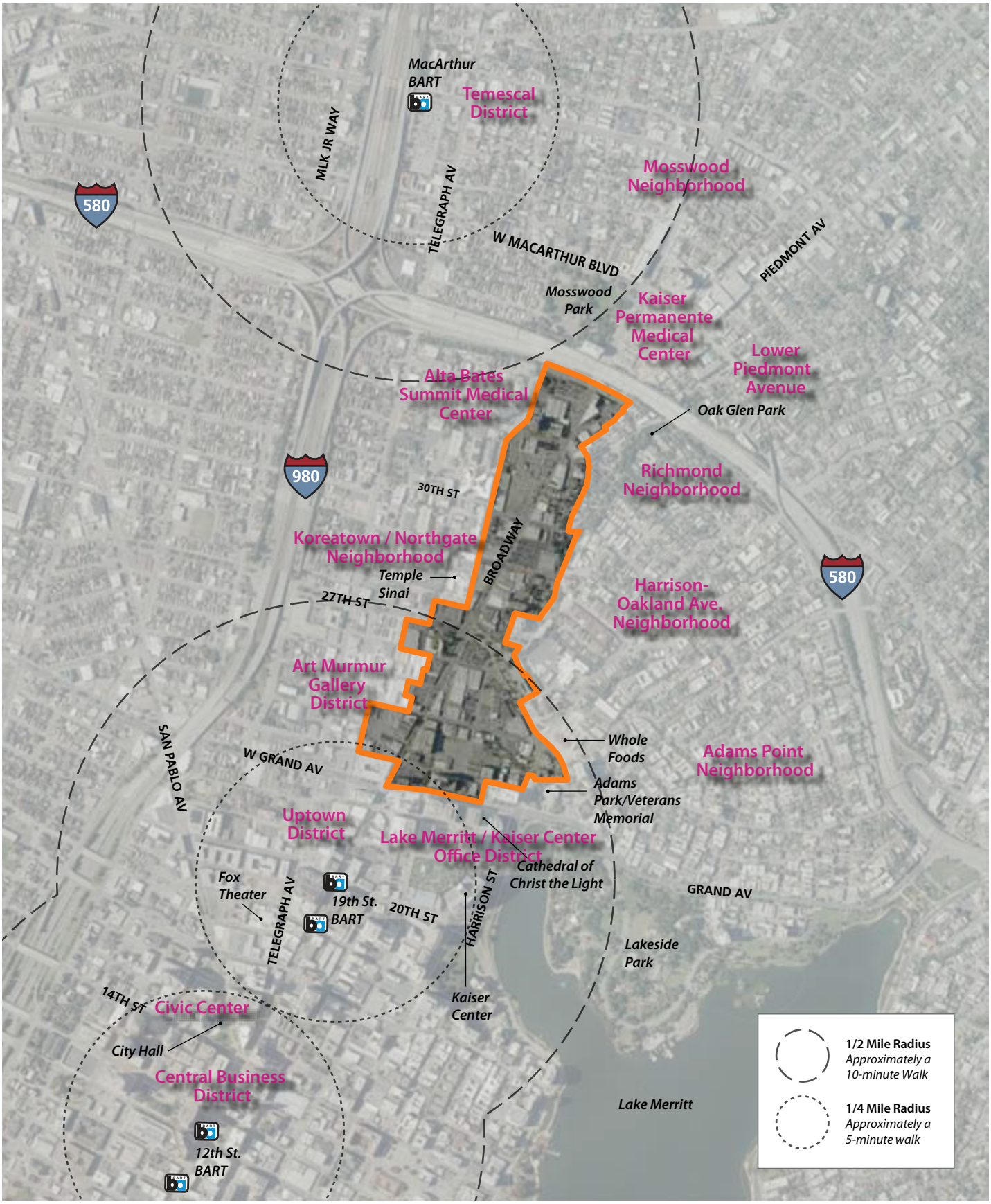


FIGURE 1.2: PLAN AREA LOCAL CONTEXT

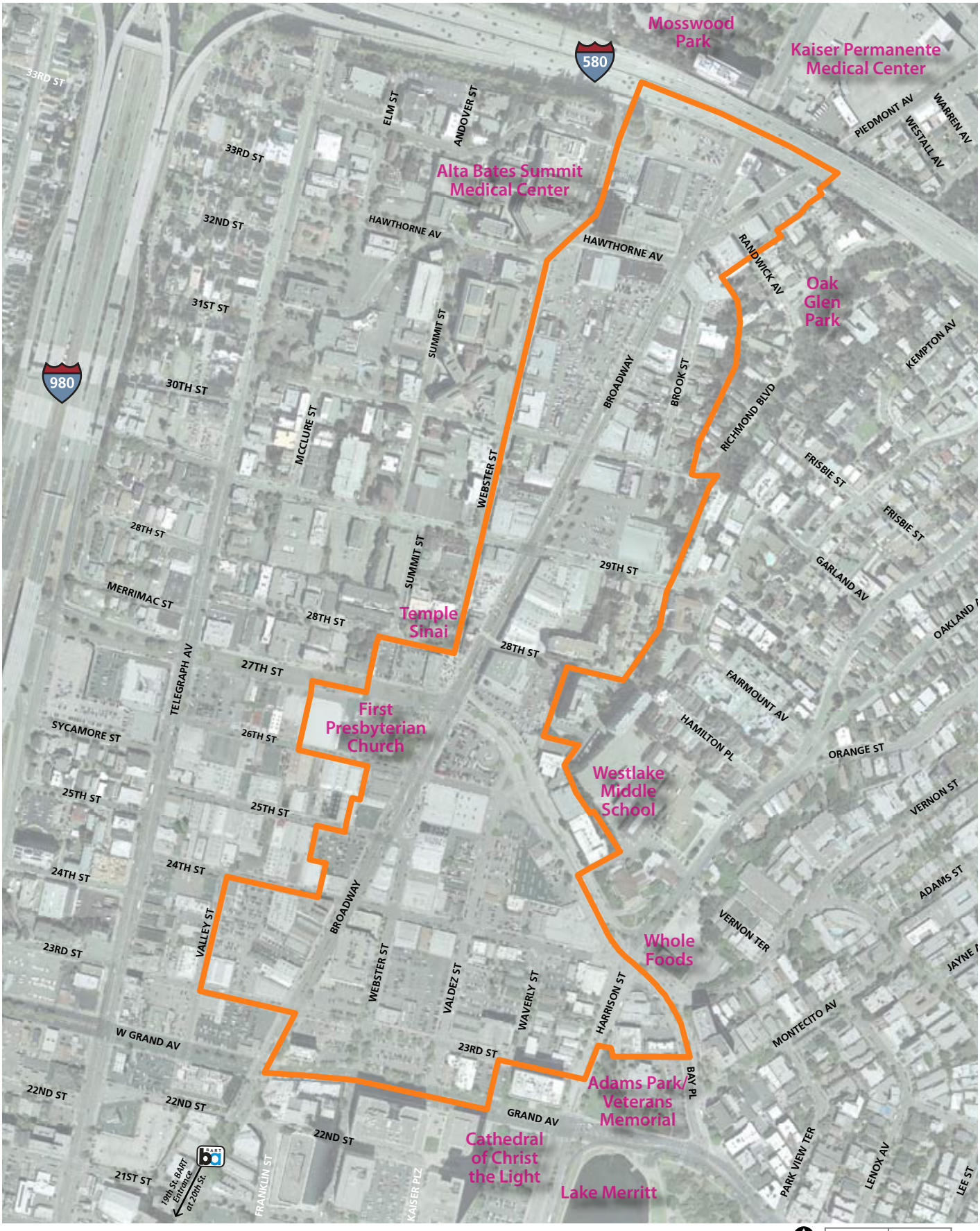


FIGURE 1.3: PLAN AREA BOUNDARY

the area, as has the blossoming arts scene in the 25th Street Garage District whose numerous new galleries and Oakland Art Murmur's monthly art walk and First Friday street event brings 10,000 to 20,000 visitors to the area. All of this is reflected in recent national press that is touting Downtown Oakland's renaissance ("The 45 Places to Go in 2012," New York Times, 1/6/12; "America's Hippest Hipster Neighborhoods," Forbes, 9/20/12).

It is not just Downtown development that contributes to the area's suitability for redevelopment as a major mixed use, retail destination. The area is flanked by the Adams Point and Harri-Oak residential neighborhoods to the east, and the Koreatown/Northgate (KONO) neighborhood to the west. The north end of the area feeds directly into the successful Piedmont Avenue retail district, and adjoins the Kaiser-Permanente and Alta Bates Summit medical campuses, both of which attract thousands of people to the area annually. Both institutions are currently in the midst of major redevelopment of their facilities in response to state requirements for seismic upgrades by 2013 (SB1953). The investment being made in new facilities not only represents a long-term commitment to the area, but also will contribute positively to the identity and character of the Upper Broadway area.

1.4 THE PLANNING PROCESS

The Broadway Valdez District Specific Plan process was initiated in January 2009. The initial phase focused on understanding the existing conditions in the vicinity of the Plan Area (see Figure 1.3) as the context for considering the future direction. In addition to reviewing land use, transportation, infrastructure and market conditions, a detailed inventory of historic resources was completed and research was conducted to identify retail developments in other communities that might serve as precedents for the Broadway Valdez District.

Based on this research and the assessment of existing conditions, a series of conceptual development scenarios and design concepts for public realm improvements were developed in late 2009 for consideration by the community. In early 2010, other priorities at the City resulted in the planning process being temporarily suspended. In 2011, when the planning resumed the combination of the national recession and the State's and City's fiscal problems resulted in a re-thinking of the plan by the planning team and the community to better reflect the City's economic realities, including the loss of redevelopment money to help with implementation. A Draft Plan Concept prepared at the end of 2011 articulated the refined vision for the Plan Area that responded to community concerns and new economic realities, and provides the basis for this Specific Plan.

Several background reports have been completed that document the planning process that resulted in this Specific Plan. These documents include:

- **Existing Conditions Report** (August 2009), summarizes the primary findings of all the background research on a wide range of topics related to the Plan Area, including market conditions.
- **Market Demand Analysis** (June 2009/January 2010), addresses future market potentials for new development for the Plan Area and focuses on the demand for comparison goods retailing with consideration also given to other, related retail/commercial uses, and to residential, office, and hotel uses that could help support the retail development and provide a mix of new uses and activities in the Plan Area. (Aspects of the retail analysis have since been updated (2010-2013), focusing on retail expenditures, retail sales, and sales leakage, and on auto-related retail sales in the Plan Area.)
- **Historic Resources Inventory Report** (July 2009), documents the inventory of historic resources in the Plan Area and reviews their characteristics and resource designations.
- **Retail Precedents: Case Studies Report** (October 2009), reviews a series of existing retail projects to inform the City and community about successful retail development in other communities.
- **The Broadway Public Realm Report** (November 2009), identifies the design principles and guidelines that will direct the design of future public improvements in the Plan Area.

- **Alternatives Analysis Report** (December 2009), evaluates the benefits and disadvantages of a series of conceptual development scenarios for the Plan Area.
- **Draft Plan Concept** (December 2011), presents the concepts and strategic framework that are the basis for the Specific Plan.

1.5 COMMUNITY INPUT

1.5.1 COMMUNITY INVOLVEMENT

From the outset, having the Plan reflect community interests and aspirations has been a primary objective of the planning process. The process has been structured to ensure numerous opportunities for the community to review and provide input on the plan as it grew and developed. In addition to the meetings originally planned, several additional opportunities for public involvement were added during the process, as the plan concept and City and community thinking about the Plan Area evolved. Throughout the process, the community has played a very active role in developing and refining this Plan.

During the process, project input generally fell into three categories: project advisory groups, general public meetings, and other meetings with community groups, established committees/commissions and unique focus group meetings. The outreach conducted in each of these categories is outlined below.

1.5.2 ADVISORY GROUPS

Community Stakeholder Group. The Community Stakeholder Group (CSG) was invited by the City Council to represent the diverse interests in the Plan Area. Membership includes representatives from business, real estate/development, labor, the arts, the medical centers, the planning and design community, and various other community advocacy groups representing interests such as retail, housing, transit, bicycling, historic preservation, and parks and open space. Approximately 35 groups were invited to participate in the CSG, with approximately 20-25 who were consistently involved throughout the process.

The CSG meetings were designed to focus on policy development and soliciting direction in response to community input. CSG member responsibilities during the process were to:

- Represent the concerns of their interest group in the process;
- Contribute their insights on conditions, issues, opportunities, and vision;
- Serve as a sounding board on possible redevelopment strategies;
- Review & comment upon interim planning documents;
- Attend & participate in CSG meetings; and
- Disseminate information about the planning process and encourage others to participate in the process.

The CSG has been engaged throughout the planning process. To date, ten meetings of the CSG have been held.

Technical Advisory Committee. The Technical Advisory Committee (TAC) was made up of City staff from key departments and commissions affected by the Plan, and representatives from other agencies (e.g., MTC, BART, AC Transit, ABAG, etc.) with technical knowledge about or oversight of the Plan Area.

The TAC meetings were designed to focus on technical issues and soliciting direction in response to consultant and community input. TAC member responsibilities during the process were to:

- Represent their department/agency in the planning process;
- Contribute their insights on conditions, issues, opportunities, etc. pertaining to their area of responsibility;

- Assist the planning team in identifying relevant data sources, contacts, standards and policies, etc.;
- Review and comment upon interim planning documents; and
- Attend TAC meetings that are pertinent to their area of responsibility.

The TAC was engaged throughout the planning process. To date, eight meetings of the TAC have been held, plus several additional technical focus meetings related to street improvements, transit service, bicycle facilities, parking, and preservation.

1.5.3 GENERAL PUBLIC MEETINGS

In addition to meetings of the CSG and TAC noted above, a series of six community workshops have been held to date to solicit feedback on a variety of topics. The first workshop focused on identifying issues and goals. The second workshop reviewed existing conditions and market demand. The third workshop explored potential alternative development scenarios. After a delay in the process, the fourth and fifth workshops focused on re-engaging the community in the dialogue about the future of the Plan Area, including one meeting that was devoted to having community groups present their visions for the Plan Area. The sixth workshop presented and received feedback on the Draft Plan Concept. A seventh workshop will be held in early fall 2013 to review the Draft Plan.

Meeting materials from all of the community workshops, including presentations, meeting minutes, workshop exercises, and participant feedback, are available on the City's website under Broadway Valdez District Specific Plan [http://www.oaklandnet.com/bvdsp].







Community meetings provided opportunities for the public to review and provide input into the Plan.

1.5.4 OTHER MEETINGS

Other meetings have been held throughout the process to further engage stakeholders, community groups, and City commissions. A series of small group and one-on-one meetings were held during the process with landowners, developers, real estate professionals, and local business owners to better understand the retail market, market perceptions of Oakland and the Plan Area, and individual landowner plans for their properties. Also, updates on the process were provided to the Landmarks and Preservation Commission and the Parks and Recreation Advisory Commission, and an EIR scoping session was held before the Planning Commission. In addition to these meetings, three other groups provided important input to the Plan.

The Better Broadway Coalition. The Better Broadway Coalition is a network of community groups and organized labor that came together midway through the planning process specifically to generate discussion about the future of the Broadway Valdez District and develop coordinated input into the process. The coalition includes the Greenbelt Alliance, East Bay Housing Organizations, Alameda Labor Council, Building Trades Council, California Nurses Association, Walk Oakland Bike Oakland, Asian Pacific Environmental Network, Valdez Plaza Residents, League of Conservation Voters of the East Bay, Sierra Club Northern Alameda County Group, TransForm, Urban Habitat, and Urbanists for a Livable Rockridge Temescal Area.

Two key initiatives undertaken by the group include the presentation of a consensus policy platform as input into the Draft Plan Concept, and then subsequently they hosted an event called "Catalyzing Change: Revitalizing the Broadway-Valdez District in a Post-Redevelopment Era" at which the community was invited to discuss the future with a panel of experts and City leaders. The Coalition's eight-point Policy Platform supports a Plan that:

- Creates a successful retail district with a mix of local and destination retailers;
- Provides a mix of housing, including homes affordable to low income households and those who work in the area;
- Manages parking to support transit use and protect community character;
- Generates quality jobs for Oakland residents;
- Creates attractive, walkable streets framed by compact development;
- Introduces "green" buildings and infrastructure that protect the environment;
- Promotes transit, bicycling and walking as attractive and viable modes of travel; and
- Encourages the adaptive reuse of existing buildings to preserve neighborhood character.

Oakland Retail Advisory Committee. The Oakland Retail Advisory Committee (ORAC) was formed in April of 2010 and includes a diverse range of experienced retail leasing and development professionals who regularly meet and share ideas with key stakeholders to support efforts consistent with "Oakland's Retail Enhancement Strategy" as adopted by City Council in 2008. Since its formation, the ORAC has met with City staff and the planning team to review and provide feedback from the perspective of retail experts on the progress of the Plan, including review of the alternative development scenarios and the Draft Plan Concept.

ULI Daniel Rose Center for Public Leadership in Land Use. In Fall 2011, the Urban Land Institute's (ULI) Daniel Rose Center, whose mission is to encourage and support excellence in land use decision-making by providing public officials with access to information, best practices, peer networks and other resources, offered its year-long Daniel Rose Fellowship program to the City of Oakland. The program provides leadership training and professional development opportunities for city officials,

as well as technical assistance on a specific local land use challenge from experts assembled by ULI and peers from three other fellowship cities. Mayor Jean Quan selected the Broadway corridor from Jack London Square to the Oakland Hills, and the City's retail deficiency, as the local challenge for the ULI team to address. City officials who participated as Rose Center fellows included Mayor Quan; Deanna Santana, City Administrator; Gregory Hunter, Office of Neighborhood Investment; and Aliza Gallo, Office of Economic and Workforce Development.

The nine-member ULI panel visited the area in February 2012 for an intensive 5-day study/work session to understand the issues and opportunities along the Broadway corridor and provide preliminary ideas on how to start addressing existing challenges. During the visit, the panel met with 60 local citizens and local ULI members to obtain insight into the situation.

- One of their preliminary recommendations was to prioritize the Broadway Valdez Plan Area as one of the key nodes for action, including:
- Completing the Broadway Valdez Specific Plan and providing a flexible zoning and planning strategy;
- Leveraging existing building stock for larger-format retail (e.g., Whole Foods/Cox Cadillac dealership conversion);
- Instituting public realm improvements, including addressing facades, streetscapes, and lighting; and
- Creating synergy with other districts and events (e.g., Oakland Art Murmur/First Fridays).

1.6 PLAN ORGANIZATION

This Specific Plan is organized to provide a step-by-step understanding of the Plan's components and the rationale behind its policy recommendations, design concepts, and implementation measures. The first two chapters are primarily descriptive, characterizing the plan, the planning context, and the existing setting. The goals, policies, standards, guidelines and implementation measures that will regulate future development in the Plan Area are presented in subsequent chapters. These planning tools are organized into a series of chapters that correspond to topics identified by the City and established in the State's Specific Plan guidelines.

1.6.1 SPECIFIC PLAN CHAPTERS

Chapter 1: Introduction—articulates the broad purpose of the Specific Plan, describes the legislative authority under which specific plans exist, summarizes the general conditions and sequence of events leading up to the Plan's preparation, and outlines the organization of the Plan.

Chapter 2: Planning Context—describes the location and general character of the Plan Area, and identifies physical, economic and environmental factors that influence the Plan's form and policies.

Chapter 3: Vision—states the overarching vision for the Broadway Valdez District, and provides the primary goals that provide the framework for Plan policies and guidelines.



The planning team walked the area with real estate development experts from ULI to discuss area potential.

Chapter 4: Land Use—identifies the land use goals and policies for the Plan Area, including land use patterns and associated development concepts to establish the distinct sense of place and neighborhood character envisioned.

Chapter 5: Community Design and Resources—sets forth design concepts, policies and objectives, and translates them into guidelines and standards for buildings, landscape elements, open space and other physical improvements, and highlights strategies for protecting and enhancing community resources, including cultural, historic, and open space resources as key components of a vibrant and complete neighborhood.

Chapter 6: Circulation—describes the circulation network and identifies improvements and strategies for creating complete streets that will balance travel modes with the intent of creating a more pedestrian- and transit-oriented system that accommodates efficient access and movement for pedestrians, cyclists, and transit users as well as automobiles.

Chapter 7: Infrastructure and Utilities—describes the infrastructure and utility system improvements necessary to serve projected Plan Area development.

Chapter 8: Implementation—outlines actions that should be taken to attain the vision for the Broadway Valdez District Specific Plan.

Appendix A: General Plan Amendments—includes maps that show existing General Plan land use designations in the Plan Area, and proposed changes in land use designation needed to implement the Specific Plan vision for the area. Implementation of the Specific Plan will require amendments independent of the Specific Plan to the City of Oakland General Plan. The proposed changes to the General Plan land use map in Appendix A are included for illustrative purposes only as a convenience to the reader, and are not being adopted as part of the Specific Plan, therefore the General Plan Map can be amended without amending the Specific Plan.

Appendix B: Existing and Draft Proposed Zoning and Height Area Maps—incudes maps of existing and proposed zoning and height areas. Implementation of the Specific Plan will require amendments independently of the Specific Plan to the City of Oakland Planning Code and Zoning and Height Area Maps. The Zoning and Height Area Maps in Appendix B are included for illustrative purposes only as a convenience to the reader, and are not being adopted as part of the Specific Plan, therefore the Zoning and Height Area Maps can be amended without amending the Specific Plan.

Appendix C: Design Guidelines—includes design guidelines that will ensure that future development contributes to the creation of an attractive, pedestrian-oriented district characterized by high quality design and a distinctive sense of place. Implementation of the Specific Plan will require adoption independently of the Specific Plan of the Design Guidelines. The Design Guidelines in Appendix C are included for illustrative purposes only as a convenience to the reader, and are not being adopted as part of the Specific Plan, therefore the Design Guidelines can be amended without amending the Specific Plan. The Planning Commission has the ability to adopt changes to the Design Guidelines in the future.

Appendix D: Illustrative Development Program Map—depicts one possible scenario to achieve the Broadway Valdez Development Program (the reasonable foreseeable maximum development the City has projected can reasonably be expected to occur in the Plan Area over the next 25 years) that is envisioned by the Specific Plan and analyzed in the Specific Plan EIR.

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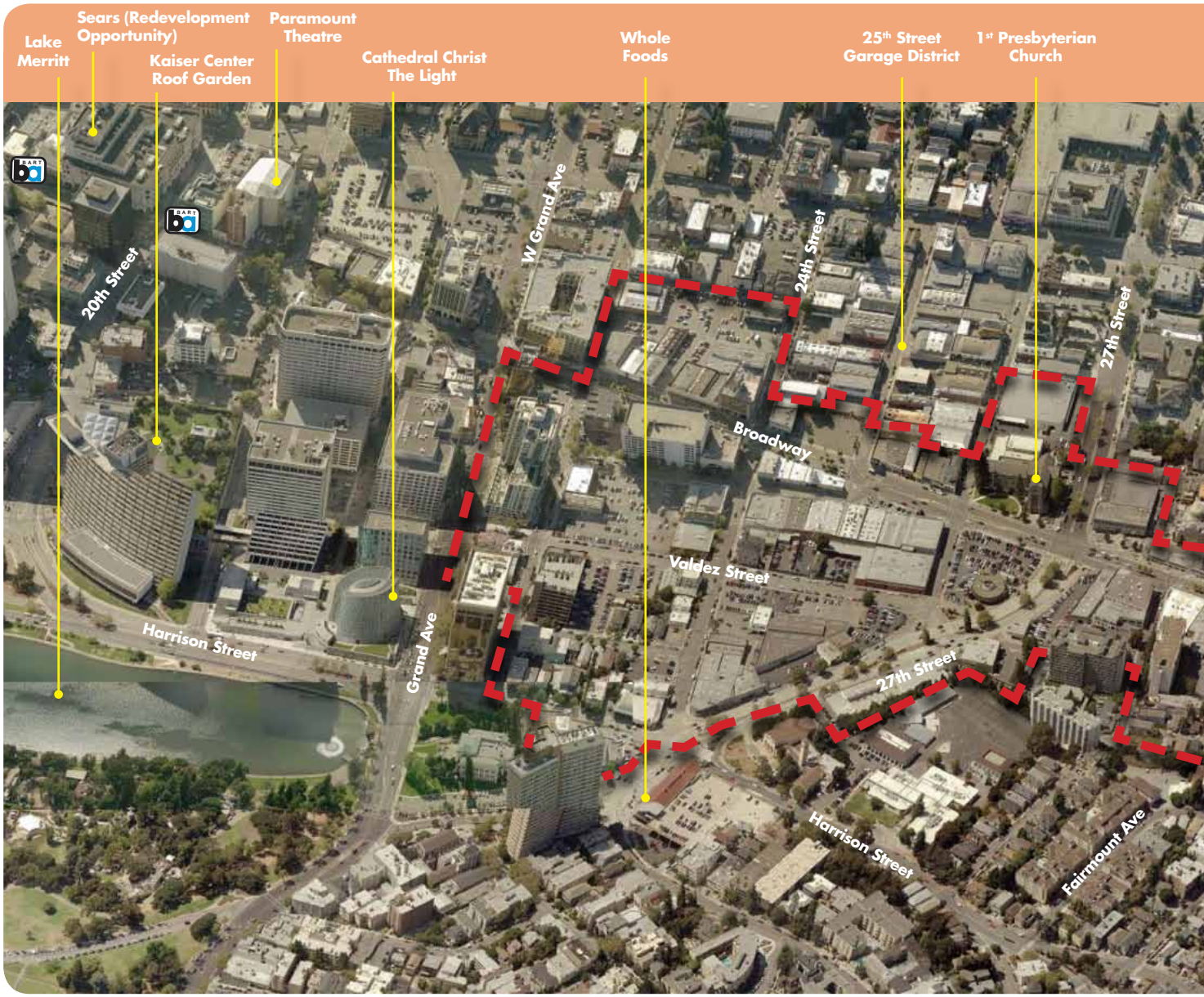
2.6 INFRASTRUCTURE
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Whole Foods, Downtown Oakland, CA

2.1 PLAN AREA SETTING

The Broadway Valdez District Plan Area is located at the north edge of Oakland's Central Business District. The area, which includes land along both sides of Broadway, extends 0.8 miles from Grand Avenue to I-580. The Plan Area serves as an important transition between Downtown and the Upper Broadway area, and a critical link in Oakland's Main Street, which extends from Jack London Square to the Oakland Hills.

The Plan Area is bounded by the Uptown District and Lake Merritt / Kaiser Center Office District to the south, and the Alta Bates Summit and the Kaiser Permanente Medical Centers to the north and northwest. Pill Hill, the Koreatown/Northgate neighborhood, and the 25th Street Garage District border the area to the west, and the Richmond Avenue, Harrison/Oakland Avenue, and Adams Point residential neighborhoods occupy the hilly terrain to the east of the area.

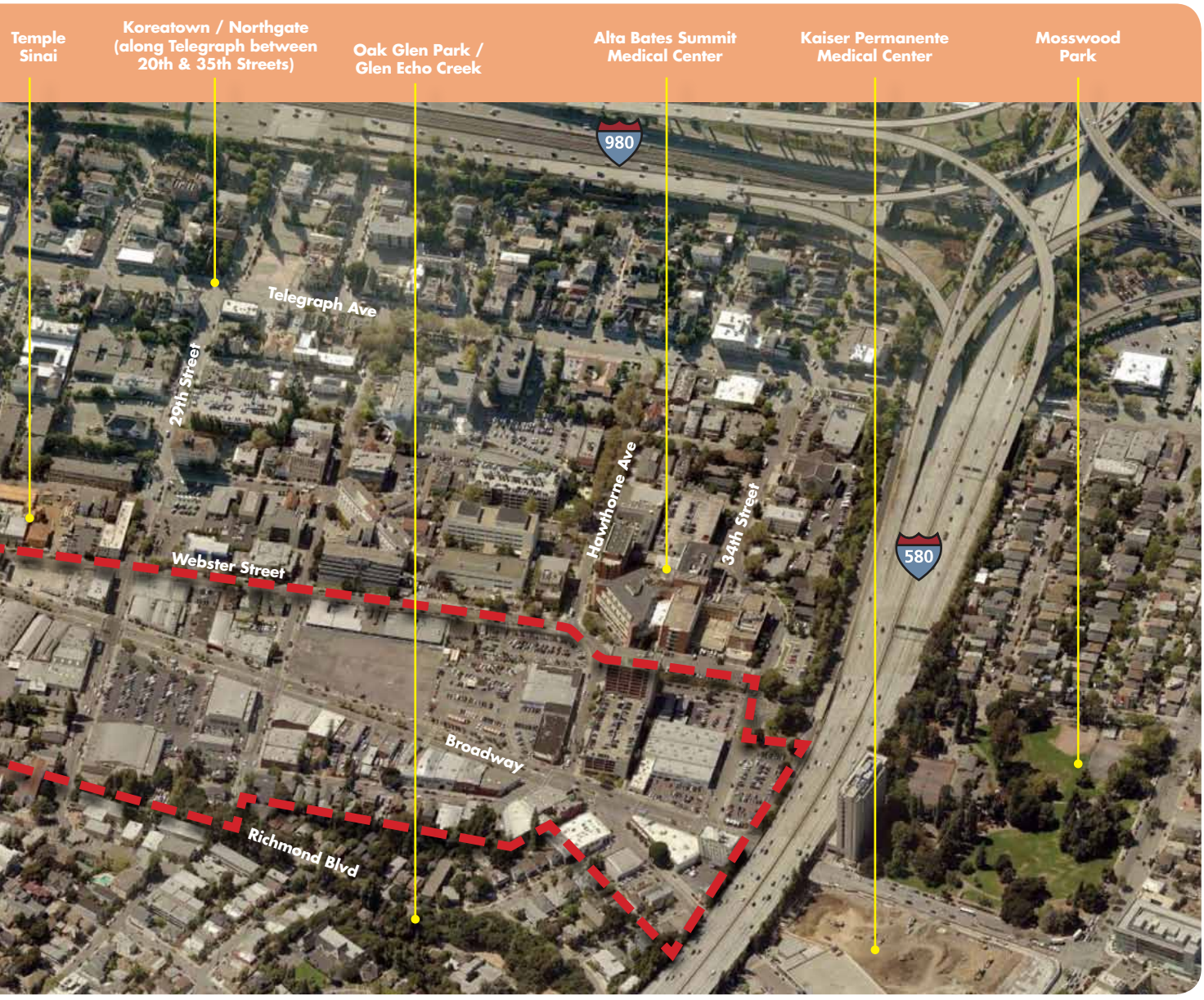


The Plan Area extends approximately 3/4 mile from Grand Avenue to I-580.

FIGURE 2.1: PLAN AREA SETTING

Regional freeway access to the Plan Area is provided by Interstates 580 and 980, and State Route 24. BART provides regional transit service to the area, with the 19th Street BART station located about 1/3 of mile south of the Plan Area, and the MacArthur BART station approximately ¾ mile to the northwest. In addition to BART, the area also benefits from AC Transit bus service along Broadway.

Altogether, the Plan Area includes 95.5 acres, including 35.1 acres in public right-of-ways and 60.4 acres of developable land. The Plan Area and key landmarks are shown in Figure 2.1: Plan Area Setting.



2.1.1 TRADE AREA DEMOGRAPHICS

Given the Specific Plan's focus on establishing destination retail in the Plan Area, it is important to understand whether the demographics of the larger surrounding market area will support such retail. The market analysis for the Plan looked at four concentric trade areas around the Plan Area and the likelihood of attracting residents from each area to shop in the Broadway Valdez District.

The Primary Trade Area, which represents the area within approximately a 10-minute drive of the Plan Area (see Figure 2.2), extends from the East Bay Hills to the Bay, including the cities of Alameda and Piedmont in their entirety, and from the southern border of the University of California campus in Berkeley to Oakland's southern boundary, except for a portion of East Oakland below MacArthur and east of Fruitvale (those residents are assumed to be more likely to patronize retailers along I-880 and to the south). This area is seen as providing a large and potentially lucrative market for retail goods and services in the Plan Area.

The 400,000 people and over 160,000 households in the Primary Trade Area have an average household income of $76,000 (2007) and a per capita income at $32,000 per year, which is 25 percent above the statewide average. Altogether, Primary Trade Area residents have an average annual expenditure potential of approximately $1.6 billion (2011-2013) for comparison goods sold in stores such as apparel, specialty, home furnishings, consumer electronics, and department/general merchandise stores. They also have annual expenditure potential for an additional $866 million for goods sold in supermarkets, drug stores, and other convenience retail outlets, and substantial additional spending for eating and drinking out.[1]



The percentage of seniors who live in the area is nearly twice the citywide average.

Beyond the Primary Trade Area, residents of the Inner East Bay also represent a large and potentially lucrative market for new retailing in the Plan Area. The Inner East Bay Trade Area, which includes all of the residents of Oakland, Piedmont, Berkeley, Albany, Emeryville, and Alameda, has about 660,000 residents in 250,000 households, and is projected to continue to grow. Within a 15-minute drive of the Plan Area, there are an estimated 830,000 residents with an average household income of $74,000 (2007). Within a 20-minute drive, there are 1,640,000 people with average household incomes of $82,000 (2007).

Based on clusters of demographic and buying behavior characteristics used to predict consumer behavior, 49 percent of the Primary Trade Area households belong to clusters grouped under the heading "Urban Uptown", defined as the nation's wealthiest urban consumers with the most sophisticated tastes. Those in this group are college-educated and ethnically diverse, and tend to

1 *Market Demand Analysis for Preparing the Broadway/Valdez District Specific Plan*, Hausrath Economics Group and Urbanics Consultants Ltd., June 2009/January,2010, summarizing and expanding upon the retail analysis from the Upper Broadway Strategy, Conley Consulting Group et al, September 2007. Since then, Hausrath Economics Group updated the retail sales and spending data for 2010 and has continued to review the most recent retail data for 2011 and partial data for 2012 (most recent available as of early 2014). Also see note 4 later in this chapter.

frequent the arts, shop at exclusive retailers, drive luxury imports, and travel abroad. The diverse, predominantly childless consumers who pursue active lifestyles, called "Midtown Mix" represent another 23 percent of Trade Area households. These mid-scale, urban consumers are the most ethnically diverse, frequent bars, health clubs, and restaurants at high rates, drive small imports, and typically acquire the latest consumer electronics. The Primary Trade Area has three to 10 times greater concentration of households in these clusters than does the nation as a whole (refer to the Upper Broadway Strategy report for more details).[2]

2.1.2 HISTORICAL DEVELOPMENT

Since Oakland's incorporation as a city in 1852, Broadway has served as the city's Main Street. The city's development generally moved north from downtown along street car lines on Broadway and Telegraph Avenue towards the Oakland hills. By 1903, the blocks now forming portions of the Plan Area were nearly fully built out with medium sized, single family houses. However, by 1911, garages and other automobile-related sales and service businesses begin appearing along Broadway as the center for Oakland's automobile service and

2 *Upper Broadway Strategy,* Conley Consulting Group et al, September 2007



FIGURE 2.2: PRIMARY TRADE AREA



Decorative brick garage at Webster Street and 24th Street was built in 1919.



The former YWCA Blue Triangle Club on Harrison Street was built in 1925.



The Queen Anne-style building on Broadway and 29th Street was built in 1892.

sales began shifting to upper Broadway beyond 20th Street. This pattern continued through and beyond the 1920s, with this stretch of Broadway becoming more commercial than residential in focus. Eventually, Oakland's Auto Row developed into the second most important automobile retail center in the Bay Area, after Van Ness Avenue in San Francisco.

In spite of the fact that streetcars transported residents and commuters along Broadway until the system was dismantled in 1948, the area's development as Auto Row was natural. The area's location near to, but immediately outside of, Downtown Oakland where commercial real estate was less expensive, allowed dealers to assemble fairly large parcels for the display of automobiles along a major commercial thoroughfare that connected Downtown to the prosperous outlying neighborhoods like Piedmont and Rockridge, whose development owed a great deal to the automobile.

Well over half (60 percent) of the buildings in the Plan Area were constructed prior to 1920, and nearly 90 percent (87 percent) were constructed before 1950. The majority of these buildings evolved out of the auto industry, with the primary building types being Beaux Arts and Moderne automobile showrooms, early 20th century utilitarian service garages, and 1920s decorative brick commercial buildings. Remarkably little changed in the latter half of the 20th Century. The focus remained primarily on automobile sales and service and new development was quite limited.

2.2 LAND USE CONTEXT

2.2.1 EXISTING PLAN AREA LAND USES

Consistent with its historic identity as Auto Row, the predominant land use in the area continues to be automotive sales and service related uses (e.g., automobile dealerships, car rental retailers, repair service garages, etc.). These uses occupy nearly half the developable area, and are distributed throughout the Plan Area. Non-automotive commercial uses are the next most prevalent in the area (15.8 percent). In 2012, there were several remaining dealerships on Auto Row offering various brands of new and used cars, including: Volkswagen, Audi, Acura, Honda, Mazda, Infiniti, Mercedes Benz, and Chevrolet. There were used/pre-owned car dealers, auto repair facilities, and auto parts stores as part of larger dealerships and as smaller, independent operations. In addition, there are several car rental businesses in the area.

Altogether, automotive and non-automotive commercial uses account for two-thirds of the developable area. Figures 2.3: Existing Land Use Summary 2012 and 2.4: Existing Plan Area Land Use summarizes Plan Area land uses and their corresponding acreages. The majority of the area's commercial uses are clustered along Broadway to benefit from the visibility provided by frontage on the Broadway corridor. The land use mix tends to be most diverse in the southern half of the Plan Area, closest to Downtown. As an example, of area's eight restaurants, all but one is located in the southern half of the area.

Housing, which is limited in the Plan area, occupies 14 percent of the developable area and is generally located along the area's southern and eastern edges. Older single-family and small multi-family buildings that were constructed prior to World War II are clustered on the area's east side along Brook Street, Richmond Avenue, Waverly Street and Harrison Street. Two, more recently developed, high-rise residential buildings supply the majority of the area's housing units on less than 17 percent of the residential land. The 12-story Valdez Plaza, on 28th Street east of Broadway, provides 150 senior housing units (90 independent living and 50 assisted living units), and the 21-story 100 Grand development on Grand

Avenue provides 238 units of market rate housing. (The demographics of residents of the Plan Area are described as part of the demographics for the larger Plan Area and nearby neighborhoods under 2.2.2 below.)

Medical uses, which consist primarily of office space, represent a small (3.5 percent of developable area) but important complement of uses for the area. These uses are generally located along Webster Street in close proximity to the Alta Bates Summit Medical Center. The largest of these is the 12-story Broadway Medical Plaza building at Webster and Hawthorne streets and the 15-story office building at Grand Avenue and Broadway. The rest are generally small professional offices located in former residential buildings. Non-medical office use in the Plan area is extremely limited.

Parking, not including private parking structures attached to specific developments (e.g., the YMCA and the Broadway Medical Plaza) or the surface lots used by auto dealers as display/storage areas, is the fourth most prevalent use in the area, occupying nearly 7 percent of the net developable land. This includes primarily surface parking lots, but also includes the free-standing parking garage at Waverly and 23rd.

Two important institutional uses in the Plan Area that serve as landmarks and destinations are the historic First Presbyterian Church at Broadway and 27th, and the YMCA at Broadway and 24th.

There is no designated parkland in the Plan Area (Refer to Section 2.4.1 for description of parklands that are proximate to the area). The only public open space consists of two plazas along Broadway, one at 25th Street and one at 27th Street. The plazas were created as part of a redevelopment effort in the 1970s to enhance the image of Broadway's Auto Row by investing in new streetscape amenities. The intent was to create spaces that could be jointly used by adjacent automobile dealers to display their vehicles and by the public. In spite of the new lighting, decorative paving, and public art, the plazas receive very little public use.







Businesses involved in automobile sales and service represent the primary land use in the Plan Area.

2.2.2 SURROUNDING AREA LAND USES

The Broadway Valdez District is surrounded by a number of distinctive and dynamic neighborhoods and districts with land use and development patterns that are distinctly different from each other and from the Plan Area. These surrounding areas, shown in Figure 2.5, have the potential to positively influence the future direction and success of Plan Area development.

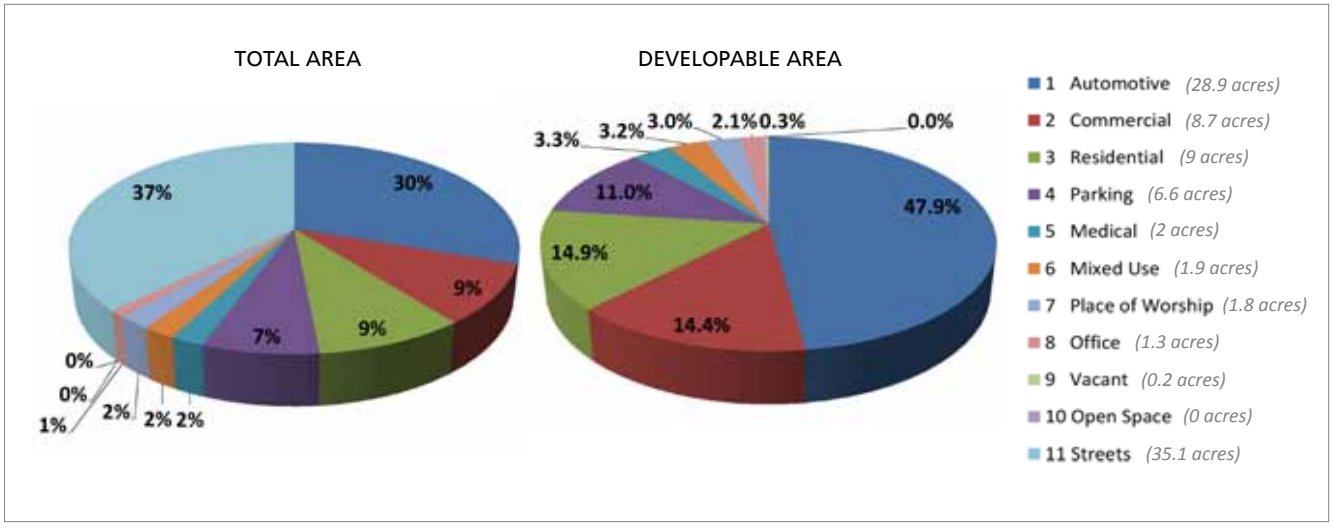
LAKE MERRITT/KAISER CENTER OFFICE DISTRICT

The Plan Area is located at the northern edge of Downtown Oakland and benefits from the increasingly positive energy, market interest, and new development that is taking place in nearby parts of Downtown. The Lake Merritt/Kaiser Center office district, which extends south of Grand Avenue between Broadway and Lake Merritt, is a major employment center that brings thousands of workers Downtown each day. Recent development such as the LEED-Gold rated Center 21 office tower and plans for additional major office development on the Kaiser Center properties on Webster between 20th and 21st streets illustrate the interest in furthering the employment potential of the area.

UPTOWN ENTERTAINMENT DISTRICT

The past decade has seen the emergence of the vibrant Uptown dining and entertainment district to the southwest of the Plan Area. The entertainment component is anchored by Downtown's two historic theaters, the Paramount Theatre and the recently restored Fox Theater. These are complemented by a growing number of restaurants, cafés, and bars including new establishments such as Luka's Taproom & Lounge, Plum, Plum Bar, Ozumo, Pican, Flora, and Duende, which are clustered near the southwest corner of the Plan Area. These, in turn, have been a catalyst for new restaurants in the south end of the Plan Area, such as Mua, Hawker Fare, Sweet Bar Bakery, Loring Café, Era Art Bar, and Farley's East. To a large extent, the vibrant nightlife and growing interest in the area from commercial uses reflects the development over the last decade of new housing in Downtown, including the Forest City Uptown development and several housing developments in the vicinity of Broadway and Grand Avenue (e.g., the Broadway Grand and 100 Grand).

FIGURE 2.3: EXISTING LAND USE SUMMARY 2012



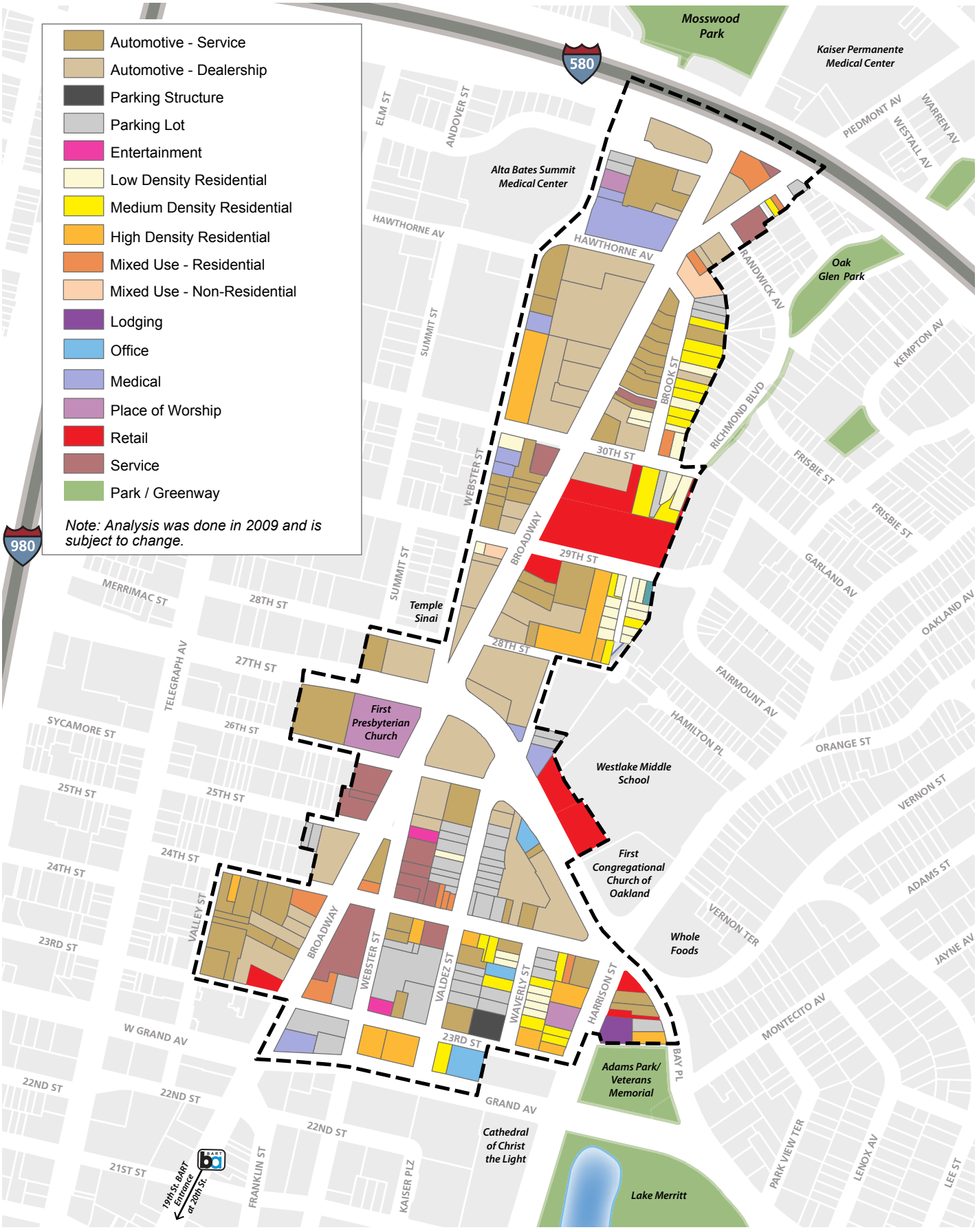


FIGURE 2.4: EXISTING PLAN AREA LAND USE



Automotive businesses occupy just under half of the developable area.



Parking occupies nearly 10 percent of the developable area.



The Fox Theater and the Uptown district attract visitors from all over the Bay Area and beyond.



The monthly Art Murmur Art Walk attracts crowds to the growing cluster of galleries in the 25th Street Garage District.

"ART MURMUR GALLERY DISTRICT" (25TH STREET GARAGE DISTRICT)

In tandem with the blossoming of the Uptown District has been the emergence of a new arts district in the historic 25th Street Garage District, also referred to as the "Art Murmur Gallery District", that lies just west of the Valdez Triangle. Taking advantage of the relatively inexpensive rents and the distinctive, and distinctively funky, architectural character of the historic garages, a number of galleries and cultural venues have come together and formed the Oakland Art Murmur (OAM), which now includes twenty-one galleries and nine mixed-use art spaces.

OAM, whose mission is to support art and cultural venues that are dedicated to increasing popular awareness of and participation in the arts of Oakland, currently showcase nearly 1,000 local and national artists in 200 exhibitions each year, and their monthly art walks that occur on the First Friday of every month and Saturday Strolls have put the area on the Bay Area cultural map attracting hundreds of people each month from around the Bay not only to attend gallery receptions but also street performances, one-night art installations, and social and political activities.

MEDICAL CENTERS

Healthcare also represents a well-established use in the area and a major employer. The 20-acre campus of Alta Bates Summit Medical Center is located in the area known as "Pill Hill" to the northwest of the Plan Area. The campus includes a hospital, outpatient services, and related medical uses and facilities, as well as a nursing college. Additional medical offices and related uses are located in the surrounding area, including the Plan Area. In addition to Alta Bates Summit, a second major medical center, the Kaiser Permanente Oakland Hospital and Medical Center, is located just north of the Plan Area, on the other side of I-580.

Both medical centers bring a large number of employees, patients, and visitors into the area each day, many traveling through the Plan Area. Both institutions are also in the process of complying with the State's Hospital Facilities Seismic Safety Act legislation which involves incorporating state-required seismic upgrades, or in many cases completely replacing their facilities. These improvements will result in completely new, state-of-the-art health care facilities that represent long-term commitments by both institutions to remain in the area.

RESIDENTIAL NEIGHBORHOODS AND DEMOGRAPHICS[3]

The Plan Area is surrounded by long-established residential neighborhoods to the east, west, and north. These residential neighborhoods serve markets which value the area's proximity to employment in the Downtown and the two medical centers, Downtown entertainment and cultural activities, Lake Merritt's recreational amenities, and convenient regional transit to San Francisco and East Bay destinations via AC Transit and BART.

Housing in these neighborhoods is primarily in apartment buildings with five or more units combined with a mix of lower-density, single family homes, duplexes, and three/four-plexes. Senior housing developments in the area include three high-rise complexes: Westlake Christian Terrace (East and West) and Valdez Place, located at Valdez and 28th Street, and St. Paul's Towers on Bay Place, just southeast of the Plan Area. The "Harri-Oak" (Harrison and Oakland Avenue) and Adams Point neighborhoods on the hills just east of the Plan Area consist of a mix of houses and apartments. West of the Plan Area, the mixed-use Koreatown/Northgate neighborhood along Telegraph Avenue is separated from the Plan Area by the medical uses on Pill Hill. While there are also established residential neighborhoods north of the Plan Area, they are separated from it by I-580 and commercial development along MacArthur Boulevard, Piedmont Avenue, and Broadway.

3 *Broadway/Valdez District Specific Plan - Existing Conditions Report*, August 2009; Hausrath Economics Group; 2000 U.S. Census.



The Kaiser Permanente and Alta Bates Summit medical centers are investing millions of dollars in new facilities.



The 100 Grand residential mixed use high-rise is representative of more recent development in the vicinity.

There are approximately 4,020 households and approximately 7,530 people residing in the area bounded by Grand Avenue, Harrison Street, I-580, and I-980. That includes a relatively small population in the Plan Area itself (fewer than 600 households due to its predominantly commercial focus), with most of the population located in nearby neighborhoods.[4] Households in this area are smaller than average citywide (1.8 persons per household compared to 2.6 citywide) and the large majority of area residents are renters (94 percent), reflecting the prevalence of higher density multi-family housing in the area. Households have fewer children (15 percent with children under 18 years compared to 25 percent citywide), and proportionally more working adults (48 percent compared to 44 percent citywide). The area also includes proportionally more seniors age 65 and older. Household incomes are lower than the average citywide, although, when adjusted for smaller household sizes, incomes per capita for area residents are similar to the citywide average.

Beyond the nearby areas, there are neighborhoods further to the east and north (Harrison-Oakland Avenue, Adams Point, and areas north of I-580) that have relatively higher housing prices and rents, a higher proportion of residents who are employed, and higher household incomes. These surrounding neighborhoods are attractive to younger working adults and to empty nesters, and they offer good proximity to downtown places of work.

4 Demographic information is not available for only the Plan Area given its small size, predominantly commercial character, and irregular boundaries. Thus, demographics are provided for the Plan Area and nearby neighborhoods combined, based on U.S. Census data. The Plan Area represents a relatively small share (about 15 percent) of the households in the larger area.

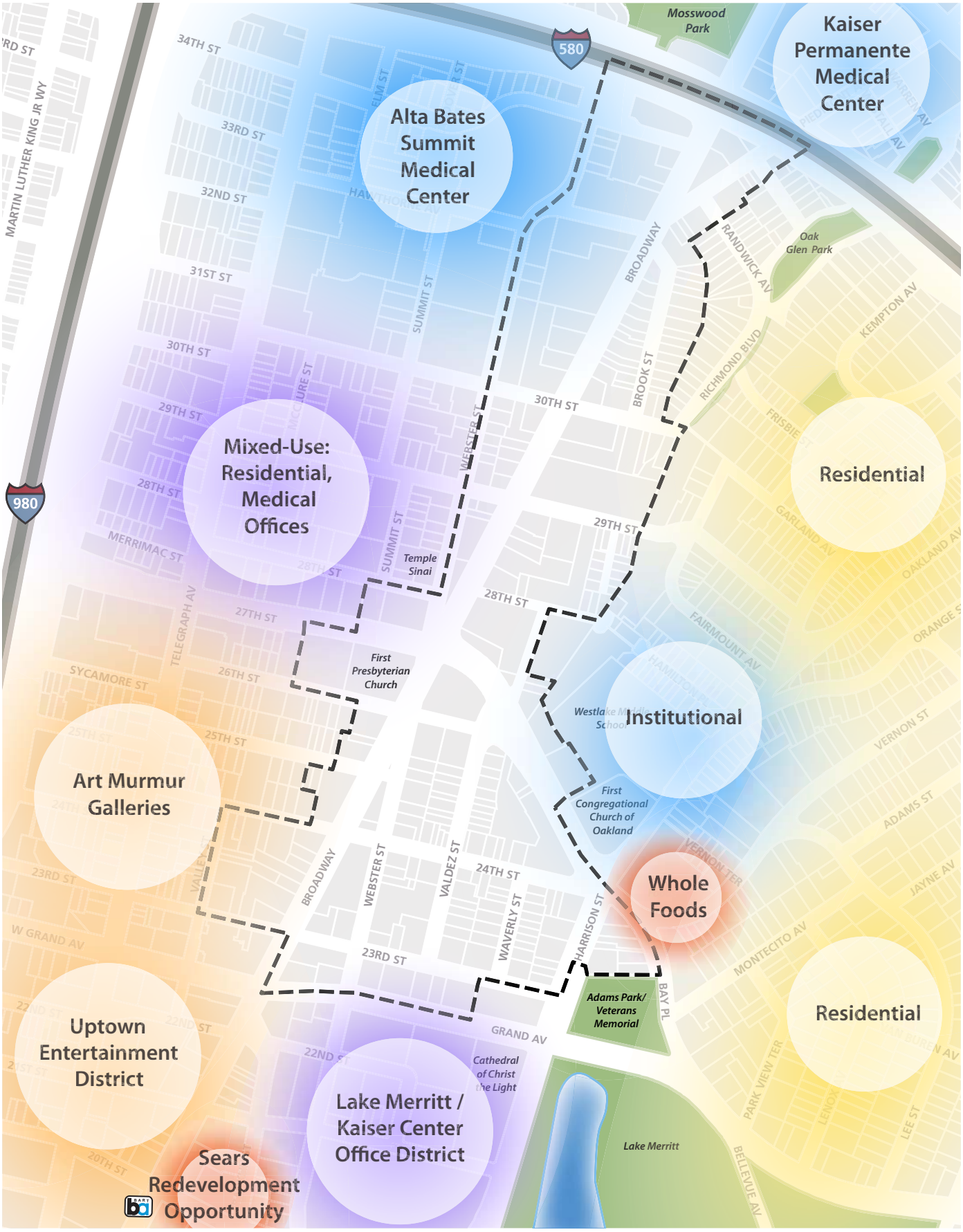


FIGURE 2.5: SURROUNDING AREA LAND USES

2.2.3 DEVELOPMENT CHARACTER

Topography. Topographically, the Plan Area is situated in a shallow valley that slopes down from north to south and is framed by ridges—Pill Hill to the west and the "Harri-Oak" neighborhood to the east. The effect of this is to create a subtle definition of the area and an orientation toward Downtown and Lake Merritt. The area's long, narrow configuration and the relatively shallow parcel depth on either side of Broadway means that current retail development tends to be strung out in a long line with little commercial activity on the side streets.

Streets and Blocks. Broadway, which extends the length of the area, bisects the underlying grid of streets on a diagonal which has created an irregular block pattern that is characterized by a series of triangular and trapezoidal shape blocks. The irregularly shaped and sized blocks creates conditions that are often constrained for development due to shallow lot depths and inefficient shapes. However, it also has resulted in a series of distinctively designed 'flat-iron' buildings such as the historic Arnstein-Field & Lee Star Showroom at the intersection of Broadway and Webster Street, and a series of unique sidewalk configurations such as at 27th and Broadway and 25th and Broadway where extra wide sidewalk plazas are used for a combination of public space and automobile showcases.



The Lake Merritt / Kaiser Center office district borders the area to the south.

Parcel Size. The lot pattern in the area is generally quite diverse, with some areas having primarily small parcels and others a mix of large and small parcels. The result is a very irregular and eccentric pattern of development that conforms to the patterns established by legal parcels (and ownership patterns) without any obvious regard for the resulting development character. Overall, however, parcel sizes in the Plan Area tend to be small. Over 75 percent of the parcels are less than 0.25 acres. While these smaller parcel sizes have the potential to create a finer-grained, more interesting and comfortable pedestrian environment, they also have the disadvantage of making redevelopment more complicated and potentially less viable.

Development Pattern. The development pattern in the Plan Area is much less compact than that found in Downtown. The lower lot coverage reflects the concentration of automotive uses in the area that devote large areas to sales lots and vehicle storage, and to the Area's greater dependence on surface parking. The dedication of large areas to surface parking and automobile sales lots results in a current development pattern that is dispersed and fragmented, lacks consistent physical form, and contributes to a poorly defined public realm. Few blocks in the Plan Area have sections where buildings form a consistent street wall that frames the street with active storefronts, without major gaps. The few places where there is a consistent street wall, such as along Broadway between 25th and 26th streets, the presence of automotive-related showrooms and repair garages undermine the pedestrian environment with physical distractions such as curb cuts, driveways and roll-up garage doors and uses that provide limited interest to most pedestrians.

Building Character. The architectural character of buildings in the Plan Area is quite diverse but a few characteristics are prominent:

- The majority of the existing buildings are older. Over half (60 percent) of the building stock was constructed prior to 1920, and the vast majority (87 percent) was constructed prior to 1950. Buildings constructed since 1950, are generally larger and denser than other buildings in the area. For example, the Valdez Plaza Residences, Broadway Webster Medical Plaza, YMCA, and 180 Grand Parking Garage are the only mid-rise buildings in the area, and the latter three all include structured parking as a primary use.
- The majority of the existing buildings in the area were designed for automotive sales and service type uses. As such, these buildings typically have large, open floorplates and tall ceilings. The earlier, pre-1920 structures are primarily masonry buildings, while those built after 1920 are generally built with concrete or concrete block.
- The prevalence of older buildings contributes to the area's character and identity. Even though many of these buildings were originally designed for very utilitarian purposes, the quality of the construction and craftsmanship distinguishes them from many of the existing buildings constructed since 1950 which tend to have a generic, nondescript quality.
- No single architectural style predominates in the area, but the stylistic diversity is quite distinctive. Commercial buildings include Beaux Arts, Art Deco, Moderne, 1920s decorative brick, and early 20th century utilitarian service garages, while residential buildings include a mix of Craftsman, Colonial Revival, or Mission Revival styles.
- Designated historic buildings represent important landmarks. Buildings such as the First Presbyterian Church, the Queen Anne-style mixed use building at Broadway/29th, the Packard Lofts Building at Broadway/24th, and the two flat-iron buildings at Broadway/28th Street and Broadway/Piedmont Avenue add quality and character to the area.
- The majority of the existing buildings maintain a low profile. Over 90 percent of the buildings in the Plan Area are one (65 percent) or two (27 percent) stories in height. A dozen or so taller buildings, ranging from 3 to 12 stories are scattered throughout the area.

2.2.4 OPPORTUNITY AREAS

The designation of "Opportunity Areas" is a way to understand what is most likely to change over the next several years. They represent a "best guess" at areas that are most susceptible to change. However, it is up to individual owners to decide whether or not they want to develop their property. That being the case, some opportunity areas may not develop as expected, while others that are not identified may redevelop.



The gradual slope on Broadway creates a natural orientation to Downtown.



Long established residential neighborhoods border the Plan Area to the east, west and north.



Development opportunity areas include auto dealership sales lots ...



... surface parking lots ...



... and vacant buildings and parcels.

Figure 2.6 shows sites that are vacant or considered underutilized, and may have potential for land use or intensity change over the long-term (25 years). For purposes of this analysis, underutilized parcels include those that: are undeveloped or have no structures; are used for surface parking/auto sales lots; have a Floor Area Ratio (FAR)[5] of less than 0.33, or have buildings that are currently vacant.

Based on these criteria:

- Eighteen parcels, totaling 6.7 acres, are undeveloped or have no structures (e.g. automobile sales lots).
- Forty-eight parcels, totaling approximately 10.9 acres, are actively being used as parking lots.
- Four parcels, totaling 4.0 acres, have a floor-area-ratio of less than 0.33.
- Eight parcels, totaling 1.5 acres, have existing buildings that are currently vacant.

Altogether, 23.1 acres of land, or 38 percent of net developable land within the Plan Area, can be considered to be underutilized. Identification of potential Opportunity Areas is a way to understand the potential for future development, to understand patterns of where new development may occur, and how new development could relate with areas less likely to change.

2.3 MARKET CONTEXT

The Specific Plan market analysis was undertaken to reflect longer term market potentials and trends for the Plan Area, drawing from the larger citywide and regional context. As the major recession of 2008 – 2011 occurred during the planning period, the timing and other implications of the downturn and subsequent recovery were also considered.

2.3.1 RETAIL

Comparison Goods Retail. Oakland represents one of the most under-retailed major cities in the United

5 Floor Area Ratio is defined as the total square feet of a building divided by the total square feet of the lot the building is located on.



FIGURE 2.6: UNDERUTILIZED SITES

States for comparison goods shopping. Yet as the largest city in the East Bay, in terms of both population and employment , Oakland represents a large and potentially lucrative market for retail goods and services with approximately 400,000 residents and 200,000 jobs in the city, about two-thirds of which are held by residents of other communities who add retail potential over and above that of city residents. Approximately half of Oakland's employment (approximately 100,000 jobs) is located in the greater Downtown and North Oakland areas including and surrounding the Plan Area.

Oakland's households and population have been growing, spurred by substantial new housing development in Downtown and throughout the City. With the growth of households and population, there also has been growth of incomes and increases in the purchasing power of City residents. In fact, incomes in Oakland have been rising more quickly than in many other parts of the Bay Area.

The citywide retail market studies (including the original and updated analyses)[6] estimate the retail expenditure potential of Oakland residents to be $1.6 billion per year for comparison goods, which are products sold in stores offering apparel, home furnishings, specialty goods, consumer electronics, and department store and other general merchandise. Sales by Oakland comparison goods retailers capture just over one-third of these expenditures. Over $1.0 billion in potential sales, representing nearly two-thirds of potential expenditures, are not captured by Oakland stores and represent "retail leakage" of spending to stores in other communities.[7] Among comparison goods retailing categories, leakage as a percentage of expenditures is largest for apparel and department and other general merchandise stores, and largest in the upper-middle and middle income markets, as there are few shopping options for those consumers in Oakland. The large retail leakage identifies that the market exists today for development of major, new comparison goods retail shopping in Oakland and in the Plan Area. It also indicates that Oakland residents are likely to spend less than other similar Californians due to the lack of convenient shopping opportunities.

Trade areas defined for new retailing in the Broadway Valdez District include large populations, supporting a large and potentially lucrative market for new retail development. The 400,000 residents in the Primary Trade Area surrounding the Plan Area spend $1.6 billion per year for comparison goods shopping.[8] Together, the Inner

6 The original retail market analysis presented in the *Upper Broadway Strategy* (Conley 2007) was based on retail spending and sales data for 2005 (the most current at the time of that analysis). The *Market Analysis Report for the Broadway/Valdez District Specific Plan* (Hausrath 2009/2010) summarized and expanded upon the retail analysis in the original report. Since then, Hausrath Economics Group has updated the retail sales and spending data for 2010 and has been reviewing the most recent retail data for 2011 and partial data for 2012 (most recent available as of early 2014).

Over the analysis period, the major recession affected retail spending and retail sales. Retail data show that retail spending and sales in 2011/12 are just about back to the levels experienced in 2005, for the State, Alameda County, and City of Oakland. Over that period, retail spending and sales increased from 2005 to 2007 and then began to decline in 2008 with the lowest levels occurring in 2009 and 2010. Retail activity improved substantially in 2011 and has continued to increase since then, returning to levels most similar to 2005. As a result of this pattern, the magnitudes of spending and sales from the original analysis continue to provide useful data for describing retail activity and market potentials as of 2011 to 2013. Thus, the magnitudes of spending and sales included in this section and other parts of the Plan reflect current dollars for the 2011-2013 period.

7 Retail sales leakage was originally estimated in the market analysis for the *Upper Broadway Strategy*, 2007, based on 2005 data for spending and sales. More recent figures for 2010 data (Hausrath, 2013) continue to show that nearly two-thirds (60 to 65 percent) of comparison goods expenditures by Oakland residents are made outside of Oakland because of a lack of shopping opportunities in the city. While the leakage percentages have remained the same over time, the dollars of spending and sales were lower in 2010 than in 2005 because of the impact of the recession, where the lowest levels of retail spending and sales occurred in 2009 and 2010. In 2011 and since then, retail spending has been increasing back to prior levels as has the amount of leakage of sales to other communities.

8 The Primary Trade Area includes the southern half of Berkeley, most of Oakland (except for a portion of East Oakland below MacArthur and east of Fruitvale, where residents are assumed to be more likely to patronize retailers along I-880 and to the south), and the cities of Piedmont and Alameda. The residents of this area live the closest to the Plan Area and are within a drive-time radius of 10 minutes or less. See Figure 2.2.

East Bay cities of Oakland, Berkeley, Albany, Piedmont, Emeryville, and Alameda that include and surround the Primary Trade Area are home to about 660,000 residents who spend approximately $2.6 billion per year on comparison goods. Extending further outward, there are about 830,000 people residing within a 15-minute drive-time of the Plan Area who spend $3.3 billion per year on comparison goods.

The market analysis indicates that new retail development would require capturing a relatively small market share of spending. For example, retail sales to support 800,000 square feet of new comparison goods shopping would require capturing up to 12 percent of Primary Trade Area spending for comparison goods.[9] This scenario assumes that about 70 percent of the sales would come from residents of the Primary Trade Area, with the balance from residents of the surrounding trade areas (other Inner East Bay areas and other areas beyond, most within the 15-minute drive-time) and from others who work in surrounding parts of Oakland. This is considered a very achievable market share given the high leakage of comparison goods retail spending that currently exists.

The strong market support for new comparison goods shopping in Oakland and in the Plan Area highlights two findings. One is that the market exists for development of a substantial amount of new comparison goods shopping in Oakland. The real challenge is in getting the amount and type of retail development that can successfully attract shoppers and capture market demand. The other is that there is enough market support for new comparison goods shopping in the Plan Area and for other new, comparison goods retailing elsewhere in Oakland, including other parts of Downtown and the Broadway Corridor.

9 The share of expenditures required to support the new retail development would vary depending on the size of the trade area assumed, from 7 percent (population within 15-minute drive-time of Plan Area) to 12 percent (Primary Trade Area within 10 minute or less drive-time).

Comparison Goods Retail and Convenience Goods Retail

While there is potential for both types of retail in the Plan Area, attracting comparison goods retail is the primary goal because it addresses the City's objective of alleviating sales tax leakage.

Comparison goods are those goods and services that consumers typically would spend extra effort (i.e., "shop around") in order to get a better price or to find the precise brand or style they want. Typically, comparison goods are costlier than convenience goods, are more durable in nature, and are less frequently purchased. Comparison retailers offer goods such as general merchandise, clothing, jewelry, toys, books, sporting goods, home furnishings, appliances, and electronics. Because consumers are willing to travel longer distances to do their comparison shopping, the market area is generally much larger geographically than for convenience shopping. Comparison retailers come in a variety of formats and ownership models such as full price department stores (e.g. Macy's, Nordstrom, McCaulou's), discount department stores (e.g. Target, TJ Maxx, Ross) apparel stores (e.g., Gap, Nike, Men's Warehouse, Ann Taylor, H & M, A Diva's Closet, Rockridge Rags), and specialty stores (e.g., Apple, REI, Sur La Table, See Jane Run Sports, Oaklandish, Philippa Roberts).

Convenience goods are those that consumers need immediately and frequently, and are therefore purchased where it is most convenient for shoppers. Shoppers, as a rule, find it most convenient to buy such goods near home, near work, or near a temporary residence when traveling. Convenience goods are generally widely distributed and relatively inexpensive, and include items such as groceries, toiletries, alcoholic and soft drinks, tobacco products, candy, magazines, and newspapers. Because a convenience good can be found readily, the market area for convenience retailers is geographically small. 7-Eleven, Walgreens, and Safeway are examples of convenience retailers.

Convenience Retail. In addition to comparison goods, there is also significant potential for smaller convenience retail tenants and local service uses in the Plan Area, particularly in the longer term as future area residents, employees, and shoppers begin to generate increased demand. Given the presence of two major medical centers nearby, there is probably some unmet demand for late night convenience and eating/food places, as both of the hospitals have late night and early morning shifts. Similarly, there is late-night employment at the senior care residence facilities located in the Plan Area, and in nearby and surrounding areas.

While there will be growth of spending for convenience retail and service uses, and there may be some untapped demand currently, there also are several neighborhood commercial districts and retail areas nearby that have an established presence and will continue to meet at least a portion of the demand generated by area. The ability of the Plan Area to serve local convenience/service markets will be enhanced in the future not only by increased local population, but by the establishment of destination retailing. Establishing the area as a major retail location will generate activity levels that will be attractive to smaller convenience tenants.

2.3.2 HOUSING

Since the late 1990s, there has been substantial development of new housing in greater Downtown Oakland in response to a number of regional trends, including: strong regional housing demand, fewer remaining locations for development in the suburbs, renewed interest in central city living, and a relatively affordable land supply. In addition, new Downtown housing development has been encouraged by regional and local Smart Growth land use policies, including former Mayor Jerry Brown's 10K Initiative to attract new housing development to Downtown Oakland. While a large majority of units built were in Downtown and Jack London Square, a notable share (about 700 units) was built in the Plan Area vicinity, to the north of Grand Avenue.



Creating an attractive retail destination will help the City retain sales tax revenues and provide a place for local residents to shop.

In 2007, the major downturn in the housing market and the economic recession began to slow the absorption of new units in Oakland, reduce sales prices, and result in new for-sale housing being rented or leased, at least for a time into the future. Lower sales prices and rents and problems securing financing, made it difficult to develop new housing projects. By 2013, the Bay Area economy has been improving as has the housing market. Housing prices and rents have been increasing and returning to levels that can cover the costs of new construction and result in feasible projects.

Once the housing market fully rebounds, the trends supporting new housing development in Downtown and areas north of Grand Avenue are anticipated to continue. Over the longer term, market potential for housing development in the Plan Area is expected to be good. There are approximately 670 units in approved projects in the Valdez Triangle that were put "on hold" during the recession, pending recovery of the economy and housing market. The presence of large available sites in lower-density auto and parking uses, and the proximity to vibrant office and entertainment districts, makes the Plan Area attractive to housing developers.

However, once the housing market recovers, there could be a large number of already approved projects and projects that were in predevelopment, that are likely to be built before other new developments occur. The pipeline of approved and pre-development projects could affect the timing and nearer-term feasibility of mixed-use development with major retail and housing.

There is demand for both for-sale and rental housing and for housing affordable to households across a range of income levels. The market characteristics of people attracted to live in this part of Oakland include:

- Singles and couples with few or no children
- Younger generation, ages 18-34
- Seniors
- People who work nearby, in Downtown and in the hospital medical centers
- Those who value accessibility to transit (green/ sustainable ethic)



High density mixed use developments like the Broadway Grand illustrate the area's potential once the market recovers.

- People who want proximity to dining, arts, entertainment, and proposed shopping
- Urbanites who find Oakland a desirable, less-costly option to living in San Francisco.

2.3.3 OFFICE

After downtown San Francisco, downtown Oakland includes the second largest concentration of office activity in the region, but there are still numerous sites for office development downtown, as well as plans and approved entitlements for major new office development in both the Lake Merritt/Kaiser Center and City Center office districts. There is potential for additional projects in locations along Broadway between the two office districts. It is anticipated that office growth will continue to be focused in Downtown area, expanding upon and intensifying the area's office districts where downtown BART and bus services and auxiliary services are in place to serve these office areas.



Medical office uses can occupy and reuse existing buildings ...



... or potentially generate demand for new office buildings.

Because of the strength of the Downtown office market, it is unlikely that sites in the Plan Area will compete for major office tenants, but there is potential for growth of smaller, professional office uses, particularly, as upper-floor uses, in low- and mid-rise buildings that provide an alternative setting, scale and price to the larger, Class A office buildings Downtown. The demand for smaller professional office space is likely to be evidenced once development in the Plan Area starts and will grow after the area begins to get established.

The Plan Area's proximity to both the Alta Bates Summit and Kaiser Permanente medical centers could help in attracting medical and related professionals whose services supplement the larger and more institutional medical services more directly associated with the two medical centers. However, the master plans for both the Alta Bates Summit and Kaiser Permanente medical centers propose to expand medical offices within their campuses. Thus, most of the growth in medical office space is likely to occur within these campuses, on Pill Hill and north of I-580. Given their proximity, the large Plan Area sites along Webster adjacent to Pill Hill could be attractive for larger-scale medical office development or even medical-related research or treatment facilities if the timing and program made these sites more attractive than the currently planned Pill Hill areas. Opportunities for office condos might also be attractive to some medical professionals.

2.3.4 HOTEL

Oakland has a small hotel sector with relatively stable occupancy levels and room rates. Given the hotel sector's small size, however, each new property represents a major change in the city's inventory, thus increasing the market risk. Most of Oakland's hotels are concentrated Downtown, along the Estuary waterfront, and in the vicinity of Oakland Airport. The most probable opportunity to expand the city's hotel sector is from increased corporate demand from an expanded employment base, which could be a positive for the Plan Area given plans for additional office development in the adjacent Lake Merritt/Kaiser Center office district. The absence of competing hotels on the north side of Downtown is another factor that could support a hotel in the Plan Area.

Based on these factors, there may be potential for a hotel in the Plan Area, particularly in later phases after the retail district envisioned for the Valdez Triangle is established. Potentially, a smaller, boutique-style hotel could be attracted, especially one geared toward serving the strong office district and the emerging Uptown entertainment district. The strongest locations for such a hotel are likely to be in the southern and southeastern parts of the Plan Area near Lake Merritt where a taller structure could potentially offer views of the lake, or adjacent to the Uptown District and its restaurants and entertainment venues.



A boutique hotel in the district could help serve the adjacent Uptown and Downtown office districts.

2.3.5 AUTO DEALERSHIPS

Auto dealerships and other auto-related businesses along Broadway Auto Row were hit hard by the recession, but since 2010 have been on the up-swing. Trends locally reflect statewide and national patterns for the auto industry. There were significant declines in auto sales from 2007 through 2009 due to the recession. Consumers drastically reduced auto-related spending, and borrowing became more difficult for both business operations and consumer purchases. Most businesses on Auto Row remained in the area, although there were some that downsized and a few that closed. As indications of market improvements in the area since 2010, a new dealership opened on Auto Row, others expanded their sales areas, and there are plans to modernize existing facilities.



Auto dealerships are consistent with destination retail if appropriately designed.



Auto Row continues to be a destination for the regional car purchasers and a valuable economic base for the City

While the primary focus of future Plan Area development is not on the automotive market, car dealerships represent an important existing use and valuable source of sales tax revenue for the City of Oakland. The auto dealerships in the area accounted for 5.5 percent of total sales tax revenue citywide in 2011. While in past years, the City has explored the concept of relocating its automobile dealerships to a single, more accessible location, it currently appears that, with the improvement in the economy, local dealers continue to value Broadway as a location for their businesses, and that the Plan Area will continue for the foreseeable future to be home to a significant cluster of auto dealerships.

From a market perspective, auto dealerships are consistent with the overall objectives for destination retail in the area, particularly if they are appropriately designed with a more "urban showroom" format that is more compact and requires less land area because the bulk of car inventory is stored off-site. Examples of this format are the car dealerships in San Francisco located along Van Ness Avenue, near the Civic Center. Successful destination retailing nearby could be of benefit to auto dealers, increasing their visibility and attracting substantially more people to the area. In addition, auto dealerships would represent another type of destination retailing that would add to the mix of uses and attractions in the area.

2.4 COMMUNITY RESOURCES

2.4.1 PARKS AND OPEN SPACE

While the Plan Area is surrounded by some of the City's largest and most unique open space resources (see the aerial photo in Section 2.1), the area itself contains no dedicated park space or significant public open space within its boundaries.

Lake Merritt and Lakeside Park, Mosswood Park, the Kaiser Center Roof Garden, and Glen Echo Creek and Oak Glen Park represent four of the most diverse and unique recreational, environmental, and historical resources in the city, and each is a short walk from the Plan Area. Unfortunately, these open space resources are not visually prominent from the Plan Area.

Lake Merritt and Lakeside Park, located just southeast of the Plan Area, is a major public park and visual open space. The 3.4 mile perimeter lake trail is a popular destination for strolling, jogging, and enjoying lake views. Lakeside Park, at the north end of the lake, provides numerous amenities and facilities including Children's Fairyland, the Boating Center, lawn bowling, the Edoff Memorial Bandstand, demonstration gardens, the Junior Center for Arts & Science, and the Rotary Nature Center.

Mosswood Park, located on Broadway just north of I-580, is a 4-acre urban park with basketball and tennis courts, a baseball field, community garden, amphitheater and a community center, in addition to tree-shaded lawn areas. The park hosts numerous events, programs, and classes year-round, in addition to a thriving summer camp program.

Glen Echo Creek, which flows parallel to the Plan Area's eastern boundary and then south into Lake Merritt, provides a linear open space and bit of nature in the urban setting. Oak Glen Park provides 2.79 acres of grassy, oak-shaded glades that extend along the banks of the creek just a block east of Piedmont Avenue.

The 3-acre **Kaiser Center Roof Garden**, located atop the Kaiser Center's 5-story garage at 21st Street and Webster, is one of the area's hidden gems. The first roof garden built in the United States after World War II and, when it opened in 1960, the largest in the world, is open to the public during the week.

The only public open spaces in the Plan Area are the two plazas on Broadway one at 27th Street and the other at 25th Street. These spaces were created as part of streetscape improvements in the early '90s to enhance the identity of Auto Row. Although attractive paving, lighting and public art was installed to enhance the pedestrian character, the actual use of these spaces by adjoining auto dealers as display areas for their cars has resulted in there being little use of the areas as public open space.



Lakeside Park / Lakeshore Avenue



Kaiser Center Roof Garden



Oak Glen Park



Lakeside Park / Lake Merritt



Mosswood Park

2.4.2 CULTURAL AND EDUCATIONAL FACILITIES

In addition to the cultural and educational facilities that are located in both Lakeside and Mosswood parks, there are a number of cultural and educational facilities in the area that contribute to its character and will enhance future development. One is the Veteran's Memorial Building at Harrison and Grand. This historic 1930s building is used for community athletic and social events, and a meeting place for various community groups, including the American Legion, a dance studio, and a senior center.

Churches also play an important role in the life of the area, not only as places of worship, but also as venues for concerts and community meetings and events. In several instances, these buildings also are distinctive landmarks due to their architecture, particularly the historic First Presbyterian Church in the center of the Plan Area, and the contemporary design of Cathedral of Christ the Light at Harrison and Grand Avenue. The most prominent churches and places of worship within the Plan Area and surrounding area include:

- Temple Sinai (Webster and 28th Street)
- First Congregational Church (27th and Harrison)
- Cathedral of Christ the Light (Grand and Harrison)
- First Korean Christian Church (Fairmount and 29th)
- St. Paul's Episcopal Church at Bay Place and Montecito
- 1st Presbyterian Church (Broadway and 27th) [in Plan Area]
- Philippian Church (Webster b/w 34th and Hawthorne) [in Plan Area]

There are also a number of schools and institutional uses within the Plan Area and surrounding area, including:

- Westlake Middle School (2629 Harrison Street–in Plan Area)
- Street Academy (417 29th Street)
- St. Paul's Episcopal School (116 Montecito Avenue–in Plan Area)
- Samuel Merritt University (370 Hawthorne Avenue–in Plan Area)

The Koreatown/Northgate area along Telegraph Avenue from 20th Street to 35th Street represents a different kind of cultural resource. The area is a mixed ethnic business district that includes food markets, retail stores, and service businesses oriented toward the Korean, Ethiopian and Middle Eastern populations as well as people from a broader area.



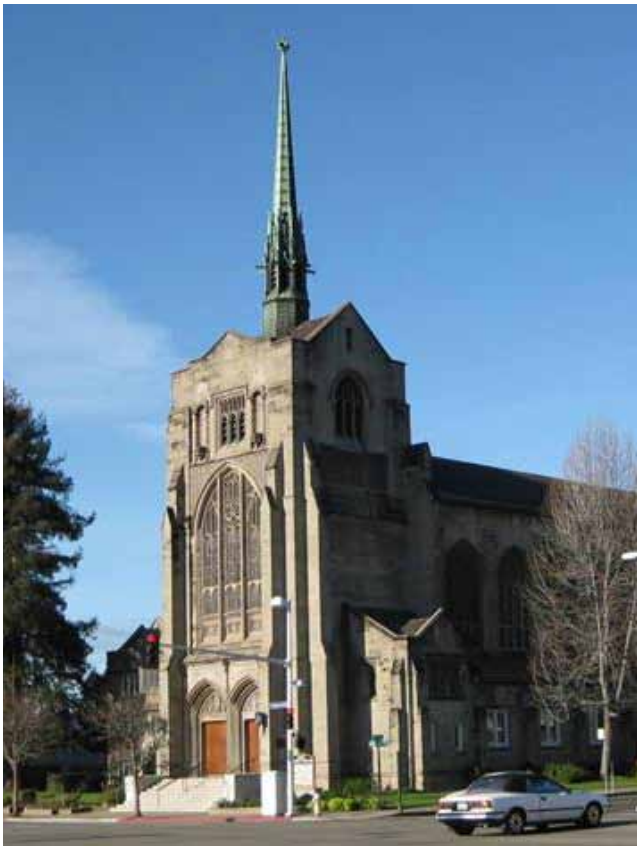
Cathedral of Christ the Light



First Congregational Church



Koreatown/ Northgate



First Presbyterian Church



Temple Sinai

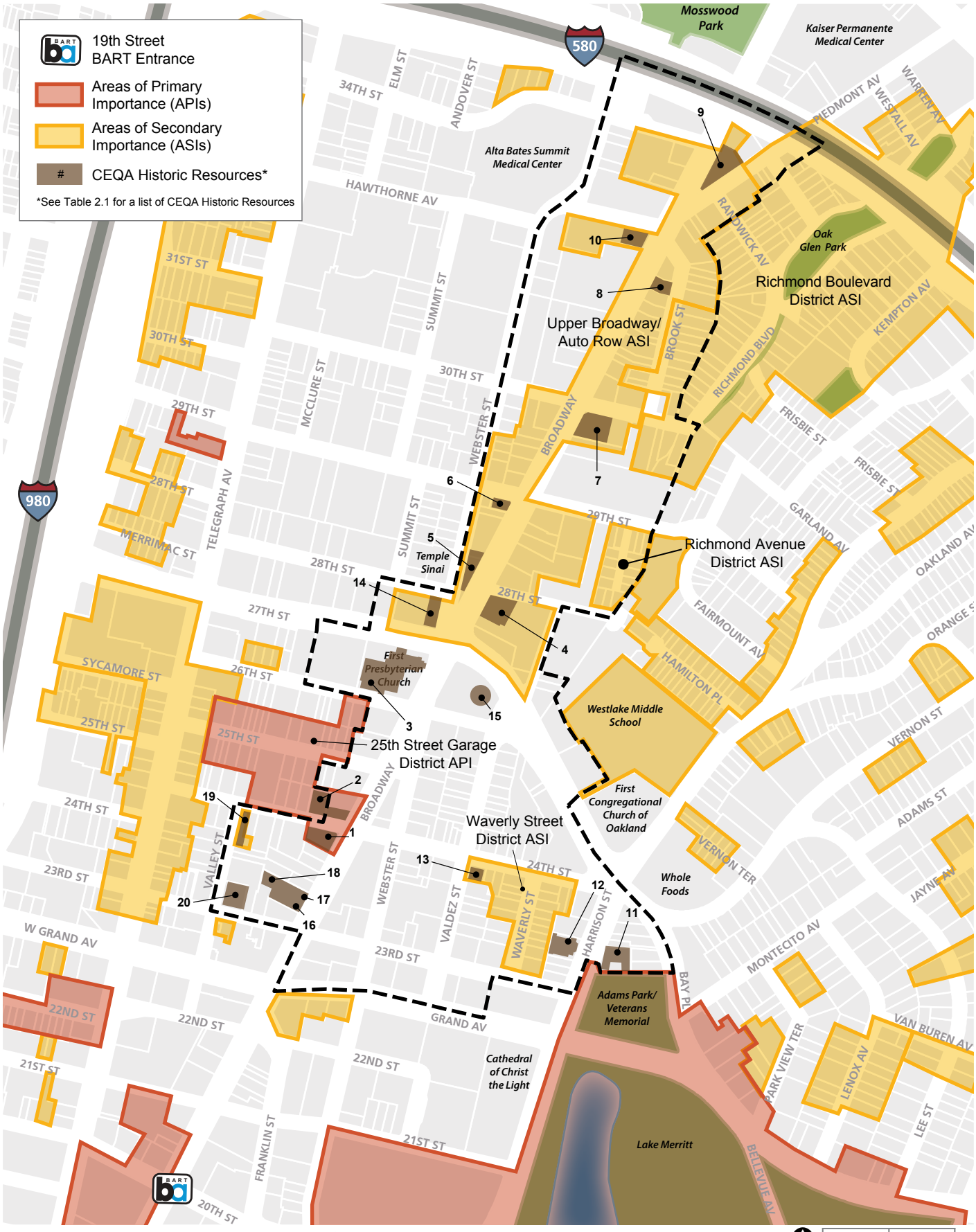


FIGURE 2.7: HISTORIC RESOURCES AND DISTRICTS

2.4.3 HISTORIC RESOURCES AND NEIGHBORHOODS

Broadway has served as Oakland's "Main Street" since the City's earliest years. Initially, development within the Plan Area was residential—now represented by the several remaining single-family homes. From the early decades of the twentieth century, the Plan Area became dominated by commercial development, garages and other automobile-related sales and services. As a result, the majority of the historic resources in the Plan Area are landmarks of the development of Oakland's Auto Row. Overall, the Plan Area has a high proportion of older buildings, with 60 percent having been constructed prior to 1920, and nearly 90 percent constructed before 1950.

The area's many older buildings and distinctive architectural styles are an important reflection of the area's history, and contribute to the area's visual interest and character. The distinctiveness of the area's architecture represents a significant asset around which to plan and build—an asset that can serve as inspiration and context for future designs, and help to ground future development as part of a pre-existing neighborhood. While some of these older buildings have cultural and historic significance to the City, others are individually less significant but still contribute to the area's character and identity.

Overall, there are twenty (20) buildings in the Plan Area that are considered significant historic resources for purposes of environmental review under the California Environmental Quality Act (CEQA Historic Resources) (see Figure 2.7 and Table 2.1). The recognized historic buildings in the Plan Area range from those of highest importance ("A" rating) and major ("B" rating) importance to those of secondary and minor importance ("C" and "D" ratings). The Plan Area includes three A-rated buildings, Oakland's highest level of recognition of historic significance: The First Presbyterian Church, the Seventh Church of Christ Scientist, and the YWCA Blue Triangle Club. There are no resources on the State of California or National Registers.

TABLE 2.1: BROADWAY VALDEZ CEQA HISTORIC RESOURCES

MAP KEY	STREET ADDRESS	YEAR BUILT	HISTORIC NAME
1	2355 Broadway	1913-14	Packard & Maxwell- Don Lee-Western Auto Building
2	2401 Broadway	1913-14	Pacific Kissel Kar Salesroom and Garage
3	2601-19 Broadway	1913-14	First Presbyterian Church
4	2740 Broadway	1929	Pacific Nash Co. Auto Sales and Garage
5	2801-25 Broadway	1916	Arnstein-Field & Lee Star Showroom
6	2863-69 Broadway	1892	Queen Anne-style Apartment Building
7	2946-64 Broadway	1930	Firestone Tire & Rubber Service Station
8	3074 Broadway	1917	Grandjean - Burman (C.) - GM Co - Alzina Garage
9	3330-60 Broadway	1917	Eisenback (Leo) - Strough (Val) Showroom
10	3093 Broadway	1947	Connell GMC Pontiac Cadillac
11	2332 Harrison Street	1925-26	YWCA Blue Triangle Club
12	2333 Harrison Street	1915-18	Seventh Church of Christ, Scientist
13	2346 Valdez Street	1909-10	Newsom Apartments
14	2735 Webster Street	1924	Howard Automobile-Dahl Chevrolet Showroom
15	315 27th Street	1964	Biff's Coffee Shop
16	2335 Broadway	1920	Dinsmore Brothers Auto Accessories Building
17	2343 Broadway	1924-25	Kiel (Arthur) Auto Showroom
18	2345 Broadway	1920	J.E. French Dodge Showroom
19	2366-2398 Valley Street	1936	Art Deco Warehouse
20	440-448 23rd Street	1919	Elliot (C.T.) Shop - Valley Auto Garage

In addition to these historic buildings, the City has identified five areas of historic value that overlap the Plan Area. One is designated an Area of Primary Importance (API) because it contains a high proportion of locally-designated resources. The other four are designated as Areas of Secondary Importance (ASIs) because they contain a group of older buildings that, while not considered historic resources under CEQA either individually or as a group, may have local importance that is worthy of recognition. The location of the historic resources and resource areas are shown in Figure 2.7 and Table 2.1.

The API within the Plan Area is the:

- **25th Street Garage District,** which includes a concentrated, intact, and homogenous group of predominantly one-story brick and truss-roofed garages built between 1920 and 1929 that are significant as buildings of a distinctive type, dating from a specific period of Oakland's economic development. The majority of the API lies west of the Plan Area, and includes only two parcels, one on either side of 24th Street at Broadway.

The four ASI's include:

- **The Broadway Auto Row District,** which includes buildings historically constructed for automobile related uses: auto and auto accessory factories, showrooms, repair and parking garages, and service stations. Most buildings date from the 1910s through 1940s, and the main building types are Beaux Arts and Moderne automobile showrooms, early 20th century utilitarian service garages, and 1920s decorative brick commercial buildings.
- **The Waverly Street Residential District,** which is a turn-of-the-century residential district consisting of predominantly Colonial Revival and Craftsman-style single family residences from the 1880s to the 1920s, with the majority constructed between 1900 and 1910.
- **Richmond Avenue District,** which is a residential district that includes approximately 13 Craftsman cottages from the 1910s.
- **Richmond Boulevard District,** which is an architecturally distinguished turn of the century residential district along Glen Echo Creek and Oak Glen Park that includes predominantly Craftsman and Colonial Revival style single family homes from the 1900s -1920s.



Brook Street Residences are part of the Richmond Boulevard ASI.



1916 flat-iron building at 28th Street in a Beaux Arts derivative Spanish Colonial style.



Residential buildings in the Richmond Avenue ASI.



Art deco detailing is found in numerous auto dealerships in the North End.



1920's brick and truss-roofed garages typify the 25th Street Garage District ASI.



1915 Arts and Crafts bungalow-style Seventh Church of Christ Scientist on Harrison.



The row of single-story garages along the east side of Broadway is characteristic of the Auto Row ASI.

2.5 CIRCULATION

2.5.1 STREET SYSTEM

The Plan Area generally has good vehicular access. As shown in Figure 2.8, regional access to the area is provided via Interstate 580 (I-580), Interstate 980 (I-980) and State Route 24 (SR 24), while local access into the Plan Area is provided by Broadway, Grand Avenue, 27th Street/Bay Place and Piedmont Avenue. Due to the limited connectivity in north-south streets, Broadway serves as the primary north-south vehicular route within the area, with Webster serving an important secondary role. Street discontinuity also affects the areas east-west streets, with few streets that provide connections through the area to adjoining neighborhoods on both sides. 29th Street and 23rd Street provide important local vehicular circulation function because of their through connections.

Operational analysis of the streets indicates that most of the streets have ample capacity and intersections are operating well. The one exception is the 27th Street/Harrison Street/Bay Place intersection which experiences congestion and traffic delays during both the morning and evening rush hours. Generally, traffic volumes on the area's streets are consistent with their street classifications and the number of lanes. However, in some instances streets have been over-designed to accommodate vehicular traffic at the expense of other travel modes (pedestrians, bicycles, transit).



Broadway serves as a major north-south route between the Downtown, the Bay, and the Oakland Hills neighborhoods.

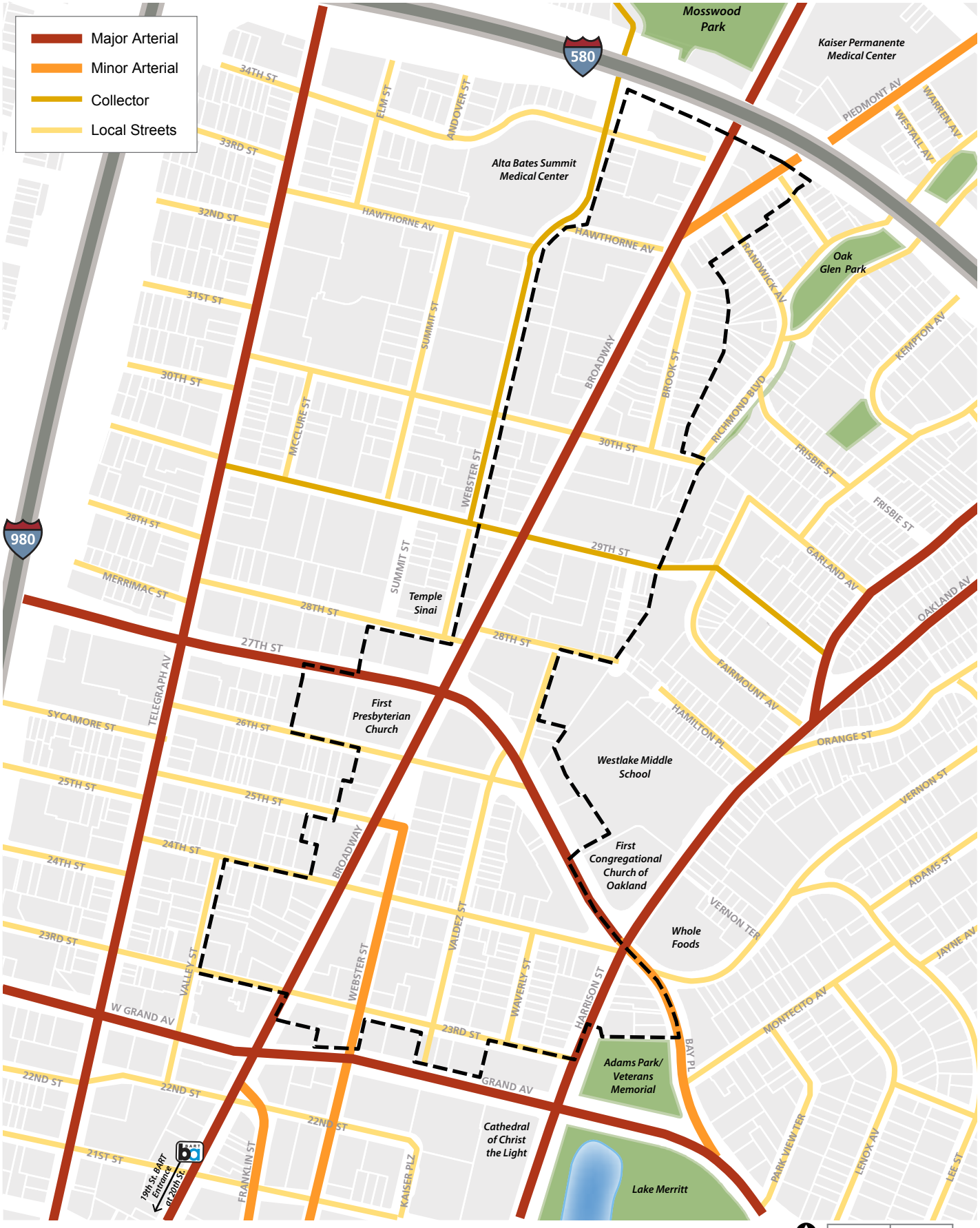


FIGURE 2.8: STREET CLASSIFICATIONS



The intersection at Harrison and 27th Street is one of several that present challenges for pedestrian crossing.



The pedestrian environment along most of the District's streets is functional at best.

2.5.2 PEDESTRIAN SYSTEM

The pedestrian facilities in the Plan Area are typical of an urban environment. Pedestrian circulation is accommodated primarily via public streets and sidewalks. The street network in the area is generally a grid, which provides good pedestrian connectivity, especially to the west and south. To the east of the Plan Area, the connectivity of the street grid is interrupted by Glen Echo Creek and the hilly terrain, but pedestrian connectivity is preserved via a series of pedestrian stairways that connect to the Harri-Oak neighborhood. To the north, I-580 restricts the number of street and pedestrian connections to Webster, Broadway and Piedmont Avenue.

Consistent with its identity as Auto Row, the pedestrian environment can best be described as functional—generally meeting minimum standards, but not establishing a particularly inviting pedestrian environment. Given the automotive orientation of many of the current uses, pedestrian volumes in the area are relatively low. The heaviest pedestrian intersection crossings are near activity centers such as the Harrison Street/27th Street intersection adjacent to Whole Foods Market and Westlake Middle School, and the Broadway/ Grand Avenue intersection adjacent to the Uptown District.

All Plan Area streets provide sidewalks on both sides of the street, except for Webster as it passes under the freeway where it only has a sidewalk on the west side. Sidewalk widths in the Plan Area vary from 15 feet along Broadway south of 24th Street, to as narrow as six feet (e.g., segments of Valdez and 24th streets), but generally are 10 feet wide. Consistent with the area's auto orientation, there are a significant number of curb cuts and driveways that cross the sidewalk zone, particularly along Broadway. The level of pedestrian amenity is generally low, with most streets lacking any significant street tree planting or other landscaping, and where street trees exist (such as the Broadway median) they are often in poor condition. Street lighting is primarily provided to illuminate the vehicular right-of-way.

2.5.3 TRANSIT SYSTEM

Transit service to the Plan Area includes BART, AC Transit, and shuttles, which are depicted in Figure 2.9. BART, which provides regional transit connections throughout the San Francisco Bay Area, serves the area from the 19th Street station which is approximately 1/3 of a mile to the south and the MacArthur station which is approximately 2/3 of a mile to the northwest. Local bus service in the Plan Area is provided by AC Transit. Currently the Plan Area is served primarily by Route 51A, which travels along Broadway, connecting between the Rockridge BART to Fruitvale BART stations. Route 51A, which is AC Transit's third busiest route, is currently over capacity during peak service periods. Currently, no TransBay buses directly serve the Broadway Valdez District. The nearest TransBay routes are Route CB which stops at the Broadway/ MacArthur Boulevard intersection and Route NL which stops at the Uptown Transit Center adjacent to the 19th Street BART Station.

Bus stops in the Plan Area located along Broadway, Grand Avenue, and Harrison Street are identified with a signpost that identifies the route. Some stops also include information on bus route and schedule. Most stops also provide a bench and some provide a trash receptacle. With one or two exceptions, none of the bus stops in the Plan Area provide a shelter.

In addition to Route 51A, AC Transit also operates the Free Broadway Shuttle (the "Free B"). This grant-funded service provides free shuttle service along the Broadway corridor from Jack London Square to 27th Street. Shuttles run every 10 minutes during weekday commute hours and lunchtime, and every 15 minutes the rest of the day. There also is a weekend night service to support Oakland's restaurant and nightlife that runs between 6 PM and 1 AM on Fridays and Saturdays.

Two privately-operated shuttle services also operate in the area: the Alta Bates Summit Medical Center shuttle and the Kaiser Medical Center shuttle. Both shuttle services operate on a fixed route, providing free service to and from the MacArthur BART Station. The closest shuttle stops to the Plan Area for the Alta Bates Summit Medical Center are on Hawthorne Avenue at Webster Avenue, and on 29th Street at Webster Avenue. The Kaiser Medical Center stops at the Kaiser Hospital on Howe Street and the Mosswood Building at 3505 Broadway, close to the north end of the Plan Area. The Kaiser shuttle, which primarily serves Kaiser employees, patients, and visitors, can also be used by the general public.



Broadway is one of AC Transit's busiest routes, but bus stop facilities are minimal.



The Free B shuttle has been an important addition to local transit, facilitating movement along Broadway.

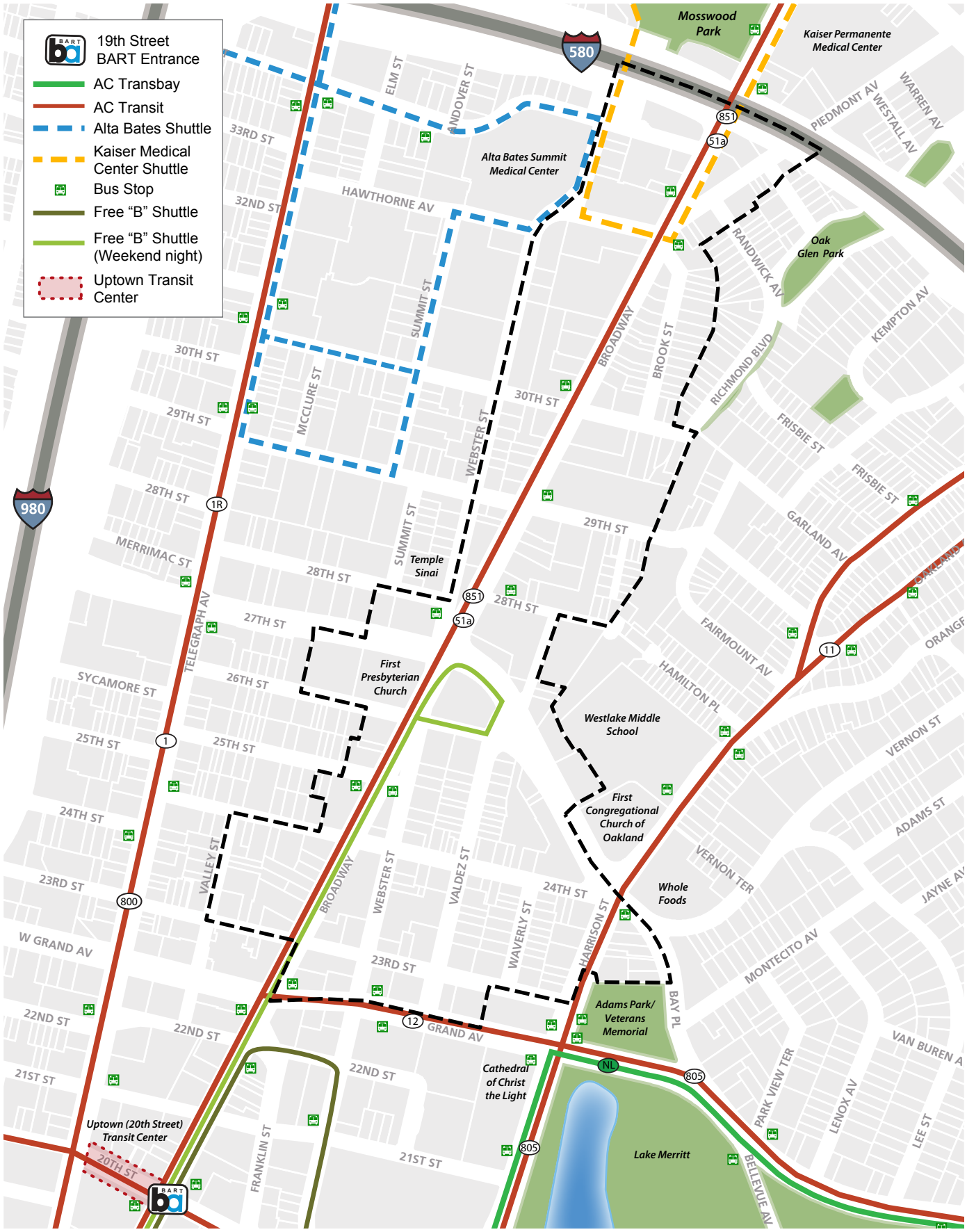


FIGURE 2.9: TRANSIT

2.5.4 BICYCLE SYSTEM

Conditions on the area's streets are generally favorable for bicycling. The topography is relatively flat, many of the local streets, such as Webster Street and 30th Street, have low traffic volumes, and the major streets generally have been marked or signed for bicycle use. Broadway and Webster Street are important parts of the City's bicycle network due to the linkage they provide to Downtown, and 27th Street is an important east-west bike route, particularly east of Broadway. As a result, all three experience significant bicycle use. Broadway is the only north-south street in the area with Class II bike lanes (from 25th Street to north of I-580), and 27th is the only east-west street in the area with Class II bike lanes (see Figure 6.2 in Chapter 6). Webster Street is designated as a Class III-B Bike Boulevard from 29th Street north to the City of Berkeley and from 25th Street south into Downtown. This latter section has recently been upgraded to add bike lane and shared-lane or sharrow markings placed in the center of the travel lane to indicate that a bicyclist may use the full lane.



The Plan Area's streets provide important links in the City's bicycle network.

The highest bicycle volumes in the Plan Area occur on Broadway south of 27th Street, followed by 27th Street east of Valdez and Webster north of 30th Street.

2.5.5 PARKING

Parking in the Plan Area is provided through a combination of public on-street parking and private off-street facilities. Nearly all the streets in the Plan Area provide some form of on-street parking, including metered spaces, free unrestricted spaces, free time restricted spaces, and disabled spaces. Altogether there are about 1,700 on-street parking spaces in the Plan Area with an average occupancy of about 84 percent at mid-day. Metered spaces, which are located along the major arterials, such as Broadway and 27th Street and surrounding the Alta Bates Summit Medical Center, comprise a little over half the on-street spaces. Free, unrestricted parking, which represents about 37 percent of the on-street parking, is located along the majority of the side streets to the east and west of Broadway, with the exception of the area surrounding the Alta Bates Summit Medical Center.

More than 3,600 off-street parking spaces are provided in the Plan Area in a combination of garages and surface lots (see Figure 6.4 in Chapter 6). These off-street parking facilities, which are generally open to the public, are clustered in two areas: at the south end around 23rd Street and Webster Streets, and in the north near the Alta Bates Summit Medical Center. Approximately 1,600 spaces are located around the south cluster, with an average mid-day occupancy of 60 percent. Approximately 1,700 parking spaces are provided in the northern area, with an average occupancy of 93 percent. Overall, the average occupancy of the off-street spaces was 77 percent.

Both the on-street and off-street parking represent a potential asset for future development, but off-street spaces that are located in surface parking lots are likely to be of only interim benefit until such time as their sites are developed.

2.6 INFRASTRUCTURE

As an area that is already fully developed, the Plan Area is completely serviced with existing utilities. However, new development will require some upgrades of aging infrastructure and/or new utilities to meet the needs of the increased population and development intensities.

2.6.1 SANITARY SEWER

The City of Oakland is responsible for operation and maintenance of the local sanitary sewer system within the Plan Area, while the East Bay Municipal Utility District (EBMUD) is responsible for operation and maintenance of interceptor lines and the treatment of sewage. Two main collection systems flow through the Plan Area generally from north to south. One system is within Broadway, while the other collection system flows generally along the eastern limit of the Plan Area. Both of these systems connect to a 33- and 36-inch sewer trunk line in 24th Street. The portion of the Plan Area south of 24th Street flows south and eventually connects to the 66-inch sewer trunk line in 20th Street. Both the 33-inch and 66-inch sewer trunk lines flow west to West Grand Avenue and eventually connect to the EBMUD interceptor that flows to the Main Wastewater Treatment Plant.

Review of the existing system indicates that the Stormwater Basin 52 is currently operating above its allocated capacity. Any increase in sewer generation levels beyond that generated by existing land use will need to be reviewed to assess potential upgrades to other basins through Inflow & Infiltration (I&I) rehabilitation to allow additional capacity to be reallocated to Basin 52. In addition, isolated collection system issues, such as capacity constraints on the 24-inch line in Harrison Street and 66-inch line in 20th Street due to an accumulation of sediment/grease in the lines, will need to be addressed.

2.6.2 WATER

EBMUD owns and operates water supply and distribution within the Plan Area. Historically the Mokelumne River watershed provides approximately 90 percent of the water delivery to EBMUD customers and approximately 10 percent comes from protected watersheds located in the East Bay. Water for the Plan Area is provided via the Orinda Water Treatment Plant, which is the largest of the District's plants and treats water through coagulation, filtration, and disinfection. EBMUD projections of future customer demand are still well below EBMUD's maximum water rights from the Mokelumne River. However, in multiple year droughts, EBMUD's current supply from the Mokelumne River is insufficient to meet customer demand. To make up for this shortfall in demand, EBMUD is actively involved in identifying supplemental water supplies, recycled water programs and continued implementation of water conservation measures.

The existing water distribution system is divided into two water pressure zones. Review of the system indicates that existing fire hydrant coverage generally complies with the City's maximum 300-foot spacing, and pressure and flow testing indicates that the overall system capacity in the Plan Area is currently above the California Fire Code baseline minimum fire flow. However, the Oakland Fire Department has noted that there are areas within the Plan Area that do not currently have sufficient fire flow. Based on pressure and flow tests received from EBMUD, current fire service issues likely occur where water distribution lines are 6-inches or less. New development may require some upsizing of existing service lines or onsite storage. Also, development in the Valdez Triangle should avoid lateral connections to 4-inch lines located in 24th, 25th and Valdez Streets since flows and pressures in these lines will likely be inadequate to comply with California Fire Code service. If service connections are required along these streets, a new distribution line (8-inch minimum) will be required.



Stormwater runoff from the District flows into Glen Echo Creek and the into Lake Merritt.



The design of public streets can play an important role in reducing pollution carried into Glen Echo Creek and Lake Merritt.

2.6.3 RECYCLED WATER

It is EBMUD's current practice to promote recycled water to its customers for appropriate non-potable uses. Recycled water use that meets a portion of water supply demands increases the availability and reliability of the potable water supply and lessens the effect of extreme rationing induced by a prolonged severe drought.

There is currently no recycled water infrastructure or future plans for distribution within the Plan Area. The closest available service is located at the intersection of 14th Street and San Pablo Avenue (City Hall Plaza). Although recycled water service is currently not available, the steps could be taken to provide the flexibility to support future use of recycled water if it were extended to the Plan Area. Planning elements could include such things as dual plumbing within buildings and irrigation systems constructed to recycled water standards. These elements could then be connected to an expanded recycled water system in the future.

2.6.4 STORMWATER

The City of Oakland is responsible for operation and maintenance of the local storm drainage system within the Plan Area. The City is also responsible for the part of the Broadway Creek culvert system that crosses through the northern portion of the Plan Area before joining with Glen Echo Creek, as well as the portion of Glen Echo Creek under 27th and Harrison Streets, between 26th Street and where Glen Echo Creek resurfaces at 23rd Street.

The City's 2006 Storm Drainage Master Plan (SDMP), indicates that the City's storm drainage infrastructure is nearing the end of its useful life cycle and is generally in poor condition, primarily due to inadequate resources to keep up with required improvements. The SDMP identifies a Capital Improvement Project that is needed to increase the capacity of the storm drain line in 26th Street

between Broadway and 27th Street. Given that funding is not available to begin the required improvements, future development in this area will need to be coordinated with necessary improvements.

The Alameda County Flood Control and Water Conservation District (ACFCWCD) is responsible for portions of Glen Echo Creek and other major creeks and flood control channels generally downstream of the City's storm drain facilities. In 2002, the ACFCWCD completed improvements to Glen Echo Creek between 28th and 29th Streets, to remove flow restrictions to the creek that caused occasional winter flooding at 30th Street and Richmond Boulevard. The ACFCWCD also has plans for additional improvements to Glen Echo Creek that include increasing channel capacity and restoration of the greenbelt from 29th Street upstream (north) to Frisbie Street. Future development in this area will need to be coordinated with ACFCWCD to ensure adequate measures are implemented to reduce flooding.

The City's Storm Drainage Design Guidelines require the post-project discharge rate be maintained less than or equal to the pre-project peak discharge, and to the extent possible, reduce peak runoff into the City's storm drains by 25 percent. In addition, as a member of the Alameda Countywide Clean Water Program (ACCWP), the City will require new development to implement storm water treatment as required by Provision C.3 of the National Pollutant Discharge Elimination System (NPDES) permit. Individual lots within the Plan Area will likely need to address both onsite detention and stormwater treatment. However, streetscape design alternatives also may provide an opportunity to address requirements to reduce and treat storm water within the public right-of-way.

2.6.5 GAS AND ELECTRIC

Pacific Gas and Electric Company (PG&E) owns and operates gas and electric service within the Plan Area. Based on discussion with PG&E there are no known capacity problems with the existing electric or gas systems. The majority of electrical infrastructure for the Plan Area is comprised of 12-kilovolt (kV) transmission lines, and most of the electrical power lines (approximately 8,000 linear feet) are already undergrounded. Policy N.12.4 of the Oakland General Plan requires overhead lines to be undergrounded in commercial and residential areas. The approximately 4,000-feet of overhead lines that still exist within the Plan Area will therefore need to be considered for undergrounding in conjunction with future development.



Redevelopment in the area can contribute to getting remaining overhead utility lines placed underground.

Existing gas lines within the Plan Area include low pressure lines and semi-high pressure lines that range in size from 2- to 24-inches. The main gas service line within the Plan Area is a 16-inch semi-high pressure line that runs in Broadway. Connections will be available through PG&E for future development to both the low pressure and the semi-high pressure lines.

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A PLACE TO EAT · TO SIT · AND VIS



3 VISION & GOALS

3.1 VISION

3.2 GOALS OVERVIEW

3.3 GOALS

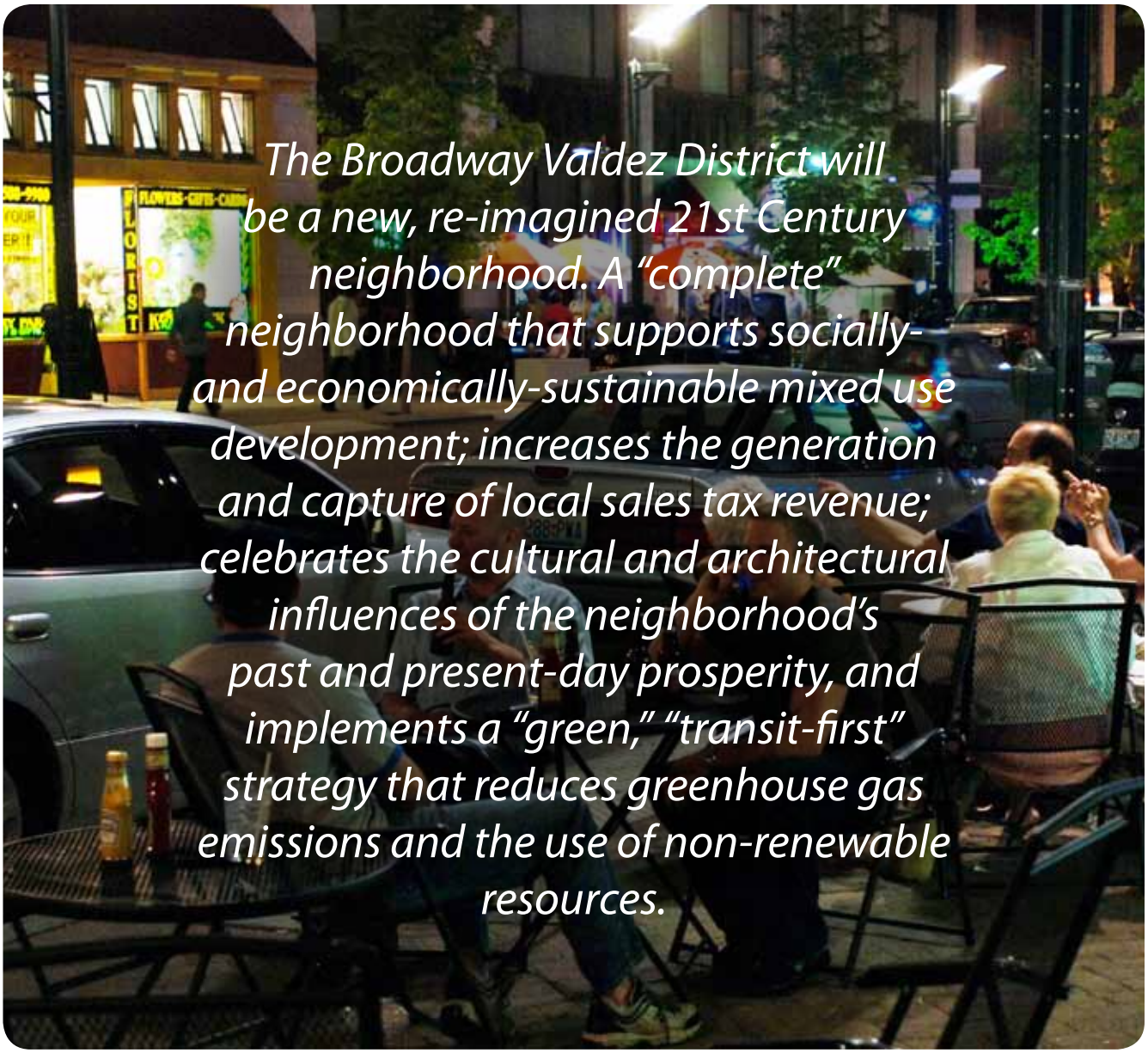
3.4 POLICIES

Public Art in plaza at Broadway and 27th Street, Oakland, CA

3.1 VISION

The Vision Statement for the Broadway Valdez District was developed and refined during the multi-year planning process, through a rigorous community outreach effort, and in response to the changing real estate climate and economic influences. The Vision expresses the desired outcome from implementation of this Plan.

VISION STATEMENT



The Broadway Valdez District will be a new, re-imagined 21st Century neighborhood. A "complete" neighborhood that supports socially- and economically-sustainable mixed use development; increases the generation and capture of local sales tax revenue; celebrates the cultural and architectural influences of the neighborhood's past and present-day prosperity, and implements a "green," "transit-first" strategy that reduces greenhouse gas emissions and the use of non-renewable resources.

3.2 GOALS OVERVIEW

The following is an overview of concepts that are expressed as more detailed goals in Chapters 4 through 8 of this Specific Plan, and also listed in Section 3.3: Goals of this chapter.

DESTINATION RETAIL

An attractive, regional destination for retailers, shoppers, employers and visitors that serves in part the region's shopping needs and captures sales tax revenue for reinvestment in Oakland.

Due to a combination of factors, including location, accessibility, and local buying power, the Broadway Valdez District represents a unique opportunity for the City to change its status as one of the most under-retailed major cities in the country by creating a vibrant new retail presence in Downtown Oakland. By attracting a mix of retailers who address the City's deficiency in comparison goods shopping, the Plan Area can enhance the quality of life for Oakland residents by providing convenient shopping and by capturing sales tax revenue that can be used to address citywide needs for capital improvements and services.

Reference Goals: LU-1, LU-2, LU-3, LU-8, LU-10, CD-3, C-1, C-3, C-4, C-5, C-6, C-7, and IMP-1,IMP-2, IMP-3, and Appendix C: Design Guidelines



Destination retail in Seattle, WA.



Destination retail in Los Angeles, CA.

A "COMPLETE" NEIGHBORHOOD AND BALANCED LAND USES

A "complete" mixed-use neighborhood that is economically and socially sustainable—providing quality jobs, diverse housing opportunities, and a complementary mix of retail, dining, entertainment, and medical uses.

The Plan promotes the transition of the Plan Area from the automobile-centric commercial strip development that has predominated Auto Row for nearly a century, to a more balanced mix of uses appropriate to the renaissance of Oakland's Downtown. A neighborhood



Photo Credit: Flickr user Schaffner

A "complete" neighborhood redevelopment in San Francisco, CA

that includes a mix of retail, entertainment, office and residential uses where new businesses will provide quality jobs for local residents and convenient access to shopping and services, and new housing will allow residents to live within a short walk or transit ride from where they work, shop and play. The Plan Area includes two subareas: the Valdez Triangle and the North End. The Valdez Triangle will be a dynamic new retail destination that caters to the comparison shopping needs of Oakland and the broader East Bay, while the North End will accommodate a mix of neighborhood-serving uses that complement and are integrated with adjoining residential and health care-oriented neighborhoods. The Plan supports this transition by providing a system of regulations tailored to support implementation of the land use concept for each subarea.

Reference Goals: LU-2, LU-3, LU-4, LU-5, LU-7, LU-8, LU-9, LU-10, CD-1, CD-2, CD-3, C-1, IMP-1, IMP-2, IMP-4, and Appendix C: Design Guidelines

REDEVELOPMENT AND REVITALIZATION

New uses and development that enhance the Plan Area's social and economic vitality by building upon the area's existing strengths and successes, and revitalizing and redeveloping underutilized areas.

The area surrounding the Broadway Valdez District provides a diverse array of vibrant uses and neighborhoods, including the Downtown office district, the Uptown entertainment district, the "Art Murmur Gallery District" (25th Street Garage District), the Pill Hill/Kaiser medical district, and adjoining residential neighborhoods. These surrounding uses will be important assets in transforming the long-established identity and function of Auto Row to the envisioned mixed use district.

The Plan Area will derive its strength from this context, leveraging the energy of surrounding neighborhoods to create a vibrant retail and mixed-use destination that is a fully-integrated extension of the Downtown. Rather than just a street that passes through the area, Broadway can serve as a "seam" in the urban fabric—one



Around-the-clock revitalization, Oakland, CA



Redevelopment through entertainment, Oakland, CA



Retail-focused redevelopment in Pasadena, CA

that complements and connects this series of dynamic adjoining uses and neighborhoods.

Reference Goals: LU-3, LU-4, LU-11, IMP-2, IMP-3, IMP-4, IMP-5, and Appendix C: Design Guidelines

TRANSIT ORIENTED

A compact neighborhood that is well-served by an enhanced and efficient transit system

Situated between BART's 19th Street and MacArthur stations and along AC Transit's busiest bus route, the Plan Area is well-positioned to make transit people's first choice when visiting the area or commuting out to other destinations. The combination of compact, higher density development and improved facilities for transit users will implement the City's 'transit first' policy by supporting increased ridership and enhanced transit service, including possibilities for additional future transit options (e.g., streetcars, shuttles, etc.).

Reference Goals: LU-6, C-1, C-5, C-7, and Appendix C: Design Guidelines

AN "AUTHENTIC" OAKLAND PLACE

Creative reuse of historic buildings that maintains a link to the area's social, cultural and commercial heritage while accommodating contemporary uses that further City objectives to establish a vibrant and visually distinctive retail and mixed use district.

The District includes a rich inventory of older buildings that speaks to the area's history as Auto Row, including a distinctive mix of utilitarian automobile service garages and Art Deco, Beaux Arts, and Moderne style auto showrooms, and an assortment of residential buildings in Craftsman, Colonial Revival, or Mission Revival styles. While new development will change the District's character, the integration and adaptive reuse of the existing built fabric will maintain a connection to the area's past, retain some of the "funky," "edgy" qualities that the community values, support sustainability through reuse of building materials, and help to



Enhanced transit amenities in Portland, OR



Authentic character in nearby Uptown Oakland



Reuse of existing building for new retail, Whole Foods, Oakland, CA

forge a unique identity for the successful redevelopment of the District.

Reference Goals: LU-7, LU-11, IMP-5, and Appendix C: Design Guidelines

A WELL-DESIGNED NEIGHBORHOOD

A well-designed neighborhood that integrates high quality design of the public and private realms to establish a socially and economically vibrant, and visually and aesthetically distinctive identity for the Broadway Valdez District.

Creating a vibrant new district will involve providing both a well-designed private realm and an attractive and safe public realm of high quality streets and public plazas. The area's public open spaces will promote an active pedestrian environment and community interaction. They will also serve as a visual amenity that contributes to the area's identity and enhance the community's sense of pride and ownership. Future development will mix new and old buildings in a compact pattern and scale of development that contributes to a well-defined, human-scale environment while accommodating a dynamic mix of retail and complementary uses.

Reference Goals: LU-3, LU-4, LU-6, LU-8, LU-9, LU-11, CD-1, CD-2, CD-3, C-2, C-3, C-5, IMP-2, IMP-5, and Appendix C: Design Guidelines

A WALKABLE DISTRICT

Quality pedestrian facilities and amenities that create a safe and aesthetically pleasing environment that supports increased pedestrian activity.

Successful retail districts are dependent upon having a vibrant pedestrian environment where people want to window shop and linger. Similarly, successful residential neighborhoods have active, pedestrian-friendly streets where neighbors feel safe to stroll and chat. Creating a walkable district means designing buildings and streets to support pedestrian activity by providing landscaping,



Integrated public and private realm in San Francisco, CA



Public gathering space in San Francisco, CA



Walkable retail in Santa Barbara, CA

lighting, seating and other amenities that contribute to an pleasant and attractive pedestrian environment, removing barriers that inhibit pedestrian movement, and creating active storefronts and ground-level uses that engage and activate the public realm.

Reference Goals: LU-2, LU-4, LU-6, LU-8, LU-9, CD-2, C-1, C-2, C-5, C-6, IMP-2, and Appendix C: Design Guidelines

COMPLETE AND BALANCED CIRCULATION

A balanced and complete circulation network of "complete streets" that accommodates the internal and external transportation needs of the Plan Area by promoting walking, biking, and transit while continuing to serve automobile traffic.

After a century of automobile sales and service, street design in the "Auto Row" area reflects a clear bias toward automobile circulation over other modes. Revitalization of the Plan Area as a walkable, bikeable and transit-friendly district will include redesign of City streets to accommodate a more balanced use of the City's public rights-of-way that is attractive, safe and efficient for all modes of travel—not just cars. This includes a bicycle network with safe and efficient connections to major destinations within the Plan Area and throughout the City and efficient but managed vehicle access. Incentives to encourage walking, biking, and transit, and discourage driving for Plan Area residents, workers, shoppers, and visitors are included as part of the Plan.

Reference Goals: LU-2, LU-6, CD-1, CD-2, C-1, C-2, C-3, C-4, C-5, C-6, C-7, IMP-2, and Appendix C: Design Guidelines

MANAGED PARKING

Carefully managed parking that addresses retail needs while not undermining walking, bicycling and public transit as preferred modes of transportation.

Retailers traditionally consider parking to be a critical element for success. While it will be important to ensure



Complete Street elements in New York, NY



Streets in Portland, OR designed to balance travel modes.





Parking management can include innovative tools such as automatic parking garages, smart phone apps and "smart" parking meters.

that parking is available while the Plan Area tries to establish itself within a competitive regional market, it will be just as important in this downtown setting to ensure that the amount of parking provided is carefully managed to ensure that it does not undercut the City's 'transit first' policy by promoting driving, consume limited land resources, or contribute to the high cost of development by planning for 'worst case' parking scenarios. The Plan Area has significant existing parking resources in parking structures, lots, and on streets, that if properly managed, can postpone and reduce the need to invest in expensive and redundant parking solutions.

Reference Goals: C-7, IMP-1, and Appendix C: Design Guidelines

SUSTAINABLE DEVELOPMENT

A multi-pronged approach to sustainability that integrates land use, mobility, and design strategies to minimize environmental impact, reduce resource consumption, and prolong economic and social cohesiveness and viability.

The Plan provides a multi-pronged approach to sustainability that underlies all of its goals and policies, including policies that: promote compact mixed use development that creates more local jobs and housing within close walking distance; prioritize the creation of a retail district that will reduce residents' need to travel to other communities to meet their shopping needs, thereby reducing greenhouse gas (GHG) emissions for local trips; and encourage transit and alternate modes of travel that reduce miles traveled via personal vehicle for those traveling from areas outside the local area to visit shopping destinations. In addition, Plan guidelines and development standards promote green development strategies for new buildings, "green streets" and low-impact development for public infrastructure, and the reuse of existing buildings that will reduce the consumption of energy and resources, and pollution into the City's air or waterways.

Reference Goals: LU-2, LU-3, LU-4, LU-5, LU-6, LU-11, CD-2, CD-3, C-5, C-1, C-2, C-3, C-5, C-6, I-1, I-2, I-3, I-4, I-5, I-6, IMP-2, IMP-4, IMP-5, and Appendix C: Design Guidelines



Sustainable design elements, San Francisco, CA



Photos by Bruce Damonte for David Baker Associates

Sustainable design elements, San Francisco, CA



Sustainable infrastructure, Portland, OR

COORDINATED AND SUSTAINED IMPLEMENTATION

A coordinated implementation strategy that ensures consistent and on-going City support for the Specific Plan vision for the area.

The Plan calls for a significant physical, economic and social transformation of the Plan Area that is expected to take many years. The Plan's focus on establishing the Plan Area as a major retail destination structured around comparison goods retailers, in a setting that currently has a very limited retail base, further contributes to the implementation challenge. Given the City's limited resources and absence of redevelopment funds, a clear and consistent implementation strategy must creatively marshal the City's resources and regulatory, political, and economic support to achieve desired development.

Reference Goals: LU-10, IMP-1, IMP-2, IMP-3, IMP-4, and IMP-5

3.3 GOALS

The following is a complete listing of the goals for the Broadway Valdez District Plan Area.

LAND USE

GOAL LU-1: A destination retail district that addresses the City's deficiency in comparison goods shopping and significantly reduces sales tax leakage.

GOAL LU-2: A "complete" mixed-use neighborhood that is economically and socially sustainable—providing an appealing mix of retail, dining and entertainment uses as well as quality jobs and diverse housing opportunities.

GOAL LU-3: New uses and development that enhance the Plan Area's social and economic vitality by building upon the area's existing strengths and successes.

GOAL LU-4: Enhanced economic potential of the Plan Area resulting from the revitalization and redevelopment of existing underutilized areas.

GOAL LU-5: New housing that supports the concept of the Broadway Valdez District as an attractive place to live, work, shop and play.

GOAL LU-6: A compact neighborhood that is well-served by and supportive of transit.

GOAL LU-7: Two distinct but complementary subareas that are linked by Broadway and each with its own land use character that reflects the unique set of physical, economic, social, and cultural factors within and external to the subarea.

GOAL LU-8: The establishment of the Valdez Triangle as a dynamic new retail destination that caters to the comparison shopping needs for Oakland and the broader East Bay.

GOAL LU-9: The establishment of the North End as an attractive and economically vibrant, mixed use area that complements and is integrated with the adjoining residential and health care-oriented neighborhoods.

GOAL LU-10: A system of regulations tailored to support implementation of the land use concept for each subarea.

GOAL LU-11: Creative reuse of historic buildings that maintains a link to the area's social, cultural and commercial heritage while accommodating contemporary uses that further City objectives to establish a vibrant and visually distinctive retail and mixed use district.

COMMUNITY DESIGN

GOAL CD-1: A well-designed neighborhood that integrates high quality design of the public and private realms to establish a socially and economically vibrant and visually and aesthetically distinctive identity for the Broadway Valdez District.

GOAL CD-2: A public realm comprised of a safe and attractive system of streets, plazas, and park spaces that supports an active pedestrian environment and provides an attractive physical framework that seamlessly integrates a diverse array of existing and future buildings.

GOAL CD-3: An attractive, well-designed private realm that mixes new and old buildings in a compact pattern and scale of development that creates a well-defined, human-scale public environment and supports a dynamic mix of retail and complementary uses.

CIRCULATION

GOAL C-1: A balanced and complete circulation network that accommodates the internal and external transportation needs of the Plan Area by promoting walking, biking, and transit while continuing to serve automobile traffic.

GOAL C-2: Quality pedestrian facilities and amenities that create a safe and aesthetically pleasing environment that encourages walking and accommodates increased pedestrian activity.

GOAL C-3: A bicycle network with safe and efficient connections to major destinations within the Plan Area and throughout the City of Oakland.

GOAL C-4: Efficient but managed vehicle access in the Plan Area.

GOAL C-5: Enhanced efficiency and effectiveness of transit in the Plan Area.

GOAL C-6: A well-managed parking supply that supports Plan Area businesses and stimulates economic growth, while not promoting excessive driving.

GOAL C-7: Incentives that encourage walking, biking, and transit and discourage driving for Plan Area residents, workers, shoppers, and visitors.

INFRASTRUCTURE AND UTILITIES

GOAL I-1: Sustainable sewage design that accommodates projected growth and limits wastewater entering the sewer collection system within the Plan Area.

GOAL I-2: Reduced per capita water demand for new development as a result of incorporating conservation measures into all public and private improvements as required by California building code, CalGreen and City of Oakland Green Building Ordinance for Private Development Projects.

GOAL I-3: The potential use of recycled water from the EBMUD treatment facility to supplement and reduce demand for potable water supplies.

GOAL I-4: A storm drainage system that complies with City standards to reduce peak runoff by 25 percent as identified in the City of Oakland Storm Drainage Design Standards, and incorporates Low Impact Development (LID) elements to meet state and regional goals of post-construction stormwater management.

GOAL I-5: Dry utilities conveyed throughout the Plan Area should be undergrounded so as not to detract from the public realm.

GOAL I-6: In order to adhere to the principles of sustainability and environmental protection, future development shall further the goals of the City's Zero Waste goals.

IMPLEMENTATION

GOAL IMP-1: A consistent and coordinated implementation strategy that creatively marshals the City's resources and influence, whether regulatory, political, or economic, to establish destination retail in the Broadway Valdez District.

GOAL IMP-2: The strategic use of physical improvements to the public realm to improve the area's function and character, and to serve as a catalyst for future development.

GOAL IMP-3: An approach to funding and financing Plan Area improvements that strategically employs limited public resources to catalyze initial development with increased private funding as new development establishes itself.

GOAL IMP-4: A policy and funding strategy that facilitates the development of housing in the planning area that is affordable to a cross-section of the community.

GOAL IMP-5: A combination of incentives, regulation, and funding assistance to incentivize developers to preserve and re-use historic resources in the Plan Area.

3.4 POLICIES

The following is a complete listing of the policies for the Broadway Valdez District Plan Area.

LAND USE

Policy LU-1.1
Prioritize development and tenanting of comparison goods retailers in the Broadway Valdez District.

Policy LU-1.2
Enhance the identity and function of the Broadway Valdez District as a retail destination for Oakland and the East Bay.

Policy LU-1.3
Balance retail uses with a mix of residential, office, and service uses that complement and support the economic viability of the commercial core, and contribute to the creation of a new "24-hour" neighborhood with around-the-clock vitality.

Policy LU-2.1
Establish the Broadway Valdez District as an attractive pedestrian- and transit-oriented, mixed-use neighborhood with a core of retail and complementary commercial uses.

Policy LU-3.1
Build on the strength of adjoining neighborhoods and uses, such as the Uptown, the "Art Murmur Gallery District," the two medical centers, and the surrounding residential neighborhoods, by encouraging the introduction of complementary retail, entertainment and cultural uses that will serve these areas while creating a distinct identity for the Plan Area.

Policy LU-3.2
Ensure close coordination of City revitalization efforts in the Uptown Entertainment District with those in the Broadway Valdez District Specific Plan Area.

Policy LU-4.1
Encourage the gradual transition of the Plan Area toward uses that will contribute to the creation of a vibrant, pedestrian-oriented, mixed-use district.

Policy LU-4.2
Encourage a more compact and higher density pattern of development that maximizes the development potential of the Plan Area and supports City objectives for economic viability and place-making.

Policy LU-4.3
Encourage infill development along Broadway that will improve the corridor's economic vitality, enhance the definition and character of the corridor, and create better pedestrian scale and orientation.

Policy LU-5.1
Encourage a diversity of higher density housing types, including a mixture of both rental and ownership housing.

Policy LU-5.2
Encourage housing that addresses the needs of a diverse population, including age, household composition, and income.

Policy LU-5.3
In order to support the establishment of a strong retail commercial presence in the Broadway Valdez District, areas in which residential uses can be introduced as the primary ground-floor use (i.e., residential lobbies are permitted per zoning) should be limited to streets around the perimeter of the Plan Area.

Policy LU-5.4
Encourage the provision of new housing affordable to low- and moderate-income households within the Plan Area through a menu of creative options.

Policy LU-6.1
Encourage land use and development patterns that will reduce automobile dependence and support alternative modes of transportation while minimizing impacts on existing community character.

Policy LU-6.2
Establish a strong pedestrian and transit orientation throughout the Plan Area by prohibiting development whose design prioritizes automobile access.

Policy LU-8.1
Promote the development of the Valdez Triangle as a dynamic pedestrian-oriented retail district within a mixed use setting that includes a complementary mix of retail, office, entertainment, and residential uses.

Policy LU-8.2
New development along Broadway should reinforce its identity as Oakland's Main Street with active ground floor uses that extend Downtown character and vitality north to 27th Street.

Policy LU-8.3
Broadway, Valdez Street, 24th Street, 23rd Street, and 27th Street will be the primary shopping streets that give structure to the retail district and physically integrate the Triangle with adjacent areas by providing active retail frontages and pedestrian-friendly streetscapes that extend along both sides of these key streets.

Policy LU-8.4
The land use concept for the Valdez Triangle is to have a core of comparison goods retail complemented with local-serving retail, dining, entertainment, office, and service uses.

Policy LU-8.5
The Valdez Triangle is intended to be a unique shopping district with an authentic Oakland character that includes a mix of local and national retailers.

Policy LU-8.6
The Valdez Triangle will feature street-oriented retail in an attractive pedestrian-oriented environment that includes vibrant, active sidewalks, and safe and attractive public spaces.

Policy LU-8.7
The Triangle will establish an identity as a unique, Oakland shopping district by integrating new high-quality buildings with attractively renovated and re-purposed historic buildings.

Policy LU-8.8
To be successful, the Triangle must provide for a critical mass of retail and complementary commercial uses that establishes the area as an attractive and competitive destination within the region.

Policy LU-9.1
The North End is envisioned as an attractive, mixed-use area that provides a mix of active ground floor uses (e.g., retail, commercial services, dining, entertainment, etc.) along Broadway, complemented with primarily upper floor residential, office, professional service, etc. uses.

Policy LU-9.2
The intent is to promote a complementary mix of retail, office, entertainment, and residential uses that creates a vibrant urban corridor that is active both day and night, and on weekdays and weekends.

Policy LU-9.3
Commercial uses along Broadway will focus on providing a primarily neighborhood-serving mix of retail and commercial services that complements the Triangle and addresses the needs of adjoining and nearby neighborhoods, medical centers, and office uses.

Policy LU-9.4
Uses that complement and support the adjoining Alta Bates Summit and Kaiser Permanente medical centers, such as professional and medical office uses, medical supplies outlets, and visitor and workforce housing, are strongly recommended.

Policy LU-9.5
The Plan Area will continue to accommodate new automobile dealerships who are willing to operate in an urban format with the granting of a conditional use permit.

Policy LU-9.6
Emphasis is placed on the renovation and repurposing of historic garage and auto showroom buildings primarily along Broadway to preserve a link to the corridor's past and enrich its character.

Policy LU-10.1
Revise General Plan land use classifications in the Plan Area to achieve the vision set forth in the Specific Plan by extending the Central Business District classification up to 27th Street to include most of the Valdez Triangle subarea; designating most of the areas along Brook Street and maintaining Richmond Avenue as "Mixed Housing Type Residential," designating the eastern end of the block between 29th Street and 30th Street as "Community Commercial," and designating the area between Harrison Street and Bay Place as "Community Commercial."

Policy LU-10.2
Develop new zoning regulations for the Broadway Valdez District that are tailored to address the specific conditions in the District and achieve the vision set forth in the Specific Plan.

Policy LU-10.3
Allow for flexibility in the quantity, mix and distribution of new development assumed by the Plan as long as it remains consistent with the traffic generation parameters established by the Plan.

Policy LU-10.4
Monitor the automobile trip generation characteristics of new Plan Area development as a mechanism for tracking Plan conformance with the trip generation thresholds analyzed in the EIR, and assessing the need to adjust Plan Area development projections. If the analysis indicates that Plan Area development is consuming network capacity faster or slower than projected, the City may consider adjusting Plan Area intensity categories or the planned circulation system accordingly.

Policy LU-10.5
Provide landowners and developers with flexibility to respond to market factors as they change over time.

Policy LU-10.6
In order to promote a more vibrant and pedestrian-oriented environment, active ground floor uses will be required along Broadway and other designated streets. In order to establish the Triangle as a retail destination, ground level uses will be restricted to retail, dining, entertainment, and cultural uses along designated streets. In the North End, active ground level uses will be required, but can include office and professional service type uses in addition to retail, dining, and entertainment.

Policy LU-10.7
Establish development regulations that implement recommended height zones while being responsive to surrounding context by providing appropriate transitions between buildings of different scales, maintaining a consistent scale at street frontages, and respecting historic buildings and public open spaces.

Policy LU-10.8
Develop a package of regulations to promote development on the designated Retail Priority Sites and Large Opportunity Sites that achieves City's objectives for retail without overly constraining new development.

Policy LU-10.9
Develop a variety of bonuses and incentives to attract new businesses and desirable development to the Plan Area, while incorporating clear measurable criteria that ensure community benefits and amenities are delivered to the City.

Policy LU-11.1
Encourage landowners and developers of properties within an Adaptive Reuse Priority Area to explore the potential for adaptive reuse of existing older buildings as a means of preserving the area's character and enhancing district identity.

Policy LU-11.2
Support current efforts to establish a state historic tax credit program.

COMMUNITY DESIGN

Policy CD-2.1
To provide a sense of continuity and extend the character and quality of Downtown, the streetscape improvements on Broadway that currently extend up to 24th Street will be extended the length of the Plan Area to I-580.

Policy CD-2.2
Implement improvements, such as public art and lighting, to the Broadway and Piedmont Avenue transitions under I-580 to improve their appearance and safety, and overcome the sense of separation the freeway creates between the North End and the areas to the north.

Policy CD-2.3
Work with Caltrans to establish a signage program that identifies 27th Street, Broadway and Webster Street as the primary vehicular entrance points to the Valdez Triangle retail district and the north end of Downtown from nearby freeways (i.e., 580, 24, and 980).

Policy CD-2.4
Implement streetscape improvements to 27th Street to enhance the aesthetic character of the public realm and the quality of the pedestrian and bicycle environment, including sidewalk and median widening, street tree planting, and traffic calming measures.

Policy CD-2.5
To enhance the pedestrian environment along 27th Street, new development along the south side of 27th will be required to setback buildings four (4) feet from the right-of-way and to widen the sidewalk to 14 feet.

Policy CD-2.6
Explore options for strengthening the connection between the Kaiser/Lake Merritt office district and the Valdez Triangle shopping district and making the pedestrian crossing of Grand Avenue at Valdez Street safer and more inviting.

Policy CD-2.7
New development along Webster Street north of 28th Street should be oriented to strengthen the definition of the corridor and streetscape improvements such as street trees and under-grounding of overhead utility lines should be implemented to enhance the street's visual character.

Policy CD-2.8
New development will be required to implement circulation and streetscape improvements to enhance traffic operations and improve pedestrian and bicycle compatibility and safety at the five-legged intersection of 24th Street, 27th Street, Harrison Street and Bay Place.

Policy CD-2.9
Implement streetscape improvements to Piedmont Avenue south of I-580 to enhance the aesthetic character of the public realm and the quality of the pedestrian and bicycle environment, including widening sidewalks, adding bike lanes, planting street trees, and traffic calming measures.

Policy CD-2.10
New development should implement streetscape improvements to Hawthorne Avenue to enhance the pedestrian connection between the Alta Bates Summit Medical Center and the Broadway corridor.

Policy CD-2.11
Re-design 24th Street to create a vibrant pedestrian-oriented shopping street with wider sidewalks that can accommodate an active pedestrian environment, and a narrower travelway to calm traffic.

Policy CD-2.12
Convert 24th Street between Valdez and Harrison streets from one-way to two-way traffic to better support retail development in the Triangle.

Policy CD-2.13
Emphasis will be on creating a strong and continuous retail presence along the street level facade of 24th Street between Broadway and Harrison Street. To this end, new construction or conversion of ground-level spaces to commercial space that can accommodate an eclectic mix of retail, galleries and restaurants will be encouraged.

Policy CD-2.14
Re-design Valdez Street between Grand Avenue and 27th Street to create a vibrant pedestrian-oriented shopping street with wide sidewalks to accommodate an active pedestrian environment, and a narrower travelway to calm traffic.

Policy CD-2.15
Re-design Webster Street between Grand Avenue and Broadway to create an attractive pedestrian-oriented shopping street.

Policy CD-2.16
Provide special design treatment of Webster Street between 24th Street and Broadway to create a 'festival' street that can handle daily vehicular traffic, but also be closed to traffic for special events, when it can serve as an extension of the plaza at 25th and Broadway.

Policy CD-2.17
Re-design 23rd Street between Broadway and Harrison Street to create an attractive pedestrian-oriented shopping street.

Policy CD-2.18
Require new commercial uses that back onto Brook Street to implement measures to enhance the street's aesthetic character and protect the residences from operational impacts related to deliveries and services.

Policy CD-2.19
Discourage the incursion of non-residential uses along the east side of Brook Street, and promote sensitive infill of vacant or non-residential parcels with appropriately scaled residential development.

Policy CD-2.20
Support the implementation of "green" stormwater management improvements such as rain gardens and permeable paving along 29th and 30th Streets to capture and treat stormwater runoff before it flows into the City's storm drain system and Lake Merritt.

Policy CD-2.21
To promote pedestrian access to the area from adjoining neighborhoods, streetscape improvements such as street trees, plantings, utility undergrounding should be extended east and west along 29th and 30th streets.

Policy CD-2.22
The City should work closely with developers at identified gateway locations to promote the design of buildings and public realm improvements that advance the concept of creating distinctive entries into the Plan Area.

Policy CD-2.23
Explore the establishment of a public arts program to promote and develop public art at key gateway and plaza locations throughout the Plan Area.

Policy CD-2.24
The City should work closely with developers and businesses to develop strategies for developing the proposed plazas in conjunction with future development, and to pursue alternative sources of funding to help cover the costs.

Policy CD-2.25
The City should work closely with developers of the Large Opportunity Site on the west side of Broadway between 30th and Hawthorne Avenue to secure a public access easement between Broadway and Webster, and to incorporate a plaza and pedestrian passageway in their project design.

Policy CD-2.26
The City should work closely with developers of the Large Opportunity Site on the east side of Broadway to secure a setback, public access easement, and linear park improvements along Glen Echo Creek between 30th and 29th Streets.

Policy CD-2.27
The City should work closely with Friends of Oak Glen Park and Richmond Boulevard residents to explore strategies for funding and implementing park and trail improvements along Glen Echo Creek from the south end of the park to 29th Street.

Policy CD-2.28
The City should work with Plan Area landowners and the community to promote and facilitate the implementation of interim uses and events to activate under-utilized spaces and parcels in the Plan Area and support existing businesses.

Policy CD-3.1
Taller building heights will be encouraged in areas where their height is appropriate to the surrounding context, including areas with existing mid- and high-rise structures and near the elevated freeway.

Policy CD-3.2
In order to enhance the pedestrian environment, new development should avoid curb cuts and driveways on the key retail streets (i.e., 24th, Valdez and Broadway), and provide vehicle access from side and interior streets where potential conflicts between pedestrians and vehicles will be lower.

Policy CD-3.3
Buildings on designated Retail Priority Sites should use their scale and design to add definition and character to the District's main vehicular entries—framing key entry corridors with distinctive architecture.

Policy CD-3.4
Large retail buildings need to be designed to ensure that the scale of the building does not overwhelm the pedestrian scale and character desired at the street level.

Policy CD-3.5
Although the development of mixed use buildings is encouraged, both single-use retail buildings (with certain minimum height requirements) and the horizontal mix of uses is allowed as long as it does not undermine ground level retail along the Triangle's key retail streets.

Policy CD-3.6
Explore the possible conversion of the 26th Street public right-of-way between Broadway and Valdez Street to incentivize new development, creatively expand the site's development potential, and/or accommodate unique design concepts, as long as such development does not constrain access to existing infrastructure within the street right-of-way.

Policy CD-3.7
Ensure that the design of new development in the triangular block bordered by Valdez, 24th and 27th streets creates a positive image for the Valdez Triangle by defining and engaging the block's three intersections and creating an attractive and well-proportioned facade along 27th Street.

Policy CD-3.8
Allow for the possible conversion of the Waverly Street right-of-way to private use to incentivize new development on the Retail Priority Site, creatively expand the site's development potential, and/or accommodate unique design concepts, as long as such development relocates existing utilities.

Policy CD-3.9
Ensure that development on the Retail Priority Site on the west side of Broadway between 23rd and 24th streets creates an attractive and engaging ground-level façade that supports pedestrian activity and contributes to the creation of a continuous retail frontage along Broadway.

Policy CD-3.10
Ensure that development on the Retail Priority Site on the west side of Broadway between 24th and 25th streets creates an active, ground-level facade that supports pedestrian activity and further contributes to the creation of a continuous retail frontage along Broadway.

Policy CD-3.11
Given the scale of most existing development, new development in the North End, particularly on the Large Opportunity Sites, will need to sensitively respond to differences in height between new and existing development, and ensure that the scale of future buildings does not overwhelm the pedestrian scale and character desired at the street level.

Policy CD-3.12
Redevelopment of the Large Opportunity Site at Broadway and 29th Street should extend Brook Street, or an accessway aligned with Brook Street, south from 30th to 29th Street to improve access to the back half of the site and enhance north-south connectivity in the North End.

Policy CD-3.13
Building heights on the Large Opportunity Site between 30th and Hawthorne need to be responsive to its surrounding development context. Taller buildings should generally be located near Webster and Hawthorne, and building heights along Broadway should step back in deference to the row of historic single story garages that are situated opposite the site.

Policy CD-3.14
Development on sites located near I-580 should be sited and designed to minimize the potential for noise, air quality and visual impacts from the freeway on building occupants.

Policy CD-3.15
Given its limited role in the area's circulation, abandonment of the 34th Street right-of-way between Broadway and Webster Street for private use may be considered in order to achieve exceptional development that furthers Plan objectives.

Policy CD-3.16
New development will be encouraged to protect and re-use many of the area's distinctive historic buildings.

Policy CD-3.17
Promote the protection and adaptive re-use of the garages and showrooms in the North End subarea in a manner that preserves their distinctive architectural character and references to the area's Auto Row heritage.

CIRCULATION

Policy C-2.1
To the extent feasible, eliminate existing and minimize future driveways and curb-cuts along key pedestrian streets including Broadway, Webster Street, 24th Street between Broadway and Harrison Street, and Valdez Street between Grand Avenue and 27th Street.

Policy C-2.2
Widen sidewalks on the following key pedestrian streets:

- Broadway and south side of 27th Street by requiring 4-foot building setbacks from the public right-of-way (for blocks that have parcels that are mostly vacant).
- 24th Street between Broadway and Harrison Street to 14.5 feet by reducing the curb-to-curb cross-sections.
- Valdez Street between Grand Avenue and 27th Street to 15 feet by reducing the curb-to-curb cross-sections.

Policy C-2.3
Reduce street crossing widths and increase pedestrian visibility by installing bulb-outs and crosswalk markings at intersections on key pedestrian streets where feasible. Installation of bulb-outs at intersections should be considered along the following streets:

- Broadway
- 24th Street between Broadway and Harrison Street
- Valdez Street between Grand Avenue and 27th Street
- 27th Street between Broadway and Harrison Street

Policy C-2.4
Improve the pedestrian experience by implementing the following landscape improvements:

- Provide consistent street tree plantings along Broadway, Valdez, 24th, 27th, Webster, 26th, and 23rd Streets.
- Re-landscape Broadway median, including removing paving beneath median to allow adequate root zone for trees.
- Replace the existing striped median on 27th Street with a widened landscaped median.

Policy C-2.5
Provide pedestrian-scale street lighting along all streets in the Plan Area, especially streets with commercial frontage.

Policy C-2.6
Ensure sidewalks provide a minimum of 5 1/2-feet clear for pedestrian circulation clear of any obstacles.

Policy C-2.7
Improve pedestrian safety, shorten pedestrian crossing times, and reduce vehicle speeds by removing channelized right-turn lanes that are not needed. The reclaimed public right-of-way can be used to create pedestrian plazas and other improvements to enhance the pedestrian experience.

Policy C-2.8
Improve uncontrolled pedestrian crossings through the following:

- Install bulb-outs on both sides of the crossing to shorten the crossing distance and improve the visibility of crossing pedestrians to approaching vehicles .
- Install warranted pedestrian control devices such as RRFBs (Rectangular Rapid Flash Beacons) or signals at crossings.
- Potential improvements at currently uncontrolled pedestrian crossings may include:
  - Installation of signal and bulb-outs on Broadway at 23rd and 24th Streets and on Harrison Street at 23rd Street (Also see Policy C-4.2).
  - Installation of RRFB and bulb-outs at the mid-block crossing on Broadway between 30th Street and Hawthorne Avenue.

Policy C-3.1
Complete the bicycle network in the Plan Area and surrounding areas as envisioned in City of Oakland's 2007 Bicycle Master Plan.

Policy C-3.2
Enhance bicycle facilities at key intersections with high bicycle and automobile traffic. Potential changes may include facilities such as bicycle signal actuation, bicycle boxes, two-stage turn queue boxes, etc.

Policy C-3.3
Minimize activities, such as valet, or other managed parking strategies, that block existing or planned bicycle lanes.

Policy C-3.4
Increase bicycle parking supply in the public realm.

Policy C-4.1
To the extent feasible, locate vehicular parking and service access to the perimeter of the Plan Area and side streets.

Policy C-4.2
Improve access for all users to and from the Valdez Triangle by signalizing the following intersections:

- Harrison Street/ 23rd Street
- Broadway/ 23rd Street
- Broadway /24th Street

Policy C-4.3
Allow for the possible closure of the following streets to through traffic, on either a temporary or permanent basis, if such closures would help achieve Plan goals:

- Waverly Street south of 24th Street
- 26th Street between Broadway and Valdez
- 34th Street between I-580 Off-Ramp and Broadway

Policy C-4.4
Minimize cut-through traffic on residential streets by implementing traffic calming.

Policy C-5.1
Collaborate with AC Transit to improve bus service along Broadway and support Specific Plan objectives by incorporating the following recommendations into its Transit Performance Initiative:

- Move bus stop locations to provide optimum spacing (about 900 to 1,000 feet between stops) that effectively serves the local uses and maintains bus operating speeds.
- Locate bus stops on far-side of intersections to improve service times and reduce bus/ auto conflicts at intersections.
- Create curb extensions to accommodate in-lane stops that enhance bus service times and provide adequate space for bus stop amenities.
- Improve bus stop facilities (shelters, benches, real-time transit arrival displays, route maps/schedules, trash receptacles, etc.) to enhance user experience.
- Increase the length of bus stops to at least 60 feet to meet AC Transit standards.
- Install Transit Signal Priority (TSP) at signalized intersections along Broadway to improve bus travel times by prioritizing signal green times for approaching buses.
- Work with businesses to display the next bus arrival times for their customers.

Policy C-5.2
Work with BART and local shuttle operators to explore expanding the geographic area, extending the hours of operations, and funding shuttle service in the Plan Area.

Policy C-5.3
Revitalization efforts in the Plan Area shall be coordinated with additional efforts to enhance Broadway between the Plan Area and the 19th Street BART station to provide a seamless and welcoming pedestrian connection to and from the BART Station.

Policy C-5.4
Work with BART on their proposal to update and "rebrand" the 19th Street BART station, including providing signage to provide information about the Broadway Valdez retail district area and other nearby destinations while passengers are on the train and at the station.

Policy C-5.5
Work with business-owners to display the next BART arrival times within their businesses.

Policy C-5.6
Ensure that all improvements, including streetscape, to Broadway will not preclude the possibility of future enhanced transit service along the corridor.

Policy C-6.1
Explore forming an areawide Transportation and Parking Management Agency (TPMA) to coordinate all TDM efforts and requiring all commercial and residential developments in the Plan Area to participate.

Policy C-6.2
Explore establishing a Parking Benefit District (PBD) to manage the on-street and off-street parking supply and use the parking revenue to fund additional parking facilities, and/or improve circulation and transportation in the Plan Area.

Policy C-6.3
Encourage the use of existing parking facilities in the Broadway Valdez District and vicinity.

Policy C-6.4
To the extent feasible, encourage shared parking within each development and between different developments.

Policy C-6.5
To the extent feasible, develop and utilize centralized parking facilities without assigning parking spaces to specific uses in order to encourage a "park once" strategy.

Policy C-6.6
Provide dedicated car-sharing spaces throughout the Plan Area. Dedicated car share spaces can be provided on-street or in publicly accessible parking facilitates and can be administered by the appropriate management entity (e.g. TPMA or CBD as described above).

Policy C-6.7
Explore providing public funding assistance for the development of parking as part of, or near to, larger-scale retail development(s) with multiple comparison goods tenants.

Policy C-6.8
Require residential developments to unbundle the cost of parking from the cost of housing.

Policy C-6.9
Establish a parking in-lieu fee program so that developers have the option of either constructing off-street parking consistent with City of Oakland Planning Code or paying the parking in-lieu fee.

Policy C-6.10
Reduce the amount of parking required by the Planning Code.

Policy C-6.11
Encourage implementing an area-wide real-time parking information system that includes major parking facilities open to the public.

Policy C-6.12
Consider using attendant parking during peak shopping periods at major parking facilities.

Policy C-6.13
Explore implementing a parking pricing strategy that encourages Plan Area employees to walk, bike, or use transit to travel to and from work.

Policy C-6.14
Provide metered on-street parking along commercial frontages and explore opportunities to better manage the existing and proposed on-street parking supply through strategies such as smart meters, variable market-based pricing and time restrictions.

Policy C-6.15
Consider monitoring parking demand in the Plan Area.

Policy C-6.16
Study the need for implementation of a Residential Parking Permit (RPP) program on nearby residential neighborhoods.

Policy C-7.1
Implement a comprehensive wayfinding signage program in the Plan Area with an emphasis on pedestrian, bicycle, transit, and parking facilities.

Policy C-7.2
Provide bicycle support facilities such as attendant bicycle parking/bike station, and/or bike sharing/rental program.

Policy C-7.3
Consider providing Plan Area residents with a transit pass and/or transit subsidies.

Policy C-7.4
Explore providing transit validation for shoppers who use transit to travel to the Plan Area.

Policy C-7.5
Through participation in the TPMA, employers in the Plan Area would be encouraged to participate in TDM programs that encourage the use of transit and facilitate walking and bicycling among their employees through both incentives and disincentives.

INFRASTRUCTURE AND UTILITIES

Policy I-1.1
All sewer system improvements shall be designed in conformance with applicable City of Oakland Sanitary Sewer Design Standards.

Policy I-1.2
The City shall coordinate with EBMUD to ensure that the proposed developments and development projections within the Plan Area are incorporated into EBMUD's long-range plans for sewage transport and treatment.

Policy I-1.3
New development within the Plan Area will be assessed a Sewer Mitigation Fee that contributes to Inflow and Infiltration (I&I) rehabilitation and replacing pipes to increase system capacity.

Policy I-1.4
The existing 24-inch sewer pipe will be upgraded to a 36-inch pipe along Harrison Street to support sewage capacity within the Plan Area.

Policy I-1.5
Improvements will be consistent with EBMUD's standards.

Policy I-2.1
Design water system improvements in conformance with applicable standards of the Oakland Fire Department and EBMUD.

Policy I-2.2
The City shall coordinate with EBMUD to ensure that the proposed developments and development projections in the Plan Area are incorporated into EBMUD's long-range plans for water supply and delivery.

Policy I-2.3
Ensure that water conservation is a key design consideration for all new development in the Plan Area.

Policy I-2.4
Encourage developers to incorporate the re-use of greywater to help conserve potable water resources within the Plan Area.

Policy I-2.5
Improvements will be consistent with EBMUD's standards.

Policy I-2.6
Project sponsors must strive to achieve compliance with water conservation regulations including the City of Oakland's Green Building Ordinance, the state's Model Water Efficient Landscaping Ordinance, CALGreen, and water conservation measures in the state building code.

Policy I-3.1
Coordinate with EBMUD to secure a future supply of recycled water use for use within Plan Area as a means of reducing demand for potable water.

Policy I-3.2
Encourage developers to incorporate dual plumbing within buildings and irrigation systems constructed for recycled water standards for future connections.

Policy I-4.1
Storm drain system improvements shall be designed in conformance with applicable City of Oakland Storm Drainage Design Standards.

Policy I-4.2
Developers shall design projects to optimize runoff capture and treatment by incorporating features such as bioswales, infiltration areas, vegetated filter strips, porous paving, and rain gardens that enhance stormwater infiltration and reduce peak runoff.

Policy I-4.3
Developers shall coordinate with the City to determine an acceptable goal for reducing peak runoff.

Policy I-4.4
The City shall explore the potential to implement a 'green' streets program in the Plan Area that incorporates stormwater management features in the design of the public streetscape in order to improve the quality of stormwater runoff that enters Lake Merritt.

Policy I-4.5
Encourage developers to incorporate rainwater harvesting in new buildings and landscapes as a means supplementing their water supply and reducing demand for potable water.

Policy I-5.1
The City will coordinate with developers and the appropriate utility agencies to develop a strategy for undergrounding the remaining overhead utilities in the Plan Area.

Policy I-6.1
Construction operations, businesses, and residents within the Plan Area shall participate in the City's recycling programs in order to minimize the amount of solid waste that is sent to landfills. Specifically, projects within the Plan Area must comply with Oakland's Construction and Demolition Debris Recycling Ordinance, Oakland's Recycling Space Allocation Ordinance, Alameda County Mandatory Recycling Ordinance, as well as the State of California's mandatory recycling statues, which support the City's adopted Zero Waste goal.

IMPLEMENTATION

Policy IMP-1.1
Secure high level City commitment to the retail strategy and establish priorities.

Policy IMP-1.2
Undertake effective City outreach to and coordination with the development community, property owners, and key retailers to facilitate desired development.

Policy IMP-1.3
Maintain City commitment to market strategy and vision for comparison goods shopping in the Valdez Triangle.

Policy IMP-1.4
Promote interim and near-term strategies that build an identity and reputation for the Plan Area and help position it for future development.

Policy IMP-1.5
Use a combination of development constraints and bonuses to require and incentivize development of destination retailing in the Valdez Triangle.

Policy IMP-1.6
Supplement land use regulations with an entitlement process that facilitates destination retail development.

Policy IMP-1.7
Ensure close coordination of City revitalization efforts in the Uptown Entertainment District (approximately bound by 19th Street, Grand Avenue, Telegraph Avenue and Broadway) with similar efforts in the Broadway Valdez District Specific Plan Area.

Policy IMP-1.8
Consider opportunities to purchase additional retail opportunity site(s).

Policy IMP-1.9
Use City-owned property as an incentive to facilitate retail development.

Policy IMP-1.10
Condition future use of the City-owned property with a Disposition and Development Agreement (DDA) to ensure that development advances the City's retail agenda.

Policy IMP-1.11
Use of City Property should set an example for the type of development that is envisioned in the Valdez Triangle.

Policy IMP-1.12
Provide public funding assistance for comparison goods retail parking.

Policy IMP-1.13
Provide public funding for public realm improvements.

Policy IMP-1.14
Provide public funding for other improvements and programs that would facilitate the Specific Plan's destination retail objective.

Policy IMP-1.15
Allow existing auto dealerships to remain in the Plan Area to the north of 27th Street and retain branding as Broadway Auto Row.

Policy IMP-1.16
Develop a strategy for relocating active dealerships from the Valdez Triangle as needed to facilitate comparison goods shopping in the retail district.

Policy IMP-1.17
Develop a citywide strategy for auto–related retailing in Oakland.

Policy IMP-2.1
Secure funding for Plan improvements according to identified prioritization.

Policy IMP-3.1
Commit public funding and City property as catalysts for initial retail development in the Valdez Triangle.

Policy IMP-3.2
Provide public funding to attract and support a critical mass of destination retailing, district-based funding for retail area management, and private development contributions.

Policy IMP-3.3
Pursue private developer, district-based, and public grant funding for Priority 3 and Priority 4 improvements.

Policy IMP-4.1
Continue to explore, in coordination with affordable housing stakeholders, innovative and creative ways to support the production of new housing that is affordable to affordable to low- and moderate-income households within the Plan Area.

Policy IMP-4.2
Fully utilize the State-mandated bonus and incentive program for the production of housing affordable to a range of incomes, and advocate for increases to federal/state/local funding for affordable housing to support affordable housing development and for new sources of funding at the federal/state/local level.

Policy IMP-4.3
Explore the formulation and adoption of a comprehensive citywide inclusionary housing policy that addresses concerns from all constituents.

Policy IMP-5.1

Consider developing a package of incentives that will encourage landowners and developers to renovate and/or adaptively reuse historic buildings, especially in the designated Adaptive Reuse Priority Areas. Preservation strategies to be considered should include the following:

- Facade Improvement Grants;
- Facade Easements;
- Transfer of Development Rights (TDR);
- Extension of the California State Historical Building Code (SHBC);
- Reduced Fees and Expedited Development Review;
- Federal Historic Tax Credits;
- Recognition of Plan Area historic resources that promotes broad community awareness (e.g., plaque program);
- Mills Act (Property Tax Abatements); and
- Relief from Code Requirements.


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4 LAND USE

4.1 PURPOSE

4.2 LAND USE CONCEPT
- 4.2.1 A RETAIL DESTINATION
- 4.2.2 A "COMPLETE" NEIGHBORHOOD
- 4.2.3 LEVERAGING EXISTING ASSETS
- 4.2.4 REVITALIZATION
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4.3 SUBAREA LAND USE CONCEPTS
- 4.3.1 VALDEZ TRIANGLE SUBAREA
- 4.3.2 NORTH END SUBAREA

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- 4.4.1 LAND USE DESIGNATIONS
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- 4.4.3 DEVELOPMENT AND LAND USE FLEXIBILITY AND MONITORING
- 4.4.4 ACTIVE GROUND FLOOR USES
- 4.4.5 HEIGHT AND MASSING CONCEPTS
- 4.4.6 OPPORTUNITY AREAS
- 4.4.7 DEVELOPMENT INCENTIVES
- 4.4.8 HISTORIC RESOURCES AND PRESERVATION STRATEGIES

Santana Row, San Jose, CA

4.1 PURPOSE

The Land Use chapter establishes the regulatory framework for future uses and development within the Broadway Valdez District Plan Area. The chapter describes the overall land use concept for the area, including the types, intensities, and distribution of uses, and sets forth specific land use goals and policies. New General Plan land use designations are identified for the Plan Area, which, in turn, will inform the update of the area's zoning to ensure that the vision for the Plan Area is realized, attracting new private and public investment that will result in a socially and economically vibrant neighborhood.



The Triangle will have a strong identity that can establish the area as a regional destination for retail.

4.2 LAND USE CONCEPT

4.2.1 A RETAIL DESTINATION

GOAL LU-1: A destination retail district that addresses the City's deficiency in comparison goods shopping and significantly reduces sales tax leakage.

Policy LU-1.1
Prioritize development and tenanting of comparison goods retailers in the Broadway Valdez District.

Policy LU-1.2
Enhance the identity and function of the Broadway Valdez District as a retail destination for Oakland and the East Bay.

Policy LU-1.3
Balance retail uses with a mix of residential, office, and service uses that complement and support the economic viability of the commercial core, and contribute to the creation of a new "24-hour" neighborhood with around-the-clock vitality.

Due to a combination of factors, including location, accessibility, and local buying power, the Broadway Valdez District represents the City's best potential to change its position as one of the most under-retailed major cities in the country by creating a vibrant new retail presence near the existing Downtown. By attracting a mix of retailers who address the City's deficiency in comparison goods shopping, the Plan Area can enhance the quality of life for local residents by providing convenient shopping in Oakland and by capturing sales tax revenues that can be used to address citywide needs for capital improvements and services.

In contrast to the current land use pattern which is dominated by automobile-oriented commercial uses, the Plan promotes a mixture of commercial, residential and employment uses within the Plan Area. Economically, the development of residential and employment-generating uses in the Plan Area will provide important support for proposed retail. Given the competitive nature of the retail market in the Bay Area, the incorporation of complementary residential and employment-generating uses can also contribute to the success of future retail by enhancing the area's vibrancy and sense of place. Socially, the mix of uses will support the development of a more vibrant district that avoids the downtimes associated with single-use districts. A diverse mix of uses will ensure that the Plan Area will be active with people working, shopping, socializing, and residing in the Plan Area at all times of the day, seven days a week, not just during weekday business hours.



A "complete" mixed-use neighborhood in which people live, work, and shop, and come together as a community.



A mix of uses with an attractive pedestrian environment will characterize the Plan Area.

4.2.2 A "COMPLETE" NEIGHBORHOOD

GOAL LU-2: A "complete" mixed-use neighborhood that is economically and socially sustainable—providing an appealing mix of retail, dining and entertainment uses as well as quality jobs and diverse housing opportunities.

Policy LU-2.1

Establish the Broadway Valdez District as an attractive pedestrian- and transit-oriented, mixed-use neighborhood with a core of retail and complementary commercial uses.

Broadway's Auto Row was established in the early 20th Century in response to the rise of the automobile in American society, and for nearly a century the area prospered. The singular focus of the area's land use and development patterns on automobile-related uses is therefore hardly surprising. However, as times and social mores have changed, so have the needs of the community. The land use and development patterns that once served the City so successfully are now struggling in the marketplace and failing to address the needs of current and future generations of Oakland residents. Similarly, Downtown, which once supported major retailers like I. Magnin's, H.C. Capwells, and Breuners, now has a very limited retail base and struggles to attract shoppers, and the City's retail base as a whole is deficient, particularly in the area of comparison goods. The Broadway Valdez District provides the opportunity to address these issues by creating a commercial mixed use district that will transition the Plan Area to a more sustainable mix of uses, contribute to the vitality, livability, and identity of Downtown Oakland, and address residents' shopping needs.

In order to re-establish the Broadway Valdez District as a vibrant center for the community's social and commercial life, it is essential that it transition from its automobile orientation into an attractive, pedestrian-friendly destination where people feel comfortable strolling, lingering, and engaging in the social and cultural activities that characterize successful downtowns.

Many factors contribute to the creation of a pedestrian-oriented district, including the design of the public streetscape and the scale and orientation of buildings. The type, mix, and distribution of land uses, however, also play an important role. Promoting mixed-use development in the Broadway Valdez District will support the creation of a pedestrian-oriented district, by locating retail, entertainment, services, residences, and employment within convenient walking distance of each other and of transit, and thus eliminating the need for many of the daily vehicle trips that are necessary when these uses are dispersed. The intent is for those

who live and work in the area in the future to be able to walk from homes and jobs to nearby businesses for dining, shopping, services, and entertainment, and for those who visit or commute to the Plan Area to be able to take transit or, if they drive, to park once and then walk to most or all of their destinations. The Broadway Valdez District will include not only destination retail, but neighborhood-serving options such as grocery stores and pharmacies, to serve residential development.

4.2.3 LEVERAGING EXISTING ASSETS

GOAL LU-3: New uses and development that enhance the Plan Area's social and economic vitality by building upon the area's existing strengths and successes.

Policy LU-3.1

Build on the strength of adjoining neighborhoods and uses, such as the Uptown, the "Art Murmur Gallery District," the two medical centers, and the surrounding residential neighborhoods, by encouraging the introduction of complementary retail, entertainment and cultural uses that will serve these areas while creating a distinct identity for the Plan Area.

Policy LU-3.2

Ensure close coordination of City revitalization efforts in the Uptown Entertainment District with those in the Broadway Valdez District Specific Plan Area.

The long, relatively narrow configuration of the Plan Area, combined with the surrounding land use context, creates a series of conditions that will influence the form and character of future Plan Area land uses. The Broadway Valdez District is surrounded by a number of distinctive and dynamic neighborhoods and uses, including the Uptown Entertainment District and the Lake Merritt/ Kaiser Center office district to the south, the Alta Bates Summit and Kaiser Permanente medical centers to the north and west, the "Art Murmur Gallery District"/25th Street Garage District and Koreatown/Northgate to the west, and the Adams Point and Harri-Oak residential



Photo by Nathanael Bennett

New development will support the creation of a vibrant and active urban district by leveraging existing assets.

neighborhoods to the east. The strategy is to promote land use patterns and built forms that leverage the energy of these surrounding neighborhoods to enhance the viability and distinctiveness of both the Plan Area and its neighbors.

At present the land use mix along Auto Row has limited synergy with its neighboring uses. Thus, a key concept of the Plan is that in the future Broadway and the Plan Area should serve as a "seam" in the urban fabric—one that complements and connects this series of dynamic adjoining uses by providing:

- A regional shopping destination that brings activity and tax dollars into Downtown Oakland
- A shopping and entertainment destination for residents in adjoining Adams Point, Harri-Oak, Richmond, and Koreatown/Northgate residential neighborhoods
- A retail, office and residential complement to the health care nodes at the Alta Bates Summit and Kaiser Permanente medical centers
- A lunch-time and evening destination for office workers in the Lake Merritt/Kaiser Center office district
- An extension of the dining, entertainment, and residential uses in the thriving Uptown District
- A dining, entertainment and cultural complement to the growing Art Murmur Gallery District; and
- A complement to future retail development in the north end of Downtown, between 19th Street and Grand Avenue.

It is critical that the City take a holistic approach in its economic development and planning efforts along the Broadway corridor. In particular, policies and actions geared towards the Uptown Entertainment District and identified in Figure 8.2 as the "Uptown Coordination Area." City revitalization efforts in the Broadway Valdez District should be closely coordinated with similar efforts in the Uptown Entertainment District so that opportunities may be leveraged and contribute to outcomes that are mutually beneficial.



Existing buildings will be reused with new uses that capture the energy of Oakland's resurgence.



Redevelopment and revitalization will include local- and regional-serving uses that bridge existing neighborhoods together.

4.2.4 REVITALIZATION

GOAL LU-4: Enhanced economic potential of the Plan Area resulting from the revitalization and redevelopment of existing underutilized areas.

Policy LU-4.1

Encourage the gradual transition of the Plan Area toward uses that will contribute to the creation of a vibrant, pedestrian-oriented, mixed-use district.

The Plan recognizes that the Plan Area is not a "blank canvas," but rather a complex mixture of existing

businesses, numerous and diverse-sized parcels, and many different landowners. By necessity, the transition from the existing mixture of automotive-related sales and service uses, assorted commercial uses, residential uses, and underutilized lands to a vital mixed-use district will be gradual. While it is anticipated that many of the existing uses will remain for the foreseeable future, it also is assumed that as the character of the area improves and land values increase, that uses that are not consistent with the vision for the Plan Area (e.g., stand-alone auto service garages, surface parking lots) will eventually relocate and/or be replaced by development that better captures the enhanced economic potential associated with the new mixed-use district.

Policy LU-4.2

Encourage a more compact and higher density pattern of development that maximizes the development potential of the Plan Area and supports City objectives for economic viability and place-making.

Compact, higher intensity development will support the creation of a vibrant and active urban district by both bringing more people to the area and through the positive retail synergy that develops from a concentration of complementary uses. More compact development patterns will also support the objective of creating a "park once," pedestrian-oriented district, and enhance the Plan Area's ability to support regular and frequent transit service that is seen as a viable alternative to the private automobile. Finally, the increased development potential and enhanced economic vitality will generate tax revenues that will help support the investment in new improvements such as streetscape, public open space, and infrastructure that will make the Plan Area the unique destination envisioned.

Policy LU-4.3

Encourage infill development along Broadway that will improve the corridor's economic vitality, enhance the definition and character of the corridor, and create better pedestrian scale and orientation.



New infill development will improve the area's economic vitality and enhance the urban form.

New development on vacant and underutilized lots, and redevelopment of currently developed parcels, should be used to incrementally reconfigure and revitalize the Broadway street frontage. These changes involve a transition from the predominantly automobile-oriented uses that currently characterize the corridor to a more diverse mix of uses. The intent is to both diversify the economic base and to add uses that will attract people to the area on a regular basis, rather than just on the occasion of purchasing or repairing one's car. Such uses will not be just retail, but can also include office and professional service uses. The Plan assumes that implementation will be both market-driven and incremental. As new development in the area begins to improve the character and economic vitality of the area, it is anticipated that existing developments will want to upgrade or redevelop in order to capture increased market value or to remain competitive.

In terms of development character, the redevelopment of the street frontage is intended to enhance the overall image of the corridor, creating a more positive entry statement to Downtown from I-580 and the neighborhoods to the north. To a great extent, the success of development that does not front on Broadway will be dependent on creating a positive first impression along Broadway.

While the desired physical character of Plan Area development is addressed in more detail in Chapter 5, Community Design and Resources, the key physical changes encouraged along Broadway include:

- Development of taller buildings in certain areas that are more in scale with the wide boulevard character of Broadway;
- Creation of a more consistent building setback along Broadway that places buildings closer to the street in order to give better definition to the public right-of-way for infill parcels, and requiring a setback of four feet for blocks that have parcels that are mostly vacant in order to establish a wider sidewalk;
- Infill of surface parking lots and other underutilized parcels with new development;
- Location of parking in lots at the rear of buildings or in parking structures;
- Reduction in the number of private driveways with direct access from Broadway; and
- Creation of a broader and more attractive pedestrian environment.

Refer to the development standards and design guidelines in Chapters 5 and Appendix C for the techniques that will be used to achieve these changes.

4.2.5 HOUSING

A "complete" neighborhood is dependent upon a strong resident population, diversity of housing types, and vibrant streetscapes with safe sidewalks that enhance the character of the area. Mixed-use boulevards with a variety of urban-style housing typologies, affordable to a range of income levels, will assist with fulfilling the Plan's vision. Affordable housing is a critical component of a "complete" neighborhood and is needed in the Plan Area.

The incorporation of residential uses into the Plan Area's land use mix is essential to achieving the City's vision for the area and ensuring its long-term economic success and sustainability. New housing in the Plan Area will:



A variety of housing types will be provided in the Plan Area in order to meet the diverse needs of the community.

- Create a built-in customer base that will support the viability of Plan Area businesses;
- Provide housing options for those who work at the nearby medical centers, businesses, or in Downtown;
- Reduce vehicle trips by allowing people to walk or take transit to shop or work; and
- Establish a strong daytime and nighttime presence in the area that will activate the area's streets and public spaces and enhance public safety.

Furthermore, the "complete" neighborhood envisioned by the Plan would:

- Encourage 15 percent of all new housing units in the Plan Area to be affordable including both units in mixed income developments and units in 100 percent affordable housing developments.
- Accommodate and promote new rental and for sale housing within the Plan Area for individuals and families of all sizes and all income levels (from affordable to market rate housing).

- Improve existing housing in the Plan Area and explore ways to prevent loss of housing that is affordable to residents (subsidized and unsubsidized), and senior housing.
- Promote healthful homes that are environmentally friendly and that incorporate green building methods.

GOAL LU-5: New housing that supports the concept of the Broadway Valdez District as an attractive place to live, work, shop and play.

Policy LU-5.1

Encourage a diversity of higher density housing types, including a mixture of both rental and ownership housing.



FIGURE 4.1: CONDO CONVERSION IMPACT AREAS

Policy LU-5.2

Encourage housing that addresses the needs of a diverse population, including age, household composition, and income.

The Plan Area should provide housing opportunities for a diverse community that will support the development of a vital mixed-use district. Residential development can include a diversity of unit types, including: stacked flats, apartments, studio units, and assisted living. New single-family detached units will generally not be permitted except within certain perimeter areas of the Plan Area, since they would not be a good use of the limited land resource and are not consistent with the vision for the mixed-use district. Planning area housing should also include a range of tenure options, including fee simple ownership, condominium ownership, and rental housing. Recent rezoning by the City of Oakland has provided new opportunities for a variety of housing types, including micro living quarters, to be built within the Plan Area with a modern, urban development character.

Policy LU-5.3

In order to support the establishment of a strong retail commercial presence in the Broadway Valdez District, areas in which residential uses can be introduced as the primary ground-floor use (i.e., residential lobbies are permitted per zoning) should be limited to streets around the perimeter of the Plan Area.

One of the Plan's highest priorities is to promote the development of retail in the Plan Area. As essential as it will be to the success of the Plan Area, the supply of housing will be managed to ensure that the traditionally strong demand in California for housing does not displace potential for commercial development. The Plan's goal is 1,800 new residential units that will be distributed throughout the Plan Area and incorporated primarily as upper floor uses in mixed use buildings that include retail or other ground-floor commercial. Residential development will only be allowed as a ground-floor use in limited portions of the Plan Area, such as along Richmond Avenue, Brooke Street, and the portion of Webster Street

north of 27th Street, and other areas along the Plan Area periphery. Also, on deep lots that have dual frontage on both Broadway and another street, ground-floor residential use will be permitted on that parcel, except the portion facing Broadway.

Policy LU-5.4

Encourage the provision of new housing affordable to low- and moderate-income households within the Plan Area through a menu of creative options.

As of 2011, the median household income in Plan Area census tracts was $32,358 (for the average 1.8 person household), significantly below the Alameda County area median income of $73,850 for a two person household. The area median income often is used to determine relative housing affordability for different income ranges and household sizes. The majority of existing Plan Area households are considered cost-burdened and may have trouble affording basic necessities after paying rent. It is imperative that a strategy is in place to ensure affordable housing is available to all existing and future residents, especially since having affordable rents targeted to 30 percent of household income both stabilizes low income residents and provides these households with expendable income for other living and recreating expenses. Therefore, both market rate and below market rate units will be needed to meet the needs of existing and future residents.

ASSESSMENT OF EXISTING CITY PROGRAMS

Jobs/Housing Impact Fee and Affordable Housing Trust Fund. The Jobs/Housing Impact Fee was established to assure that certain commercial development projects compensate and mitigate for the increased demand for affordable housing generated by such development projects within the City of Oakland. A fee of $4.60 per square foot is assessed on new office and warehouse/distribution developments to offset the cost of providing additional affordable housing for new lower-income resident employees who choose to reside in Oakland. Fees go into a Housing Trust Fund which is then made available to nonprofits to build affordable housing.

Condominium Conversion Ordinance. Oakland's Condominium Conversion regulations include tenant protections in the form of early tenant notification requirements, right of first refusal, and tenant relocation and moving assistance. In the "primary" and "secondary" impact area (see Figure 4.1)[1], replacement rental units are required to be provided equal to the number of units being converted. The primary and secondary areas are boundaries that have been drawn on a map of Oakland based on their housing characteristics and sensitivity to condo conversion impacts. Outside these areas, replacement rental units are required when 5 or more rental units are proposed for conversion to ownership units. In the Plan Area, all of the area east of Broadway is in the primary impact area.

Residential Rental Adjustment Program. The City's residential rental adjustment program limits rent increases to once per year at an amount equal to the average annual percentage increase in the Consumer Price Index (CPI). This ensures stability in rental rates for existing tenants. Also, the City's Just Cause for Eviction Ordinance helps to ensure tenants are not subject to eviction motivated by a rental property owner's desire to increase rents.

INVENTORY OF HOUSING STOCK AND AFFORDABLE HOUSING PROJECTIONS

The housing supply in the area is primarily in apartment buildings with five or more units, while there is also a mix of lower-density, single-family homes, duplexes, and three/four-plexes. Several senior housing developments are also located in the area. As reported in the *Market Demand Analysis* prepared for this plan, about 700 units were built in the Plan Area and nearby areas during the period 2000 to 2009. Additionally, there were about 1,040 units approved as of 2009. However, these projects

1 **Primary Impact Area:** replacement units can only be generated in this area. / **Secondary Impact Area:** replacement units can be generated within the Primary or Secondary Impact Area.

were on-hold due to the economic downturn. Affordable housing in the Plan Area and nearby areas, as inventoried in the *2007-2014 City of Oakland Housing Element,* includes 1,104 units in ten developments. It's possible that, upon the conclusion of this planning process, private property owners may choose to more intensively redevelop their existing property which could involve some replacement of existing housing.

The Association of Bay Area Governments, through the Regional Housing Needs Allocation (RHNA) process, assigns each city's share of regional housing demand which is documented in the Housing Element. During the planning period 2014-2022, the City of Oakland must plan for 14,765 new units (28 percent of these units are designated to be affordable to very low and low-income households, 19 percent affordable to moderate income and 53 percent above moderate income). The Plan Area is projected to add 1,800 housing units over the next 25 years (through 2035). Applying the income distribution from the 2014-2022 RHNA to the Plan Area's build-out horizon would result in a need for 28 percent of new housing units to be affordable to very-low and low income households, a total of 504 affordable units over the next 25 years.

The City's responsibility under state law in accommodating its regional housing need is to identify sites adequately zoned (at least 30 units per acre) with appropriate infrastructure to support the development of housing. The potential development program for the Plan assigns housing units (based on zoning potential and reasonable density assumptions based on past development patterns) to opportunity sites. Sites identified for mixed-use or purely residential uses are all proposed to accommodate over 30 units per acre. Furthermore, all of the sites have access to necessary infrastructure to support development. Therefore, the opportunity sites could accommodate a range of income levels depending on availability of adequate financial subsidies to make possible the development of units for very low- and low-income households. This suggests that the Plan Area contains sufficient housing sites, but that a reliable funding source will be needed to finance the construction of affordable units.

Chapter 8 of this report provides affordable housing production targets, the funding outlook and implementation strategies.

4.2.6 TRANSIT-ORIENTED DEVELOPMENT

GOAL LU-6: A compact neighborhood that is well-served by and supportive of transit.

Situated between BART's 19th Street and MacArthur stations and along AC Transit's busiest bus route, the Plan Area is well-positioned to make transit people's first choice when visiting the Plan Area or commuting out to other destinations. The combination of compact, higher density development and improved facilities for transit users will implement the City's 'transit first' policy by supporting increased ridership and enhanced transit service, including possibilities for future transit options (e.g., streetcars, shuttles, etc.).

Policy LU-6.1

Encourage land use and development patterns that will reduce automobile dependence and support alternative modes of transportation while minimizing impacts on existing community character.

One of the strategies for developing the Broadway Valdez District as an attractive and socially vibrant neighborhood is to enhance the use of transit as a convenient mode of transportation. Improved transit service will not only help to minimize the increase in traffic congestion and air pollution associated with development of the area, but it will also help to establish a safer and more attractive pedestrian environment.

Many of the land use strategies already identified to support the creation of a more socially vibrant and economically vital neighborhood are also strategies that support increased transit use. Creating mixed-use neighborhoods is a way to bring many of our typical daily destinations within walking distance of each other. The number of daily vehicle trips can be reduced by siting employment, retail, services, entertainment, parks, and day care services within convenient walking distance of each other and to transit. Creating comfortable, pedestrian-oriented neighborhoods is important to increasing transit use, because people generally will not use transit if they cannot walk comfortably to and from the transit stop.



Transit-oriented development includes connections to multi-modal facilities such as bike lanes.

Finally, providing higher density development supports transit use by generating higher daytime and nighttime populations and more shopping, employment, and entertainment activities throughout the day. Both the larger populations and the increased around-the-clock activity will help support more regular and more frequent transit service, which is essential to attracting transit users.



Existing and future transit connections are essential tools in creating a walkable district.

Policy LU-6.2

Establish a strong pedestrian and transit orientation throughout the Plan Area by prohibiting development whose design prioritizes automobile access.

The intent of the plan is to establish a new pedestrian- and transit-oriented district that accommodates vehicular access, but is neither dependent on nor generates high volumes of pass-through traffic. Uses that are predominantly automobile-oriented in their design, such as suburban-style "strip" commercial centers, characterized by large expanses of surface parking often located in front of stores and "drive-thru" service, are inconsistent with this intent and should not be permitted within the Plan Area. This is not to suggest that major attractions or destinations that people drive to, such as hotels, theaters, shops and restaurants, are not appropriate. Uses that can be designed to fit into a pedestrian-oriented environment and can be conveniently served by transit, as well as automobiles, are appropriate.

4.3 SUBAREA LAND USE CONCEPTS

GOAL LU-7: Two distinct but complementary subareas that are linked by Broadway and each with its own land use character that reflects the unique set of physical, economic, social, and cultural factors within and external to the subarea.

While "mixed use" development is encouraged throughout the Plan Area, it is not intended that the area will be uniform in either its land use or physical character. Given the area's length, the different physical configuration of the areas north and south of 27th Street, and the desire to create a walkable and transit-supported district, the Plan Area is envisioned as two distinct, but interconnected subareas: the **Valdez Triangle** and the **North End**, as shown in Figure 4.2. Each of these subareas will have a different land use focus that responds to specific site conditions and development contexts in order to create and reinforce distinct neighborhood identities and provide variety and texture to development along this section of Broadway.

Due to its proximity to Downtown, its accessibility to transit and freeways, and its fine-grained network of cross-streets, the focus in the Valdez Triangle will be on creating a new destination retail district. In response to its linear configuration, proximity to the two medical centers, and inventory of historic buildings, the focus in the North End will be on creating a high-density mixed use boulevard that caters to adjoining medical complexes and residential neighborhoods with a mix of retail, dining, office, residential and professional services. The mixture of uses in the North End may be achieved either vertically (one use over another) and/or horizontally (side by side). The following discussion describes the land use concepts for both areas in greater detail.



Retail destinations will draw crowds and encourage a strong pedestrian presence and strolling.

4.3.1 VALDEZ TRIANGLE SUBAREA

GOAL LU-8: The establishment of the Valdez Triangle as a dynamic new retail destination that caters to the comparison shopping needs for Oakland and the broader East Bay.

Policy LU-8.1

Promote the development of the Valdez Triangle as a dynamic pedestrian-oriented retail district within a mixed use setting that includes a complementary mix of retail, office, entertainment, and residential uses.

The primary land use objective in the Valdez Triangle is to create a dynamic retail district within an urban mixed use setting that can take advantage of the area's assets, including its size and configuration, its adjacency to the burgeoning Uptown and Art Murmur Gallery Districts, and its accessibility from transit and regional routes. Although the primary focus in the Triangle will be on retail, the Plan promotes a complementary mix of entertainment, office, and residential uses that will enhance development viability and contribute to the creation of a vibrant urban district that is a recognized destination, where the mix of uses contributes to around-the-clock activity with people present both day and night, and on weekdays and weekends. To support and leverage the vitality of the adjoining office and entertainment districts, the Triangle is envisioned as an extension of Downtown.

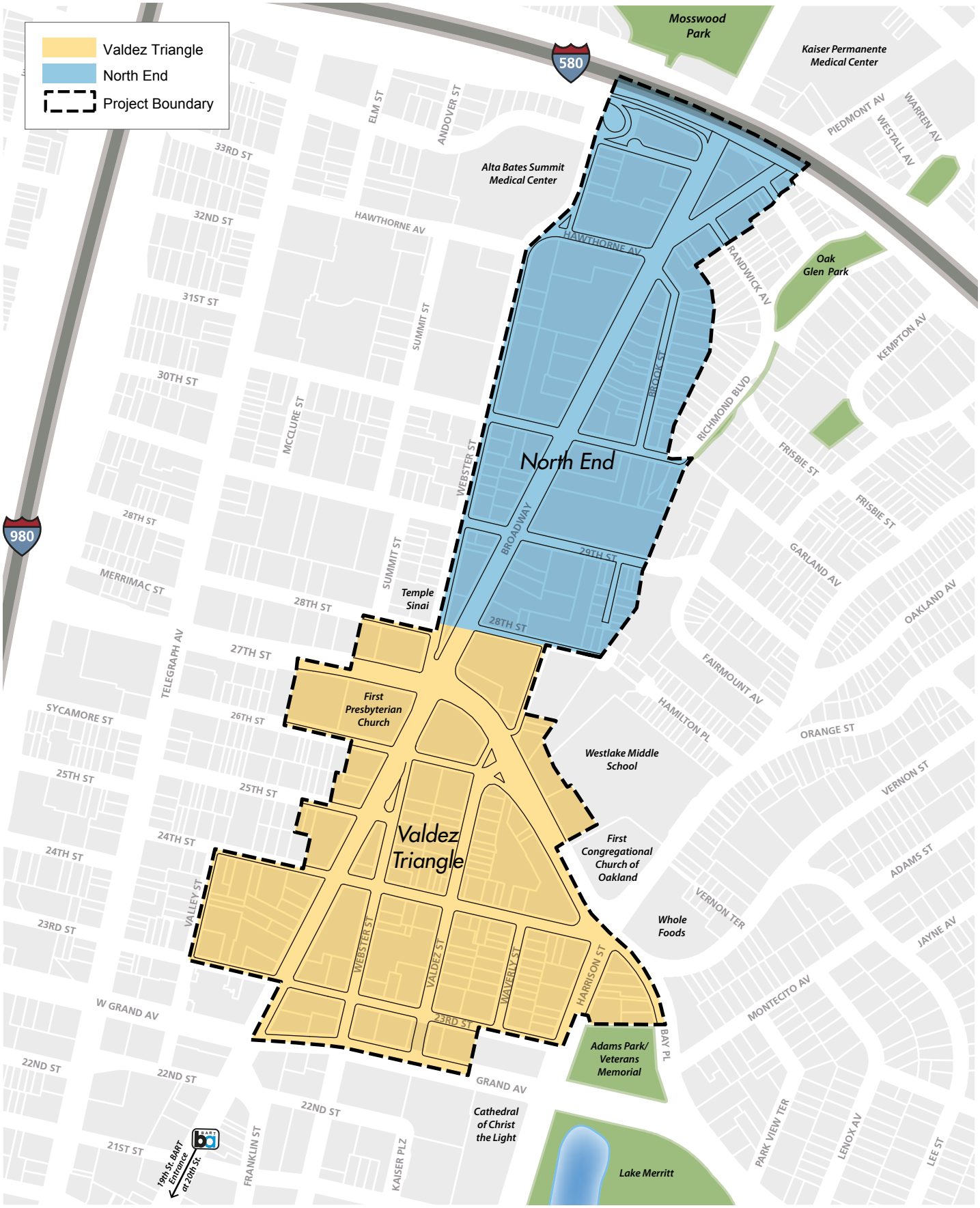


FIGURE 4.2: SUBAREAS

Policy LU-8.2

New development along Broadway should reinforce its identity as Oakland's Main Street with active ground floor uses that extend Downtown character and vitality north to 27th Street.

Policy LU-8.3

Broadway, Valdez Street, 24th Street, 23rd Street, and 27th Street will be the primary shopping streets that give structure to the retail district and physically integrate the Triangle with adjacent areas by providing active retail frontages and pedestrian-friendly streetscapes that extend along both sides of these key streets.

To support and leverage the vitality of the adjoining office and entertainment districts, the Triangle is envisioned as an extension of Downtown. To promote this concept, the General Plan boundaries for the Central Business District (CBD) will be extended north to 27th Street, and incorporate most of the Triangle within the CBD (as indicated in Figure 4.3). General Plan and zoning designations for the Valdez Triangle will support mixed-use development throughout the Triangle to promote a sustainable mix of uses while providing flexibility in development type and configuration. While retail is encouraged throughout the Triangle, Retail Priority Sites have been created in areas along Broadway, 23rd Street, 24th Street, 27th Street, and Valdez Street in order to form a strong core of retail. Broadway, 24th Street, and Valdez Street are intended to be the primary shopping streets that give structure to the retail district and physically integrate the Triangle with adjacent areas by providing active retail frontages and pedestrian-friendly streetscapes that extend along both sides of these key streets (Refer to Section 5.2 for additional policies regarding the design of the public realm). Mixed use development that is complementary, including high density residential development, will be encouraged in the areas around the periphery of the retail core (e.g., along Grand Avenue, 23rd Street, 27th Street and Harrison). High density residential development is conditionally permitted as an incentive within the Retail Priority Sites only when a retail project of a minimum size is developed.

Policy LU-8.4

The land use concept for the Valdez Triangle is to have a core of comparison goods retail complemented with local-serving retail, dining, entertainment, office, and service uses.

Policy LU-8.5

The Valdez Triangle is intended to be a unique shopping district with an authentic Oakland character that includes a mix of local and national retailers.



Attractions like Art Murmur galleries will spur complementary development and activity in the Plan Area.



Destinations within the Plan Area can attract workers from nearby employment centers.

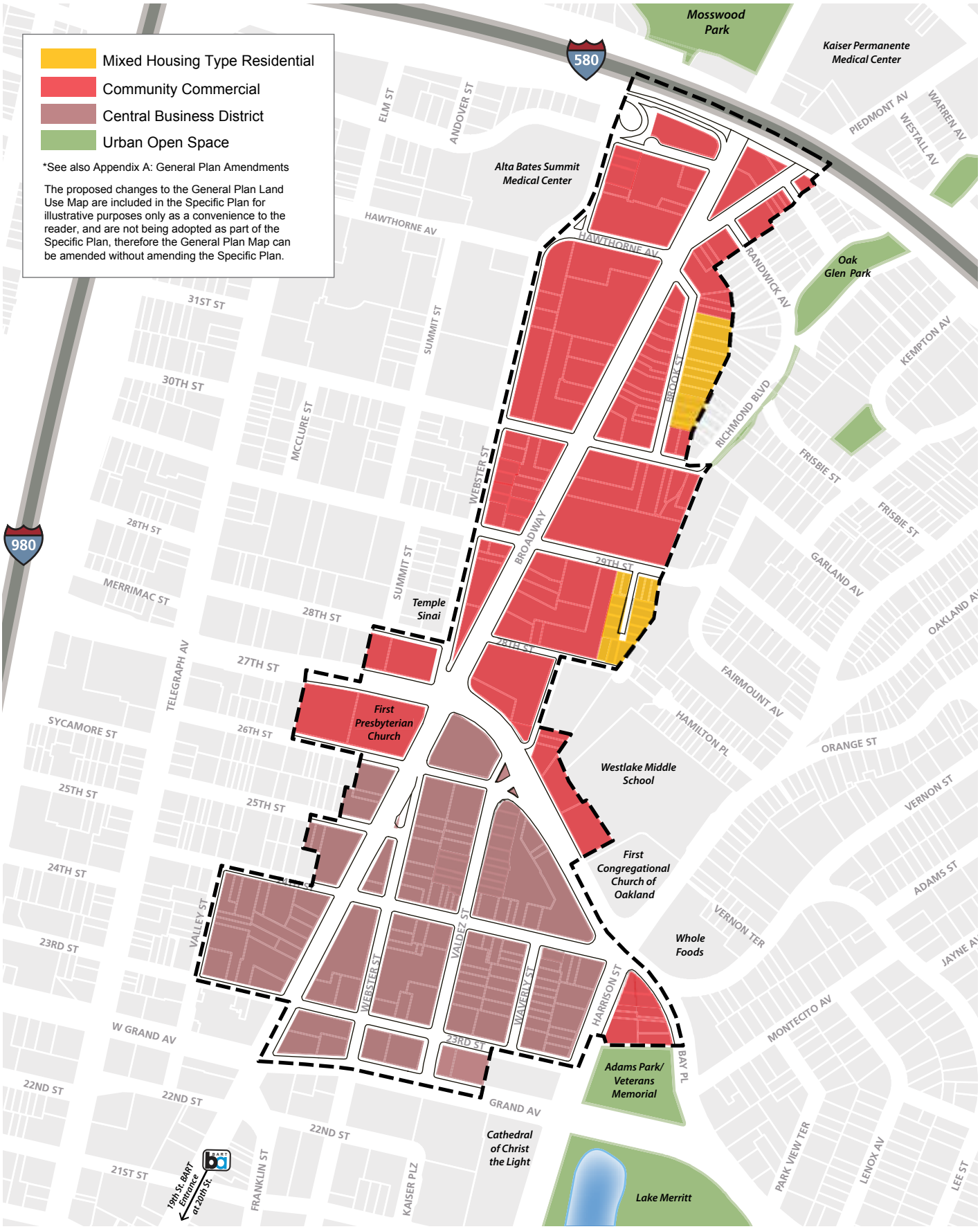


FIGURE 4.3: PROPOSED GENERAL PLAN LAND USE DESIGNATIONS

Retail in the Valdez Triangle is intended to include a mix of national and independent retailers in a variety of retail formats, but, if the City is to achieve its goals for reducing retail leakage and lost sales tax revenue, it will be essential that the Triangle be anchored by a core of comparison goods retail. Typically, this type of retail would be accommodated through a complementary mix of retailers of various sizes, including larger "anchor" stores (major, mid, and juniors) as well as small "in-line" stores (see sidebar). While having retail anchors as the foundation for the new district is desirable, it is not required. The Plan recognizes that the retail industry is constantly evolving and that the 'anchor' function within the Plan Area can potentially be filled in ways other than the traditional department store-type anchor. For instance, the anchor function could be filled through clusters of mid-size and minor anchors that are unique to Oakland and establish a specific retail direction or theme, or even by anchor stores that may be established just south of the Triangle in Downtown.

Which retail type is it?

Within the category of comparison shopping, retail designations often refer to the size of the retailer's store space, including "major retail", "minor retail", and "other retail". The major and minor retailers represent what are generally referred to as "anchor" stores. Major anchors are the largest retailers who serve as primary attractors of shoppers to a district, and are typically a department store or a large chain retailer that provides a wide range of merchandise. They get their name for their role in "anchoring" retail districts. Junior anchors are intermediate size stores that tend to be chains and provide a special area of merchandise. Other retail refers to the smaller stores and shops that complement the major and minor anchors, and typically include both independent and chain retailers. These smaller stores are often referred to as "in-line" stores. The following examples of anchor-type retailers and the sizes typically associated with them are provided for illustrative purposes only. The retail market is constantly changing and there are always exceptions to these examples; a trend among some retailers is to explore smaller formats in highly urbanized areas.

TABLE 4.1: RETAIL NOMENCLATURE

CATEGORY	SIZE	EXAMPLES OF COMPARISON RETAILERS
Major Retail / Anchor	75,000+ sf	Nordstrom, Macy's, Target, Kohl's, McCaulou's
Minor Retail / Anchor	10,000-75,000 sf	
Mid-Size	30,000-75,000 sf	Crate & Barrel, Barnes & Noble, Best Buy, Bed Bath & Beyond, REI, TJ Maxx, Ross, Sports Authority, Dick's Sporting Goods, Target (Urban), Sports Basement
Minor	10 ,000-30,000 sf	Gap, Banana Republic, Old Navy, Anthropologie, Container Store, Urban Outfitters, Patagonia, Apple, Sony, J. Jill, Zara, Forever 21, Williams-Sonoma, Sur La Table, Pottery Barn, H&M, Abercrombie & Fitch, American Girl, Victoria's Secret, Barney's New York Co-Op, Sephora
Other Retail:		
Small Stores	<10,000 sf	Chicos, J. Crew, Nike, Quicksilver, Coach, Pacific Sun, Lucky Brand Jeans, Michael Kors, Ann Taylor, Sunglasses Hut, Steve Madden, Tommy Bahamas, Cole Haan, Ecco, Body Works, Kate Spade, Papyrus, and many independent retailers such as Oaklandish, Open House, Silver Moon, Owl N Wood, Two Jacks Denim, Laurel Book Store, Issues, Ruby's Garden, Pollinate, Sole Space, The Rare Bird, Entrez!, Marion & Rose's Workshop, and Harper Greer.

Policy LU-8.6

The Valdez Triangle will feature street-oriented retail in an attractive pedestrian-oriented environment that includes vibrant, active sidewalks, and safe and attractive public spaces.

Policy LU-8.7

The Triangle will establish an identity as a unique, Oakland shopping district by integrating new high-quality buildings with attractively renovated and re-purposed historic buildings.

To be successful, the Triangle must create a strong retail identity and presence that can establish the area as an attractive and competitive destination within the region. In order to strengthen the area's retail identity and create a vibrant retail environment, the Triangle area will feature street-oriented retail in an attractive pedestrian-oriented environment that includes active sidewalks and safe and attractive public spaces. Designated areas within the core of the Triangle will be required to have active, street-fronting retail and complementary dining and entertainment on the ground-level. In addition to promoting a strong component of local, non-chain retailers, the intent is that the Triangle will maintain an identity as a unique shopping district with an authentic Oakland character. In an effort to maintain an authentic local character, the Plan promotes the integration of high-quality new buildings with renovated and re-purposed historic buildings. In this way, the Triangle will continue to be perceived as an authentic Oakland "place"—not a generic shopping center that could be anywhere.

Policy LU-8.8

To be successful, the Triangle must provide for a critical mass of retail and complementary commercial uses that establishes the area as an attractive and competitive destination within the region.

To be competitive in a strong regional market, the Triangle must provide a critical mass of retail and complementary commercial uses so the public perceives it as an attractive choice for meeting one's shopping



Broadway, Valdez and 24th Streets will be the primary shopping streets within the Plan Area.



Street trees and streetscape improvements will establish a sense of place in retail areas.



The Valdez Triangle will accommodate a variety of retail types and sizes.

needs. In order to ensure that both the quantity and desired type of retail are attracted to the area, the Plan prioritizes retail development in a number of ways. First of all, it requires ground floor retail or complementary active uses throughout the majority of the Triangle.

Also, given the limited number of sites that are large enough to accommodate larger retail developments, including those with larger format retail tenants, the Plan designates a series of "Retail Priority Sites" (see Figure 4.4) to ensure that sites within the Triangle are retained for major retailers who typically require building formats with larger square footages (see Table 4.1 and the "Retail Nomenclature" sidebar). In order to accommodate these major retailers, who are essential to providing comparison goods shopping, minimum retail area requirements will be applied to sites that have been designated as Retail Priority Sites because they generally have the following characteristics: adequate size, good visibility, and excellent access. Finally, to ensure that retail potential is not displaced by other uses, particularly residential, the Plan promotes a "retail first" strategy that will incentivize developers to build retail within the Retail Priority Sites by only allowing residential activities along with a retail project that meets certain thresholds; the greater the amount of retail space that is suitable for comparison goods retail provided, the greater number of residential units that will be allowed. A more detailed discussion is provided in Section 4.4 Regulatory Framework and in the Planning Code Amendments that are a separate but related document to the Specific Plan.

4.3.2 NORTH END SUBAREA

GOAL LU-9: The establishment of the North End as an attractive and economically vibrant, mixed use area that complements and is integrated with the adjoining residential and health care-oriented neighborhoods.

Policy LU-9.1

The North End is envisioned as an attractive, mixed-use area that provides a mix of active ground floor uses (e.g., retail, commercial services, dining, entertainment, etc.) along Broadway, complemented with primarily upper floor residential, office, professional service, etc. uses.

Policy LU-9.2

The intent is to promote a complementary mix of retail, office, entertainment, and residential uses that creates a vibrant urban corridor that is active both day and night, and on weekdays and weekends.

Policy LU-9.3

Commercial uses along Broadway will focus on providing a primarily neighborhood-serving mix of retail and commercial services that complements the Triangle and addresses the needs of adjoining and nearby neighborhoods, medical centers, and office uses.

The North End is envisioned as an attractive, mixed-use area that links Downtown to the Piedmont Avenue neighborhood shopping area and the Broadway corridor north of I-580, and is integrated with the adjoining residential and health care-oriented neighborhoods. As in the Triangle, the concept for the North End is to promote urban mixed use development with active ground-floor commercial uses, and to promote a complementary mix of office, residential, retail, dining, and entertainment, uses that creates a vibrant urban corridor that is active both day and night, and on weekdays and weekends. Unlike the Triangle, the focus in the North End is on providing a compatible mix of commercial services that complements the Triangle and addresses the needs of adjoining and nearby neighborhoods, and less on accommodating comparison goods retail and creating a regional destination. Retail development in the North End will allow for neighborhood-serving uses, potentially including grocery stores and pharmacies, which will allow residents to obtain options for healthy food and daily needs.

The Plan promotes a transition from the area's current linear, strip commercial character to a more walkable, mixed use subarea that includes a diversity of complementary uses, while still acknowledging Broadway's importance as a major circulation route.

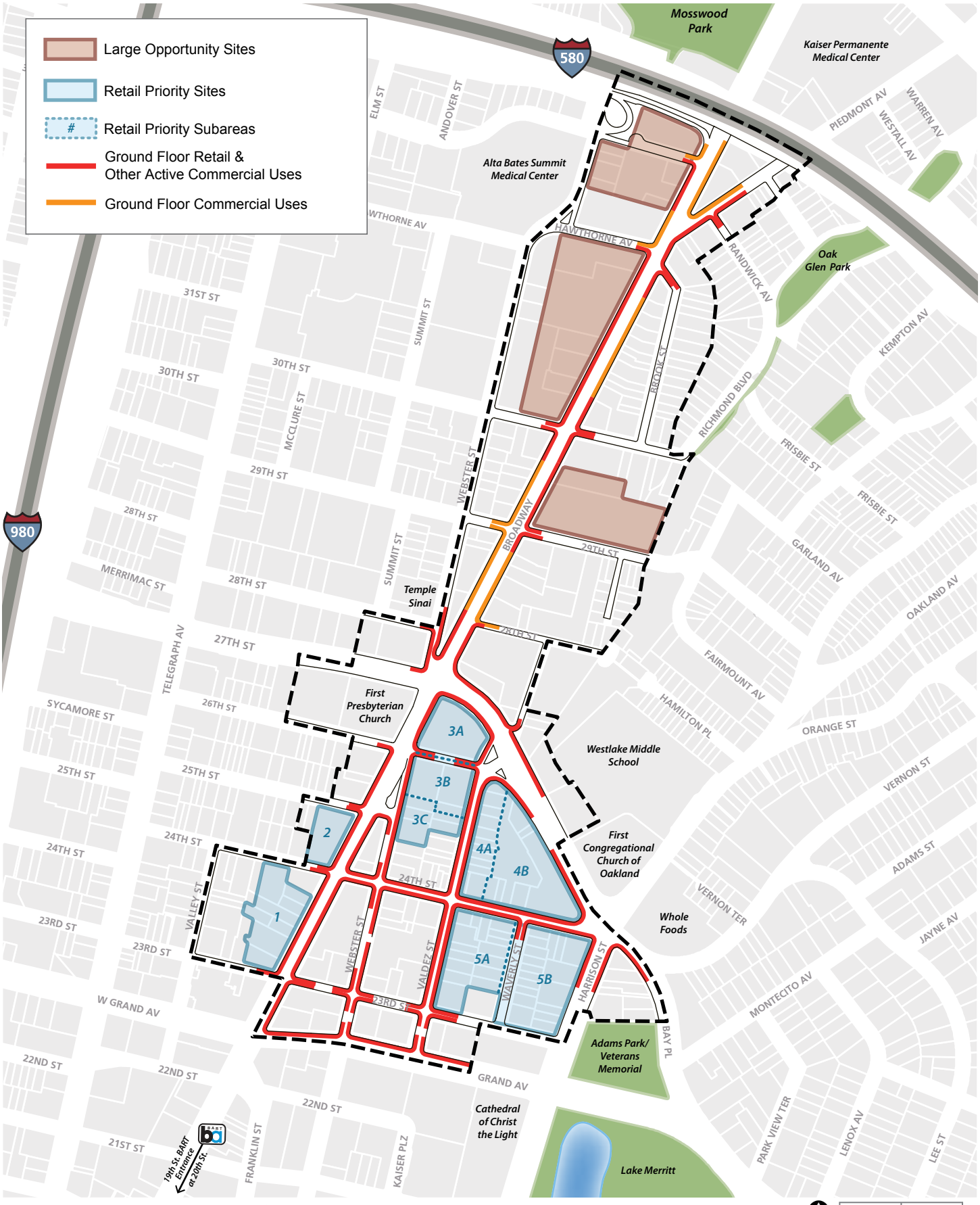


FIGURE 4.4: MAJOR OPPORTUNITY AREAS

From an urban design perspective, the primary focus is on promoting placemaking strategies that give better definition to the public realm and create an active and appealing pedestrian environment. From a land use perspective, the emphasis is on introducing uses that serve the surrounding neighborhoods and attract more people to the area, and on creating a focus and identity for the area between 27th Street and I-580.

The Plan designates three "Large Opportunity Sites" (see Figure 4.4) in the North End because of their relatively large size and ease of redevelopment (i.e., the prevalence of surface parking lots on each). Each has the potential to accommodate major new development that can significantly enhance the character of the subarea, and their location along opposite sides of Broadway can establish a synergy between future uses that will establish the area between 29th and Hawthorne Avenue as the heart of the North End subarea. While the development of large-format retail is permitted on these sites, the general direction is to promote a mix of uses that provide attractive neighborhood-serving retail and commercial destinations as well as a significant residential component. A more detailed discussion is provided in Section 4.4: Regulatory Framework.

Policy LU-9.4

Uses that complement and support the adjoining Alta Bates Summit and Kaiser Permanente medical centers, such as professional and medical office uses, medical supplies outlets, and visitor and workforce housing, are strongly recommended.

In addition to providing a mix of primarily neighborhood-serving retail, commercial services, entertainment, and dining uses that serve nearby residents, the Plan supports uses that complement and support the adjoining Summit Alta Bates and Kaiser Permanente medical centers, such as professional and medical office uses, medical supplies outlets, and visitor and workforce housing. New housing is strongly recommended in the North End, particularly as an upper floor use in new mixed use buildings. Emphasis also is placed on preserving and enhancing the existing residential uses along Brook Street and Richmond Boulevard. The Plan also supports new residential uses on the eastern portion of the Grocery Outlet site (if redeveloped) as a means of creating a continuous band of residential uses along the east side of the North End subarea.

Policy LU-9.5

The Plan Area will continue to accommodate new automobile dealerships who are willing to operate in an urban format with the granting of a conditional use permit.



Medical office and other non-retail uses in the North End will maintain active, ground-level facades that engage the public realm.



Buildings in the North End may include floors added above existing historic buildings.

The Plan supports the operation of existing automotive sales and service uses in the North End. The Plan also encourages new dealerships along Broadway north of 27th Street in order to support existing dealerships in that area, and to preserve the Triangle for more pedestrian-oriented retail uses. However, in the future, new automobile dealerships will be required to be designed in an urban format (i.e., without large surface lots and deep front setbacks) that supports the community design objectives for the area (refer to Chapter 5 for further discussion). New service and repair garages that are not part of an automobile dealership generally are not considered compatible with the vision for the area, and will not be permitted.

Policy LU-9.6

Emphasis is placed on the renovation and repurposing of historic garage and auto showroom buildings primarily along Broadway to preserve a link to the corridor's past and enrich its character.

As in the Triangle, the Plan promotes active, street-oriented uses that contribute to an attractive pedestrian-oriented environment that includes vibrant, active sidewalks, and safe and attractive public spaces. New development fronting onto Broadway will be required to have active, street-fronting uses, such as retail, dining, entertainment, office and professional services, on the ground-level, and encouraged to include complementary upper floor residential, office, professional service, etc. uses. On deep lots that have dual frontage on both Broadway and a secondary street, ground-floor residential use may be permitted along the secondary street frontage. The North End, like the Triangle, has a significant number of historic buildings that contribute to the area's character. The Plan encourages the renovation and repurposing of many of the historic garage and auto showroom buildings along this stretch of Broadway to preserve a link to the corridor's past and the integration of new, high-quality buildings that can accommodate the transition to new uses. See Section 4.4.8: Historic Resources and Preservation Strategies and Figure 4.5: Adaptive Reuse Priority Areas for more detail.

4.4 REGULATORY FRAMEWORK

GOAL LU-10: A system of regulations tailored to support implementation of the land use concept for each subarea.

4.4.1 LAND USE DESIGNATIONS

Policy LU-10.1

Revise General Plan land use classifications in the Plan Area to achieve the vision set forth in the Specific Plan by extending the Central Business District classification up to 27th Street to include most of the Valdez Triangle subarea; designating most of the areas along Brook Street and maintaining Richmond Avenue as "Mixed Housing Type Residential," designating the eastern end of the block between 29th Street and 30th Street as "Community Commercial," and designating the area between Harrison Street and Bay Place as "Community Commercial."

Policy LU-10.2

Develop new zoning regulations for the Broadway Valdez District that are tailored to address the specific conditions in the District and achieve the vision set forth in the Specific Plan.

The Specific Plan promotes the transformation of the historic Broadway Auto Row area from primarily low-density, automobile-oriented commercial and service



Mixed-use designations allow for a diversity of uses, including commercial, office, and residential.

uses to compact, high-density mixed use development with a focus on establishing a major retail destination anchored by comparison goods type retail. In order to achieve this transformation, new land use and development regulations will be required. As shown in Figure 4.3, the Specific Plan recommends changes to the Plan Area's General Plan land use designations to better convey the Specific Plan's intent. The principal change is the expansion of the Central Business District (CBD) north to include almost all of the Valdez Triangle with the exception of parcels in the northern part of the Triangle that abuts 27th Street and an area between Harrison Street and Bay Place. The intent of this designation is to convey the vision of the Triangle as an extension of Downtown that, consistent with the General Plan, will be "a high density mixed use urban center of regional importance" with a focus on retail.

While the North End will retain its "Community Commercial" land use designation, the Specific Plan makes clear that the vision for this area is as a pedestrian-oriented, mixed use boulevard that is well-served by transit, and in which parking is accommodated primarily in structures, in order to differentiate the vision for the North End from other more automobile-oriented districts in the city that have the same designation. In order to enhance and preserve existing residential uses, designation of most of the area along Brook Street and maintaining Richmond Avenue as "Mixed Housing Type Residential ."

While the General Plan designations convey the broad land use direction, it will be up to the underlying zoning to ensure that the Specific Plan vision for the Broadway Valdez District is implemented. Refer to Appendices A and B for more information about the proposed General Plan and Planning Code amendments.

4.4.2 DEVELOPMENT PROGRAM

The Specific Plan development program is an estimate of what could potentially occur in the Plan Area within the next 25 years consistent with the Specific Plan vision.



Historic buildings may accommodate a variety of uses including auto dealerships similar to those already present on Broadway.



The CBD General Plan land use designation is proposed to be expanded to include almost all of the Valdez Triangle to convey the vision that it is an extension of the Downtown.

This estimate represents a balancing of several factors including:

- Projected market demand, including the need for a critical mass of retail to establish the area as a retail destination;
- Response to adjacent land use/development context;
- The physical size and configuration of developable parcels;
- The susceptibility (i.e., likelihood) of parcels to redevelopment;

- The desire to repurpose distinctive existing historic buildings; and
- The desire to create a balanced mix of uses that offers opportunities for living, working, and recreating.

Implementation of the Plan is projected to add up to 1,800 new housing units, 5,000 new jobs, 1,120,000 square feet of additional retail, 700,000 square feet of office uses, and a new 180-room hotel over the next 25 years (see Table 4-2). The Plan will result primarily in the addition of new retail and office jobs, with a possible minor loss of jobs related to the automobile sales and service uses that may be displaced to areas outside of the Plan Area by new development.

4.4.3 DEVELOPMENT AND LAND USE FLEXIBILITY AND MONITORING

Policy LU-10.3

Allow for flexibility in the quantity, mix and distribution of new development assumed by the Plan as long as it remains consistent with the traffic generation parameters established by the Plan.

Policy LU-10.4

Monitor the automobile trip generation characteristics of new Plan Area development as a mechanism for tracking Plan conformance with the trip generation thresholds analyzed in the EIR, and assessing the need to adjust Plan Area development projections. If the analysis indicates that Plan Area development is consuming network capacity faster or slower than projected, the City may consider adjusting Plan Area intensity categories or the planned circulation system accordingly.

As stated above, the Specific Plan development program represents the amount of projected development that can reasonably be expected to occur in the Plan Area over the 25-year planning period, rather than the area's ultimate development potential. It also is the basis for the Plan's environmental analysis. However, as a market-driven plan that will be implemented through the decisions that individual landowners make for their properties, it is difficult to project the exact amount and location of future development with any precision. Thus, in order to evaluate the environmental consequences of Plan implementation, particularly as it relates to traffic generation, assumptions have been made about the reasonable distribution and intensity of new development within the Plan Area.

The development program shown in Table 4-2 is not intended as a development cap that would restrict development in either area, but rather the amount of reasonably foreseeable development that will be studied for the purpose of environmental analysis. The Plan allows for flexibility in the quantity and profile of future development within each subarea, and between subareas, as long as it conforms to the general traffic generation parameters established by the Plan. For example, if significantly more residential and less office development than projected occurs in the North End, it will be allowed without further CEQA review as long as the projected traffic generation is within the ranges assumed by the Plan. If overall development exceeds the

TABLE 4.2: DEVELOPMENT PROGRAM

	RESIDENTIAL UNITS	OFFICE (sq ft)	RETAIL (sq ft)	HOTEL ROOMS	NON-RESIDENTIAL DEVELOPMENT (sq ft)	NON-RESIDENTIAL F.A.R.	TOTAL DEVELOPMENT (sq ft)	F.A.R.
Valdez Triangle	1,030	116,085	793,504	180	1,027,289	1.13	2,056,894	2.26
North End	767	578,804	320,546	-	899,350	1.38	1,666,111	2.56
Total Plan Area (Rounded)	**1,800**	**695,000**	**1,114,000**	**180**	**1,927,000**	**1.24**	**3,723,000**	**2.39**

projected traffic generation those projects that exceed will be required to provide their own CEQA clearance, but are not restricted from being developed.

Given the inexactitude of long range transportation projections (e.g., due to changes in technology, mode choices, peak hour characteristics, etc.) and the uncertainty regarding the precise mix and intensity of future development in the Plan Area, it will be important to monitor actual development and traffic characteristics and remaining circulation capacity as the Plan Area builds out. Depending on the findings of the monitoring, the City may wish to adjust its development capacity projections and/or development intensity requirements.

Policy LU-10.5

Provide landowners and developers with flexibility to respond to market factors as they change over time.

Aside from the focus on destination retail in the Triangle, the mixed-use land use concept is generally non-prescriptive in terms of specific uses required or their distribution in order to provide Plan Area landowners with flexibility to respond to changes in the market. The intent is to allow for a broad range of activities and to support creative development concepts that will contribute to an economically and socially vibrant Plan Area. Substantial flexibility in uses will be allowed as long as other key goals (e.g., urban form, pedestrian orientation, transit-friendliness, etc.) of the Plan are achieved.



Trip generation will be monitored to ensure that new developments occur within the threshold of the development program.

4.4.4 ACTIVE GROUND FLOOR USES

Policy LU-10.6

In order to promote a more vibrant and pedestrian-oriented environment, active ground floor uses will be required along Broadway and other designated streets. In order to establish the Triangle as a retail destination, ground level uses will be restricted to retail, dining, entertainment, and cultural uses along designated streets. In the North End, active ground level uses will be required, but can include office and professional service type uses in addition to retail, dining, and entertainment.

Providing active ground floor uses that engage and add interest to streets are critical to establishing a pedestrian-friendly district and to creating a successful retail environment. Such uses add vibrancy to the public realm and increase pedestrian activity. Active ground floor uses are those that generate regular and frequent foot traffic, are physically oriented to the public street, and typically have facades with a high degree of transparency that provides a visual connection between the street and the building interior. Thus, active uses are a combination of land use and physical design. Examples of active ground floor uses include retail stores, restaurants, cafes, markets, banks, galleries, and theaters.



Active storefronts will be oriented to shoppers and create a sense of comfort on the street.

Creating street frontages that provide a continuous pattern of ground floor uses is particularly important to the success of retail districts where the continuity of the street frontage supports window shopping and the flow of pedestrian traffic from one store to the next. In order to activate the Plan Area's streets and establish such continuity, the Plan requires active ground floor uses throughout much of the Plan Area consistent with the focus on retail (see Figure 4.4), but particularly along Broadway, Valdez Street, 24th Street, and part of 27th Street which are envisioned as the Plan Area's primary shopping streets. The character of the required ground floor uses is slightly different in the Triangle and the North End, with greater emphasis placed on retail, dining, entertainment, and galleries in the Triangle. The North End along Broadway and Piedmont will allow for office and commercial services type uses (e.g., real estate, travel agencies, salons, etc.) on the ground floor that will not be permitted on the ground floor of designated retail streets in the Triangle, as long as they maintain active facades and are dependent on foot traffic. Greater restrictions on ground floor uses that have frontage along Broadway (only the front 60' of depth) will apply to the Large Opportunity Sites in the North End, with more active uses being required for these sites than along the other sections of Broadway in the North End. Beyond the 60' of frontage, most uses, including housing, are allowed, are allowed on the ground floor. Areas that do not front Broadway, 27th Street, Harrison Street, Piedmont Avenue, or streets off of major intersections will allow an even greater range of ground floor uses, including residential activities.

4.4.5 HEIGHT AND MASSING CONCEPTS

Policy LU-10.7

Establish development regulations that implement recommended height zones while being responsive to surrounding context by providing appropriate transitions between buildings of different scales, maintaining a consistent scale at street frontages, and respecting historic buildings and public open spaces.

With a few exceptions, the height of existing buildings in the Plan Area is generally quite low, consistent with the low intensity uses that have historically occupied the area. The change in land use direction supported by the Plan is expected to result in a general increase in building heights to accommodate projected development intensities. The zoning regulations for the Plan Area will regulate building heights and form, including density, bulk and tower regulations (See Appendices A and B, respectively, for General Plan and Planning Code Amendments). Height limits in the Plan Area are based on several considerations related to the Plan's goals and vision. Key factors that inform the height limits include:

- Block and lot sizes;
- Scale of adjacent streets;
- Height of surrounding buildings which are not likely to change;
- Proposed subarea character and pedestrian experience;
- Proximity to Downtown;
- Adjacency to the I-580 Freeway;
- Location relative to Lake Merritt;
- In the Retail Priority Sites, allowance for a few taller, high density residential projects that are offset by larger footprint retail projects with lower building heights (1-3 stories).
- Adjacency to public open spaces;
- Proximity to historic buildings and districts; and
- Proximity to Broadway (and transit).

In addition, buildings in all height zones will be subject to the design guidelines outlined in Appendix C, which provide strategies for ensuring that taller buildings are consistent with the vision for the Plan Area.

HEIGHT CATEGORIES

The building height and base height categories generally reflect the break points in cost of construction and structural capabilities for different construction types. The 45-foot height limit is consistent with Type V construction (wood frame, with the lowest construction costs). The 65-foot height limit allows for Type III modified (wood frame over concrete podium, typically six stories) and Type I (concrete frame, where the top habitable floor level is less than 75 feet above grade, meaning fire ladders can reach them). The shift to Type I above eight stories typically requires additional fire safety measures, including electronic fire alarm signalization system. Type I (where the top habitable floor level is more than 75 feet above grade) is the most expensive construction type and represents the greatest jump in construction costs.



"Retail Priority" areas have been identified based on their size, visibility, and access.



Large Opportunity Sites will accommodate large developments including a variety of uses such as retail, office, and housing.

4.4.6 OPPORTUNITY AREAS

Policy LU-10.8

Develop a package of regulations to promote development on the designated Retail Priority Sites and Large Opportunity Sites that achieves City's objectives for retail without overly constraining new development.

This Plan identifies a series of major opportunity areas where change is most likely to occur based on an analysis of vacant and underutilized properties within the Plan Area. The major opportunity areas are classified as either "Retail Priority Sites" or "Large Opportunity Sites", as shown in Figure 4.4. Retail Priority Sites (in the Valdez Triangle only) and Large Opportunity Sites represent sites that are suitable for the development of larger projects that can be a catalyst for change. While larger format retail space is encouraged in the Large Opportunity Sites,

TABLE 4.3: BUILDING HEIGHT CATEGORIES AND CONSTRUCTION TYPES

BUILDING HEIGHT CATEGORY	TYPICAL NUMBER OF STORIES	TYPICAL CONSTRUCTION TYPE	TYPICAL CONSTRUCTION MATERIAL
45' Maximum	4	Type V	wood frame
65' Maximum	6	Type III Modified	wood frame over concrete podium
85' Maximum	8	Type III	concrete frame
135' Maximum	13	Type I	concrete or steel frame
200' Maximum	19	Type I	concrete or steel frame
250' Maximum	24	Type I	concrete or steel frame

it does not have as high a priority as it does in the Retail Priority Sites in the Valdez Triangle, which is reflected in the more restrictive, retail-oriented regulations for these areas (Refer to Appendix C: Planning Code Amendments).

If the Plan Area is to achieve the critical mass needed to establish it as a recognized retail destination, it will be important to maximize the amount of retail introduced through new development. Given the limited number of sites in the Plan Area that are large enough to accommodate a significant retail development, the Plan designates a series of "Retail Priority Sites" (Figure 4.4) to ensure that larger sites and opportunity areas, particularly within the Triangle, are reserved for primarily retail development (at least on the ground floor). In addition to size, the Retail Priority Sites also share two other characteristics essential for successful retail: good visibility and excellent access. Also, given the focus on addressing the City's deficiency in comparison goods retail, the Retail Priority Sites are reserved as the best opportunities to get development that provides the larger retail square footages that major retailers typically require for comparison goods retail.

The Plan proposes to use a combination of incentives and regulation to achieve its retail objectives on the Retail Priority Sites (see Section 4.4.8 for more detailed discussion of incentives), including:

- Residential development on Retail Priority Sites will only be allowed in conjunction with retail development that meets certain thresholds related to the amount of retail provided. The amount of residential development that will be permitted will be linked to the amount of retail development provided, including a minimum threshold to build any housing, and then a sliding scale that allows more residential in exchange for increases in retail.
- Incentives, such as bonuses for building height, residential use, and the number of residential units, will be used to encourage lot aggregation in the Retail Priority Sites that would allow for larger retail projects (i.e., the larger the retail project, the higher the number of residential units).
- "By right" building heights will be limited on Retail Priority Sites, and coupled with incentives that will allow development with increased heights above the by right up to a permitted maximum building height in exchange for specified levels of minimum retail square footage designated in the zoning regulations.

4.4.7 DEVELOPMENT INCENTIVES

Policy LU-10.9

Develop a variety of bonuses and incentives to attract new businesses and desirable development to the Plan Area, while incorporating clear measurable criteria that ensure community benefits and amenities are delivered to the City.

The Plan recommends the creation of a development bonus and incentive program, which would allow a developer to receive additional development rights (via height, FAR, density bonus, residential bonus, or relaxation of other requirements) in exchange for the provision of certain identified benefits or amenities.

Providing a "bonus and incentive" program is one of several tools for achieving community-identified benefits or amenities. Providing a development bonus and/or incentive is intended to make the provision of community benefits economically feasible, and incent private development to include such benefits. In order for such a program to be implemented immediately, it would have to be voluntary. In order for a program to require the



Bold, eye-catching signs will be encouraged in the Entertainment District.



"Retail Priority Sites" will ensure that larger sites are retained for major retailers.



Large retail developments could include public gathering spaces for events and community use.

provision of amenities, a nexus study would need to be conducted, which is discussed in greater detail in Chapter 8, Implementation.

The City is currently developing citywide policy on how to fund affordable housing. Among other actions, the City will explore conducting a nexus study, if required, and an economic feasibility study to evaluate new programs to achieve this objective, including, but not limited to, incentive zoning and impact fees for new housing development.

It is important that the City develop a carefully crafted bonus and incentive program that results in clear benefits for the community. The program must offer bonuses and incentives that make sense in the marketplace so that developers actually make use of them and the desired benefits or amenities are attained. For this reason, the economic feasibility of development must be a determining factor in arriving at the trade-off between development bonuses and incentives, and the amount of community benefits to be provided by a project.

Development incentives are already used in Oakland. For instance, the Central Business District (CBD) zoning incentivizes public plazas by relaxing private open space standards, and incentivizes the provision of additional bicycle parking beyond the minimum required by relaxing auto parking.

The zoning regulations for the Broadway Valdez District, in the separate but related document to the Specific Plan, provide for a number of different types of bonuses and incentives for the Broadway Valdez District. These include:

- **Retail:** A key objective of the Plan is to achieve both a critical mass of retail necessary to establish the area as a major destination, and to create a core of comparison goods shopping, which typically translates, at least in part, a critical mass of retail. In the Retail Priority Sites, residential is allowed as a bonus, along with higher heights, for projects that meet minimum thresholds of retail square footage. Residential bonuses of additional units are also provided when higher than minimum retail square footages are provided; the larger amount of retail square footage, the higher the number of residential units that will be permitted.
- **Public Open Space:** The compact urban development envisioned by the Plan will need plazas, parks or other outdoor space as places where the public can rest, relax and congregate. In the Retail Priority Sites, publicly accessible plazas and open space can be counted toward the minimum square footage of retail that is required in order to build residential. Also, a similar open space requirement is allowed as in the Central Business District, where plaza space can count towards a residential development's open space requirement. Also, an in-lieu fee can be paid in a residential project instead of building on site open space. This fee could be used to enhance existing plazas that are currently being used to display auto dealership cars, and to enhance existing open space in the Plan Area.

- **Historic Preservation:** The Plan Area's historic resources can be a key element in creating a unique identity and sense of place for the area. In the Retail Priority Sites, existing buildings that are utilized for retail can count towards the retail square footage that is required in order to build a residential project. A CEQA Historic Resource within a Retail Priority Site that is utilized for retail can be counted as double square footage towards the retail square footage requirement to build residential. The reuse of the Plan Area's garages, showrooms and other older buildings can contribute to the authentic character and architectural richness of neighborhood, as well as minimizing energy and resources expended on their demolition and replacement. Potentially Designated Historic Properties (PDHP) or a CEQA Historic Resource will not be required to provide new parking or open space to convert from a commercial to residential use or vice versa. Also, if a PDHP or a CEQA Historic Resource is incorporated as part of a larger project the area that is incorporated will be exempt from parking and open space requirements.
- **Affordable Housing:** The City of Oakland Planning Code already includes a California Government Code-mandated bonus and incentive program for the production of housing affordable to a range of incomes, as well as a bonus and incentive program for the creation of senior housing and for the provision of day care facilities. Changes in the Broadway Valdez District zoning will add to these incentives by no longer requiring a Conditional Use Permit (CUP) to have reduced parking for senior housing and allow for reduced parking for affordable housing. A new reduction of open space requirements by right for both senior and affordable housing is included in the zoning as well. The City is exploring zoning incentives for the Retail Priority Sites that would grant an additional residential bonus to projects providing a certain percentage of affordable housing as part of their overall project or on another Retail Priority Site.

In addition, as a continuation of all of the Specific Plans, a Citywide bonus and incentive program is being worked on for:

- **Affordable Housing and Community Benefits:** The City is exploring the feasibility of developing a Housing Overlay Zone (HOZ) that would target those areas throughout the city that are most prime for development and could most likely provide affordable housing and other community benefits, such as open space. The analysis process will identify an appropriate method for allowing additional heights or density in exchange for the provision of affordable housing and other community benefits. Criteria to consider as part of this analysis are:
  - Study and selection of appropriate policy mechanism(s) to provide the public benefits. The City will conduct a nexus study, if necessary, for the target public benefits mechanism.
  - Quantification of the costs of providing the desired benefits as well as the value of corresponding bonuses and incentives.
  - Creating a potential system of "tiers" of bonuses and incentives given and benefits provided, that could effectively phase requirements, and prioritize benefits, and create effective evaluation criteria to improve the program delivery over time.
  - Increasing benefit to developer as more benefits and amenities are added.
  - Numerically linking the financial value of the bonus or incentive given (defined by value of gross floor area added) to the cost of benefit or amenity provided.
  - Establishing a potential "points" system to link incentives and benefits. For example, the City may devise a menu of community benefits and amenities and assign points to each item. The points earned then determine the amount of bonus and/or incentive a development may claim.
  - Identifying the economic feasibility of development to inform the amount of community benefits and amenities to be provided by a particular project in exchange for additional height or density.
  - Clear direction on the relationship between city-wide mechanisms and the implementation in specific plans, such as the BVDSP.



The reuse of existing,character-defining buildings will be encouraged for commercial uses



Historic resources include showroom spaces which could be reused using financial assistance and incentives

4.4.8 HISTORIC RESOURCES AND PRESERVATION STRATEGIES

GOAL LU-11: Creative reuse of historic buildings that maintains a link to the area's social, cultural and commercial heritage while accommodating contemporary uses that further City objectives to establish a vibrant and visually distinctive retail and mixed use district.

As discussed in Chapter 2, the Plan Area includes a number of historic resources and a distinct overall neighborhood character related to its history as Oakland's Auto Row, including a building inventory the majority of which dates back to the early 20th Century. It is well-recognized in Oakland, and reinforced by the Historic Preservation Element (HPE) of the City of Oakland's General Plan, that historic preservation can provide a valuable contribution to the City's economy, image, and appeal, while also contributing to the long-term enhancement of property values and neighborhood stability. As such, retaining and enhancing the Plan Area's existing character so that it reflects and respects the area's history and surrounding neighborhood context, and contributes to widespread economic revitalization will be a priority as new development occurs.

Adaptive reuse of the best of the area's existing buildings will not only celebrate the area's unique architectural character, it will also contribute to a distinct new identity for the area that emerges from the blending of old and new. Many of the existing buildings within the Plan Area, particularly the auto showrooms and garages with their open floor plates, are ideally suited to be re-purposed into retail and entertainment-oriented businesses that would advance the City's goal for creating a distinctive retail destination in the heart of Oakland. At the same time, many other existing buildings are less suited to the requirements of comparison shopping type retail, and will need to be significantly modified or replaced to accommodate future uses.

Appendix C: Design Guidelines addresses historic preservation and adaptive reuse from a design perspective, including guidelines to complement existing building forms, reinforce development patterns, and incorporate historic architectural details. The guidelines also address more specifically the distinguishing architectural characteristics that should be responded to in the Plan Area's Area of Primary Importance (API) and the Areas of Secondary Importance (ASI).



Art deco detailing is found in numerous auto dealerships in the North End.



The row of single-story garages along the east side of Broadway is characteristic of the Auto Row ASI.

ADAPTIVE REUSE

Policy LU-11.1

Encourage landowners and developers of properties within an Adaptive Reuse Priority Area to explore the potential for adaptive reuse of existing older buildings as a means of preserving the area's character and enhancing district identity.

The Plan identifies Adaptive Reuse Priority Areas (see Figure 4.5) where the combination of historic resources with buildings that is not historic, but possesses architectural merit, offers the potential to create distinctive new use areas through adaptive reuse of existing buildings coupled with sensitive infill development. The intention of the Adaptive Reuse Priority Areas is to clearly identify those areas where adaptive reuse is a priority, and to encourage the renovation and repurposing of the Plan Area's historic building inventory, particularly the distinctive garage and auto showroom buildings along Broadway.

Policy LU-11.2

Support current efforts to establish a state historic tax credit program.

The City of Oakland shall support current efforts by the California Preservation Federal and State Office of Historic Preservation to establish the State Historic Rehabilitation Tax Credit program, which could help in furthering adaptive reuse opportunities.

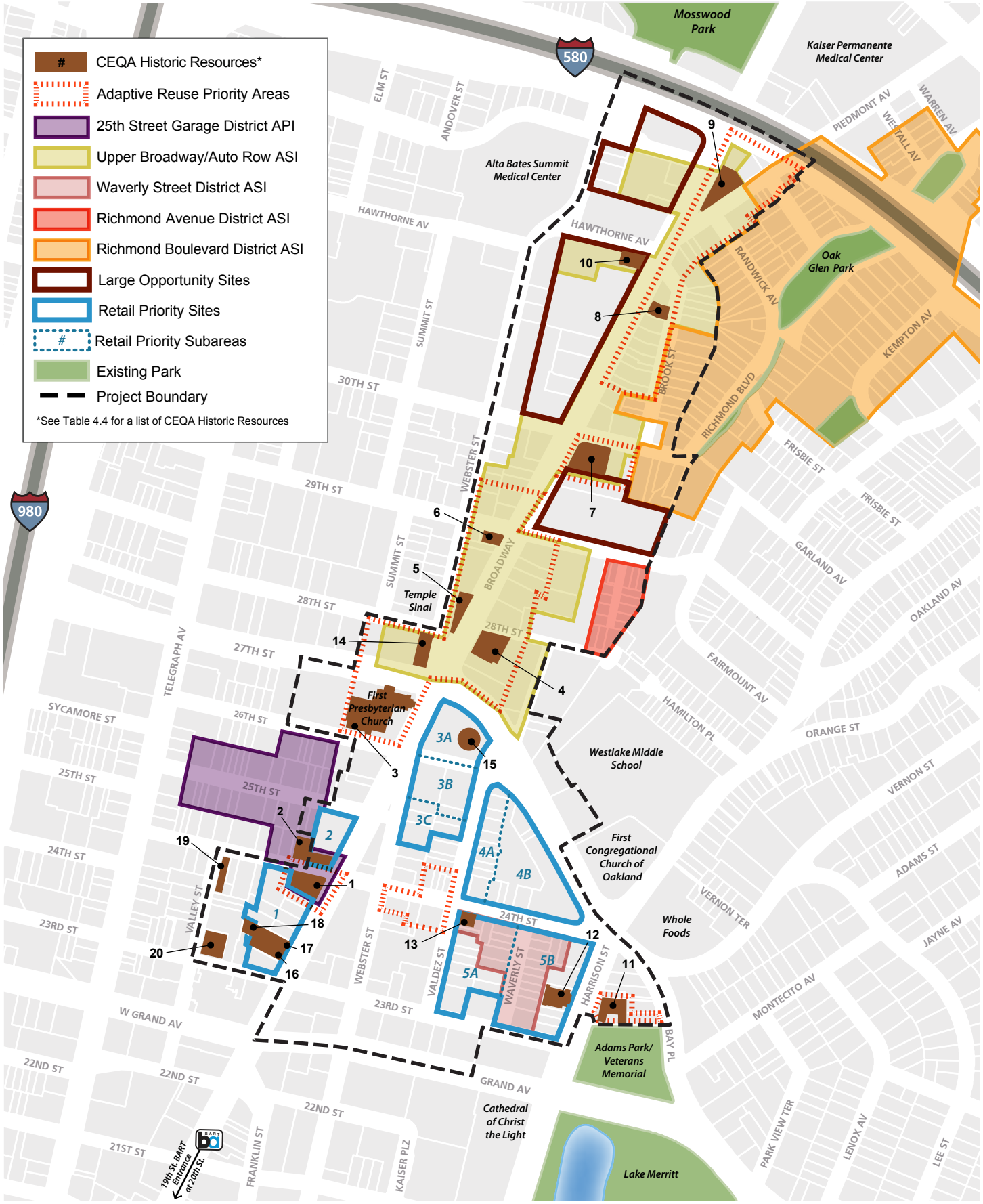


FIGURE 4.5: ADAPTIVE REUSE PRIORITY AREAS

TABLE 4.4: BROADWAY VALDEZ CEQA HISTORIC RESOURCES

MAP KEY	STREET ADDRESS	YEAR BUILT	HISTORIC NAME
1	2355 Broadway	1913-14	Packard & Maxwell- Don Lee-Western Auto Building
2	2401 Broadway	1913-14	Pacific Kissel Kar Salesroom and Garage
3	2601-19 Broadway	1913-14	First Presbyterian Church
4	2740 Broadway	1929	Pacific Nash Co. Auto Sales and Garage
5	2801-25 Broadway	1916	Arnstein-Field & Lee Star Showroom
6	2863-69 Broadway	1892	Queen Anne-style Apartment Building
7	2946-64 Broadway	1930	Firestone Tire & Rubber Service Station
8	3074 Broadway	1917	Grandjean - Burman (C.) - GM Co - Alzina Garage
9	3330-60 Broadway	1917	Eisenback (Leo) - Strough (Val) Showroom
10	3093 Broadway	1947	Connell GMC Pontiac Cadillac
11	2332 Harrison Street	1925-26	YWCA Blue Triangle Club
12	2333 Harrison Street	1915-18	Seventh Church of Christ, Scientist
13	2346 Valdez Street	1909-10	Newsom Apartments
14	2735 Webster Street	1924	Howard Automobile-Dahl Chevrolet Showroom
15	315 27th Street	1964	Biff's Coffee Shop
16	2335 Broadway	1920	Dinsmore Brothers Auto Accessories Building
17	2343 Broadway	1924-25	Kiel (Arthur) Auto Showroom
18	2345 Broadway	1920	J.E. French Dodge Showroom
19	2366-2398 Valley Street	1936	Art Deco Warehouse
20	440-448 23rd Street	1919	Elliot (C.T.) Shop - Valley Auto Garage


TOW-AWAY
NO
PARKING
NO
PARKING
12 A.M. - 3 A.M.
THURSDAY



5 COMMUNITY DESIGN

5.1 PURPOSE

5.2 COMMUNITY DESIGN CONCEPT
- 5.2.1 OVERALL CONCEPT
- 5.2.2 VALDEZ TRIANGLE DESIGN CONCEPT
- 5.2.3 NORTH END DESIGN CONCEPT

5.3 PUBLIC REALM
- 5.3.1 FOCUS AREAS / CORRIDORS
- 5.3.2 GATEWAYS AND PUBLIC SPACE

5.4 PRIVATE REALM
- 5.4.1 DEVELOPMENT CHARACTER
- 5.4.2 RETAIL PRIORITY SITES
- 5.4.3 LARGE OPPORTUNITY SITES
- 5.4.4 HISTORIC PRESERVATION AND ADAPTIVE REUSE

Blending old and new, East Village, San Diego, CA

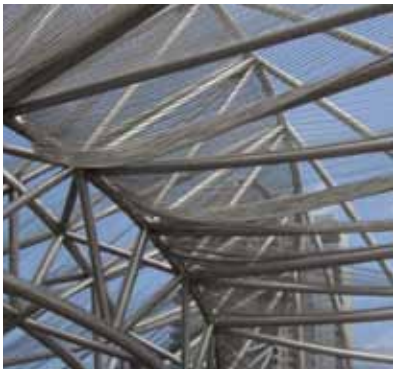
















The Plan Area will feature a unique combination of new and traditional building elements, attractive public spaces, and active pedestrian-oriented streets.

5.1 PURPOSE

The design of future development in the Broadway Valdez District will be critical to the success of the area as a retail destination and as a place to live and work. Developers and retailers seeking to invest in the area will want to see a commitment to creating a quality retail destination and mixed-use district that will reward their investment. Future shoppers and visitors will want to know that the Plan Area is a unique and vibrant destination that offers a safe and enjoyable shopping experience, quality stores and entertainment venues, and an attractive physical setting. Future Plan Area residents and workers will seek a neighborhood that is safe, easy to navigate, and an interesting and enjoyable place in which to live and work. Good design will be a key contributor to convincing all of these people that the Broadway Valdez District is the place to be.

The purpose of this chapter is to describe the design vision and concepts that will guide future development in the Plan Area. The design vision builds on the land use and circulation concepts set forth in the Land Use and Circulation chapters of this Plan (chapters 4 and 6 respectively). This general vision and the concepts described in this chapter are further supplemented by an extensive set of more detailed design guidelines in Appendix C of this Plan.

5.2 COMMUNITY DESIGN CONCEPT

5.2.1 OVERALL CONCEPT

GOAL CD-1: A well-designed neighborhood that integrates high quality design of the public and private realms to establish a socially and economically vibrant and visually and aesthetically distinctive identity for the Broadway Valdez District.

Overall, the community design concept for the Plan Area promotes:

- Well-designed buildings that meet retailers' requirements and contribute a sense of quality and permanence to the Plan Area;
- A pattern and scale of development that creates a well-defined, human-scale public environment that incorporates active, pedestrian-oriented street level uses that animate and enliven the public realm;
- A safe and attractive system of streets, plazas, and park spaces that provides graciously scaled public spaces to support and promote an active pedestrian environment;
- A visually and aesthetically distinctive identity that integrates the area's historic buildings with quality contemporary design to maintain a link to the area's social, cultural and commercial heritage; and
- A system of public and private parking structures and rear-loaded parking areas that reduce the visual and spatial prominence of the automobile, and support a "park once" environment that reduces the need for need to short vehicle trips within the Plan Area.

In recognition that these objectives address public as well as private property and will be implemented by both the City and private developers, the following discussion is organized in two broad categories: (1) the public realm, comprising the design of improvements within public right-of-ways associated with the Plan Area's systems of streets and plazas, and (2) the private realm, comprising the design of all improvements on privately-owned parcels. This distinction also recognizes that the challenge of creating a distinctive identity and sense of place for the Plan Area will be equally dependent on the design of both public and private realms. The Community Design Framework for the Broadway Valdez District (see Figure 5.1) illustrates a summary of both public realm components and private realm considerations. Design guidelines that address the character and quality of future Plan Area development and improvements are provided in Appendix C.

5.2.2 VALDEZ TRIANGLE DESIGN CONCEPT

The Valdez Triangle is envisioned as a vibrant pedestrian-oriented shopping district that will be a retail destination for Oakland residents and the broader East Bay. In order to successfully attract shoppers, residents, and workers to the area, the Triangle's design must not only be accommodating, but memorable. The Plan calls for destination retail and a mix of complementary supporting uses, including housing, with attractively designed and generously proportioned sidewalks, plazas and public spaces, animated by active storefronts, in a mix of restored and reused historic buildings and new contemporary architecture.

5.2.3 NORTH END DESIGN CONCEPT

The North End is envisioned as an attractive mixed-use district linking Downtown to the Piedmont/North Broadway areas. Broadway is envisioned as a vibrant pedestrian-oriented boulevard that provides a strong ground floor retail/commercial presence along the length of the subarea complemented by attractively designed and generously proportioned sidewalks, plazas and public spaces. The design concept emphasizes the renovation and adaptive reuse of the substantial inventory of distinctive automobile showrooms and automotive garages that line Broadway to maintain a connection to the area's Auto Row heritage. It also calls for the protection and enhancement of the residential and medical areas that adjoin Broadway, and the sensitive vertical and horizontal integration of new uses with existing development.

5.3 PUBLIC REALM

GOAL CD-2: A public realm comprised of a safe and attractive system of streets, plazas, and park spaces that supports an active pedestrian environment and provides an attractive physical framework that seamlessly integrates a diverse array of existing and future buildings.

Given that implementation of the Plan is likely to occur over many years and involve many different developers, the design of the public realm is especially important. The network of public streets and plazas that compose the public realm is the unifying element that will establish a consistent design character and quality for the entire Plan Area. The system of streets and plazas should establish an attractive, well-designed physical framework that can graciously accommodate and connect the diverse array of existing and future buildings that are likely to be introduced to the Plan Area over time. In addition, since streetscape improvements often precede private development, they also present the opportunity to establish a design standard that sets the tone for subsequent private development.

- **Broadway:** Broadway is the spine for the Plan Area and will serve as Downtown Oakland's "grand boulevard," linking the Broadway Valdez District to other key destinations from the Estuary to the Oakland Hills.
- **Primary Access Streets:** 27th Street, Webster Street (north of 27th Street), Piedmont Avenue, Harrison Street (south of 27th Street), Hawthorne Avenue and Grand Avenue provide primary regional and local access into the Plan Area from adjoining neighborhoods and regional freeways. The importance of these access routes will be marked by streetscape improvements, street tree plantings, and new development that reinforces corridor character and definition.
- **Shopping Streets:** In the Triangle, where the creation of a retail destination is the primary objective, internal streets, such as Valdez, 24th, Webster, and 23rd, will serve as pedestrian-friendly streets that accommodate local vehicular traffic but are designed to prioritize pedestrian traffic and the window shopping associated with successful retail.
- **Neighborhood Streets:** Streets, such as 28th, 29th, 30th and Brook streets in the North End and 23rd, 24th, 25th and 26th streets west of Broadway, serve as important local connector streets to adjoining neighborhoods. Streetscape improvements, street tree plantings and new development will be introduced along these streets to enhance and clarify their function and character.

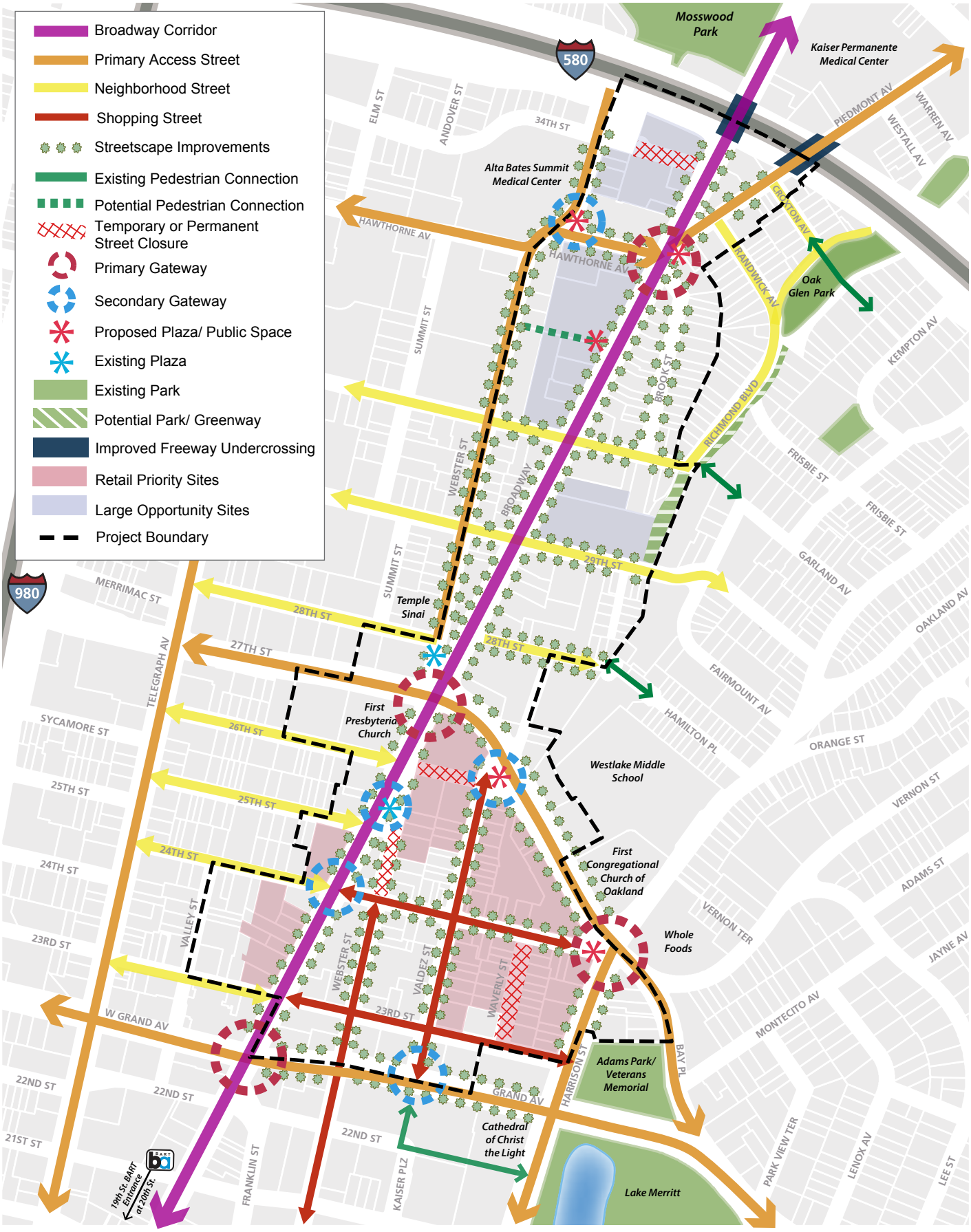


FIGURE 5.1: COMMUNITY DESIGN FRAMEWORK





The public realm should be a combination of well-designed, pedestrian-friendly streets and attractive places for gathering.

- **Gateways:** Key intersections throughout the Plan Area will be enhanced through use of public realm improvements such as signage, plantings, lighting, special street design, and public art, and the design of private buildings to highlight the importance of these intersections as entry points into the Plan Area.
- **Public Space Features:** Public space features, such as plazas and small parks, are distributed throughout the Plan Area to highlight key activity nodes and entries, and to provide strategically located places for public gathering. Public spaces may incorporate features such as seating, fountains, plantings, street furniture, and public art.
- **Streetscape Improvements:** Streetscape improvements are proposed throughout the Plan Area to provide a more generous and attractively designed pedestrian environment with street trees, lighting, seating, and other streetscape furniture and amenities. Key east-west streets will be retrofitted as "Green Streets" that capture and treat stormwater before it drains into Glen Echo Creek and Lake Merritt.
- **Pedestrian Connections:** Opportunities are identified for creating or enhancing pedestrian streets and passageways to enhance pedestrian activity in the Plan Area by reducing conflicts with automobiles, providing more direct routes between key destinations, and creating distinctive shopping and dining environments.
- **Parks/Greenways:** A linear park is proposed along Glen Echo Creek between Oak Glen Park and 29th Street, which will include the enhancement of the existing creekside frontage along Glen Echo Creek north of 30th Street and the creation of a new creekside greenway between 29th and 30th streets.

5.3.1 FOCUS AREAS / CORRIDORS

Streets are critical to the Plan Area's future. To a large extent, the future character of the Plan Area, will respond to the character and function of these streets both as circulation facilities and as public space. For example, one of the reasons the Triangle is so suitable for retail is that it provides a network of streets that create walkable, pedestrian-scaled blocks while also providing excellent access and connectivity, both regionally (via transit and private vehicle) and locally (via bus, bicycle and on foot). Conversely, the relatively long and narrow shape of the North End and its focus on Broadway as the primary circulation route creates a very different set of design concerns. The following discussion describes the urban design vision for each of the Plan Area's primary street corridors, which are indicated on Figure 5.1.

BROADWAY CORRIDOR

Policy CD-2.1

To provide a sense of continuity and extend the character and quality of Downtown, the streetscape improvements on Broadway that currently extend up to 24th Street will be extended the length of the Plan Area to I-580.

Policy CD-2.2

Implement improvements, such as public art and lighting, to the Broadway and Piedmont Avenue transitions under I-580 to improve their appearance and safety, and overcome the sense of separation the freeway creates between the North End and the areas to the north.

In the tradition of grand urban boulevards in other major cities, Broadway serves as the Downtown spine that links the Plan Area to other key destinations from the Estuary to the Oakland Hills. From an urban design perspective, the goal for future development is to create an attractive mixed-use corridor with a vibrant pedestrian-oriented streetscape that extends the character and quality of Downtown north to I-580, as illustrated in Figure 5.2. Achieving this goal will involve several design strategies. The first is to encourage infill development that replaces existing surface parking lots and automobile sales lots with a consistent "streetwall" (alignment of building facades) that contributes to a well-defined public realm. New development will also need to provide active ground level facades that have a high level of transparency to establish the dynamic interaction between the public streetscape and adjoining storefronts that promotes to pedestrian activity. This is a design issue not only for new buildings, but also for the adaptive reuse or updating of existing buildings. Existing buildings whose design does not currently support an active pedestrian environment or successful retail should be retrofitted. Finally, given the width of the Broadway right-of-way (100 feet), new development should be taller (at least 3-4 stories at the street frontage) to give better definition to the street, and should include a vertical mix of uses, where feasible, that will contribute to the vitality of the corridor and the success of local retail and entertainment venues.



FIGURE 5.2: BROADWAY CORRIDOR (LOOKING NORTH)

To realize the vision of a grand urban boulevard, the goal for Broadway is to enhance the public realm through a variety of improvements, including consistent street tree planting, character-defining plantings and furnishings, and new infill development that provides active ground floor uses and attractive facades that stimulate and support pedestrian activity.



Streetscape improvements will create a consistent planting and lighting pattern along Broadway, extending character northward.



Development on Broadway will combine reuse of existing garage buildings with new infill development to create a more vibrant street frontage.

To provide a sense of continuity and extend the character and quality of Downtown, the Broadway streetscape improvements that currently extend up to 24th Street will be extended the length of the Plan Area to I-580. These improvements include plantings in the center median, a consistent planting of London Plane trees along both sides of the street, and the consistent use of the historic twin-headed street light fixtures (20' Candelabra Pole).

To enhance the pedestrian environment, new development and significant rehabilitation projects should be required to remove curb cuts and driveways along Broadway. In addition, in those sections of the corridor where there is potential for significant redevelopment, additional building setbacks will be required to widen the public sidewalk.

Enhancements, such as public art and lighting, are also proposed to the I-580 underpass to improve its appearance and safety, and overcome the sense of separation the freeway creates between the North End and the areas to the north. Refer to Chapter 6, Section 6.5.1 and Figure 6.5 for a description and cross-section of proposed Broadway street improvements.

PRIMARY ACCESS STREETS

While transit and non-vehicular access to the area is promoted by the Plan, the envisioned retail destination will still attract automobile traffic from other parts of the city and the region. In addition to Broadway, 27th Street, Harrison Street (south of 27th Street), Webster Street (north of 27th Street), Piedmont Avenue, Hawthorne Avenue and Grand Avenue all serve as primary vehicular access routes into the Plan Area, connecting the area to surrounding freeways and more distant neighborhoods. Within the Plan Area, these routes will be designed as attractive, well-defined streets lined with street-oriented mixed-use buildings and a consistent planting of street trees that are in scale with the streets and buildings. Although these corridors will carry high volumes of vehicular traffic, they will be designed to safely and attractively accommodate bus, bike and pedestrian circulation as well.

27TH STREET

Policy CD-2.3

Work with Caltrans to establish a signage program that identifies 27th Street, Broadway and Webster Street as the primary vehicular entrance points to the Valdez Triangle retail district and the north end of Downtown from nearby freeways (i.e., 580, 24, and 980).

Policy CD-2.4

Implement streetscape improvements to 27th Street to enhance the aesthetic character of the public realm and the quality of the pedestrian and bicycle

environment, including sidewalk and median widening, street tree planting, and traffic calming measures.

Policy CD-2.5

To enhance the pedestrian environment along 27th Street, new development along the south side of 27th will be required to setback buildings four (4) feet from the right-of-way and to widen the sidewalk to 14 feet.

27th Street provides an important east-west link between the 24/980 freeways and Harrison Street. A primary design objective will be to enhance the corridor's identity as the principal regional vehicular entry to the Plan Area and the north end of Downtown. Outside of the Plan Area, this will mean working with Caltrans to develop a freeway signage program that identifies the Valdez Triangle retail district and directs traffic to the 27th Street entry. By directing traffic to 27th Street (as well as the Broadway/Webster exit from I-580), the signage program also will help divert regional traffic away from routes



New infill development should contribute to a well-defined public realm.

such as upper Harrison Street and Oakland Avenue which pass through established residential areas. Within the Plan Area this will include strengthening the definition of the corridor by encouraging new development that fills in gaps in the development pattern and is in scale with the wide street, and by introducing uses that will increase pedestrian presence and activity. While 27th is



FIGURE 5.3: 27TH STREET CONCEPT (LOOKING WEST TOWARD VALDEZ STREET)

Public realm improvements on 27th Street will enhance pedestrian comfort and safety and create an attractive "parkway" appearance. New street tree planting and a widened center median will create a more verdant streetscape, and widened 14-foot sidewalks along the south side of 27th Street and a new plaza at 27th and Valdez will create a more pedestrian oriented setting.

not envisioned as one of the main retail streets in the Triangle, due to the volume of traffic and the limited development potential along the north side of the street, new development still needs to provide active facades that frame and give definition to the public realm and create an attractive pedestrian environment.

A series of streetscape improvements are proposed to enhance the aesthetic character of the public realm and the quality of the pedestrian environment (see Figure 5.3). "Free-right" turn lanes that currently exist from southbound Harrison onto 27th Street, and from 27th Street onto Broadway, will be eliminated to enhance pedestrian safety and comfort at these crossings and slow traffic. New street tree planting to fill the gaps in the existing street tree pattern is recommended for the median and along both sides of the street. The objective should be to achieve a consistent, high arching canopy that unifies the corridor from side to side and along its length (from I-980 to Harrison).

To enhance the retail district's pedestrian environment, new development along the south side of 27th will be required to set back buildings 4 feet from the right-of-way and to widen the sidewalk to 14 feet. While no changes to the overall width of the street's curb-to-curb cross-section are proposed, it is recommended that the existing center median, which is fairly narrow along much of its length, be widened to the full width delineated by recent re-striping (i.e., 8-10 feet) to calm traffic and provide more room for street tree growth (refer to Figure 6.7 for proposed street cross-section). It is also recommended that the design of the median widening explore the potential to incorporate best management practices for stormwater runoff into the median to reduce runoff and improve water quality. Refer to Chapter 6, Section 6.5.2 and Figure 6.6 for a description and cross-section of proposed improvements.

GRAND AVENUE

Policy CD-2.6

Explore options for strengthening the connection between the Kaiser/Lake Merritt office district and the Valdez Triangle shopping district and making the pedestrian crossing of Grand Avenue at Valdez Street safer and more inviting.



Streetscape improvements including sidewalk widening, street tree planting, and traffic calming will enhance the pedestrian environment.

Grand Avenue is a major east-west corridor that connects the Triangle to both the SR-24/I-980 and I-580 freeways. In the vicinity of the Plan Area, Grand Avenue is a well-established urban corridor characterized by mid- and high-rise buildings. As a result, the primary design objective will be to encourage development on the two identified opportunity sites that will be compatible with Grand Avenue's established development character, and contributes to an attractive and vibrant southern edge to the proposed retail district. New development along Grand Avenue should focus on creating an active ground level presence that engages the Plan Area by wrapping active facades around the corners onto Triangle's north-south streets (Broadway, Webster and Valdez), rather than just fronting Grand Avenue as does most of the existing development.

The primary streetscape improvement recommended for Grand Avenue is an enhancement of the pedestrian crossing of Grand Avenue at Valdez Street. The close alignment of Valdez and Kaiser Plaza makes this a natural location for pedestrian movement between the Kaiser/Lake Merritt office district and the Valdez Triangle shopping district. Consideration should be given to

strengthening the existing connection by supplementing the existing traffic signal and crosswalk with wayfinding features (e.g., signage, monuments, public art) and streetscape improvements (enhanced crosswalk treatments, curb extensions) that make the transition across Grand Avenue from Kaiser Plaza to Valdez Street safer and more inviting.

WEBSTER STREET

Policy CD-2.7

New development along Webster Street north of 28th Street should be oriented to strengthen the definition of the corridor and streetscape improvements such as street trees and under-grounding of overhead utility lines should be implemented to enhance the street's visual character.

Webster Street, north of 28th Street, is an important vehicular access route to the Alta Bates Summit Medical Center from I-580 and the neighborhoods north of the freeway. New Plan Area development along the east side of Webster should focus on creating a strong orientation to the public street by siting buildings up to the Webster Street right-of-way and creating primary entrances that front directly onto Webster Street. To enhance the pedestrian environment and the aesthetic character, street trees should be planted along the east side of Webster Street, and the overhead utility lines should be under-grounded. To the degree feasible, driveway access from Webster Street should be limited.

HARRISON STREET

Policy CD-2.8

New development will be required to implement circulation and streetscape improvements to enhance traffic operations and improve pedestrian and bicycle compatibility and safety at the five-legged intersection of 24th Street, 27th Street, Harrison Street and Bay Place.

Harrison Street is a major arterial connecting Downtown and the Lake Merritt area to the Harri-Oak, Adams Point and Piedmont neighborhoods and to I-580. The



Opportunity sites along Grand Avenue can accommodate projects with similar form and scale to the 100 Grand project.

Harrison Street intersection with 24th Street, 27th Street and Bay Place represents a key gateway to the Plan Area. The section of Harrison through the Plan Area (27th Street to Grand Avenue) includes a diverse array of architecture that contributes to the corridor's character, including important historic resources such as the YWCA Blue Triangle Club, the Seventh Church of Christ Scientist, Whole Foods/Cox Cadillac, and the Veteran's Memorial buildings. Future development will focus on complementing these resources and enhancing the character of the corridor, particularly in the area just south of 27th Street.

The built character envisioned for Harrison Street is an eclectic mix of older existing buildings, institutional buildings, and multi-family residential buildings, with new infill development. New development will be asked to introduce buildings that add distinctiveness and definition to the west side of the street where it intersects with 24th Street and the east side of the street where it intersects with Bay Place. This development will provide active ground floor retail fronting onto Harrison, 24th and Bay Place that builds on the presence of Whole Foods.

Several improvements are recommended to the existing five-legged intersection of Harrison with 27th Street and Bay Place to enhance level of service, calm traffic, and improve pedestrian compatibility and safety (refer to

Chapter 6 for further discussion). Otherwise, streetscape improvements recommended for Harrison Street are limited to the elimination of commercial driveways and curb cuts as new development occurs, and the extension of the regular planting of London Plane trees that is currently established along the west side of the street. Refer to Chapter 6, Section 6.5.8 and Figure 6.12 for a description and intersection improvements.

PIEDMONT AVENUE

Policy CD-2.9

Implement streetscape improvements to Piedmont Avenue south of I-580 to enhance the aesthetic character of the public realm and the quality of the pedestrian and bicycle environment, including widening sidewalks, adding bike lanes, planting street trees, and traffic calming measures.

Piedmont Avenue provides an important north-south link to the Piedmont commercial district north of I-580. The primary design objective will be to enhance the identity of this section of Piedmont Avenue as an important entry to the Plan Area as it extends under the freeway. While any new development along this short section of Piedmont will be encouraged to fill in gaps in the development pattern and introduce uses that will increase pedestrian presence and activity, little new development is anticipated due to the existing development pattern and building resources.

A series of streetscape improvements are proposed to enhance Piedmont Avenue's aesthetic character and the quality of the pedestrian environment. New street tree planting to fill the gaps in the existing street tree pattern is recommended along both sides of the street. To enhance the pedestrian transition beneath the freeway overpass, new lighting and public art should be introduced to make the pedestrian experience under the freeway both safer and more interesting. Bike lanes will also be introduced along Piedmont Avenue to encourage more activity along this section of roadway. Refer to Chapter 6, Section 6.5.7 and Figure 6.11 for a description and cross-section of proposed improvements.

HAWTHORNE AVENUE

Policy CD-2.10

New development should implement streetscape improvements to Hawthorne Avenue to enhance the pedestrian connection between the Alta Bates Summit Medical Center and the Broadway corridor.

The one block section of Hawthorne Avenue within the Plan Area is primarily a vehicular connection between Piedmont Avenue and the Alta Bates Summit Medical Center. To enhance this street as a pedestrian connection between the Summit Alta Bates Medical Center and future businesses on Broadway, new street tree planting should be added that complements the existing street tree planting that exists along the north side of the street (i.e., *Tristania conferta,* Brisbane Box). In addition to street trees, existing curb cuts and driveways that are no longer used (or would no longer be used by future development) should be removed. New development along the south side of Hawthorne should be designed to enhance the pedestrian environment with appropriate articulation and detailing of the street-facing facade. Refer to Chapter 6, Section 6.5.6 and Figure 6.10 for a description and cross-section of proposed improvements.

SHOPPING STREETS

As shown in Figure 5.1, four "shopping streets" are identified in the Valdez Triangle: 23rd, 24th, Valdez and Webster Streets. 24th Street and Valdez Street form a north-south/east-west cross-axis that will define the core of the destination retail district envisioned for the Valdez Triangle. The two streets will serve as the Plan Area's primary pedestrian-oriented shopping streets. These more intimately scaled streets will be lined with active retail storefronts and spacious sidewalks. Narrowed street cross-sections will calm traffic speeds consistent with the pedestrian orientation, and two-way vehicular traffic and on-street parking will provide the high visibility and accessibility that are so important to retailers (see Figure 5.4). Webster Street and 23rd Street will also serve as pedestrian oriented shopping streets, but their improvements will be balanced to accommodate their respective roles in the bicycle and vehicular circulation system.



Existing garage buildings along 24th Street can be reused for distinctive new uses that attract people to the District.



Active ground floor uses generate foot traffic and draw people into the District.



FIGURE 5.4: VALDEZ STREET AT 24TH STREET (LOOKING NORTH)

Shopping Streets within the Valdez Triangle, such as 24th Street and Valdez Street, will support a walkable, pedestrian-oriented shopping district with intimately scaled and attractively designed streets, achieved by reducing the current right-of-way to widen sidewalks and adding amenities such as planting, lighting, and seating.



Special paving, street trees, and curb extensions/bulb-outs will enhance the quality of the pedestrian-oriented Shopping Streets.

24TH STREET

Policy CD-2.11

Re-design 24th Street to create a vibrant pedestrian-oriented shopping street with wider sidewalks that can accommodate an active pedestrian environment, and a narrower travelway to calm traffic.

Policy CD-2.12

Convert 24th Street between Valdez and Harrison streets from one-way to two-way traffic to better support retail development in the Triangle.

Policy CD-2.13

Emphasis will be on creating a strong and continuous retail presence along the street level facade of 24th Street between Broadway and Harrison Street. To this end, new construction or conversion of ground-level spaces to commercial space that can accommodate an eclectic mix of retail, galleries and restaurants will be encouraged.

24th Street creates an important east-west link between Broadway and the Adams Point neighborhood. A key urban design objective will be to create an environment along 24th Street that draws people onto the retail street and encourages them to move from one end to the other. Some pieces are already in place to achieve this. Whole Foods and the YMCA are significant destinations that attract people to the area and anchor each end of the street. The street is also anchored with distinctive examples of adaptive reuse of historic resources: the Packard Lofts mixed-use building on Broadway, and Whole Foods in the old Cox Cadillac showroom at Harrison. However, given 24th Street's location on the interior of the Triangle, creating distinctive architecture at either end of 24th Street will be important to attract people into the Triangle shopping district. Currently, the two ends are characterized by buildings that provide little visual interest and do little to activate the street. The YMCA building at the corner of Broadway and 24th, in particular, provides a very uninviting facade at this key intersection, with blank, windowless walls fronting onto both street frontages.

The built character envisioned for 24th Street is an eclectic mix of older existing buildings, including former auto garages and single- and multi-family residential buildings, with new infill development. Stylistically the architecture will range from utilitarian brick garage buildings to Queen Anne, Colonial Revival, and Mission Revival residences, to contemporary buildings.

Although several residential buildings exist along the three and half block section of street, the emphasis will be on creating a strong and continuous retail presence along the street level facade. To this end, conversion of ground-level spaces to commercial space that can accommodate an eclectic mix of retail, galleries and restaurants will be encouraged. While some existing buildings may just change uses, others will be modified to accommodate new uses, or be replaced with new development. Adaptive reuse is encouraged for buildings with architectural merit. Adding new residential units as upper floor uses on new development as well as additions to existing buildings will be encouraged as a way to bring around-the-clock vitality to the street. Building stepbacks will be required above 35-45 feet along the 24th Street frontage to maintain a more intimate pedestrian scale. Residential balconies and terraces will overlook the street.

In addition to building character, the quality of the public streetscape will be critical to establishing 24th Street as a vibrant retail street. A re-design of the street cross-section is recommended to create wider sidewalks that can accommodate an active pedestrian environment, and a narrower travelway to calm traffic. The wider (14.5 feet) sidewalks will be enhanced with a consistent planting of street trees from Broadway to Harrison, and attractive, pedestrian-scaled lighting and street furniture. Driveways and curb cuts will be phased out to reduce pedestrian/vehicle and bicycle/vehicle conflicts. In addition, the intersection of 24th and Harrison will be re-configured to allow two-way vehicular traffic on the east end of 24th Street to enhance retail visibility and viability. See Chapter 6, Section 6.5.4 and Figure 6.8 for a description and cross-section of proposed improvements.



The combination of new development, consistent street tree planting, and wider sidewalks will create an attractive setting for retailers.

VALDEZ STREET

Policy CD-2.14

Re-design Valdez Street between Grand Avenue and 27th Street to create a vibrant pedestrian-oriented shopping street with wide sidewalks to accommodate an active pedestrian environment, and a narrower travelway to calm traffic.

Valdez Street creates an important north-south link between Grand Avenue and 27th Street, providing a key connection into the Triangle from residential areas in the North End and the Kaiser/Lake Merritt Office District to the south. The pedestrian connection needs to be strengthened from both the north and south with wayfinding (e.g., signage, monuments, public art) and streetscape improvements (crosswalk treatments, curb extensions) that make the transition across Grand Avenue from Kaiser Plaza and across 27th from Valdez Street more inviting.

Unlike, 24th Street, Valdez Street lacks natural anchors at both ends. At the south end, residents of 100 Grand represent a natural constituency for future retail and entertainment in the Triangle, and the building frames the west side of Valdez Street. At the north end, the under-utilized parcels on both sides of Valdez Street represent opportunities to frame the northern entry to the Triangle with distinctive architecture. The existing three-pronged intersection (free-right turn lanes in and out of Valdez) will be simplified to a single tee-intersection (see Figure 6.17), and the reclaimed public right-of-way will be used to create new public plazas on either side of the street. Due to the bend in Valdez, the western-most plaza will form the visual terminus for the north end of the corridor. The plaza design should include prominent and distinctive visual features (public art, landscape, etc.) that will be visible the length of the corridor—luring people to walk up Valdez Street from Grand Avenue. Figure 5.10 illustrates what the re-designed intersection and plaza at Valdez and 27th might look like.

Since Valdez Street has fewer existing buildings along it than 24th Street, the urban design challenge for new development will be more about place-making (establishing an identity), than about adaptive reuse. New buildings will need to establish a strong and continuous retail presence with active storefronts lining both sides of the street. As on 24th Street, the re-design of the street to create wider sidewalks and a narrower travelway will provide an attractive public realm that will support this new retail (see Figure 5.4). The wider (15 feet) sidewalks will be enhanced with a consistent planting of street trees from Grand Avenue to 27th Street, and attractive,



Many opportunities exist along Valdez Street for infill development that can contribute to the creation of a dynamic new retail street.



Pedestrian amenities such as landscaping, signage and kiosks along Shopping Streets will enhance the shopping experience.



FIGURE 5.5: WEBSTER STREET AT 24TH STREET (LOOKING NORTH)

Within the Valdez Triangle, Webster Street will be redesigned to create an attractive shopping street and bike boulevard that links Broadway to Grand Avenue. Between 24th and 25th Streets, where Webster meets Broadway, special paving, planting, lighting, seating, reduced right-of-way, and widened sidewalks will support a walkable, pedestrian-oriented shopping district with an intimately scaled and attractively designed street.

pedestrian-scaled lighting and street furniture. Driveways and curb cuts will be phased out to reduce pedestrian/vehicle conflicts. Refer also to Chapter 6, Section 6.5.3 and Figure 6.7 for a description and cross-section of proposed improvements.

WEBSTER STREET

Policy CD-2.15

Re-design Webster Street between Grand Avenue and Broadway to create an attractive pedestrian-oriented shopping street.

Policy CD-2.16

Provide special design treatment of Webster Street between 24th Street and Broadway to create a 'festival' street that can handle daily vehicular traffic, but also be closed to traffic for special events, when it can serve as an extension of the plaza at 25th and Broadway.

Webster Street in the Valdez Triangle serves as a link to and entry from Grand Avenue on the south and Broadway on the west. The street also serves as an important link in the bike network—connecting Downtown with the Bike Route on Webster north of 27th Street. The urban design challenge along this section of Webster will be a combination of place-making (establishing an identity) and adaptive reuse (enhancing existing character). Several buildings along the west side of the street back, rather than front, onto Webster with blank facades and service entries facing the street. Future reuse of these existing buildings will need to explore strategies for creating more active, street-facing facades. New buildings, on the other hand, will need to establish a strong and continuous retail presence with active storefronts lining the street. While no changes are proposed to the sidewalk or travelway widths, improvements along Webster should include a consistent planting of street trees, attractive, pedestrian-scaled lighting, and bulb-outs at intersections. In addition, driveways and curb cuts will be minimized to reduce pedestrian/vehicle conflicts.





"Green Street" elements, such as rain gardens and porous pavement in parking lanes, are encouraged on streets that drain into Glen Echo Creek and eventually Lake Merritt.

In the segment north of 24th Street, the Webster Street right-of-way will be redesigned to create an attractive multi-use space—vehicular street, shopping street, bike boulevard, and temporary event space. Between 24th Street and Broadway, special paving would extend across the travelway, enhancing the pedestrian orientation and signifying the connection to the plaza at 25th Street. Temporary closure of this section of street would create an extension of the plaza that together could accommodate festivals, markets and special events, and more than double the open area available for pedestrian activity. The character of Webster Street, as it intersects 24th Street is illustrated in Figure 5.5 as well as temporary street closures indicated in Figures 5.1 and 5.7.

23RD STREET

Policy CD-2.17

Re-design 23rd Street between Broadway and Harrison Street to create an attractive pedestrian-oriented shopping street.

23rd Street serves as a link to and entry from Broadway on the west and Harrison on the east. As on Webster Street, the urban design challenge will be about providing more consistent ground-level facades that front onto the street and activate the pedestrian environment. 23rd Street is also likely to be an important entry to parking in the Triangle, and as such will have the additional challenge of minimizing conflicts between vehicular traffic entering garages and pedestrian traffic along the street. While no changes are proposed to the sidewalk or travelway widths, improvements along 23rd Street should include a consistent planting of street trees, attractive, pedestrian-scaled lighting, bulb-outs at intersections, and a reduction in the number of driveways and curb cuts that cross the public sidewalk.

NEIGHBORHOOD STREETS

BROOK STREET

Policy CD-2.18

Require new commercial uses that back onto Brook Street to implement measures to enhance the street's aesthetic character and protect the residences from operational impacts related to deliveries and services.

Policy CD-2.19

Discourage the incursion of non-residential uses along the east side of Brook Street, and promote sensitive infill of vacant or non-residential parcels with appropriately scaled residential development.



FIGURE 5.6: NEIGHBORHOOD "GREEN" STREETS (TYPICAL)

Several east-west Neighborhood Streets in the Plan Area may be designed as "Green Streets" that provide areas to capture and treat stormwater before it drains into Glen Echo Creek and Lake Merritt. The concept is to retrofit portions of the existing street right-of-way with planted areas that will serve as natural stormwater infrastructure and permeable paving to further slow stormwater runoff. These streets will also include improvements such as street trees, crosswalks, and bulb-outs to enhance the public realm as elsewhere within the Plan Area. A potential build-out of 29th Street at Broadway (facing east) is shown above.

Brook Street serves a dual purpose, providing local access to residences that occupy the east side of the street, and service access to commercial businesses (primarily automotive related uses) that front onto Broadway and back onto Brook Street. Development along the east side of the street will be primarily residential infill, with some commercial opportunities at the north end. Given the street's location within the Richmond Boulevard ASI (Area of Secondary Importance), the design of such development will need to be responsive to the scale and character (e.g., Craftsman, Colonial Revival, etc.) of the existing single- and small multi-family residential buildings. On the west side of the street, where future development will consist primarily of adaptive reuse of the row of garages that occupy this block for commercial uses, the primary design challenge will be to allow for continued service access to future businesses while also protecting and enhancing the residential character of the street. To enhance the pedestrian environment and the street's aesthetic character, street trees should be planted along both sides of the street, and the overhead utility lines should be under-grounded. Street improvements should explore the removal and consolidation of curb cuts to the degree feasible.





Primary gateways will address both vehicular and pedestrian traffic, drawing people into the area, thereby creating and reinforcing nodes of activity

28TH STREET

28th Street represents an important pedestrian connection for seniors living in the area. To enhance the pedestrian environment and safety, the stairway that connects 28th Street to Hamilton Place should include landscape and lighting improvements and street trees should be planted along both sides of 28th Street.

29TH STREET

Policy CD-2.20

Support the implementation of "green" stormwater management improvements such as rain gardens and permeable paving along 29th and 30th Streets to capture and treat stormwater runoff before it flows into the City's storm drain system and Lake Merritt.

Policy CD-2.21

To promote pedestrian access to the area from adjoining neighborhoods, streetscape improvements such as street trees, plantings, utility undergrounding should be extended east and west along 29th and 30th streets.

As the only North End street that provides a through east-west connection between Telegraph Avenue and Harrison Street, 29th Street serves as an important local connector. Future development along 29th Street, whether new or adaptive reuse, should be designed to create a more positive orientation to the street that eliminates long blank facades and infills gaps in the development pattern. To enhance the pedestrian environment and the street's aesthetic character, street trees should be planted along both sides of the street, and the overhead utility lines should be under-grounded. Street improvements should explore the removal and consolidation of curb cuts to the degree feasible.

29th Street also should be considered for implementation of 'green' stormwater improvements within the public right-of-way, such as rain gardens and permeable paving that capture and treat stormwater runoff from the street and sidewalks before it flows into the larger storm drain system. Both 29th Street and 30th Street are ideal candidates for such improvements given that both flow downhill from Webster Street directly into Glen Echo Creek, and then into Lake Merritt. Figure 5.14 illustrates how such improvements could be integrated into the design of the public streetscape to enhance both stormwater management and the street's visual character. Refer also to Chapter 6, Section 6.5.5 and Figure 6.9 for a description and cross-section of proposed improvements.

30TH STREET

30th Street provides local east-west connections through the North End to Brook Street and Richmond Boulevard on the east side and Webster Street and beyond on the west. Given its location at the mid-point of the subarea, 30th Street represents an important pedestrian connection since the entire North End is within walking distance. As on 29th Street, future development should be designed to create a stronger orientation to the street and infills gaps in the development pattern. To enhance the pedestrian environment and the street's aesthetic character, street trees should be planted along both sides of the street, and the overhead utility lines should be under-grounded. Street improvements should explore the removal and consolidation of curb cuts to the degree feasible.

As on 29th Street, 30th Street also should be considered for implementation of 'green' stormwater improvements within the public right-of-way, such as rain gardens and permeable paving that capture and treat stormwater runoff from the street and sidewalks before it flows into Glen Echo Creek, and then into Lake Merritt. Figure 5.6 illustrates how such improvements could be integrated into the design of the public streetscape to enhance both stormwater management and the street's visual character. Refer also to Chapter 6, Section 6.5.6 and Figure 6.10 for a description and cross-section of proposed improvements.

5.3.2 GATEWAYS AND PUBLIC SPACE

GATEWAYS

Policy CD-2.22

The City should work closely with developers at identified gateway locations to promote the design of buildings and public realm improvements that advance the concept of creating distinctive entries into the Plan Area.

Policy CD-2.23

Explore the establishment of a public arts program to promote and develop public art at key gateway and plaza locations throughout the Plan Area.

Establishing distinctive gateways or entrances into the Plan Area is an important strategy for developing a distinctive identity for Plan Area as a whole and for the two subareas. The Plan identifies two categories of gateways: primary gateways that are geared more toward vehicular traffic and secondary gateways that are oriented more toward pedestrian traffic. The primary gateways into the Triangle include the Broadway and Harrison Street intersections with 27th Street, and the intersection of Broadway and Grand Avenue. An additional gateway is the 20th Street entrance/exit to the 19th Street BART Station, which is an existing, established gateway into the Plan Area just south of the Valdez Triangle. The primary gateways into the North End include the Broadway and 27th Street intersection and the intersection of Broadway and Piedmont Avenue. The secondary gateways include Valdez Street at Grand Avenue and at 27th Street, 24th Street at Broadway and Harrison Street, and Webster Street and Hawthorne Avenue.

Primary Gateway treatments need to respond to the scale and speed of travel associated with cars, while also being in scale with the pedestrian environment. Creating distinctive architecture that gives definition and identity to these intersections and introducing public plazas and distinctive streetscape treatments are the primary strategies for distinguishing the primary gateways. Design treatments at secondary gateways will focus on finer-grained enhancements such as wayfinding

















Public space features could include a combination of various types of planted areas, shade structures, lighting features, and potentially DIY elements.

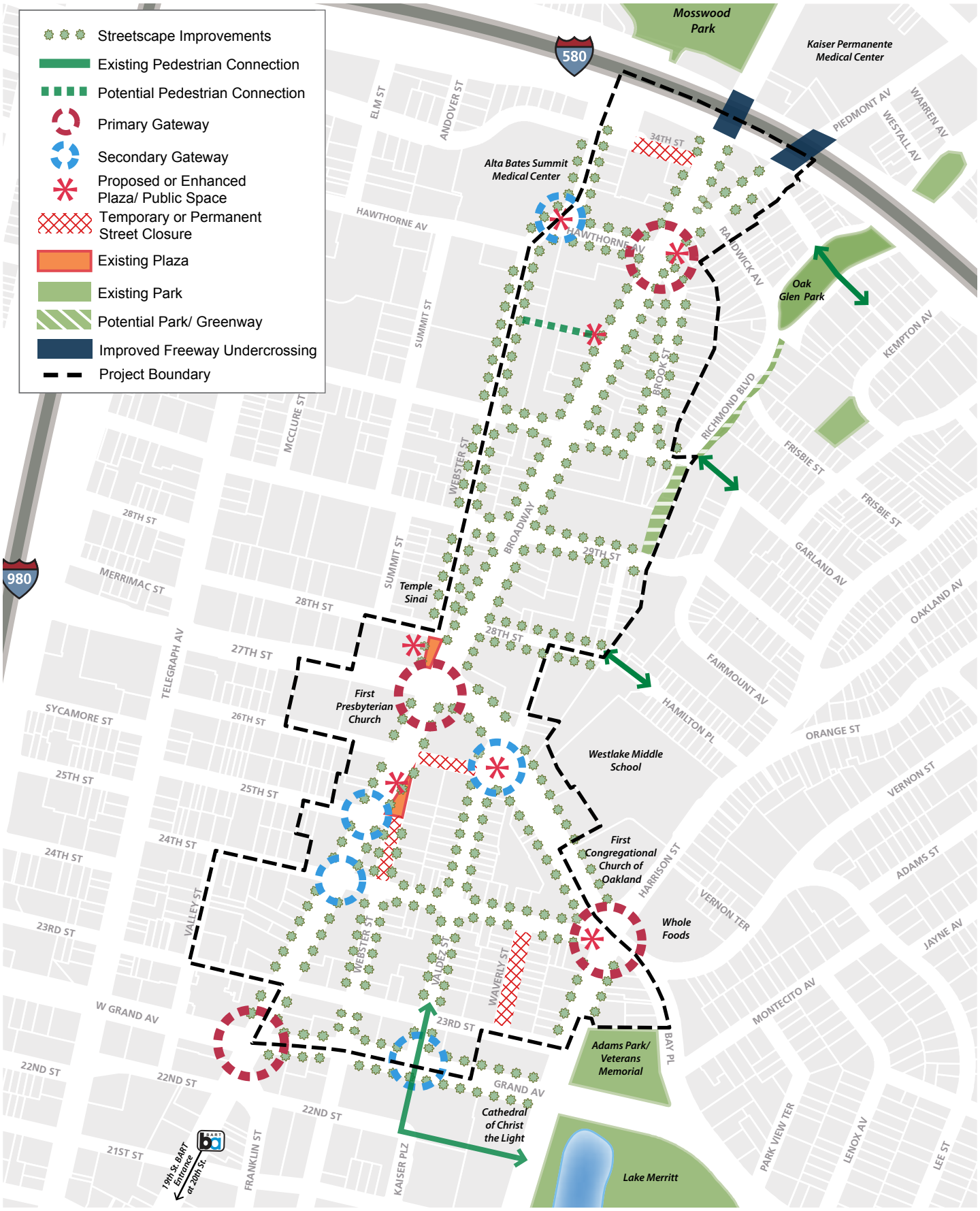


FIGURE 5.7: GATEWAYS AND PUBLIC SPACE NETWORK

signage, public art, and paving treatments. The network of Gateways and Public Space is illustrated in Figure 5.7, and potential gateway design strategies are shown in the images at right.

Although the Triangle can be can be accessed on major streets from several directions, the local streets that pass through the Triangle actually carry relative little through traffic. Thus, creating "gateways" at key entry points to the Triangle that draw visitors into the core of the retail district will be important to the area's ultimate success as a retail destination.

Unlike the Triangle, which can be entered on major streets from several directions, the majority of the traffic in the North End enters at either the north or south end of Broadway. Creating 'gateways' at these key entry points to the North End will help define this section of Broadway as a distinct place with its own boundaries and identity, rather than just a through connection to somewhere else. The primary gateway formed by the intersection of Broadway with Piedmont Avenue, Hawthorne Avenue and Brook Street, creates both a complex circulation issue and gateway design challenge. Redevelopment of sites fronting this intersection should create strong facades that animate and give definition to this intersection. Streetscape improvements such as curb extensions, enhanced crosswalks, street tree and median planting, and new lighting should be introduced to enhance the identity and function of this intersection as a primary gateway.

The intersection of Webster Street and Hawthorne Avenue will function as a gateway to both the North End and the Alta Bates Summit Medical Center. The re-alignment of Hawthorne Avenue proposed as part of the Alta Bates Summit campus upgrades, will create a "T"-intersection on the east side of Webster Street that will result in two small pedestrian plazas created on either side of the realigned Hawthorne Avenue. As in most secondary gateways, the design treatment of the plaza spaces at this intersection should focus on street trees and plantings as well as finer-grained enhancements such as wayfinding signage, public art, seating and paving treatments.







Plazas and public space features will include features such as enhanced planting areas, seating areas, and special lighting.



FIGURE 5.8: BROADWAY PLAZA CONCEPT (LOOKING NORTH FROM 25TH STREET)

The concept for the plaza at 25th and Broadway is to redesign and expand the existing plaza with a fresh design identity that draws people into the Triangle from Broadway and the 25th Street Garage District, and activates the Broadway streetscape. The concept calls for ample seating areas, trees and planting, and iconic features (e.g., public art, overhead structure/canopy, etc.) and distinctive night lighting that to enhance ambiance for events and outdoor seating areas.



FIGURE 5.9: BROADWAY PLAZA CONCEPT (LOOKING SOUTHEAST FROM 26TH STREET)

The public space concept for the Valdez Triangle locates public plazas at four key entrances to the Triangle to announce and attract people into the district. The largest and most prominent of the spaces, shown in the foreground, is located at 25th and Broadway. A second, visible in the short distance down 26th Street will be located at the redesigned intersection of 27th and Valdez (see Figure 5.10). A third is proposed at the redesigned "five-legged" intersection at 24th and Harrison Streets (see Figure 5.11). The fourth will be a re-design of the existing plaza at Broadway and 27th Street.



FIGURE 5.10: VALDEZ STREET PLAZA CONCEPT (LOOKING SOUTHWEST FROM 27TH)

A new plaza is proposed at the gateway to the Triangle at Valdez and 27th Streets. The existing intersection would be re-configured to create twin plazas that frame the north end of Valdez Street, creating a safer and more attractive pedestrian environment and bold entry statement to the retail district from 27th Street.

PUBLIC SPACE FEATURES

Policy CD-2.24

The City should work closely with developers and businesses to develop strategies for developing the proposed plazas in conjunction with future development, and to pursue alternative sources of funding to help cover the costs.

Using a combination of reclaimed public right-of-way and existing open space, the Plan provides for seven public plazas to give structure and identity to the Plan Area by creating distinctive focal features and attractive places for people to visit and linger. Figure 5.7 shows the locations of these plazas, which include two existing plazas and five proposed plazas. The Plan also proposes new park space along Glen Echo Creek, as an extension of the existing Oak Glen Park.

The four plazas in the Triangle are located at key nodes where they will help reinforce the identity of key gateways to the retail area and capture the pedestrian energy of adjoining areas. The two new spaces include a plaza at Valdez and 27th Streets, and one at the east end of 24th Street where it connects to Harrison. The two existing spaces are the existing plazas on Broadway, one on the east side just north of 25th Street, and the other on the west side just north of 27th Street. Each space will be designed to respond to its specific context and role within the Plan Area.

In the North End, the Plan proposes plazas at three key nodes in the North End where they will help reinforce the identity of the area and encourage pedestrian activity. The plazas include the expansion of an existing space at Piedmont Avenue and Broadway, a new plaza on the west side of Broadway midway between 30th Street and Hawthorne Avenue, and new plazas at the realigned intersection of Hawthorne Avenue and Webster Street.

BROADWAY AND 25TH STREET

The concept for this existing plaza space is to re-design it to create a visually distinctive open space on Broadway that identifies this as a gateway to the Valdez Triangle retail district (see Figures 5.8 and 5.9 and Figure 6.14 in

Chapter 6). The plaza will serve as a key activity node that melds pedestrian activity from the new retail district with that of the adjoining Uptown and 25th Street Garage districts. From a design perspective, the objective is to re-design the existing plaza to create an inviting space for people. In addition to serving the leisure needs of the area's shoppers, residents and employees, the plaza design will help support adjacent businesses by activating the area in front of adjoining storefronts and providing space for sidewalk cafes and sales along the building frontage. The plaza is also envisioned as a place that can accommodate special events, such as farmers markets, street fairs, or special events related to the adjacent gallery district. The concept envisions the potential for Webster Street between Broadway and 24th Street being designed as a 'festival' street that can be closed to traffic for special events, more than doubling the open area available for pedestrian activity.

VALDEZ STREET AND 27TH STREET

As described above, the concept for the north end of Valdez Street, at its intersection with 26th and 27th Streets, is to create a pair of plazas that flank Valdez Street, creating gracious entry plazas to the retail district and to new development at this key intersection (see Figure 5.10 and Figure 6.17 in Chapter 6). Created on public right-of-way reclaimed by closing two free-right turn lanes, the plazas will serve several functions: a distinctive gateway to the Triangle from those traveling along 27th Street; a visual terminus to the north end of Valdez Street when looking north from Grand Avenue; and a neighborhood gathering space. As a gateway and visual terminus, the design should include prominent visual features, such as sculpture, a water feature or tree planting, that is easily seen as one approaches from 27th Street or Grand Avenue that provides a visual cue to the location of this important gateway and public space. As a gathering space, the plaza design needs to ensure ample



FIGURE 5.11: 24TH STREET PLAZA CONCEPT (LOOKING WEST FROM HARRISON STREET)

A new plaza is proposed at the "five-legged" intersection at 24th, 27th, and Harrison Streets—a primary gateway into the Triangle. The plaza is created by replacing portions of the vehicular right-of-way with a public open space that will create an attractive entry to the retail district while simplifying traffic movements at the busy intersection and improving pedestrian safety. The plaza, which would include features such as a water feature, public art, seating areas, lighting, and significant planting areas, will create distinctive visual terminus that will help attract pedestrian traffic down 24th Street from Broadway.

seating, attractive plantings and lighting, and buffering from traffic on 27th Street. New development adjoining the plaza spaces to the east and west will be required to provide active storefronts fronting onto the open space. In addition to serving district shoppers, it is envisioned as a space where residents from the surrounding neighborhood would like to gather.

HARRISON STREET AND 24TH STREET

The new plaza at the intersection of 24th Street and Harrison Street is proposed to address a number of issues related to circulation, commercial viability, and Plan Area identity while also providing open space. To enhance the viability of future retail on 24th Street east of Valdez, the Plan proposes to re-align the east end of 24th Street so that the currently one-way section of the street can be opened to two-way traffic (Refer to Chapter 6: Circulation for further discussion). The revised intersection design includes a right-in lane from 27th to 24th, and a right-out lane from 24th to Harrison. The new plaza will occupy the space between these two lanes and Harrison Street (see Figure 5.11 and Figure 6.12 in Chapter 6). The plaza will function as a distinctive visual gateway to the Triangle retail district for southbound traffic on Harrison Street (Note: This will only be a visual gateway, because traffic will not be allowed to access 24th Street directly from Harrison Street. Refer to Chapter 6 for more detail). An attractive open space element in the foreground of future retail development to the south and west; a pedestrian refuge that facilitates pedestrian crossings of the difficult 27th Street/Harrison Street/Bay Place intersection; and a place for people to sit and relax.

Given the large expanse of paving associated with the 27th Street/Harrison Street/Bay Place intersection, the design concept for the plaza calls for a verdant planting treatment that provides visual relief and contrast to the area's hardscape. The design concept also envisions an interpretive/educational component to the design that acknowledges the presence of Glen Echo Creek, the culverted section of which passes under 27th and Harrison near the plaza, and demonstrates how the integration of 'green infrastructure' into the plaza can improve the water quality of stormwater runoff that flows into Lake Merritt.

BROADWAY AND 27TH STREET

Located on the north end of the Triangle, this plaza will function as a key activity node that serves as a transition between the Valdez Triangle and the North End subareas. As with the 25th Street plaza, the concept is to redesign the existing plaza space for active pedestrian use, and move away from using it as an automobile display area. The plaza has a number of resources around which to build, including distinctive public art, an existing café with outdoor dining, a major cultural facility (the Temple Sinai) across the street, and the historic Arnstein-Field & Lee Star flat-iron building and the Howard Automobile-Dahl Chevrolet Showroom that directly adjoin the plaza. The re-design of the plaza needs to focus on providing arrangements for comfortable seating for individuals and small groups, and explore ways to buffer plaza users from traffic on Broadway. A proposed 7-foot deep curb extension that would extend south from 28th Street along the frontage with the plaza to accommodate an enhanced transit stop should be integrated with the plaza re-design. The additional sidewalk space would provide the opportunity to add street trees and potentially other plantings that could contribute to the character and functionality of the plaza space.

BROADWAY AND PIEDMONT AVENUE

The concept is to extend and enhance the widened sidewalk area at the southeast corner of the intersection of Broadway and Piedmont Avenue (see Figure 6.15) to create a more functional and visually distinctive plaza space that supports pedestrian activity at this gateway to the North End. The re-design of the plaza will create a more inviting space for people by incorporating elements such as seating, plantings, lighting, public art, and wayfinding signage, and by eliminating curb cuts and vehicular access that currently conflict with pedestrian

use. In addition to serving the leisure needs of the area's shoppers, residents and employees, the plaza design will help support adjacent businesses by activating the area in front of adjoining storefronts and providing space for sidewalk cafes and sales along the building frontage.

BROADWAY AND PEDESTRIAN STREET

Policy CD-2.25

The City should work closely with developers of the Large Opportunity Site on the west side of Broadway between 30th and Hawthorne Avenue to secure a public access easement between Broadway and Webster, and to incorporate a plaza and pedestrian passageway in their project design.

Unlike the Triangle, where there are a number of opportunities to provide public space that will support pedestrian activity, the North End's two plazas at Piedmont and at 27th are located near the far ends of the area so they do little to promote pedestrian activity in the heart of the subarea. The Plan proposes the creation of a plaza on the west side of Broadway midway between 30th Street and Hawthorne Avenue (see Figure 5.7) to provide a space that gives a central focus and gathering space for the North End. The concept is for the plaza to anchor the eastern end of a pedestrian passageway that would extend from Broadway to Webster Street, and facilitate convenient pedestrian circulation through this very large block. Both the plaza space and the pedestrian passageway would be on private property, so the intent is that these features would be integrated into the design of future development as a means of increasing ground floor retail frontage and enhancing the character and quality of the development for project tenants.

HAWTHORNE AND WEBSTER STREET

The opportunity to create a plaza (or plazas) at Hawthorne and Webster Street intersection is the result of a proposed realignment of Hawthorne Avenue to create a T-intersection with Webster Street. Proposed as part of the upgrades at the Alta Bates Summit Medical Center to improve pedestrian safety at this difficult intersection, the realignment will create space for a small plaza on one or both sides of the intersection. The design of the plaza will create a more inviting space for people visiting the medical center by incorporating elements such as seating, plantings, lighting, public art, and wayfinding signage.

GLEN ECHO CREEK PARK

Policy CD-2.26

The City should work closely with developers of the Large Opportunity Site on the east side of Broadway to secure a setback, public access easement, and linear park improvements along Glen Echo Creek between 30th and 29th Streets.





Public space enhancements in the North End will include features such as, public art, special lighting, seating areas, and planting areas.















Temporary programs such as food trucks, pop-up galleries and gardens, and special events and film screenings may be used to activate vacant lots and storefronts.

Policy CD-2.27

The City should work closely with Friends of Oak Glen Park and Richmond Boulevard residents to explore strategies for funding and implementing park and trail improvements along Glen Echo Creek from the south end of the park to 29th Street.

A linear park is proposed along Glen Echo Creek between Oak Glen Park and 29th Street to expand the area's limited open space, enhance pedestrian circulation, and improve flood conditions. The concept calls for enhancement of the Richmond Boulevard right-of-way along the creek frontage between Oak Glen Park and 30th Street with amenities such as a non-paved pedestrian trail, seating, native planting and low-level, bollard-type, path-washer lighting. South of 30th Street, the Plan proposes that this linear park be extended, if and when the area redevelops, to provide a continuous connection between 29th and 30th Streets. As with the section north of 30th Street, the linear park segment between 29th and 30th streets is intended to be designed to be compatible with the natural character of the creek and protect habitat values.

TEMPORARY PUBLIC SPACE FEATURES

Policy CD-2.28

The City should work with Plan Area landowners and the community to promote and facilitate the implementation of interim uses and events to activate under-utilized spaces and parcels in the Plan Area and support existing businesses.

Embracing the fact that development in the Plan Area will occur over a period of several years, the use of vacant sites for public events or gathering spaces as an interim use is encouraged. Uses may include community gardens, farmers markets, gatherings of mobile food vendors, or thematic festivals. These will benefit the development potential of the Plan Area by familiarizing the community with the area and encouraging visitors at present. The images at right show potential interim uses and activities to bring activity into the area.



Development within the North End will encourage the blending of old and new buildings to produce a distinctive character. (Photo shown: Nashville, TN)



An enhanced public realm in the North End will include plazas and public gathering areas.

5.4 PRIVATE REALM

GOAL CD-3: An attractive, well-designed private realm that mixes new and old buildings in a compact pattern and scale of development that creates a well-defined, human-scale public environment and supports a dynamic mix of retail and complementary uses.

The concept for the private realm focuses on a number of key concepts:

- **Supporting the Vision for Retail:** The City's goal for establishing destination retail in the Plan Area will be dependent on the development community creatively adapting existing buildings and creating

new buildings that provide for the spatial needs of such uses. This means providing a variety of floor plate sizes, including a significant percentage of larger retail spaces that can accommodate a range of small, medium and large anchor type stores, in addition to small shop spaces.

- **A Mix of Uses:** The vision for a mixed-use district requires buildings that can sensitively and effectively integrate uses vertically, as well as horizontally, within a building or site and throughout the Plan Area. The Plan promotes the development of mixed-use buildings that place residential, office, entertainment and commercial uses over ground floor retail. These buildings need to be designed to equally address the requirements for each of their tenant groups so that one does not affect the viability of the others. In some instances, because of building type, especially with anchor tenants, it may be more effective to mix uses horizontally within a site or block. The Plan allows for this as well.
- **An Active, Well-defined Public Realm:** The Plan also supports a denser, more compact pattern of development that fills in the gaps in the urban fabric created by surface parking and vacant lots, and positively defines and activates the public realm by establishing a more consistent orientation of active ground floor facades to the street. New buildings will be set up to, and accessed directly from, the public sidewalk, and have active ground floor frontages and uses that engage and animate the public realm. By encouraging the relocation of parking and automobile inventory from surface lots into structures, above and behind buildings, new development will reduce the visual prominence of parking lots and automobile sales lots. In addition, the introduction of denser, mixed use development combined with quality pedestrian and bicycle facilities, and enhanced transit service will promote a more walkable and bikeable environment that is less dependent on the use of the private automobile and reduce the amount of land dedicated to parking. The Plan also encourages the creation of private and semi-public open space features that contribute to the vitality of the pedestrian environment, including the use of privately-owned pedestrian streets, courtyards and plazas.
- **A Mix of Old and New:** In addition to distinctive new architecture, the Plan promotes the adaptive re-use and re-purposing the existing inventory of historic buildings to maintain a connection to the area's past and contribute to a rich and varied architectural vocabulary. The creative and sensitive integration of old and new will enrich the Plan Area's identity and contribute to a sense of authenticity that is too often missing in retail districts.
- **Attractive, Well-designed Buildings:** The Plan promotes the creation of attractive, well-designed buildings that establish a distinctive, high-quality character for the Plan Area. Rather than recommending specific architectural styles, the Plan focuses on appropriate scale, massing, and detailing of buildings and on ensuring that individual architectural elements are organized to create visual interest, maintain human scale, and produce a well-ordered and satisfying whole.

5.4.1 DEVELOPMENT CHARACTER

BUILDING PLACEMENT AND HEIGHT

Policy CD-3.1

Taller building heights will be encouraged in areas where their height is appropriate to the surrounding context, including areas with existing mid- and high-rise structures and near the elevated freeway.

The height of existing buildings in the Plan Area is generally quite low, with most of the buildings being between one and four stories. The Plan is expected to result in a general increase in building heights to accommodate projected development intensities. The proposed height and massing concept seeks to accommodate this increase in height while balancing protection of desirable community character, compatibility with historic and natural resources, and accommodation of high-density mixed use development. In the Triangle, taller building heights generally will be encouraged along the wide arterial streets that frame the Triangle (Broadway, 27th, Harrison and Grand), where the taller buildings will be in scale with the wider streets. This is especially true in the southern portion of

the Triangle along Grand Avenue and 23rd Street where a number of existing buildings along Grand Avenue are in the 175- to 225-foot range. Lower heights, at least at the street frontage, will be encouraged along the smaller, internal shopping and neighborhood streets, such as 24th and Valdez streets. As described in Chapter 4, in order to advance the goal of establishing destination retail the Plan Area, particularly the Valdez Triangle, a series of "Retail Priority Sites" are identified where the proposed zoning will provide height and residential bonuses for retail projects meeting a minimum square foot threshold. Within the Retail Priority Sites, taller residential projects are allowed in exchange for development of larger footprint retail projects that may be considerably shorter (1-3 stories). New Plan Area zoning and design guidelines will be used to preserve the perceived building scale from the street level (e.g., upper floor setbacks will be required along the primary street frontage; refer to Appendix B: Existing and Proposed Draft Zoning and Height Area Maps and Appendix C: Design Guidelines for more detail).

In the North End, taller building heights will be encouraged in the northwest corner near the Alta Bates Summit Medical Center and the elevated I-580 freeway where the taller buildings will be in scale with the freeway and the newer buildings on the medical campus. Lower building heights are designated in the North End sub-area where existing residences and historic garage structures predominate.

PARKING AND SERVICE ACCESS

Policy CD-3.2

In order to enhance the pedestrian environment, new development should avoid curb cuts and driveways on the key retail streets (i.e., 24th, Valdez and Broadway), and provide vehicle access from side and interior streets where potential conflicts between pedestrians and vehicles will be lower.

To reinforce the Plan Area's pedestrian orientation and reduce potential for conflicts between vehicles and pedestrians, while also providing efficient service access to the area's retail and commercial uses, it will be important to direct vehicular flow into the area via specific routes, and manage where site access can occur. The overall strategy is to restrict curb cuts and driveways on the key retail streets (i.e., 24th, Valdez and Broadway), and to encourage access from side and interior streets that are likely to have less retail and pedestrian traffic. On the interior of the Triangle, streets identified for service and parking access include 23rd Street, Webster Street, Waverly Street, and 26th Street.

Given the area's automotive history, there are many existing curb cuts in the sidewalk system. As new development and streetscape improvements occur, these curb cuts and associated driveways and garage doors will be phased out to the degree feasible (see Policy 6.2.1). In some portions of the Plan Area, block configurations and existing development patterns may restrict the ability to



Built form will be in scale with street, with lower heights encouraged along street frontage. Towers will be permitted in key locations.

achieve side or rear access to service areas for commercial uses. In such areas, on-street deliveries will be permitted, but limited to certain hours of the day. For more detailed discussion about parking management strategies refer to Chapter 6, Section 6.5, and for design guidelines relating to parking and service access refer to Appendix C, Section 2.2, "Parking and Service Elements."

5.4.2 RETAIL PRIORITY SITES

Policy CD-3.3

Buildings on designated Retail Priority Sites should use their scale and design to add definition and character to the District's main vehicular entries—framing key entry corridors with distinctive architecture.

Policy CD-3.4

Large retail buildings need to be designed to ensure that the scale of the building does not overwhelm the pedestrian scale and character desired at the street level.

Policy CD-3.5

Although the development of mixed use buildings is encouraged, both single-use retail buildings (with certain minimum height requirements) and the horizontal mix of uses is allowed as long as it does not undermine ground level retail along the Triangle's key retail streets.

The Plan designates five Retail Priority Sites in the Triangle because of their suitability to accommodate development of larger retail projects, particularly those that might provide larger format retail space, and their ability, due to their size and prominence, to influence the direction and character of other development in the Plan Area. The type and potential scale of development anticipated on these sites present both design opportunities and challenges. Retail Priority Sites are shown in Figures 4.4 and 5.1 and described below.

Buildings on these sites should use their scale and design to add definition and character to the Plan Area's main vehicular entries—framing key entry corridors with distinctive architecture. As the first thing seen by people entering the Plan Area, building design at these entries will give a first impression of the character and quality of the Plan Area as a whole. The presence of historic buildings with strong design character (e.g., First Presbyterian Church, Cox Cadillac, YWCA, Packard Lofts, etc.) adjacent to the opportunity sites provides a positive design context to which new development will need to respond. It is imperative that the architectural quality and character of new buildings at these key entries be able to stand beside these resources without diminishing or being diminished by them.



Service and parking entrances should be located on secondary streets to minimize impacts on the pedestrian realm.



Parking and service areas should be attractively designed and positively address the public realm.

Buildings with large footprints generate design issues that need to be addressed, the biggest of which is ensuring that the scale of the building does not overwhelm the pedestrian scale and character desired at the street level. Articulation of building massing and facades, and incorporation of ground level windows are key design strategies to ensure active facades that are scaled to pedestrians. Another strategy is to line portions of the main retail footprint with smaller shop spaces. The design guidelines in Appendix C present a series of strategies for designing active, pedestrian-scale retail facades, and Figures 5.12 and 5.13 illustrate how some of those guidelines might be implemented in the design of large format retail in the Triangle.

Large footprint buildings also can make mixed-use development more complicated and expensive, since structural columns for the upper floors can be in conflict with retailers' need for open, unconstrained floor space. As a result, the Plan allows for both single-use retail buildings (with certain minimum height requirements) and the horizontal mix of uses as long as it does not undermine ground level retail along the Triangle's key retail streets.

Each of the Triangle's Retail Priority Sites has distinct design challenges that will need to be addressed to accommodate large format retail while also conforming to other Plan objectives.



Retail Priority Sites will have an urban format and orientation to the public realm with parking located behind the building.

BROADWAY AND 27TH STREET

Policy CD-3.6

Explore the possible conversion of the 26th Street public right-of-way between Broadway and Valdez Street to incentivize new development, creatively expand the site's development potential, and/or accommodate unique design concepts, as long as such development does not constrain access to existing infrastructure within the street right-of-way.

As the northernmost point on the Triangle, this site is one of the most visually prominent in the Plan Area. Development of this key site needs to maintain several orientations in order to engage and activate the adjoining street frontages, including not only the Broadway and 27th Street intersection, but also Valdez Street and the proposed Valdez Street Plaza as well as Broadway and the proposed plaza at 25th Street. Figures 5.8 and 5.10 illustrate the Triangle's relationship to two proposed public plazas.

The Plan's Retail Priority Site designation spans 26th Street to provide greater flexibility and encourage creative solutions for how to provide large format retail and also address parking needs. 26th Street plays a relatively minor role in the area's circulation in terms of traffic volumes and connectivity. As a result, the short section of 26th Street between Broadway and Valdez



Retail Priority Sites must convey a consistent and articulated facade with active ground floors to promote pedestrian-oriented retail.



FIGURE 5.12: ILLUSTRATIVE CONCEPT - ANCHOR RETAIL OPPORTUNITY AREA

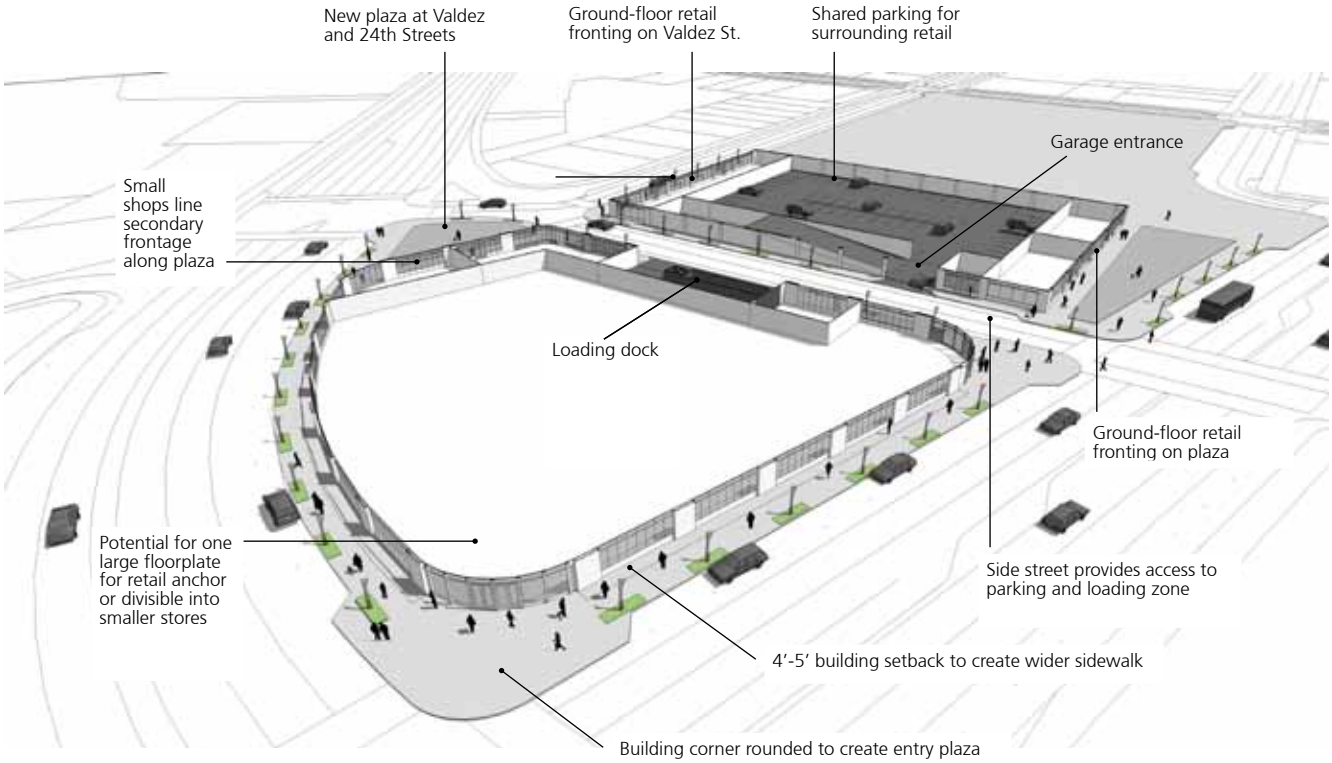


FIGURE 5.13: ILLUSTRATIVE CONCEPT - ANCHOR RETAIL OPPORTUNITY AREA (GROUND LEVEL CUTAWAY)

Note: This concept illustrates one approach to accommodating a large floorplate retail anchor on the Retail Priority Site designated in the Valdez Triangle. It is for illustrative purposes only and in no way restricts the landowner's use of their property, or represents their intentions.

Street provides opportunities to creatively expand the site's development potential and accommodate unique design concepts, whether it be to provide unobtrusive access to parking and service traffic, to create a limited-access shopping street that links the two proposed public plazas, or to bridge the street with upper story development. The Plan allows for flexibility in the final disposition of 26th Street as a public street to incentivize new development, as long as such development does not constrain access to existing infrastructure within the street right-of-way.



Automotive buildings in the Valdez Triangle may be retrofitted to include uses that will encourage pedestrian-oriented retail.

VALDEZ AND 24TH STREET (NORTHEAST QUADRANT)

Policy CD-3.7

Ensure that the design of new development in the triangular block bordered by Valdez, 24th and 27th streets creates a positive image for the Valdez Triangle by defining and engaging the block's three intersections and creating an attractive and well-proportioned facade along 27th Street.

Similar to the site at 27th and Broadway, this triangular-shaped site touches on three critical intersections, each of which needs to be formally addressed and actively engaged. The 27th Street corners both address major entry points to the Triangle, and the Valdez and 24th Street corner is located at the heart of the proposed retail district. In addition, the long frontage along 27th Street also presents a potential design issue. Although it is unlikely to be a primary, pedestrian-oriented facade, it will be important for the building design to provide an attractive and well-proportioned facade that creates a positive impression for those traveling on 27th Street whether by car or on foot.

In order for retail to be successful along the 24th Street side of this site, it will be important to establish two-way vehicular traffic along the section of 24th between Valdez Street and Harrison Street to provide the pass-by traffic and visual access that retailers depend on (refer to Policy CD-2.12). Changes to the intersection of 24th Street with Harrison Avenue will be required to achieve the desired two-way vehicular access, as well as to mitigate traffic impacts at this busy intersection and to improve pedestrian safety (refer to discussion in Chapter 6 for additional detail). Figure 5.11 illustrates the proposed re-configuration of this intersection.

VALDEZ AND 24TH STREET (SOUTHEAST QUADRANT)

Policy CD-3.8

Allow for the possible conversion of the Waverly Street right-of-way to private use to incentivize new development on the Retail Priority Site, creatively expand the site's development potential, and/or accommodate unique design concepts, as long as such development relocates existing utilities.

The Plan treats the two blocks between Valdez and Harrison and 23rd and 24th streets as either one or two opportunity sites to provide development flexibility and promote creative solutions that will generate a larger total square footage of retail. Similar to the situation with 26th Street, Waverly Street does not play a critical role in the area's circulation system, so the street area provides opportunities for creative redevelopment solutions. As with 26th Street, the Plan allows for flexibility in the final disposition of Waverly Street as a public street to incentivize new development. If this street is vacated to accommodate new development, existing utilities will need to be relocated.

As with the opportunity site on the north side of 24th Street, the re-configuration of the intersection of 24th Street and Harrison Avenue will be needed to re-establish two-way traffic on 24th Street and provide the pass-by traffic and visual access for future retail. Implementation of the envisioned intersection design will require dedication of a small portion of the opportunity site adjacent to the intersection in order to provide right-of-way for the new intersection alignment (refer to discussion in Chapter 6 for additional detail). The chamfered corner created by the new intersection configuration will create a development site that is oriented to the important Harrison Street gateway. Future development of this site should be designed to take advantage of this prime orientation to create a dramatic entry statement for the Valdez Triangle, as well as the individual retail tenant(s).

BROADWAY AND 23RD STREET

Policy CD-3.9

Ensure that development on the Retail Priority Site on the west side of Broadway between 23rd and 24th streets creates an attractive and engaging ground-level façade that supports pedestrian activity and contributes to the creation of a continuous retail frontage along Broadway.

The primary design challenge on this opportunity site will be to activate the Broadway frontage and extend northward the strong pedestrian-oriented streetscape that currently exists on the west side of Broadway. Creating a continuous retail frontage and pedestrian environment along Broadway will be very important to making the connection between Downtown and the Plan Area. This is particularly important on this site given that the uses (housing and YMCA) that exist on the opposite side of the street lack the commercial uses and pedestrian environment to draw people up Broadway.

BROADWAY AND 25TH STREET

Policy CD-3.10

Ensure that development on the Retail Priority Site on the west side of Broadway between 24th and 25th streets creates an active, ground-level facade that supports pedestrian activity and further contributes to the creation of a continuous retail frontage along Broadway.

The primary objective on this opportunity site will be to activate the Broadway frontage and further extend northward the strong pedestrian-oriented streetscape that currently exists to the south. The existing Historic Resource, Pacific Kissel Kar salesroom and garage, on half of the Broadway frontage at 24th Street could be incorporated with a new development next door to fill in the vacant parking lot on the half of the Broadway frontage and 25th Street. This will further allow for a continuous retail frontage and pedestrian environment along Broadway.

5.4.3 LARGE OPPORTUNITY SITES

Policy CD-3.11

Given the scale of most existing development, new development in the North End, particularly on the Large Opportunity Sites, will need to sensitively respond to differences in height between new and existing development, and ensure that the scale of future buildings does not overwhelm the pedestrian scale and character desired at the street level.

The Plan designates three Large Opportunity Sites in the North End because of their suitability to accommodate development of larger projects that could be a catalyst for change in the subarea and influence the direction and character of other development. While larger format retail space will be encouraged on the opportunity sites, it does not have as high a priority as it does in the Triangle. These Large Opportunity Sites are shown on Figure 4.4 and 5.1.

New development on these opportunity sites should use building massing and design to add definition and character to Broadway and the North End's main vehicular entries with distinctive architecture. As in the Triangle, the presence of historic buildings with strong design character (e.g., Firestone Tire & Rubber,

Grandjean-Burman – GM Co-Alzina garage, McConnell GMC Pontiac/Cadillac showroom, etc.) adjacent to the opportunity sites provides a positive design context to which new development will need to respond. Unlike the Triangle, the majority of these resources are one-story buildings. New development in the North End will need to sensitively respond to differences in height between new and existing development.

The size of some of these sites will bring their own set of design issues that need to be addressed, the biggest of which is ensuring that the scale of future buildings does not overwhelm the pedestrian scale and character desired at the street level. Articulation of building massing and facades, and incorporation of ground level windows are key design strategies to ensure active facades that are scaled to pedestrians. The design guidelines in Appendix C present a series of strategies for designing active, pedestrian-scale buildings.

Each of the Large Opportunity Sites has its own design challenges that will need to be addressed to accommodate large format retail while also conforming to other Plan objectives.







Development character in the North End will include a variety of heights and building types, including both historic buildings and new construction, all of which will engage the public realm.

BROADWAY AND 29TH STREET

Policy CD-3.12

Redevelopment of the Large Opportunity Site at Broadway and 29th Street should extend Brook Street, or an accessway aligned with Brook Street, south from 30th to 29th Street to improve access to the back half of the site and enhance north-south connectivity in the North End.

In addition to providing substantial area for development, this site includes two significant resources with which future development will need to work. One is the historic Firestone Rubber & Tire building and the other is Glen Echo Creek. While establishing ground floor retail along Broadway will be a priority, the size of the site provides significant opportunity to also incorporate residential uses, either vertically, above and/or behind retail.

The site's depth suggests that the back half of the site could be used just for residential. It also suggests the need for a secondary street or accessway to provide access to the back half of the site. The Plan encourages the extension of Brook Street, or an accessway aligned with Brook Street, south through the site to 29th Street. Not only would this facilitate access to the back half of the site, but would also enhance north-south connectivity which is quite limited on the east side of Broadway.

The adjacency to the creek provides an opportunity to integrate the creek corridor as a natural and open space amenity that would add character and value to future development. As previously discussed, future development will be encouraged to create a linear park along Glen Echo Creek.

BROADWAY AND 30TH STREET

Policy CD-3.13

Building heights on the Large Opportunity Site between 30th and Hawthorne need to be responsive to its surrounding development context. Taller buildings should generally be located near Webster and Hawthorne, and building heights along Broadway should step back in deference to the row of historic single story garages that are situated opposite the site.

The minimal development that currently exists on the west side of Broadway between 30th and Hawthorne makes this site particularly appealing for future development. Development of this site has the opportunity to significantly shape the character of the North End by introducing new buildings that can address and activate the Broadway streetscape. The historic Connell GMC showroom building at the corner of Broadway and Hawthorne Avenue represents a potential design resource that future development could integrate with and respond to.



A mid-block pedestrian connection would be a part of the Large Opportunity site at Broadway between 30th and Hawthorne.

Given the length of the site, the Plan encourages that new development provide a mid-block pedestrian way that enhances pedestrian movement by linking Broadway to Webster Street. The intent is that this pedestrian way should be used to increase the amount of ground floor retail, particularly on the Broadway side of the site, but should be animated with active frontages along its length. With frontages along both Broadway and Webster Street, new development will need to be designed to actively address both corridors.

Building heights could be quite varied on this site, but it will be important that new development be responsive to its surrounding development context. Taller buildings should generally be located near Webster and Hawthorne, and building heights along Broadway should step back in deference to the row of historic single story garages that are situated opposite the site.

BROADWAY AND 34TH STREET

Policy CD-3.14

Development on sites located near I-580 should be sited and designed to minimize the potential for noise, air quality and visual impacts from the freeway on building occupants.

Policy CD-3.15

Given its limited role in the area's circulation, abandonment of the 34th Street right-of-way between Broadway and Webster Street for private use may be considered in order to achieve exceptional development that furthers Plan objectives.

Given their proximity to the freeway and their adjacency to the Webster Street Medical Center and garage, the primary design issues that development of the two sites that border 34th Street (see Figure 4.4) will need to address will relate to ensuring that noise and air quality issues related to the freeway are minimized (See Appendix C for more detail). There is also a major (6' x 8') box culvert that runs under the two sites that will need to be relocated or designed around.

Given the minimal traffic it carries, and its limited role in the area's circulation, the City may be willing to consider abandonment of the public right-of-way for 34th Street between Broadway and Webster Street to achieve exceptional development that furthers Plan objectives. This could allow for development of the two sites without relocating the storm drain culvert, as well as the possible creation of new public open space.

5.4.4 HISTORIC PRESERVATION AND ADAPTIVE REUSE

The preservation and adaptive reuse of the Plan Area's inventory of historic and older buildings is an important strategy for preserving a distinctive identity that has its roots in the area's history. While both subareas have distinctive resources, the influence of these resources on future development is slightly different for each area.

VALDEZ TRIANGLE

Policy CD-3.16

New development will be encouraged to protect and re-use many of the area's distinctive historic buildings.

The Triangle has a quite diverse collection of older buildings, some that are designated historic resources, some that contribute to a designated ASI, and some that have distinctive character but do not qualify as historic or contributing resources. These buildings include churches, small multi-family buildings, Victorian and bungalow style residential buildings, and automotive garages and showrooms. In addition to designated resources (Figure 2.7), the Triangle also includes two Adaptive Reuse Priority Areas, one along 24th Street and the other along Harrison Street.

The urban design strategy in the Triangle will be a balancing act that promotes the protection and re-use of many of the area's historic building resources, but also does not sacrifice the Specific Plan's primary objective to establish major new destination retail in the Triangle.

The precedent photos on the facing page illustrate a number of different examples of how to adapt and reuse older buildings for new uses. Figures 5.14-5.17 illustrate two fundamental approaches to adaptive reuse, using the existing garage at 24th and Webster streets as an example. The first approach works primarily with the existing structure with a focus on restoring historic character and details and making modest changes to accommodate proposed uses (e.g., replacing garage doors with pedestrian entries, removing signage to expose original windows, etc.). The second approach incorporates the first, but also explores how to add onto the existing building by developing vertically to expand the range of uses and site capacity.



















All over the country, historic buildings, similar to those found in the Plan Area, are being reused to house a variety of uses and attract a fresh urban crowd.

NORTH END

Policy CD-3.17

Promote the protection and adaptive re-use of the garages and showrooms in the North End subarea in a manner that preserves their distinctive architectural character and references to the area's Auto Row heritage.

The inventory of historic and older buildings in the North End is as rich, but less diverse than that in the Triangle. In addition to eight designated historic resources (Figure 2.4), the North End includes two ASIs (Figure 5.17), the Upper Broadway/Auto Row ASI which extends the length of the district and the Richmond Boulevard ASI which extends along Brook Street. Buildings that contribute to the Auto Row ASI include primarily automobile showrooms and automotive garages, with the showrooms generally clustered at the north and south ends and garages in between. Many of these buildings are still being used as showrooms and garages, and their continued use or reuse as such is consistent with the Plan. Similarly, the residential buildings along the east side of Brook Street that contribute to the Richmond Boulevard ASI will continue to serve as residences.



Potential garage reuse building- southeast corner of 24th & Webster

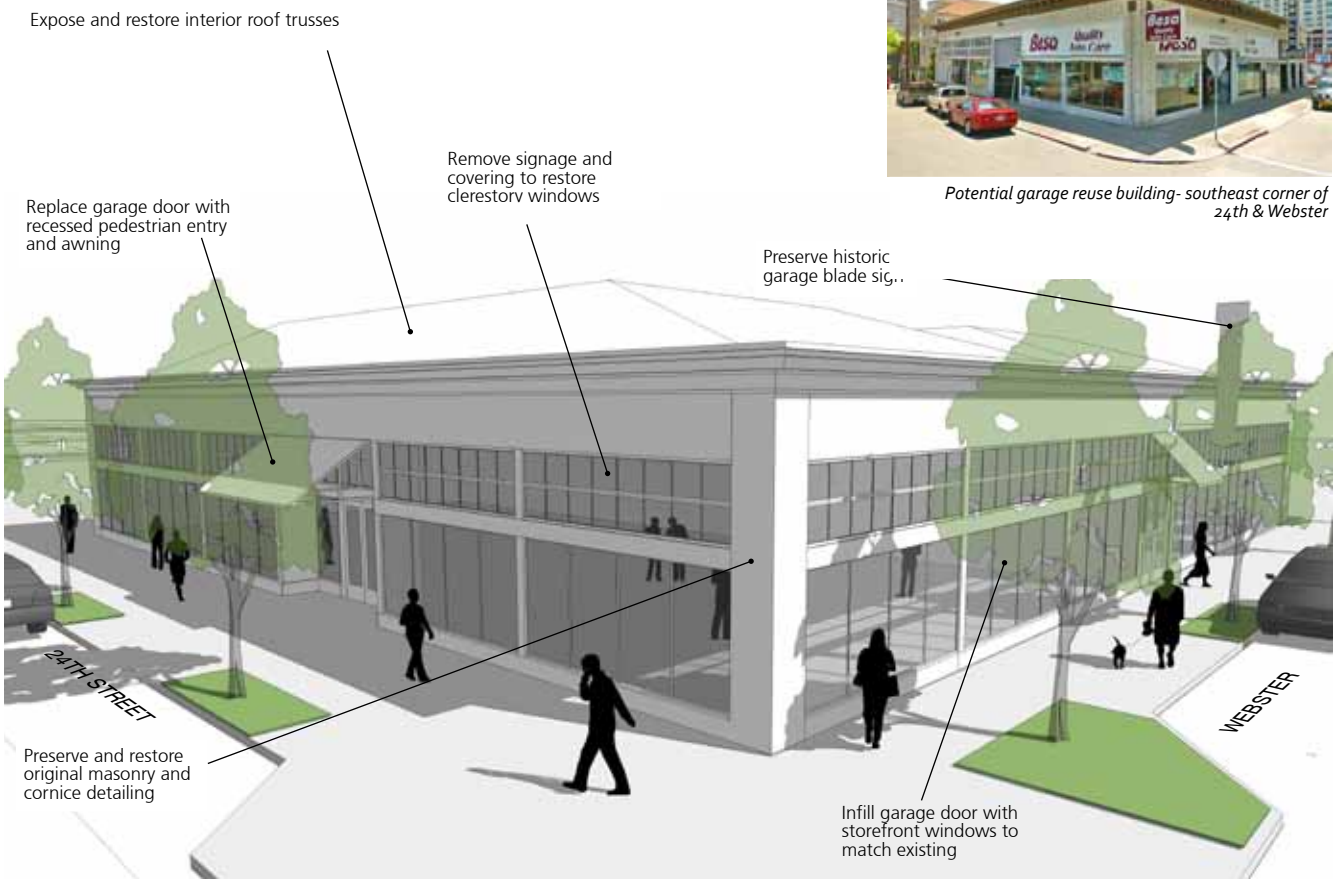


FIGURE 5.14: ADAPTIVE REUSE CONCEPT #1 - RESTORE AND RE-PURPOSE EXISTING GARAGE

The urban design strategy in the North End is to promote the protection and re-use of the area's garages and showrooms while preserving their basic character. It is anticipated that the more flexible land use direction in the North End, will allow existing buildings to be adapted to uses that fit their architectural and spatial characters without the potential pressures or conflicts created in the Triangle as a result of the focus on accommodating destination retail.

For example, the similar character and smaller scale of the garages that line the east side of Broadway between 30th Street and Brook Street, suggest the potential for establishing a new restaurant row or a series of smaller retail shops similar to those along Piedmont, but with a unique "garage" aesthetic characterized by brick and wood truss construction. The showrooms, with their large display windows and open floor plates, suggest their potential reuse as larger retail venues for items such as clothing and home furnishings, or major restaurants. In addition, the larger size of the showrooms and their lots suggests that there is potential to make additions to these buildings that preserve their basic character while allowing for the introduction of a vertical mix of uses.

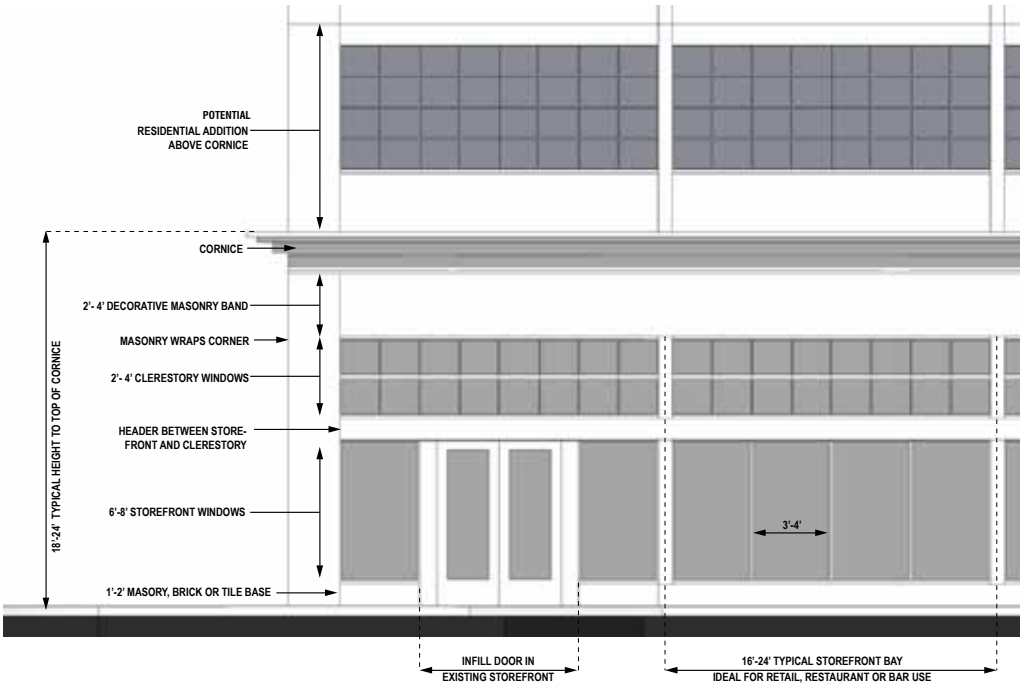


FIGURE 5.15: ILLUSTRATIVE CONCEPT - ADAPTIVE REUSE OPPORTUNITY AREA - FACADE COMPOSITION

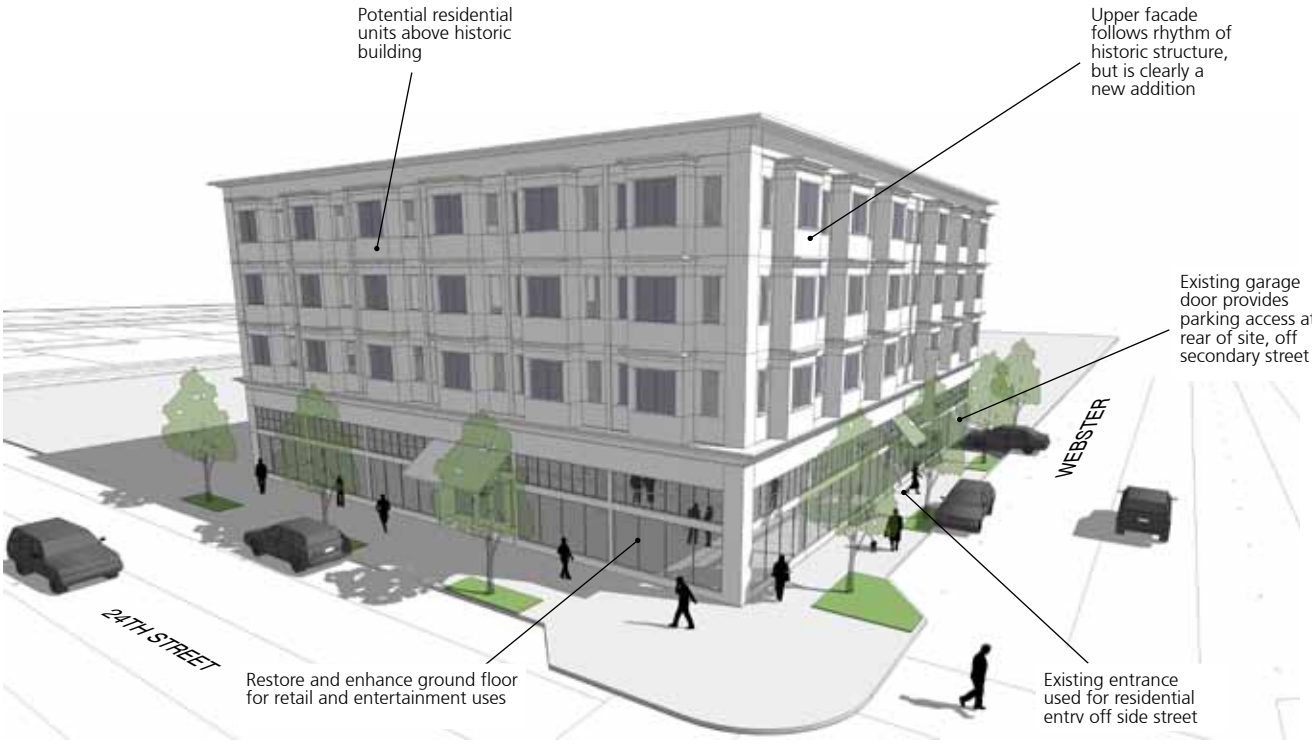


FIGURE 5.16: ADAPTIVE REUSE CONCEPT #2 - RESTORE, RE-PURPOSE, AND EXPAND SPACE

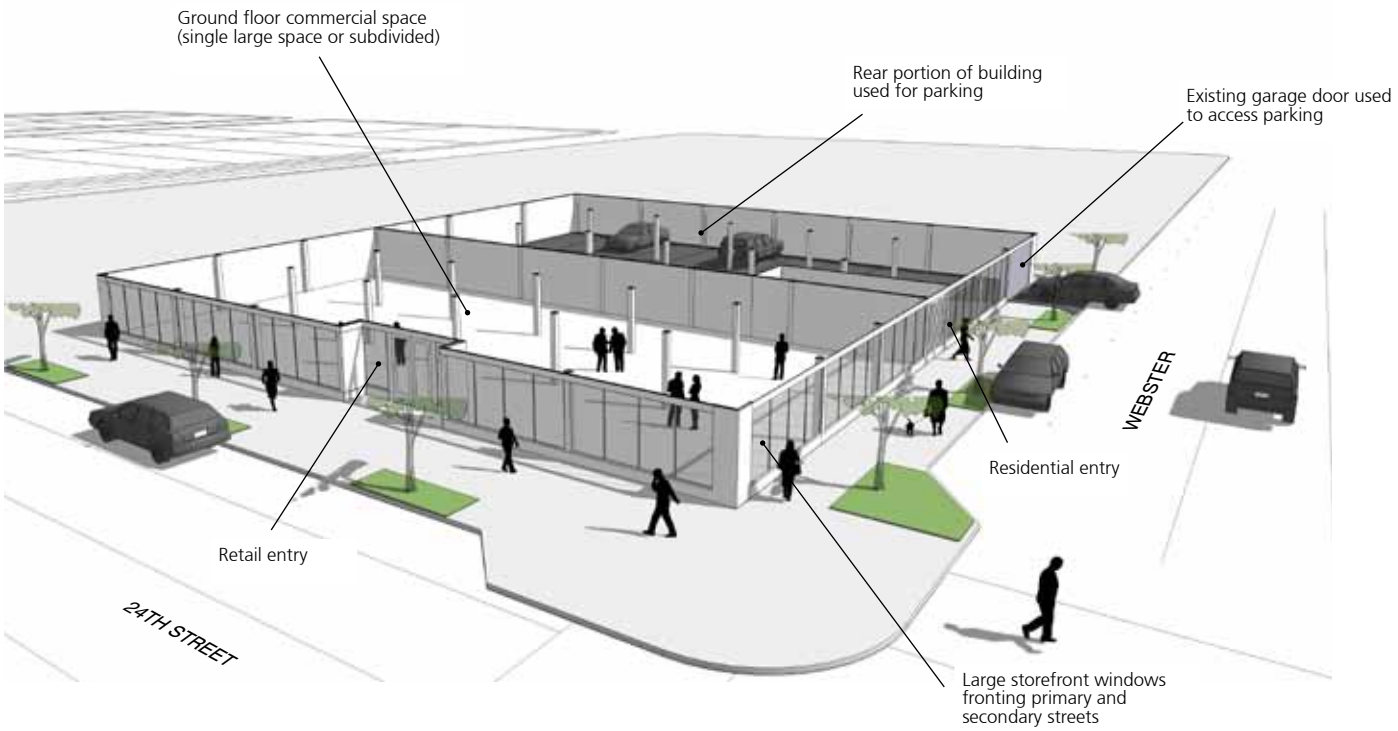
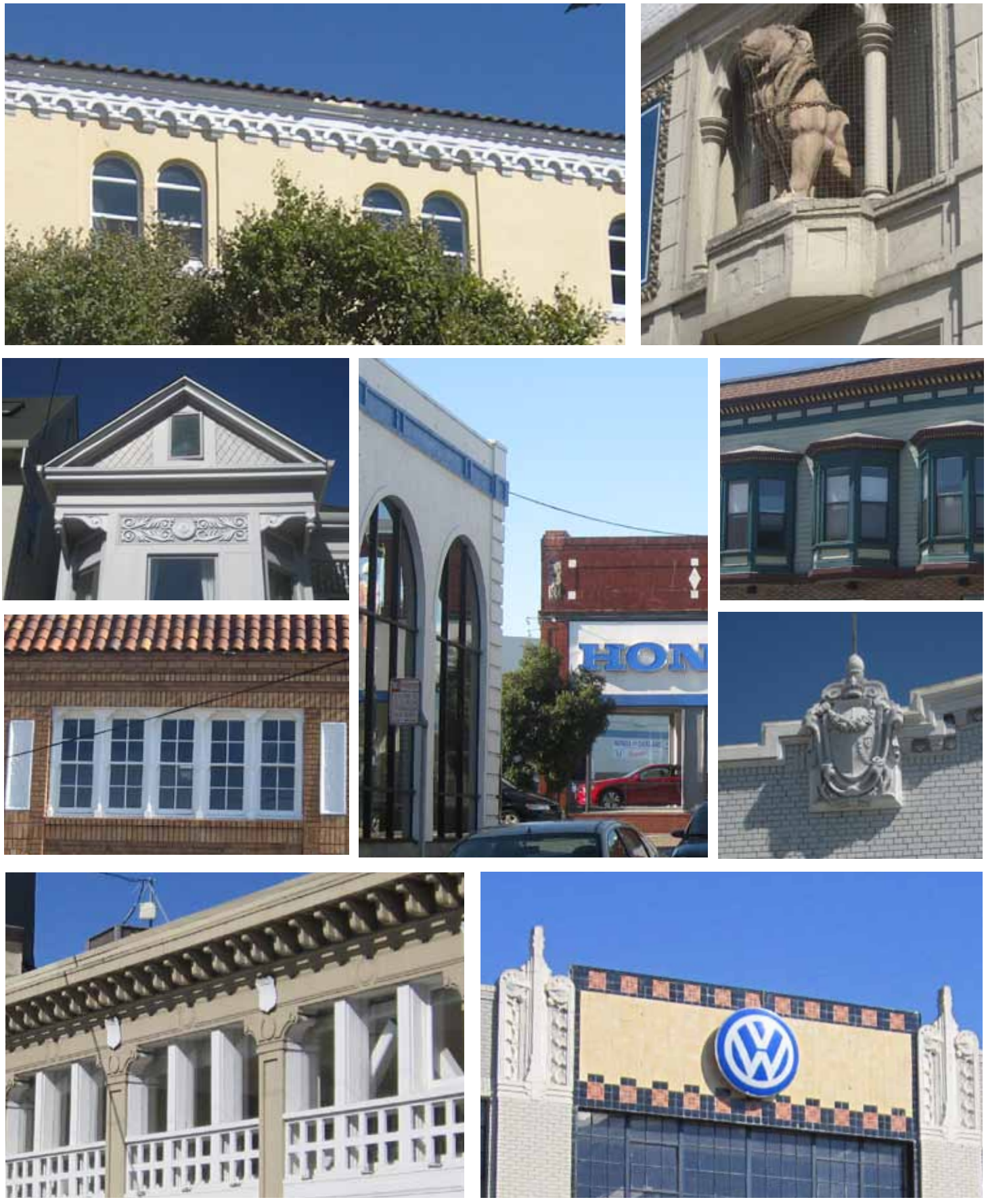


FIGURE 5.17: ADAPTIVE REUSE CONCEPT #2 - RESTORE, RE-PURPOSE, AND EXPAND SPACE

Note: These concepts are intended to illustrate ways of employing adaptive reuse to preserve the District's historic building fabric. The above illustration uses the building at the southeast corner of 24th and Webster as an example. The illustrations are for demonstration purposes only, and in no way restrict landowner's use of their property, or represent their intentions.



Existing buildings—whether "historic" or not—exhibit a wealth of remarkable building elements that create character and offer opportunities for building reuse.


Steelers



6 CIRCULATION

6.1 PURPOSE

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- 6.2.3 AUTOMOBILE CIRCULATION

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Complete Streets, Pearl District, Portland, OR

6.1 PURPOSE

This chapter describes the transportation and circulation system for the Broadway Valdez District. The transportation and circulation system is designed to efficiently and safely facilitate movement within the Plan Area, and to connect the Plan Area to surrounding neighborhoods and the larger Bay Area region. The Circulation Chapter outlines the Specific Plan's goals and policies related to transportation and circulation, and describes specific changes to the street network that will promote these goals and policies. The overall circulation concept is shown in Figure 6.1.



The Circulation Concept includes emphasis on modal balance and a land use mix that encourage alternative transportation and accommodates vehicles safely as well.

GOAL C-1: A balanced and complete circulation network that accommodates the internal and external transportation needs of the Plan Area by promoting walking, biking, and transit while continuing to serve automobile traffic.

As previously described in Chapter 4, the Broadway Valdez District will accommodate a mix of uses in a pedestrian-oriented urban environment that supports and is well-served by transit. The proposed mix of uses and public realm improvements are designed to seamlessly integrate transportation and land use and to encourage use of non-auto travel modes in the Plan Area. Key components of the Specific Plan's integration of transportation and land use include:

- **Diverse Land Uses in a Compact Neighborhood.** People walk more when diverse destinations (i.e., work, shopping, recreation, etc.) are in close proximity, and are accessed along flat routes with easy street crossings, and through interesting areas with storefronts, street trees, street furniture and other pedestrian-oriented amenities. The Plan Area will accommodate diverse uses in a compact, high-density neighborhood and promotes the idea that residents can live, work, shop, and play in the Plan Area and adjacent neighborhoods.
- **Proximity to Quality Transit Service.** All development in the Plan Area will be within convenient walking distance (less than a quarter-mile) from an AC Transit Route 51A bus stop. Route 51A is AC Transit's busiest route (through the Plan Area) and connects the Plan Area to Downtown Oakland, the Rockridge area, and beyond. In addition, most of the Plan Area is within one mile of either the 19th Street or MacArthur BART Stations, connecting the Plan Area to the larger Bay Area region. The southern end of the Plan Area is within one-third of a mile from the 19th Street Bart station. The Free B Shuttle also connects the southern end of the Plan Area to Downtown Oakland and Jack London Square.
- **Jobs-Housing Balance.** Providing a mix of uses is a key element in reducing vehicle trips. By providing a range of job types (retail, medical, office, etc.) and a range of housing types (apartments, condominiums, etc.) the Plan Area will maximize the potential jobs/housing "matches" within the Plan Area and in the greater Downtown Oakland area. Each match would allow a work trip to be completed on foot or by bicycle, thus reducing the number of auto trips that enter/leave the Plan Area. The Plan Area would accommodate as many as 4,000 residents and provide as many as 5,500 jobs. In addition, another 25,000 jobs would likely be provided within one mile of the Plan Area. Thus, many residents would have an opportunity to work within walking or biking distance of the Plan Area. It is expected that the proximity and mix of jobs would be a factor in residents deciding to live in the Plan Area.
- **Pedestrian- and Bicycle-Friendly Design.** The Specific Plan provides for changes to street design that will improve pedestrian and bicycle safety and enhance the quality of the pedestrian and

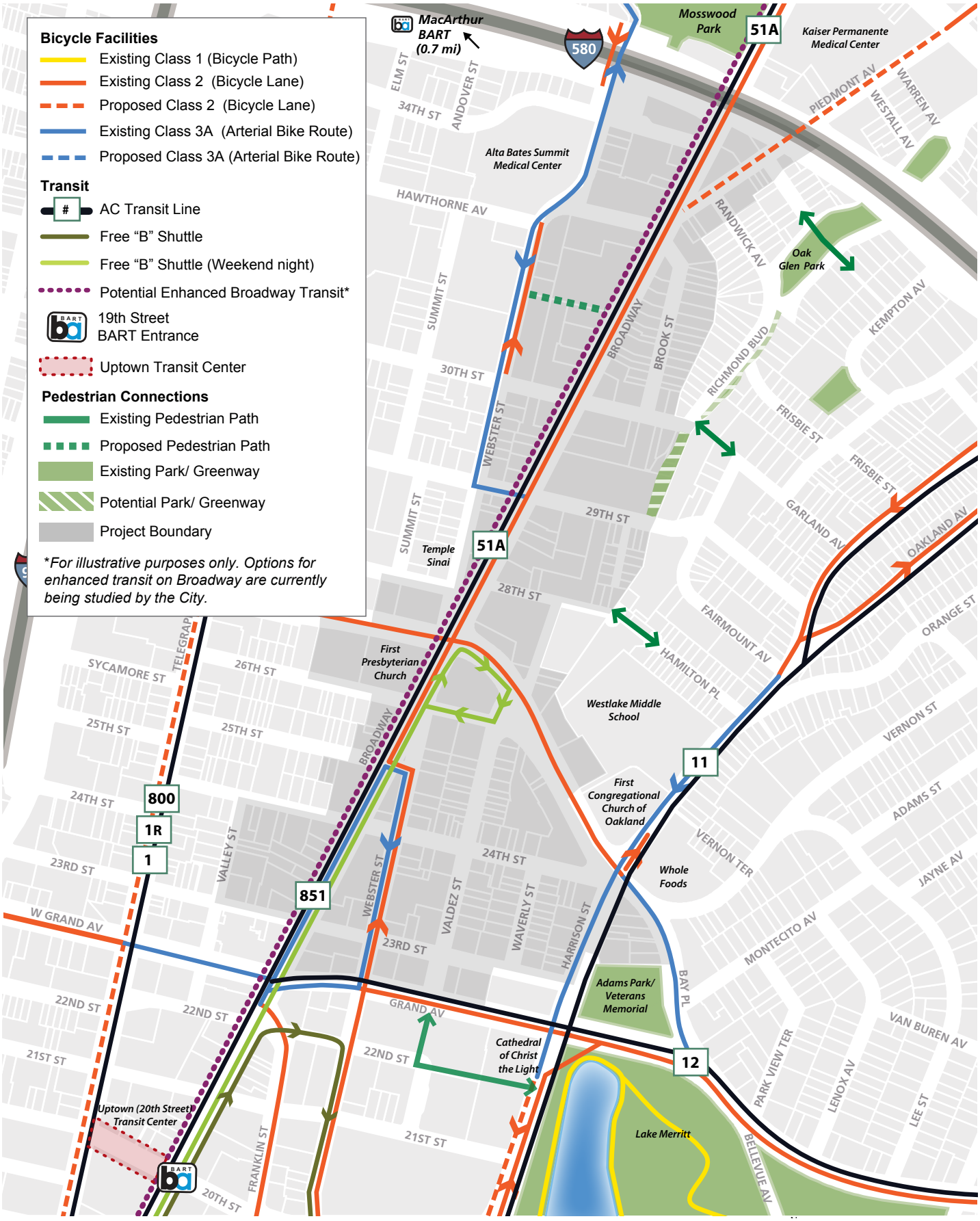


FIGURE 6.1: CIRCULATION CONCEPT

0 1/4 mile 1/2 mile

cyclist experience by designing for slower traffic speeds, safer pedestrian and bicycle crossings, and more attractive and ample pedestrian zones (e.g., sidewalks) and bike zones (e.g., bike lanes and intersection treatments).

- **Park Once Strategy.** In order to promote a "park once" strategy, which allows shoppers and visitors who choose to drive to the Plan Area to park once and walk or use transit to visit multiple destinations within the Plan Area, the Specific Plan calls for parking to be provided in centralized parking facilities located throughout the Plan Area.

The Plan Area currently has a lower percentage of residents that drive than most of City of Oakland and Alameda County (Based on 2000 US Census data, about 59 percent of area residents work commute trip is by private automobile compared to 72 percent for City of Oakland, and 80 percent for Alameda County). The combination of the Plan Area's location and existing pedestrian, bicycle, and transit infrastructure in the area already promotes the use of these travel modes as viable options for area residents, workers, and visitors. This Chapter identifies additional strategies and changes that will further encourage and accommodate increased walking, biking, and transit in the Plan Area.

6.2 THE STREET NETWORK

Access and circulation improvements in the Plan Area are based on the Complete Streets concept. Traditionally, street networks have been designed primarily to serve automobiles, with other travel modes accommodated as an afterthought. The Complete Streets concept acknowledges that various users, including pedestrians, bicycles, buses, automobiles, and trucks, use the street network. Thus, the street network should be designed to accommodate all users safely and efficiently. Since the physical space available for streets is limited and the different travel modes may conflict with each other, the Complete Streets concept does not require that all streets fully accommodate all travel modes. Rather, the overall street network should provide for safe and convenient mobility of the various travel modes.

Historically, major arterials in the Plan Area and surrounding areas have been designed primarily for automobile traffic. These streets currently have excess automobile capacity and their large width and high automobile speeds are not inviting for pedestrians or bicyclists traveling along or crossing these streets. In recent years, the City of Oakland has reduced the number and/or width of travel lanes on various streets to better accommodate pedestrians and bicyclists. A recent example in the Broadway Valdez District is on 27th Street where one travel lane in each direction was converted to a bicycle lane. While acknowledging the importance of automobiles and delivery trucks to the viability of the Plan Area, this Specific Plan looks for additional opportunities to improve access and circulation for pedestrians and bicyclists without degrading motor vehicle access and circulation.

The following sections describe circulation and the Specific Plan policies for each travel mode in the Plan Area.

6.2.1 PEDESTRIAN CIRCULATION

The street network in the Broadway Valdez District and surrounding areas is generally a modified grid over a flat terrain providing good pedestrian connectivity, especially to the west and south. Immediately to the east of the Plan Area, the combination of hilly terrain and the Glen Echo Creek corridor result in a more irregular and less interconnected street network. However, the blocks continue to be short, and public walkways provide additional connectivity to the area. Immediately to the north of the Plan Area, I-580 limits the number of connections to and from the neighborhoods to the north.

The pedestrian facilities in the Plan Area and the surrounding neighborhoods are typical of an urban environment. Pedestrian circulation within and surrounding the Plan Area is provided via sidewalks and marked crosswalks. Sidewalks vary in width, physical conditions and amenities provided, making some more attractive for walking than others.

GOAL C-2: Quality pedestrian facilities and amenities that create a safe and aesthetically pleasing environment that encourages walking and accommodates increased pedestrian activity.

Policy C-2.1

To the extent feasible, eliminate existing and minimize future driveways and curb-cuts along key pedestrian streets including Broadway, Webster Street, 24th Street between Broadway and Harrison Street, and Valdez Street between Grand Avenue and 27th Street.

Policy C-2.2

Widen sidewalks on the following key pedestrian streets:

- Broadway and south side of 27th Street by requiring 4-foot building setbacks from the public right-of-way (for blocks that have parcels that are mostly vacant).
- 24th Street between Broadway and Harrison Street to 14.5 feet by reducing the curb-to-curb cross-sections.
- Valdez Street between Grand Avenue and 27th Street to 15 feet by reducing the curb-to-curb cross-sections.

Policy C-2.3

Reduce street crossing widths and increase pedestrian visibility by installing bulb-outs and crosswalk markings at intersections on key pedestrian streets where feasible. Installation of bulb-outs at intersections should be considered along the following streets:

- Broadway
- 24th Street between Broadway and Harrison Street
- Valdez Street between Grand Avenue and 27th Street
- 27th Street between Broadway and Harrison Street



A main priority of the Plan is to promote walkability through both land use and circulation improvements.

Policy C-2.4

Improve the pedestrian experience by implementing the following landscape improvements:

- Provide consistent street tree plantings along Broadway, Valdez, 24th, 27th, Webster, 26th, and 23rd Streets.
- Re-landscape Broadway median, including removing paving beneath median to allow adequate root zone for trees.
- Replace the existing striped median on 27th Street with a widened landscaped median.

Policy C-2.5

Provide pedestrian-scale street lighting along all streets in the Plan Area, especially streets with commercial frontage.

Policy C-2.6

Ensure sidewalks provide a minimum of 5 1/2-feet clear for pedestrian circulation clear of any obstacles.

Broadway will generally serve as the primary pedestrian facility in the Plan Area, linking the North End and Valdez Triangle to each other and to adjacent areas including Downtown Oakland and the 19th Street BART Station to the south and the Kaiser Medical Center and Piedmont shopping area to the north. The Plan's focus on promoting retail, entertainment and other commercial

uses that provide active and engaging street level facades is expected to increase pedestrian activity on Broadway as well as on 24th and Valdez Streets which are envisioned as key pedestrian-oriented shopping streets. The Specific Plan includes a number of policies and infrastructure changes to meet and encourage the increased pedestrian activity along these streets, and provide connections to adjacent areas and to transit.

Bulb-outs would shorten pedestrian crossings, increase the visibility of pedestrians to motorists, and provide space for pedestrian amenities and waiting areas at intersections and bus stops. Bulb-outs may also be used to provide storm-water treatment (rain garden). The storm-water treatment sites should be designed to minimize interference with pedestrian access and circulation along sidewalks, at intersections, and at bus stops.

PEDESTRIAN PLAZAS

Policy C-2.7

Improve pedestrian safety, shorten pedestrian crossing times, and reduce vehicle speeds by removing channelized right-turn lanes that are not needed. The reclaimed public right-of-way can be used to create pedestrian plazas and other improvements to enhance the pedestrian experience.

Several intersections in the Plan Area currently provide channelized turn lanes. These channelized turn lanes are not needed to serve the existing traffic flow, but they do encourage automobile speeding and discourage pedestrian activity.

Locations where channelized right-turn lanes or other automobile facilities can be removed or modified and converted to pedestrian areas include:

- Channelized right-turn from southbound Harrison Street to 27th Street
- Channelized right-turn from eastbound 27th Street to 24th Street



Pedestrian control devices such as RRFB (Rectangular Rapid Flash Beacons) or signals may be installed at crossings.

- Channelized right-turn from westbound 27th Street to Broadway
- Channelized right-turns from eastbound 27th Street to Valdez Street and from northbound Valdez Street to 27th Street
- Channelized lane on the east approach of the Broadway/ Webster Street/25th Street intersection

UNPROTECTED PEDESTRIAN CROSSINGS

Policy C-2.8

Improve uncontrolled pedestrian crossings through the following:

- **Install bulb-outs on both sides of the crossing to shorten the crossing distance and improve the visibility of crossing pedestrians to approaching vehicles.**
- **Install warranted pedestrian control devices such as RRFBs (Rectangular Rapid Flash Beacons) or signals at crossings.**
- **Potential improvements at currently uncontrolled pedestrian crossings may include:**
  - **Installation of signal and bulb-outs on Broadway at 23rd and 24th Streets and on Harrison Street at 23rd Street (Also see Policy C-4.2).**
  - **Installation of RRFB and bulb-outs at the mid-block crossing on Broadway between 30th Street and Hawthorne Avenue.**

Broadway and Harrison Street are multi-lane major arterials that are barriers for pedestrians due to their width, volume and speed of traffic. Although signals at several intersections provide controlled crossings on both arterials, there are also unsignalized crossings at mid-block and intersections that are not inviting to pedestrians.

6.2.2 BICYCLE CIRCULATION

GOAL C-3: A bicycle network with safe and efficient connections to major destinations within the Plan Area and throughout the City of Oakland.

Policy C-3.1

Complete the bicycle network in the Plan Area and surrounding areas as envisioned in City of Oakland's 2007 Bicycle Master Plan.

The 2007 *Oakland Bicycle Master Plan i*dentifies the following types of bicycle facilities:

- **Class 1 Paths:** These facilities are located off-street and can serve both bicyclists and pedestrians. Class I paths are typically 8 to 12 feet wide excluding shoulders and are generally paved.
- **Class 2 Bicycle Lanes:** These facilities provide a dedicated area for bicyclists within the paved street width through the use of striping and appropriate signage. These facilities are typically five to six feet wide.
- **Class 3 Bicycle Routes:** These facilities are found along streets that do not provide sufficient width for dedicated bicycle lanes and are also provided on low-volume streets that have no bicycle lanes. The street is designated as a bicycle route through the use of signage informing drivers to share the street with bicyclists.
- **Class 3A Arterial Bicycle Routes:** Bicycle routes may be used on some arterial streets where bicycle lanes are not feasible and parallel streets do not provide adequate connectivity. These streets should promote shared use with lower posted speed limits (preferably 25 miles per hour), shared lane bicycle stencils (i.e., "sharrows"), wide curb lanes, and signage.
- **Class 3B Bicycle Boulevards:** These are bicycle routes on residential streets that prioritize through trips for bicyclists. The route appeals to cyclists of varied skill levels by providing direct connections on streets with low traffic volumes. The route reduces delay to bicyclists by assigning right-of-way to travel on the route. Traffic calming is generally used as needed to discourage drivers from using the boulevard as a through route. Intersections with major streets are also generally controlled by traffic signals with bicycle actuation.

Figure 6.2 shows the existing and proposed bicycle facilities in the Plan Area as outlined in City of Oakland's 2007 Bicycle Master Plan. The bicycle network will connect the Plan Area to the rest of the City of Oakland.



Many Class 2 Bicycle Lanes have been identified and installed in the Plan Area as part of the City of Oakland's Bicycle Master Plan.



Class 3A Arterial Bicycle Routes are types of bicycle facilities that may be used in the Plan Area, which are signed as shown.



FIGURE 6.2: EXISTING AND PROPOSED BICYCLE NETWORK

The majority of the planned bicycle network in the Plan Area has been completed. Class 2 bicycle lanes on Broadway serve as the primary north-south bicycle connection and Class 2 bicycle lanes on 27th Street and Grand Avenue serve as the primary east-west bicycle connections.

In addition, Webster Street is designated as a Class 3A Arterial Bicycle Route south of Broadway (Webster Street and Franklin Street form a one-way couplet south of Grand Avenue and provide the primary bicycle access to and from Downtown Oakland) and Class 3B Bicycle Boulevard north of 29th Street. Class 2 bicycle lanes on Broadway and Class 3B facilities on 29th Street connect the two segments of Webster Street.

Major bicycle facilities in the Plan Area and surrounding areas that need to be completed include Class 2 bicycle lanes on Piedmont Avenue north of Broadway and on Broadway north of I-580, and a combination of Class 2 bicycle lanes and Class 3A arterial bicycle route on Harrison Street.

Policy C-3.2

Enhance bicycle facilities at key intersections with high bicycle and automobile traffic. Potential changes may include facilities such as bicycle signal actuation, bicycle boxes, two-stage turn queue boxes, etc.

Intersections such as Broadway/Webster Street, Broadway/27th Street, or Harrison Street/27th Street/24th Street/Bay Place have high automobile traffic volumes and are important intersecting corridors for bicyclists. Specific changes, such as bicycle signal actuation, bicycle boxes at these intersections can reduce potential conflicts between cyclists and motorists by highlighting cyclists' presence and movements for motorists. In addition, providing bicycle actuation at all signals would reduce bicycle travel times and further encourage cycling.

Policy C-3.3

Minimize activities, such as valet, or other managed parking strategies, that block existing or planned bicycle lanes.





Enhanced bicycle facilities at key intersections will improve bicycle safety by ensuring a safe zone for cyclists and motorist awareness.

In order to provide for safe and efficient bicycle access and circulation, bicycle lanes should remain open to bicyclists at all times with minimal interruptions or blockages.

BICYCLE PARKING

Policy C-3.4

Increase bicycle parking supply in the public realm.

The City of Oakland Planning Code includes requirements for both long-term (i.e., employees and residents) and short-term (visitors and shoppers) off-street parking. The proposed new zoning for the Broadway Valdez District increases the amount of bicycle parking from what is currently required in the Oakland Planning Code for both

residential and non-residential developments in order to encourage bicycle access to and from the destination retail district and accompanying residential development. New developments in the Plan Area will provide off-street bicycle parking based on the new Broadway Valdez District Planning Code requirements after the Specific Plan and related Planning Code amendments are adopted.

To the extent feasible, short-term bicycle parking, such as bicycle racks, should be provided in the public realm throughout the Plan Area, especially in the non-residential areas. Bicycle racks should be located at places such as pedestrian plazas, intersection bulb-outs, or in on-street bike corrals, where they will not obstruct pedestrian flow on sidewalks and minimize potential conflicts between pedestrians or bicyclists. Participation in Oakland's proposed Bike Share program is encouraged as an additional alternative for transportation to and from the Broadway Valdez District.

6.2.3 AUTOMOBILE CIRCULATION

GOAL C-4: Efficient but managed vehicle access in the Plan Area.

The mix and density of land uses proposed by the Specific Plan combined with the frequent and high quality transit service, available bicycle network, and walkability of the Plan Area will reduce the Plan Area's overall automobile trip generation in comparison with more traditional suburban developments. However, providing destination retail that attracts shoppers from the larger region is a primary goal of this Specific Plan. Some shoppers from the larger East Bay region will not consider transit as a viable option due to lack of access and/or convenience. To provide a viable shopping district that can compete with other retail districts in the larger region, the Plan Area must continue to provide for safe and convenient automobile access. The Specific Plan proposal maintains the current automobile access and circulation while enhancing the travel network for other travel modes.

Policy C-4.1

To the extent feasible, locate vehicular parking and service access to the perimeter of the Plan Area and side streets.

Similar to Policy 6.2.1, this policy aims to minimize the number of curb-cuts along the key retail streets such as Broadway, Valdez Street, and 24th Street, which are proposed for intensive pedestrian activity. Automobile access would be located on streets with lower pedestrian and traffic volumes, such as Webster Street and 23rd Street, in order to minimize interruption to automobile and pedestrian flow and reduce potential pedestrian/automobile conflicts while continuing to provide convenient and safe automobile access.

The automobile access points for each development will depend on the nature of future development and configuration of the adjacent streets.

Policy C-4.2

Improve access for all users to and from the Valdez Triangle by signalizing the following intersections:

- **Harrison Street/ 23rd Street**
- **Broadway/ 23rd Street**
- **Broadway /24th Street**

The Valdez Triangle is bordered by two multi-lane major arterials, Harrison Street and Broadway, on the east and west, respectively. While providing excellent access to and from the Valdez Triangle, these arterials constrain access into the heart of the Triangle. As the Valdez Triangle develops and traffic increases, the Broadway Valdez District Specific Plan Draft EIR analysis indicates that signalization will be required at these intersections in order to mitigate impacts generated by Plan Area traffic. Signalizing these three intersections will provide for safer and more convenient access for all modes, including pedestrians, bicycles, and automobiles.

Policy C-4.3

Allow for the possible closure of the following streets to through traffic, on either a temporary or permanent basis, if such closures would help achieve Plan goals:

- **Waverly Street south of 24th Street**
- **26th Street between Broadway and Valdez**
- **34th Street between I-580 Off-Ramp and Broadway**

These three streets currently only serve the adjacent parcels and carry very little traffic. Thus, their temporary or permanent closure would not significantly affect traffic patterns in the area. Depending on the specific developments on each street, permanently closing these streets, temporarily closing them for special events such as farmers markets, and/or converting them to limited automobile access would enhance the pedestrian orientation of the street and surrounding areas.

Policy C-4.4

Minimize cut-through traffic on residential streets by implementing traffic calming.

Considering that future development in the Plan Area will generate additional automobile traffic, and that major arterials, such as Broadway and 27th Street, are expected to experience additional congestion, there is a potential for cut-through traffic on adjacent residential streets.

Residential streets most likely to be affected by cut-through traffic include Richmond Boulevard and 29th Street between Broadway and Harrison Street/Oakland Avenue. As the Plan Area develops, traffic volumes and speeds on these and other residential streets should be monitored and if warranted, traffic calming measures should be installed.



The Broadway Corridor will continue to be well-serviced by AC Transit's Route 51, one of its busiest routes.

6.3 TRANSIT SERVICE

GOAL C-5: Enhanced efficiency and effectiveness of transit in the Plan Area.

The Plan Area is served by a variety of transit services, including buses, shuttles, and regional rail. A large number of future residents, workers, shoppers, and visitors are expected to rely on transit for the majority of their trips given that most of the Plan Area is within walking distance of all or most of the transit services available. As discussed in Section 6.2.1, various improvements are proposed to the pedestrian environment which also will benefit transit users, since a majority of transit trips begin and end with walking trips Transit services in the Plan Area are described below.

6.3.1 AC TRANSIT

Policy C-5.1

Collaborate with AC Transit to improve bus service along Broadway and support Specific Plan objectives by incorporating the following recommendations into its Transit Performance Initiative:

- **Move bus stop locations to provide optimum spacing (about 900 to 1,000 feet between stops) that effectively serves the local uses and maintains bus operating speeds.**

- Locate bus stops on far-side of intersections to improve service times and reduce bus/ auto conflicts at intersections.
- Create curb extensions to accommodate in-lane stops that enhance bus service times and provide adequate space for bus stop amenities.
- Improve bus stop facilities (shelters, benches, real-time transit arrival displays, route maps/schedules, trash receptacles, etc.) to enhance user experience.
- Increase the length of bus stops to at least 60 feet to meet AC Transit standards.
- Install Transit Signal Priority (TSP) at signalized intersections along Broadway to improve bus travel times by prioritizing signal green times for approaching buses.
- Work with businesses to display the next bus arrival times for their customers.

The Plan Area is directly served by AC Transit's Route 51A along Broadway which connects the Plan Area to Downtown Oakland, the City of Alameda, and the Fruitvale District to the south, and Upper Broadway and the Rockridge District to the north. Route 51A, which operates with frequencies as low as ten minutes during peak periods, is AC Transit's third busiest route. Through its Transit Performance Initiative (TPI), AC Transit is currently studying implementation of infrastructure improvements at specific locations along Route 51A to increase bus travel speeds and improve service reliability. These improvements—which may include relocating bus stops, installing bus bulb-outs, providing bus-only lanes, or upgrading traffic signal equipment—are expected to be finalized and implemented by 2014. In addition, east-west bus service is provided just outside the Plan Area along Grand Avenue and MacArthur Boulevard.

All bus stops along Broadway in the Plan Area are identified with a signpost that includes the bus route. Some stops also include information on bus route and schedule. Most stops also provide a bench and some provide a trash receptacle. However, none of the bus stops currently provide a shelter, primarily because of narrow sidewalks which do not provide adequate width for shelters.



Improved transit shelters will be included into new intersection designs proposed within the Plan Area and coordinated with other street elements.



Transit shelters may include excellent signage including real-time departures to encourage efficient and increased transit use.

Figure 6.3 shows the recommended location for bus stops based on the guidelines provided above. These changes would enhance the transit experience in the Plan Area by providing more comfortable and convenient bus stops and reducing bus travel times along the Broadway. They are also consistent with City of Oakland's "Transit First" policy which favors modes that have the potential to provide the greatest mobility for people, rather than vehicles.

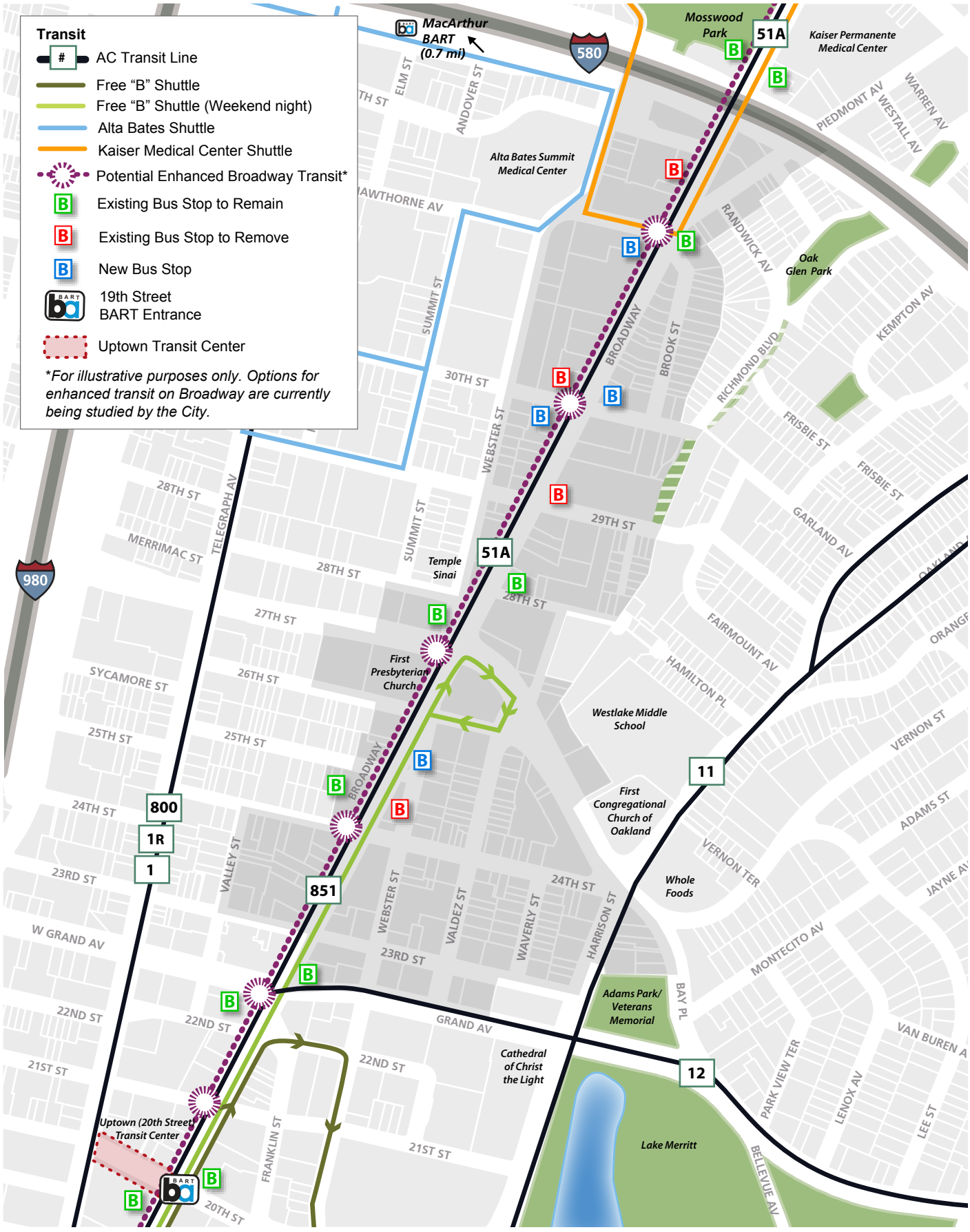


FIGURE 6.3: TRANSIT SERVICE

6.3.2 SHUTTLES

Policy C-5.2

Work with BART and local shuttle operators to explore expanding the geographic area, extending the hours of operations, and funding shuttle service in the Plan Area.

Alta Bates Medical Center and Kaiser Medical Center operate shuttles within or near the North End between their respective facilities and the MacArthur BART Station on a fixed route. Although these shuttles primarily serve the medical center employees, patients, and visitors, they are also open to the general public and can be used to travel between the North End and the MacArthur BART Station. Expansion and marketing of both shuttle services in the Plan Area would increase transit options for medical center employees who live in the Plan Area or medical center employees and visitors to shop in the Plan Area.

The Oakland Free Broadway shuttle ("Free B") operates along Broadway between Jack London Square and Grand Avenue on weekdays and between Jack London Square and 27th Street on weekend nights. The free shuttle service connects the Valdez Triangle to Downtown Oakland, Jack London Square, and 12th and 19th BART Stations. Extending the "Free B" into the Plan Area would further connect the Plan Area with Downtown Oakland and BART.



The "Free B" serves the District, connecting it with Downtown activity centers and Jack London Square.



The potential Broadway Streetcar will share a lane with automobiles and transit and will benefit the overall accessibility of the District.

6.3.3 BART

Policy C-5.3

Revitalization efforts in the Plan Area shall be coordinated with additional efforts to enhance Broadway between the Plan Area and the 19th Street BART station to provide a seamless and welcoming pedestrian connection to and from the BART Station.

BART connects the Plan Area to the larger Bay Area region. The nearest BART stations to the Plan Area are 19th Street station, about one-third of a mile from the southern end of the Plan Area, and MacArthur station, about two-thirds of a mile from the northern end of the Plan Area.

The 19th Street BART Station is located a short, flat walk from the southern boundary of the Plan Area. Pedestrian scale street lighting, street trees, and wide sidewalks are currently provided. However, the current land uses along Broadway in this corridor do not activate the street or provide the "alive after 5" activity that promotes "eyes on the street" and improved personal safety. The MacArthur BART station is generally too far from most of the Plan Area for convenient walking.

Policy C-5.4

Work with BART on their proposal to update and "rebrand" the 19th Street BART station, including providing signage to provide information about the Broadway Valdez retail district area and other nearby destinations while passengers are on the train and at the station.

BART is potentially considering the 19th Street BART station as a candidate to redesign with updated signage and the ability to alert riders about what is located (above-ground) around the station while they are on the train. The City should coordinate with BART to participate in this rebranding/redesign effort to help market the Uptown and Broadway Valdez areas.

Policy C-5.5

Work with business-owners to display the next BART arrival times within their businesses.

The City should work with business-owners to encourage them to provide displays of the next BART arrival times within their businesses (e.g., on a monitor or screen) as an economic development tool to enhance convenience to shoppers/visitors in the area.

6.3.4 BROADWAY ENHANCED TRANSIT

Policy C-5.6

Ensure that all improvements, including streetscape, to Broadway will not preclude the possibility of future enhanced transit service along the corridor.

The City of Oakland is investigating possible options for enhancing transit service along the Broadway corridor. One of the options under consideration is a streetcar system operating on fixed rail in a shared lane with automobiles, buses and bicycles. The proposed Broadway street cross-section in the Plan Area may need to be modified to accommodate streetcar tracks as part of a "complete street".

One benefit of streetcar service on Broadway would be the branding/historic nature of the streetcar versus conventional buses. Typically, new streetcar or trolley lines have higher ridership than the bus lines they replace because streetcars are more prominent and generally provide a more pleasant ride. Generally, streetcars are attractive to a wider cross-section of users, including infrequent visitors. Thus they can serve to attract visitors to the Plan Area. Streetcars provide strong support for economic development. Streetcars generally contribute to a more vibrant and active public realm, and result in more rapid development. The investment in permanent tracks and infrastructure associated with streetcars signals to developers, retailers and the general community the City's long-term commitment to high quality development and a vibrant urban environment.

6.4 PARKING AND TRANSPORTATION DEMAND MANAGEMENT

One of the primary goals of the Broadway Valdez District Specific Plan is development of destination retail that is expected to draw regional visitors. Many potential shoppers may not consider transit as a viable travel mode due to lack of access and/or convenience. The Plan Area's destination retail will also compete with other destination retail areas in the region that have convenient and/or inexpensive parking. Thus, availability and cost of parking may be a key factor for many shoppers in deciding to shop at the Broadway Valdez District. The Plan recognizes the value and potential for leveraging parking as a key economic development strategy.

At the same time, many residents and workers are expected to choose to live and work in the Plan Area because it is a walkable and bicycle-friendly neighborhood with quality transit service. Thus, they may not have an automobile or need parking.



A wayfinding program should be implemented within the Plan Area to orient automobiles as well as pedestrians and bicycles.

A key challenge for urban mixed-use developments is providing the appropriate balance of parking. Providing too much parking unnecessarily adds to development costs, wastes valuable land, and further encourages driving to the Plan Area; providing inadequate parking may result in excessive circulation by drivers looking for parking, parking spillover into adjacent residential streets, and discourage potential shoppers from visiting the Plan Area.

Thus, the Plan recognizes parking as a key element of an integrated access management strategy for the Broadway Valdez District that supports goals such as "walkability," congestion management and the promotion of alternative transportation modes. Parking is part of a multi-modal approach to developing neighborhood transportation infrastructure. The Specific Plan incorporates the following strategies to reduce overall parking demand and maximize its use, and encourage alternative modes of transportation, while allowing for flexibility to accommodate the parking needs of the envisioned destination retail district.



Dedicated car-sharing spaces should be provided throughout the Plan Area.

GOAL C-6: A well-managed parking supply that supports Plan Area businesses and stimulates economic growth, while not promoting excessive driving.

Policy C-6.1

Explore forming an areawide Transportation and Parking Management Agency (TPMA) to coordinate all TDM efforts and requiring all commercial and residential developments in the Plan Area to participate.

A Transportation and Parking Management Agency (TPMA) is an organization formed and funded by developments in a geographic area to coordinate areawide transportation and parking programs. The TPMA can also be expanded to include large employers that are adjacent to the Plan Area, such as Alta Bates Summit and Kaiser Medical Centers. Example TPMA responsibilities include:

- Providing residents, employers, employees, and visitors with information regarding available transportation alternatives
- Implementing and coordinating trip reduction strategies
- Maintaining a website to include transportation-related data
- Establishing and monitoring parking demand management strategies
- Managing the parking supply

- Monitoring the effectiveness of various strategies, identifying new strategies and revising them when necessary
- Contributing to existing transit/shuttle services and/or managing the shuttle program

Many of the TDM and parking management strategies described herein can be implemented through the TPMA. The TPMA can also be administered through a Community Benefit District (CBD) if one is established (see Policy IMP-8.2 for more detail on CBDs). If an areawide TPMA or CBD is not formed, then each development in the Plan Area would be responsible for implementing their own TDM strategies as required by the City of Oakland's Standard Conditions of Approval.

Policy C-6.2

Explore establishing a Parking Benefit District (PBD) to manage the on-street and off-street parking supply and use the parking revenue to fund additional parking facilities, and/or improve circulation and transportation in the Plan Area.

Policy IMP-8.2 recommends establishment of a Community Benefit District (CBD), which would be funded through assessments of both residential and non-residential developments in the Plan Area, to provide services, such as security and maintenance, in the Plan Area. The duties of the CBD or TPMA (See Policy C-6.1 above) can also include managing the parking supply in the Plan Area. Alternatively, a separate PBD can also be established where all or a portion of parking revenue generated from on-street meters, on-street parking permits, and/or off-street parking facilities in a geographic area is used to fund improvements in that area. The CBD, TPMA, or another entity will be responsible for administering the PBD in the Plan Area and managing the on-street parking spaces and public off-street parking facilities. The appropriate management entity (e.g., CBD TPMA, or another entity) will be responsible for establishing prices for parking, collecting the revenue, and using revenues to fund improvements such as new parking facilities, pedestrian, bicycle, transit, and streetscape improvements recommended in this Specific Plan, and/or maintenance, beautification and security in the Plan Area.

Policy C-6.3

Encourage the use of existing parking facilities in the Broadway Valdez District and vicinity.

Some of the parking facilities in the area currently operate under capacity, or have peak hours of use which would be different from future Plan Area uses (e.g., retail, entertainment), which means they represent parking that could potentially be utilized by Plan Area uses. These include:

- The 180 Grand Avenue Garage and the YWCA Garage at 2353 Webster Street in the Valdez Triangle generally operate below capacity at most times.
- The Alta Bates and the Kaiser Medical Centers provide more than 2,000 parking spaces in and near the North End of the project. Although these parking facilities operate near capacity during weekday business hours, they operate well below capacity on weekday evenings and weekends.
- Large parking facilities are also located south of Grand Avenue and in Downtown Oakland. These facilities primarily serve the office uses in the area on weekdays, and generally operate below capacity on evenings and weekends.

Since many of these parking facilities are more than a quarter-mile away from the Specific Plan area, a shuttle service and/or attendant parking service may be needed to make using these parking facilities feasible. The TPMA can manage the existing public parking facilities and coordinate with other parking operators to use their parking supply during non-peak periods.

Figure 6.4: Existing Parking shows the current location and available parking supply for major public parking facilities in the Plan Area and adjacent areas. Currently a large number of parking spaces in the Plan Area are provided in surface parking lots which are identified in the Specific Plan as potential future development sites. Thus,

as the Plan Area's development intensifies, the available public parking supply would decrease. Considering that the development intensification would result in more pedestrian, bicycle, and transit trips, and less reliance on automobile trips, the loss of the surface parking lots is consistent with the Specific Plan's goals.

Several large garages in the Plan Area and adjacent areas are expected to remain. Although some of these garages are provided for specific uses such as the Alta Bates and Kaiser Medical Centers, they are also available to the general public.

Each mixed-use and non-residential development within the Plan Area is expected to provide its own off-street parking supply, and will be encouraged to open the spaces to the public if feasible and share with an existing use that may have different hours of operation.

To the extent feasible, auto access will be provided on streets with low traffic and pedestrian volumes in order to minimize interruption to automobile and pedestrian flow.

Policy C-6.4

To the extent feasible, encourage shared parking within each development and between different developments.

Parking should be designed to be shared by all commercial uses. "Shared Parking" is defined as the ability to share parking spaces as the result of two conditions: variations in the accumulation of vehicles by hour, by day, or by season at individual land uses, and relationships among land uses that result in visiting multiple land uses on the same auto trip. An example of shared parking is where an office has high use during the day and a restaurant uses the same spaces in the evening. This will reduce the overall number of required parking spaces.

Policy C-6.5

To the extent feasible, develop and utilize centralized parking facilities without assigning parking spaces to specific uses in order to encourage a "park once" strategy.

The majority of parking spaces should be provided in centralized parking garages throughout the Plan Area. Instead of driving to multiple destinations, this allows users visiting multiple sites to park once and walk to the various destinations within the Plan Area and adjacent areas. Since several parking garages would be provided throughout the Plan Area, drivers would have options in parking location depending on their direction of approach and ultimate destination within the Plan Area. The appropriate management entity (e.g. TPMA or CBD as described above) would manage the parking supply and implement strategies that achieve the Specific Plan's goals.

Policy C-6.6

Provide dedicated car-sharing spaces throughout the Plan Area. Dedicated car share spaces can be provided on-street or in publicly accessible parking facilitates and can be administered by the appropriate management entity (e.g. TPMA or CBD as described above).

Car-sharing is a neighborhood-based, short-term vehicle rental service that makes cars easily available to members (e.g., ZipCar, City Car Share). Car-sharing can eliminate the need for automobile ownership, especially if the car-share "pods" are located near quality transit service and mixed-use developments. Car-sharing can also be used by area employees who may need a car during business hours.

Employers may also include car-share memberships for their employees as an element of their mandatory TDM Program. For larger housing developments, car-share vehicles may be provided in residential garages. The appropriate management entity (e.g. TPMA or CBD as

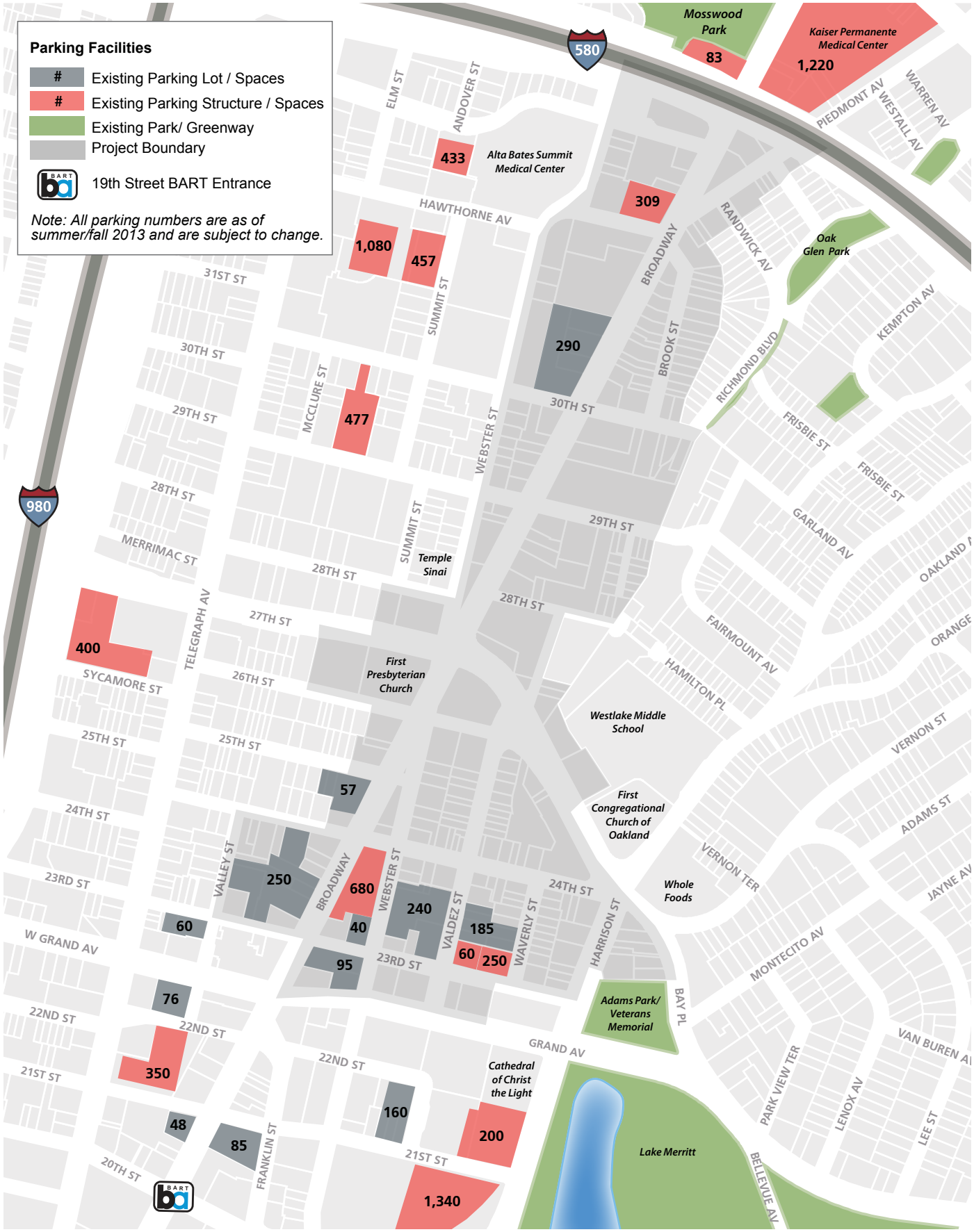


FIGURE 6.4: EXISTING PARKING

described above) should monitor the use of the car-share program and adjust the number and location of dedicated spaces based on observed demand.

Policy C-6.7

Explore providing public funding assistance for the development of parking as part of, or near to, larger-scale retail development(s) with multiple comparison goods tenants.

As previously described, one of the primary goals of this Specific Plan is to develop destination retail with a regional draw. Since, transit, biking, or walking may not be viable travel modes for many potential shoppers in the region, the Specific Plan would need to provide close and convenient parking. In addition, the destination retail in the Plan Area would compete with other destination retail areas in the region that provide abundant convenient parking supply. Thus, publicly funding construction of parking facilities in the early stages of the development can attract catalyst retailers to the Specific Plan area and assist in developing a critical mass of retail space.

Policy C-6.8

Require residential developments to unbundle the cost of parking from the cost of housing.

When parking is bundled (a parking space is included in an apartment rent or is sold with a condominium) into apartment tenant leases or condominium prices, the true cost of parking is hidden. For example the price for an apartment with one parking space may be rented for $1,000 per month. However, if the parking spaces were unbundled, the rent for the apartment may be $900 per month, plus $100 per month for the parking space. Unbundled parking would help tenants understand the cost of parking, and may influence a resident's decision to own a car. Unbundling parking typically reduces parking demand by 10 to 15 percent. It can also make housing more affordable by not forcing residents who do not own a car to pay for parking.

Proposed new zoning regulations for the Broadway Valdez District will require "unbundling" parking spaces from new housing that is developed in the Plan Area. This means that parking spaces will be for sale or lease separately from the cost of housing. Under this strategy, each buyer or renter of a residential unit can separately pay for or rent a reserved parking space. Since not all residents would own a vehicle, the overall parking supply can be reduced.

Policy C-6.9

Establish a parking in-lieu fee program so that developers have the option of either constructing off-street parking consistent with City of Oakland Planning Code or paying the parking in-lieu fee.

Proposed new zoning regulations for the Broadway Valdez District will provide the option for developers to pay an in-lieu fee per parking space instead of constructing those parking spaces. The parking in-lieu fees would allow projects having difficulty meeting on-site parking requirements because of site constraints, financial feasibility, or both, the flexibility to maximize development intensity over building parking. Parking in-lieu fees provide the benefit of facilitating shared parking between uses, thereby maximizing use of the existing parking supply and avoiding decentralized surface lots or garages needed for individual development sites which can limit walkability. Similar to Parking Benefit Districts (See Policy C-6.2) revenues generated by an in-lieu fee program should be used to expand public parking supply through the construction of new parking facilities, or to fund improvements that reduce automobile parking demand, such as pedestrian, bicycle, transit, and streetscape improvements recommended in this Specific Plan.

Policy C-6.10

Reduce the amount of parking required by the Planning Code.

Proposed new Planning Code requirements for the Broadway Valdez District will reduce minimum parking

requirements for both residential and commercial uses. Other proposed changes include a new way of defining parking requirements for ground floor or upper floor uses, in order to allow more flexibility in uses by making it easier to change activities in an existing building without triggering new (higher) parking requirements; it also allows for shared use of parking for different activities on the same floor.

Policy C-6.11

Encourage implementing an area-wide real-time parking information system that includes major parking facilities open to the public.

Through the appropriate management entity (e.g. TPMA or CBD as described above), a real-time parking information system should be incorporated into the overall design of existing and future major parking facilities, especially those serving customers and visitors. The system would include electronic changeable message signs installed at parking entrances, within larger parking facilities, along major roadways providing access in the area, as well as the internet, to inform drivers of the location and number of available parking spaces. This would maximize utilization of all parking facilities, and reduce excessive circulation and driver frustration.

Policy C-6.12

Consider using attendant parking during peak shopping periods at major parking facilities.

The Broadway Valdez District will include a large retail component. Typically, retail parking demand peaks during the holiday shopping period in December. Thus, customer parking supplies need to provide adequate parking supply during the peak December shopping period, but also avoid constructing large amounts of surplus parking that remain unused throughout the rest of the year.

Attendant (and valet) parking can be used to increase the efficiency of the parking supply during the peak shopping period. Attendant parking would increase the effective



Real-time parking information will help control traffic and encourage visitors to park in the District with confidence.



Valet parking may be use at key times to allow quick and convenient access to retail destinations.

parking supply by as much as 15 percent depending on the garage design. Since commercial parking demand is at least 20 percent lower during other times of the year, implementation of attendant parking for customers and visitors only during the peak December shopping period can reduce the parking supply and continue to provide adequate parking supply throughout the rest of the year without the need for attendant parking.

Provision of attendant parking should be incorporated into the design of the parking facilities to improve the efficiency and effectiveness of attendant parking. Parking facilities should be designed to accommodate stacked vehicles and provide areas for attendant staging.

Policy C-6.13

Explore implementing a parking pricing strategy that encourages Plan Area employees to walk, bike, or use transit to travel to and from work.

The effectiveness of pricing strategies on parking demand varies depending on the parking fee and the cost and availability of parking in the surrounding area. Parking pricing for retail customers must also account for competition with other regional retail centers that do not charge for parking. Setting reasonable short-term parking rates and high long-term (over six hours) rates can discourage employees from driving to the area and ensure parking availability for shoppers.

Parking charges can also vary by time of day. Parking rates can be increased during peak periods when parking demand would be highest and transit service most frequent in order to discourage driving and encourage transit use.

Policy C-6.14

Provide metered on-street parking along commercial frontages and explore opportunities to better manage the existing and proposed on-street parking supply through strategies such as smart meters, variable market-based pricing and time restrictions.

Install metered on-street parking on the streets that have commercial frontage in order to provide convenient parking with high turnover rates for short-term commercial customers. Market-based pricing would change the price of on-street parking based on parking demand. This strategy would minimize motor vehicles circulating and looking for available parking spaces and encourage the use of off-street parking facilities.

Policy C-6.15

Consider monitoring parking demand in the Plan Area.



Metered on-street parking should be included throughout the Plan Area.

The appropriate management entity (e.g. TPMA or CBD as described above) will monitor parking demand in the parking facilities and adjust parking management strategies to reflect the observed parking demand.

Policy C-6.16

Study the need for implementation of a Residential Parking Permit (RPP) program on nearby residential neighborhoods.

Since the proposed Specific Plan may provide a limited parking supply and parking demand may exceed parking supply, it is recommended that a Residential Parking Permit (RPP) program on the residential streets within one-half mile of the Plan Area be discussed with area residents, and if approved, implemented to discourage parking spillover from Plan Area into the surrounding residential neighborhoods.

GOAL C-7: Incentives that encourage walking, biking, and transit and discourage driving for Plan Area residents, workers, shoppers, and visitors.

The strategies discussed in this section will benefit all travelers to the Plan Area, including residents, employees, shoppers, and visitors. However, it is expected that area residents and employees will benefit the most. These groups are more likely to modify their

commute patterns as they regularly commute to and from the Plan Area and would be familiar with the area. However, these strategies will also benefit non-regular visitors to the area, such as shoppers and medical office visitors.

Policy C-7.1

Implement a comprehensive wayfinding signage program in the Plan Area with an emphasis on pedestrian, bicycle, transit, and parking facilities.

The signage should be branded and be prioritized on key pedestrian routes to and from BART, bus stops, and key destinations in the Plan Area and key bicycle routes such as Webster Street's Bicycle Boulevard. Wayfinding signage may incorporate historical markers in the historic preservation areas. Auto-oriented wayfinding should also be provided for parking areas to reduce cruising for parking. The wayfinding signage program can be implemented by the TPMA and/or in coordination with other wayfinding programs in the City, such as the ongoing bicycle wayfinding program.

Policy C-7.2

Provide bicycle support facilities such as attendant bicycle parking/bike station, and/or bike sharing/ rental program.

In addition to bicycle parking facilities, bicycle support facilities that encourage bicycling may include attended bicycle parking (or a bicycle station), repair facilities at major destinations, and potentially a bike sharing or rental program to facilitate regional connections. The TMPA can operate or oversee these bicycle support facilities.

Policy C-7.3

Consider providing Plan Area residents with a transit pass and/or transit subsidies.

Providing transit passes to Plan Area residents can offer significant benefits including: a monthly subsidy towards transit usage, a steady funding stream for enhanced transit service, and a "self selection" incentive – whereby more transit-inclined residents will be attracted to live in the Plan Area. The cost of the transit pass can be included in monthly homeowners' association dues or rent.

Policy C-7.4

Explore providing transit validation for shoppers who use transit to travel to the Plan Area.

Similar to parking validation where patrons receive a reimbursement or subsidy for their parking costs, with transit validation, retail patrons would receive a refund for their transit costs to access the Plan Area. The refund can be provided through Clipper Card and should be funded by the appropriate management entity (e.g. TPMA or CBD as described above) through collection of parking fees, or commercial rents. The implementation of a transit validation system would need to be coordinated with local transit agencies.

Policy C-7.5

Through participation in the TPMA, employers in the Plan Area would be encouraged to participate in TDM programs that encourage the use of transit and facilitate walking and bicycling among their employees through both incentives and disincentives.

Elements of the TDM programs may include:

- Commuter Benefits program for tax-free paycheck deductions of transit and bicycle commuter expenses
- AC Transit's EasyPass program which will provide unlimited bus use at a discount bulk rate
- Carpool/vanpool ride-matching and preferential parking for carpool/vanpools
- Guaranteed Ride Home Program
- Compressed work weeks, flex time, and telecommuting options.

6.5 KEY STREETS & INFRASTRUCTURE IMPROVEMENTS

Based on the policies and strategies outlined in previous sections, improvements along streets and at specific intersections in the Plan Area are described below.

6.5.1 BROADWAY

Broadway (Figure 6.5) is a major north-south arterial through the Broadway Valdez District. Within the Plan Area, it provides two travel lanes in each direction, parallel parking on both sides of the street, and a center raised median. Broadway also provides Class 2 bicycle lanes north of 23rd Street. Sidewalks on both sides of Broadway are currently about 10 feet wide.

- The Specific Plan will maintain the current 80-foot curb-to-curb cross-section and lane widths on Broadway. The Specific Plan includes the following improvements on Broadway:
- Maintain 11-foot travel lanes to provide for buses and vehicular circulation
- Widen the sidewalks along Broadway by requiring 4-foot building setbacks from the public right-of-way on blocks that sites are mostly vacant to better accommodate and encourage the expected active ground level uses.
- Neck-down key intersections with bulb-outs to calm traffic, facilitate pedestrian crossing, and expand bus stops
- Provide a consistent planting of large street trees and attractive pedestrian-scaled lighting
- Add transit shelters and facilities at key transit stops

6.5.2 27TH STREET

27th Street (Figure 6.6) is a major east-west arterial through the Broadway Valdez District which connects the Plan Area to Lake Merritt and points east and west. Within the Plan Area, it provides two travel lanes in each direction, parallel parking on both sides of the street, and a center raised median. 27th Street was recently reconfigured to eliminate one travel lane and provide a Class 2 bicycle lane in each direction. As part of the recent reconfiguration, additional striping was completed to widen the effective width of the existing median. Sidewalks on both sides of 27th Street currently vary between 8 and 10 feet.

The Specific Plan will maintain the current 86-foot curb-to-curb cross-section and lane widths on 27th Street. The Specific Plan includes the following improvements on 27th Street:

- Replace the striped median by widening the existing landscaped median to accommodate more robust landscaping, possible storm-water treatment (rain garden), and a left-turn lane at intersections
- Widen the sidewalk on the south side of 27th Street by requiring 4-foot building setbacks from the public right-of-way to better accommodate and encourage the expected active ground level uses.
- Add bulb-outs and remove free-right turn lanes at intersections to calm traffic and facilitate pedestrian crossing

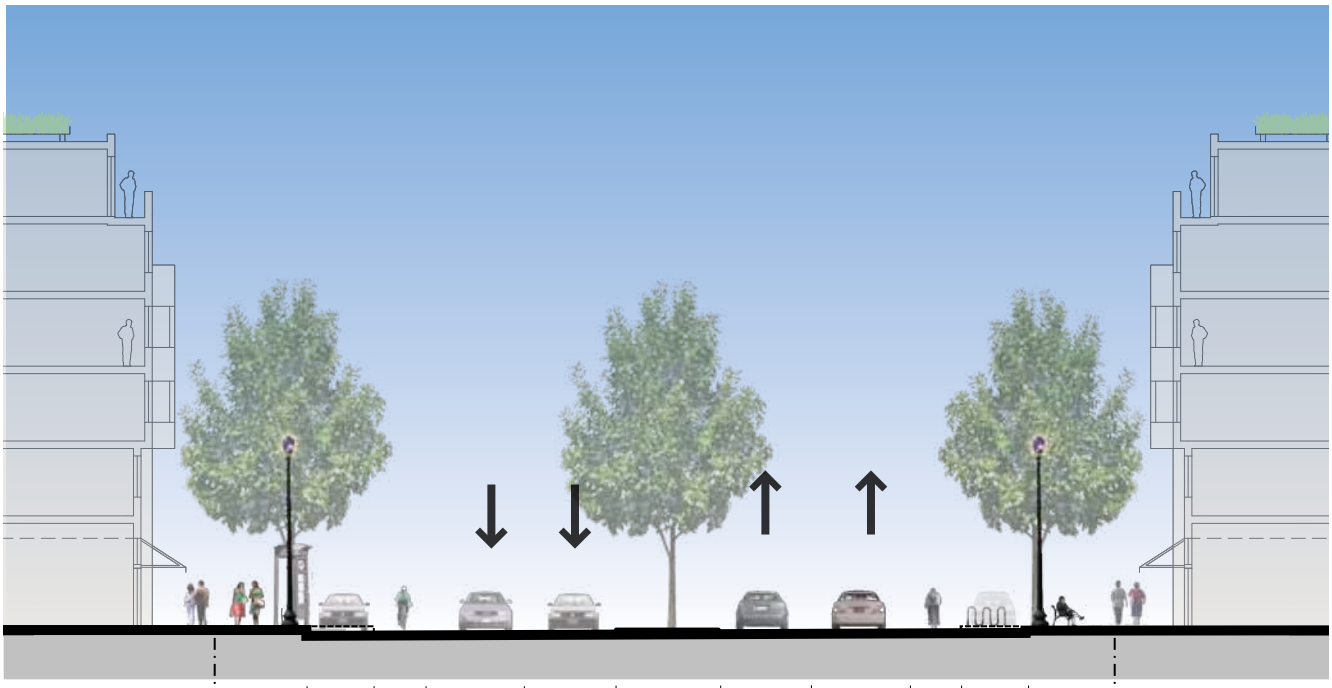
6.5.3 VALDEZ STREET

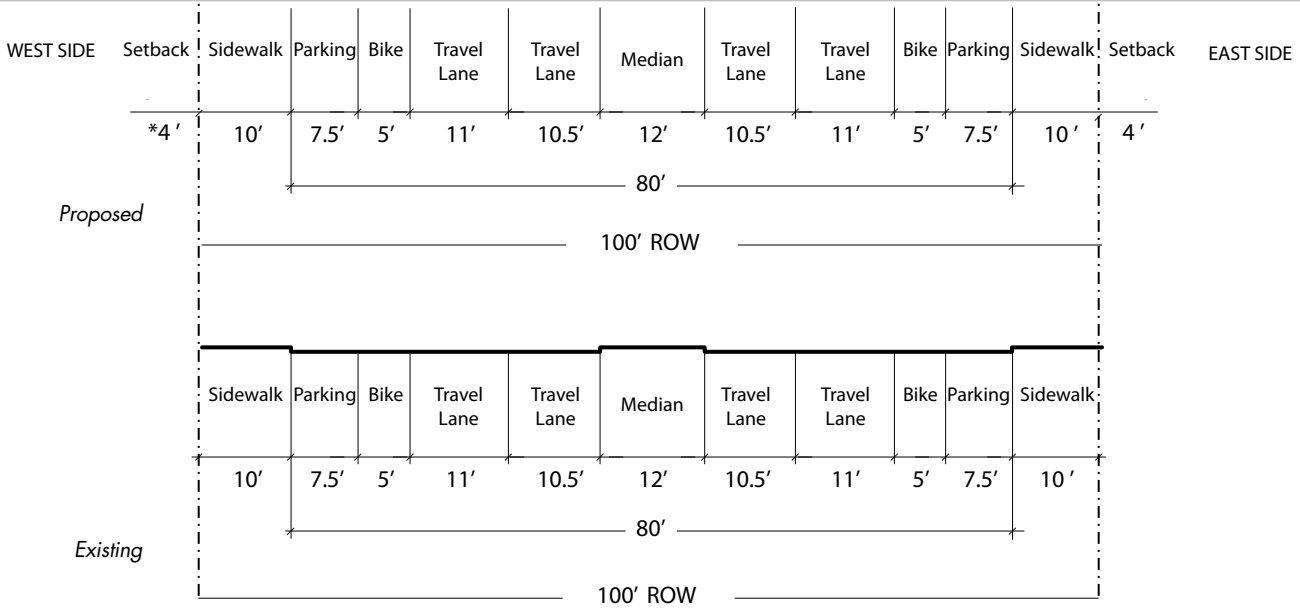
Valdez Street (Figure 6.7) is a north-south local street through the Valdez Triangle. It provides one travel lane, parallel parking, and 9-foot sidewalks in each direction.

The Specific Plan identifies Valdez Street as primary shopping street and includes the following improvements:

- Continue to provide one travel lane and parallel parking in each direction, but reduce the curb-to-curb street width from 48 feet to 36 feet in order to widen the sidewalks from 9 feet to 15 feet and better accommodate pedestrian flow, street trees, and other streetscape amenities.

FIGURE 6.5: BROADWAY CROSS-SECTION





Notes:

* *4′ Setback from Property Line*
This applies only to blocks of predominantly vacant or underutilized parcels in order to be able to establish a wider sidewalk; this would not be required for infill parcels (which would result in an uneven streetwall).

** *Existing + Proposed Cross-sections show typical conditions along Broadway, and is for illustrative purposes only. Actual curb-to-curb cross-sections and lane widths may vary at some locations. Future travel lane widths would vary between 10 and 12 feet, depending on context (e.g. buses or trucks utilize the street), and would not exceed existing travel lane widths.*

FIGURE 6.6: 27TH STREET CROSS-SECTION

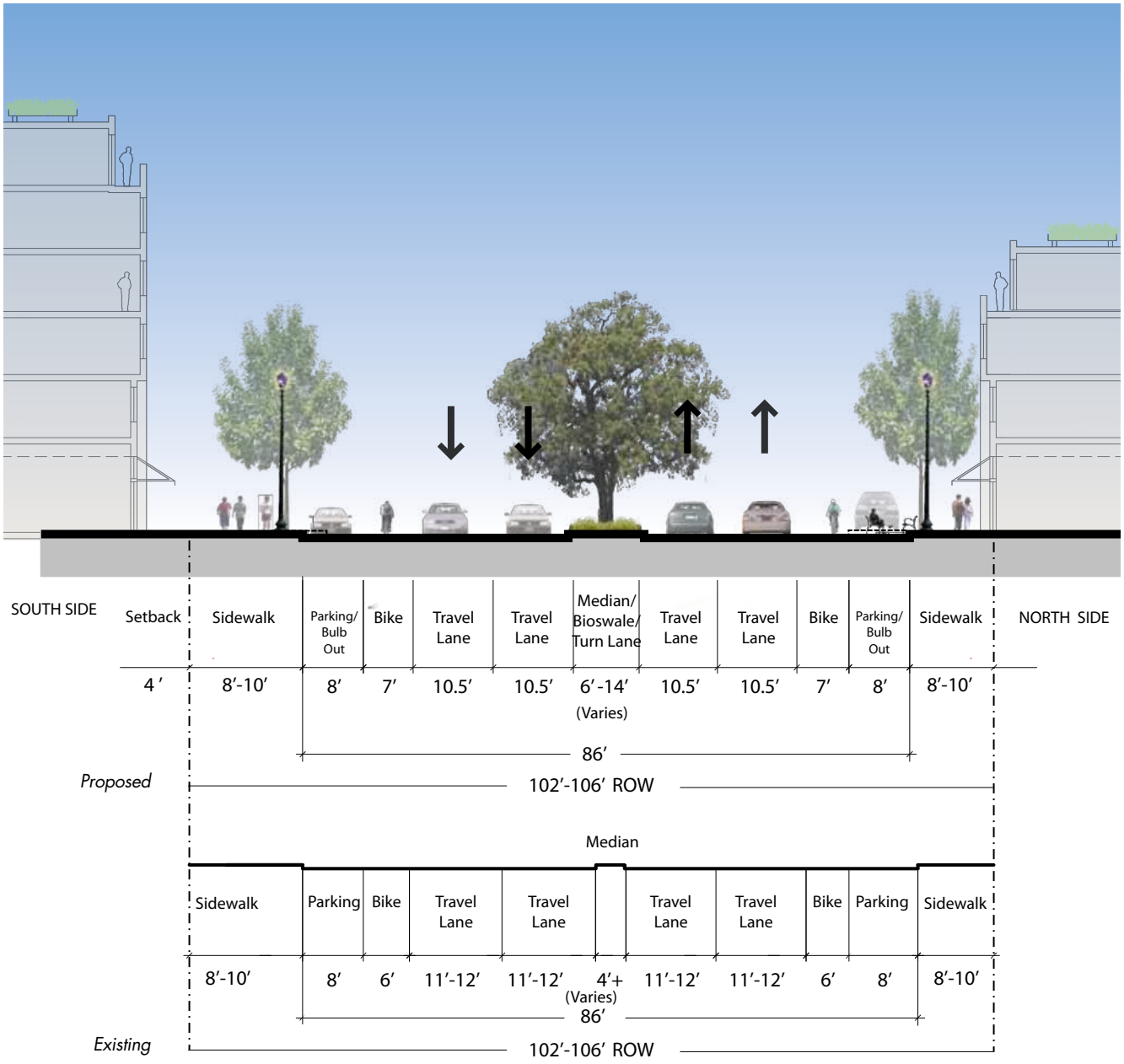
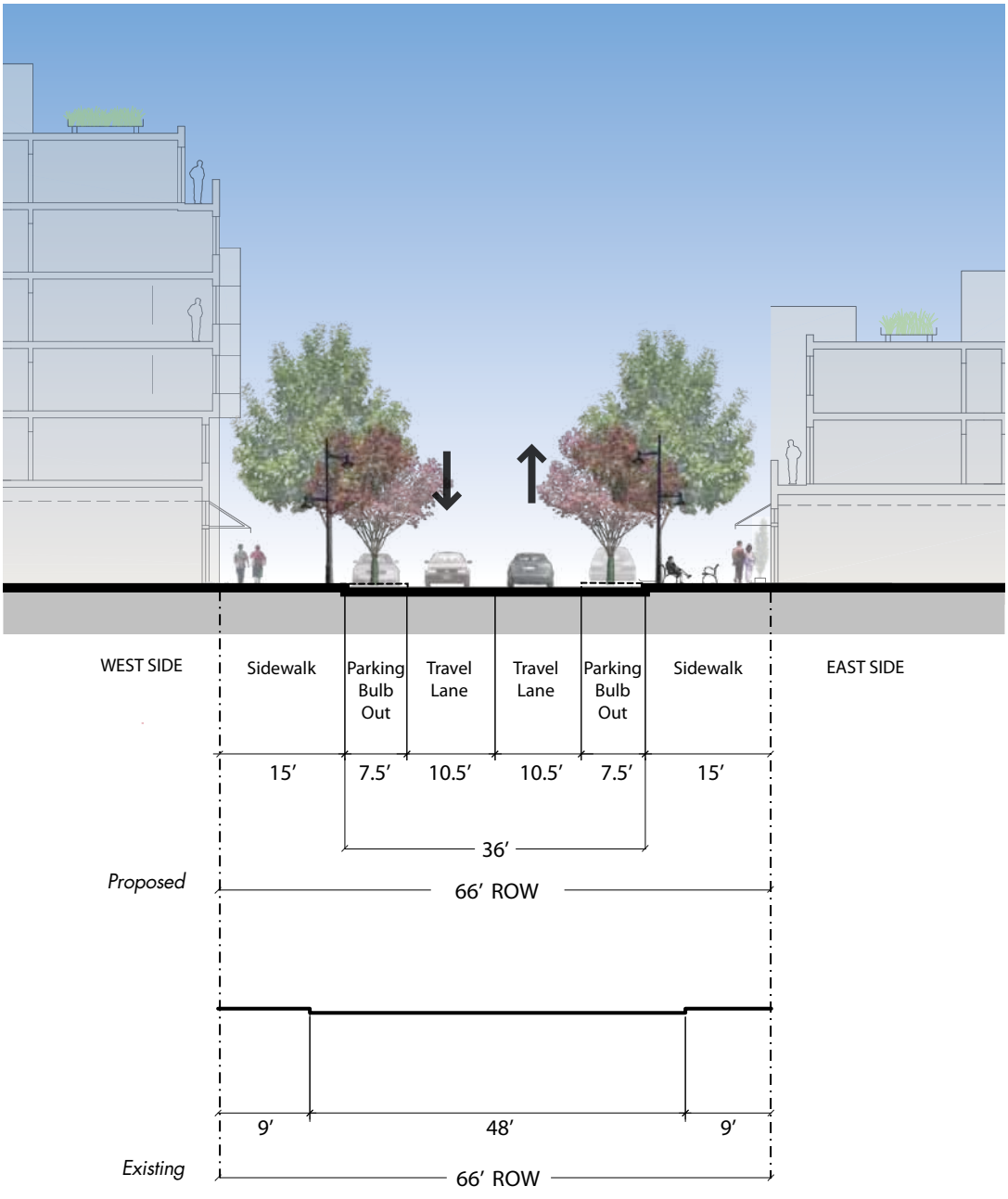


FIGURE 6.7: VALDEZ STREET CROSS-SECTION



- Add bulb-outs at key intersections to calm traffic and facilitate pedestrian crossing. Bulb-out will include space for an additional row of trees which will further enhance pedestrian realm.
- Provide a consistent planting of large street trees
- Provide attractive pedestrian-scaled lighting

6.5.4 24TH STREET

24th Street (Figure 6.8) is an east-west local street through the Valdez Triangle. It provides one travel lane, parallel parking, and 10-foot sidewalks in each direction.

The Specific Plan identifies 24th Street as primary shopping street and includes the following improvements:

- Continue to provide one travel lane and parallel parking in each direction, but reduce the curb-to-curb street width from 45 feet to 37 feet in order to widen the sidewalks from 9 feet to 14.5 feet and better accommodate pedestrian flow, street trees, and other streetscape amenities
- Add bulb-outs at key intersections to calm traffic and facilitate pedestrian crossing
- Provide a consistent planting of large street trees
- Provide attractive pedestrian-scaled lighting
- Convert 24th Street between Valdez and Harrison Streets from one-way to two-way circulation

6.5.5 29TH STREET

29th Street (Figure 6.9) is an east-west collector in the North End. It provides one travel lane, parallel parking, and 12-foot sidewalks in each direction. The Specific Plan will maintain the current 40-foot curb-to-curb cross-section on 29th Street and includes the following improvements on 29th Street:

- Maintain existing 12-foot sidewalk widths to accommodate pedestrian flow and amenities
- Maintain existing curb-to-curb cross-section, but stripe to provide 8-foot parking and 12-foot travel lanes
- Add bulb-outs at key intersections to calm traffic, facilitate pedestrian crossing, and accommodate rain gardens and other landscape features to aid in storm-water management
- Provide a consistent planting of street trees
- Provide attractive pedestrian-scaled lighting

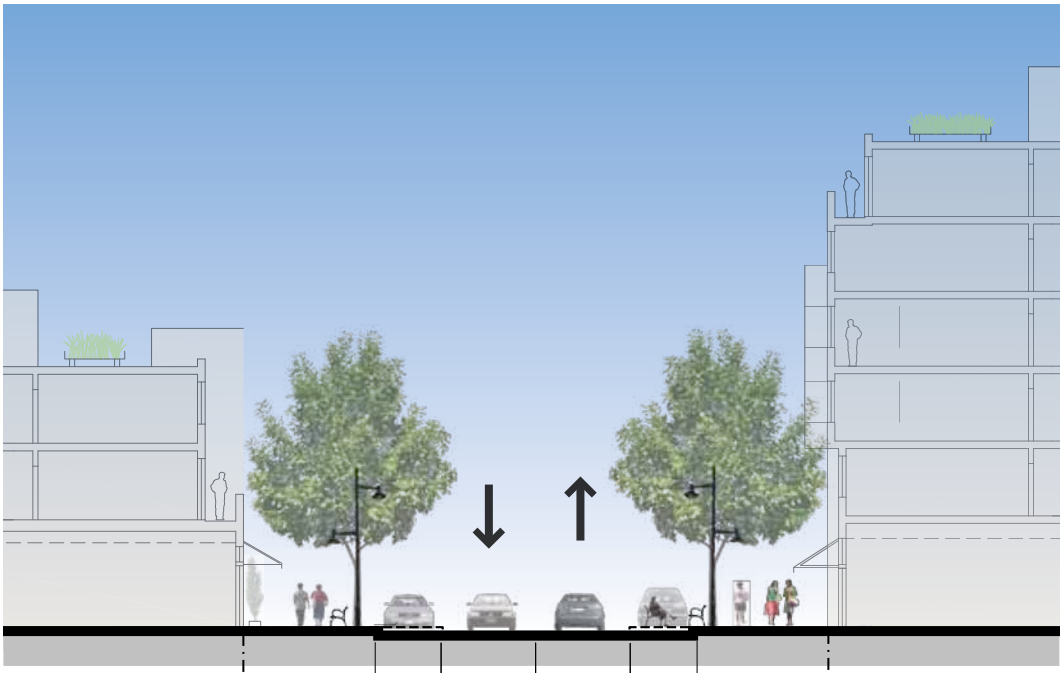
6.5.6 30TH STREET, HAWTHORNE AVENUE AND 34TH STREET

These streets are east-west local streets in the North End. Each street provides one travel lane, parallel parking, and minimum 8-foot sidewalks in each direction. (Figure 6.10)

The Specific Plan will maintain the current curb-to-curb cross-section on these streets which range between 32 to 40 feet. The Specific Plan includes the following improvements:

- Maintain existing sidewalk widths and existing curb-to-curb cross-section
- Add bulb-outs at key intersections to calm traffic, facilitate pedestrian crossing, and accommodate rain gardens and other landscape features to aid in storm-water management
- Provide a consistent planting of street trees
- Provide attractive pedestrian-scaled lighting

FIGURE 6.8: 24TH STREET CROSS-SECTION



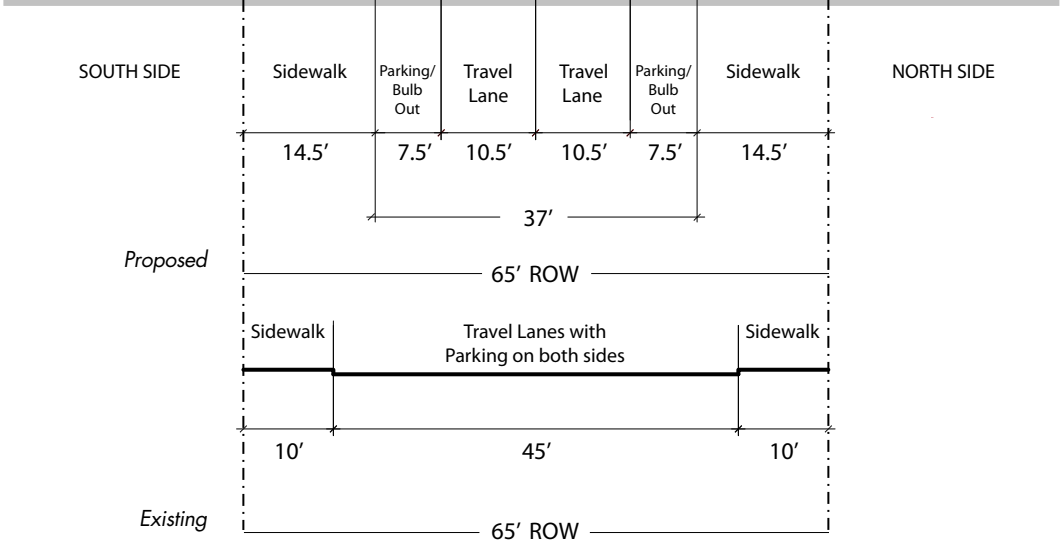


FIGURE 6.9: 29TH STREET CROSS-SECTION

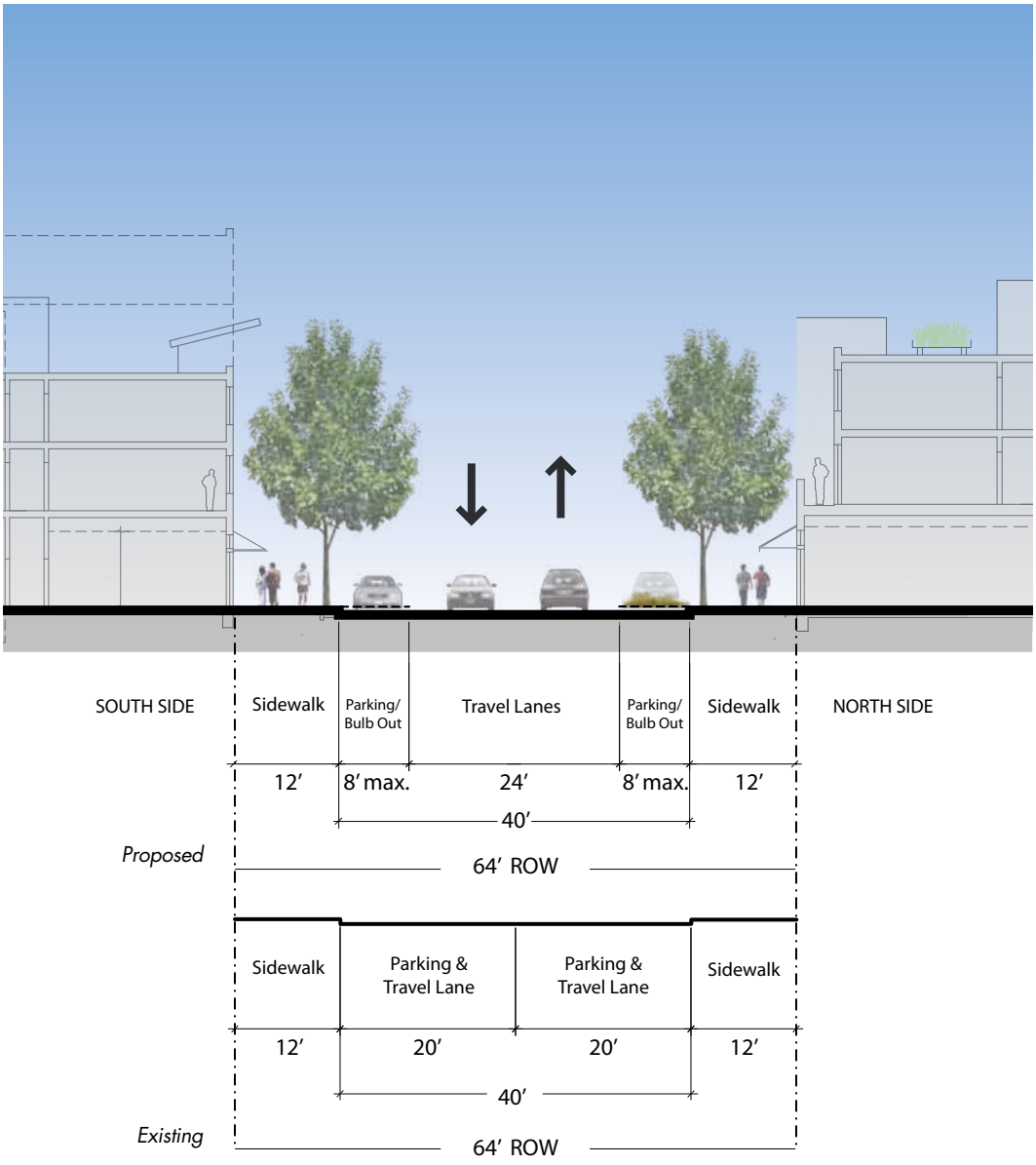
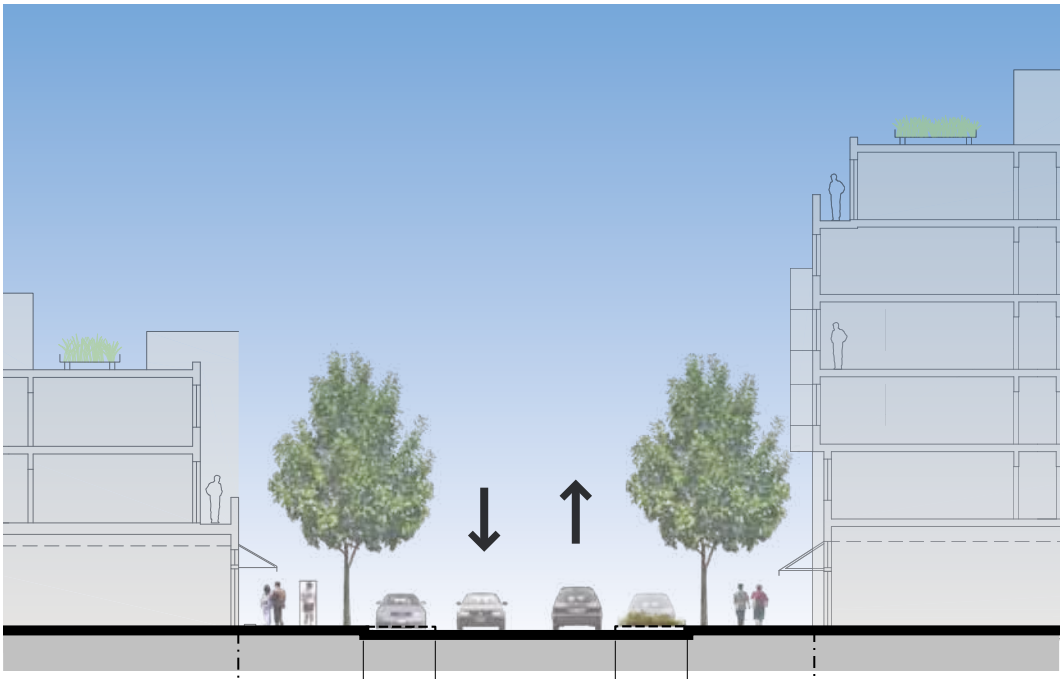
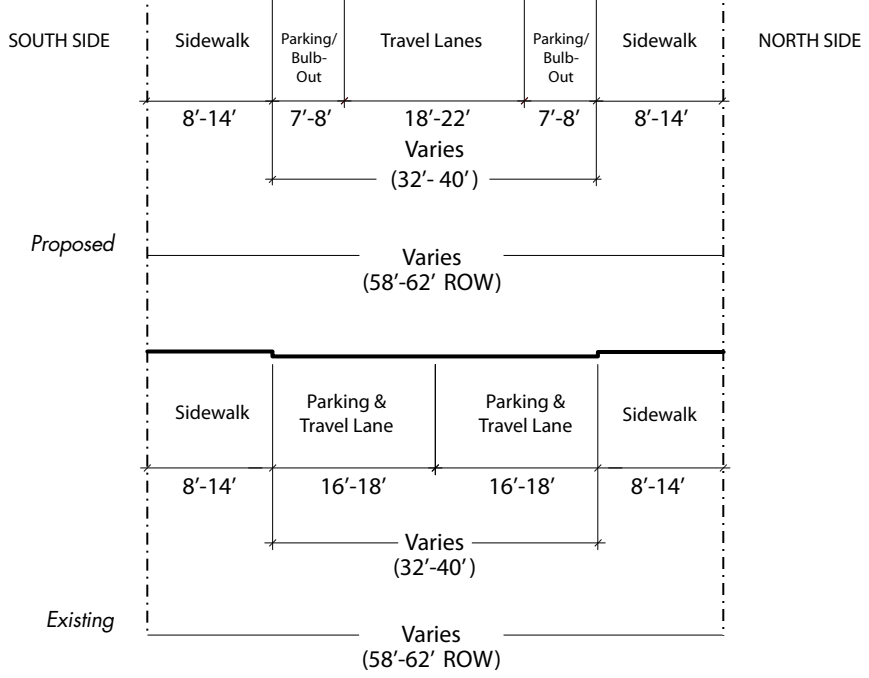


FIGURE 6.10: 30TH STREET, HAWTHORNE AVENUE, AND 34TH STREET CROSS-SECTION





6.5.7 PIEDMONT AVENUE

Piedmont Avenue (Figure 6.11) is a minor north-south arterial in the North End. It provides one travel lane, parallel parking, and 8-foot sidewalks in each direction.

The Specific Plan will maintain the current 52-foot curb-to-curb cross-section on Piedmont Avenue and includes the following improvements:

- Re-stripe street cross-section to provide 8-foot parking lanes, 6-foot bike lanes, and 12-foot travel lanes in each direction, consistent with the City of Oakland 2007 Bicycle Master Plan.
- Provide a consistent planting of street trees
- Provide attractive pedestrian-scaled lighting
- Add bulb-outs at key intersections to calm traffic, facilitate pedestrian crossing, and accommodate rain gardens and other landscape features to aid in storm-water management

6.5.8 INTERSECTION CHANGES

Changes at specific intersections throughout the Plan Area are described below.

HARRISON STREET/ 27TH STREET/ 24TH STREET/ BAY PLACE INTERSECTION

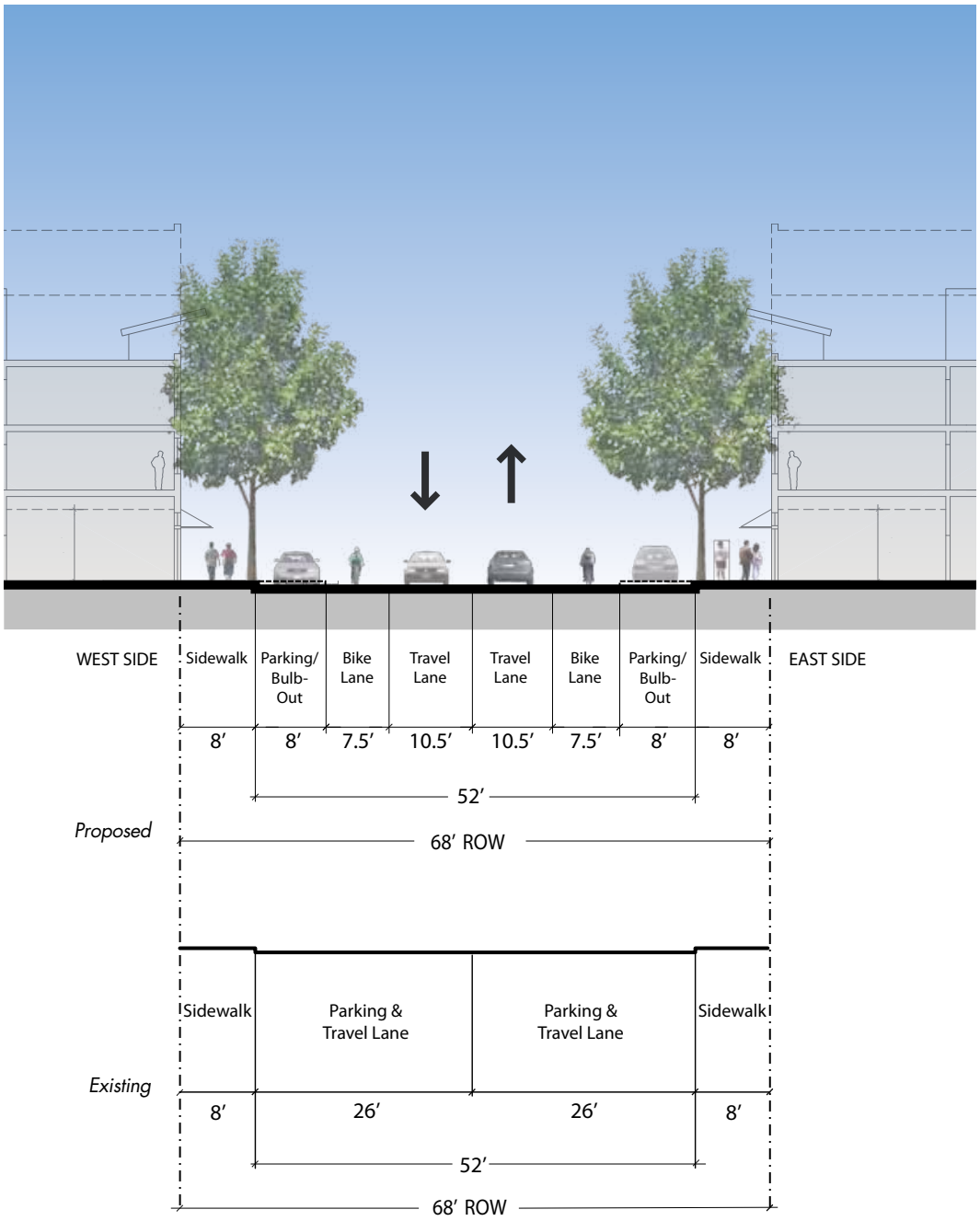
The five-legged Harrison Street/27th Street/24th Street/Bay Place intersection is one of the few congested locations in the Plan Area. The large size and configuration of the intersection requires long pedestrian crossings on several approaches which result in long signal cycle length and added delay for all users. The intersection serves as an important gateway for pedestrians, bicycles, and automobiles. Harrison Street provides freeway access between the Plan Area, Downtown Oakland and I-580. The intersection also connects the Plan Area to Lake Merritt and Adams Point neighborhood.

Figure 6.12 shows the proposed mitigation measure needed at the Harrison Street/27th Street/24th Street/Bay Place intersection in order to mitigate impacts generated by Plan Area traffic, as indicated in the Broadway Valdez District Specific Plan EIR:

- Reconfigure the 24th Street approach at the intersection to restrict access to 24th Street to right-turns only from 27th Street and create a pedestrian plaza at the intersection approach
- Replace channelized right-turn from southbound Harrison Street to 27th Street with a pedestrian plaza and right-turn lane (See Policy C-2.7)
- Based on the above modifications, realign pedestrian crosswalks to shorten pedestrian crossing distances
- Modify traffic signal equipment
- Convert 24th Street between Valdez and Harrison Streets to two-way circulation and allow right-turns from 24th Street to southbound Harrison Street south of the intersection, which will require acquisition of private property in the southwest corner of the intersection

These changes would reduce congestion and delay for all users by reducing the intersection's size and shortening the signal cycle length needed to serve all vehicular approaches and pedestrian crossings at the intersection. These changes would also improve safety by reducing potential conflicts and improving sight distances for all users, and are consistent with the Harrison Street/ Oakland Avenue Community Transportation Plan (February 2010) Preferred Concept. These improvements can be implemented in two phases. Phase 1 would include the first four improvements listed above. They can be implemented without acquisition of private property; therefore their implementation can be prioritized. Phase 2 would consist of the last improvement listed above and can be implemented if and when the adjacent property is developed.

FIGURE 6.11: PIEDMONT AVENUE CROSS-SECTION



BROADWAY/ 27TH STREET INTERSECTION

Figure 6.13 shows the proposed improvements at the Broadway/27th Street intersection:

- Remove the channelized right-turn from westbound 27th Street to northbound Broadway and provide a pedestrian plaza in the northeast corner of the intersection
- Widen sidewalk along southbound Broadway from just north of 28th Street to 27th Street to provide space for a bus shelter and other amenities at the existing bus stop.

BROADWAY/ WEBSTER STREET/ 25TH STREET INTERSECTION

Figure 6.14 shows the proposed improvements at the Broadway/Webster Street/ 25th Street intersection:

- Remove the channelized island on the Webster Street approach
- Extend the existing plaza on the northeast corner of the intersection further south to align the westbound Webster Street approach with 25th Street and allow the through movement from westbound Webster Street to 25th Street
- Extend the existing southbound left-turn lane on Broadway
- Provide a crosswalk on the north approach of Broadway
- Create bulb-outs on the northeast, southeast, and southwest corners of the intersection to ensure pedestrian safety
- Move bus stop to the north side of Webster Street on the east side of Broadway

BROADWAY/PIEDMONT AVENUE INTERSECTION

Figure 6.15 shows the proposed improvements at the Broadway/ Piedmont Avenue intersection.

- Consider converting the existing right-turn lane on northbound Broadway to a combined right-turn lane/ bus queue jump lane. (In this configuration, buses would stop at the existing bus stop between Brook Street and Piedmont Avenue and then use the right-turn lane to bypass the stopped through vehicles on the northbound approach of the intersection.) (See Section 6.3.1)
- Relocate bus stop serving the intersection of Piedmont Avenue on the west side of Broadway from north to south of Hawthorne Avenue. Add curb extension for the bus stop.

VALDEZ STREET/24TH STREET INTERSECTION

Figure 6.16 shows the proposed improvements at the Valdez Street/ 24th Street intersection:

- Add bulb-outs at all four corners of the intersection
- Provide crosswalks on all four approaches of the intersection

VALDEZ STREET/ 27TH STREET/ 26TH STREET INTERSECTION

Figure 6.17 shows the proposed improvements at the Valdez Street/ 24th Street intersection:

- Remove channelized right-turn from eastbound 27th Street to southbound Valdez Street and provide a pedestrian plaza/park
- Remove channelized right-turn from northbound Valdez Street to eastbound 27th Street and provide a pedestrian plaza/park
- Provide a crosswalk on the west approach of 27th Street
- Add bulb-outs to reduce pedestrian crossing distance on all intersection approaches with crosswalks

INTERSECTIONS ALONG BROADWAY

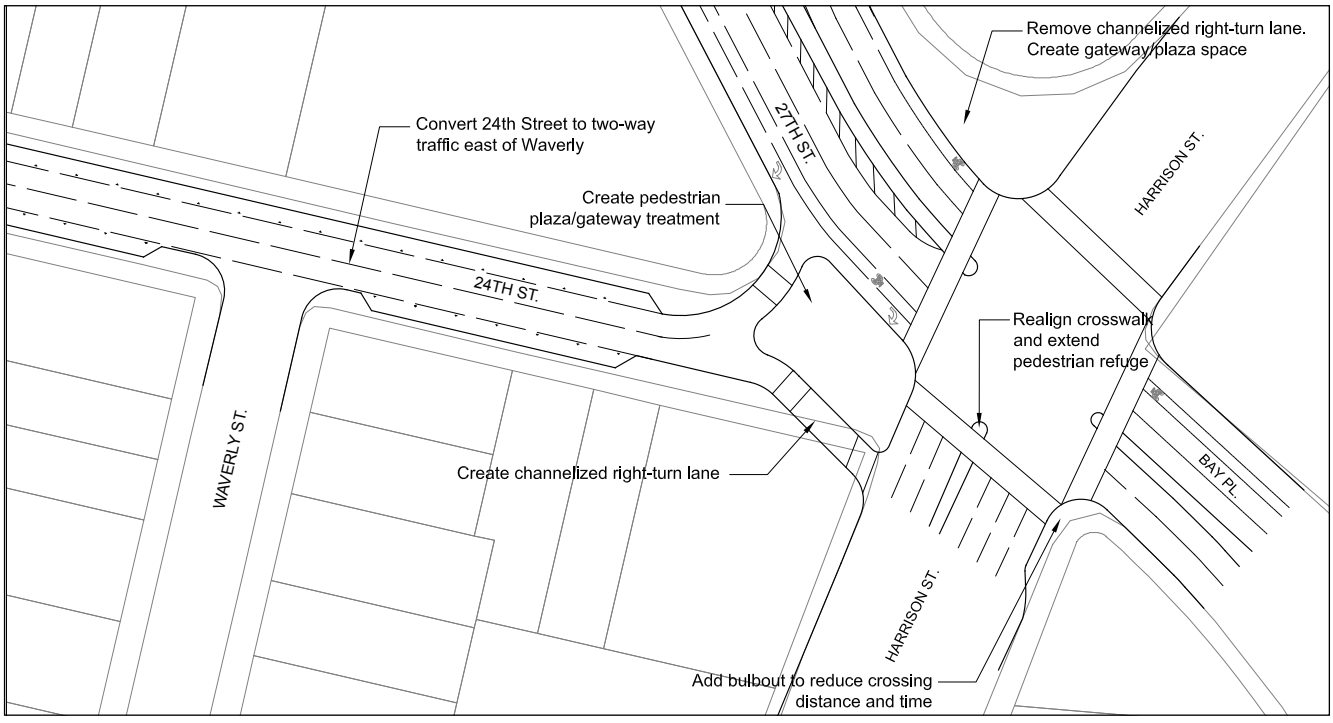
Figure 6.18 shows the proposed improvements at a typical intersection along Broadway:

- To the extent feasible, add bulb-outs at all four corners of each intersection along Broadway.

FIGURE 6.12: HARRISON, 27TH, 24TH & BAY PLACE INTERSECTION



Aerial View - Existing Configuration

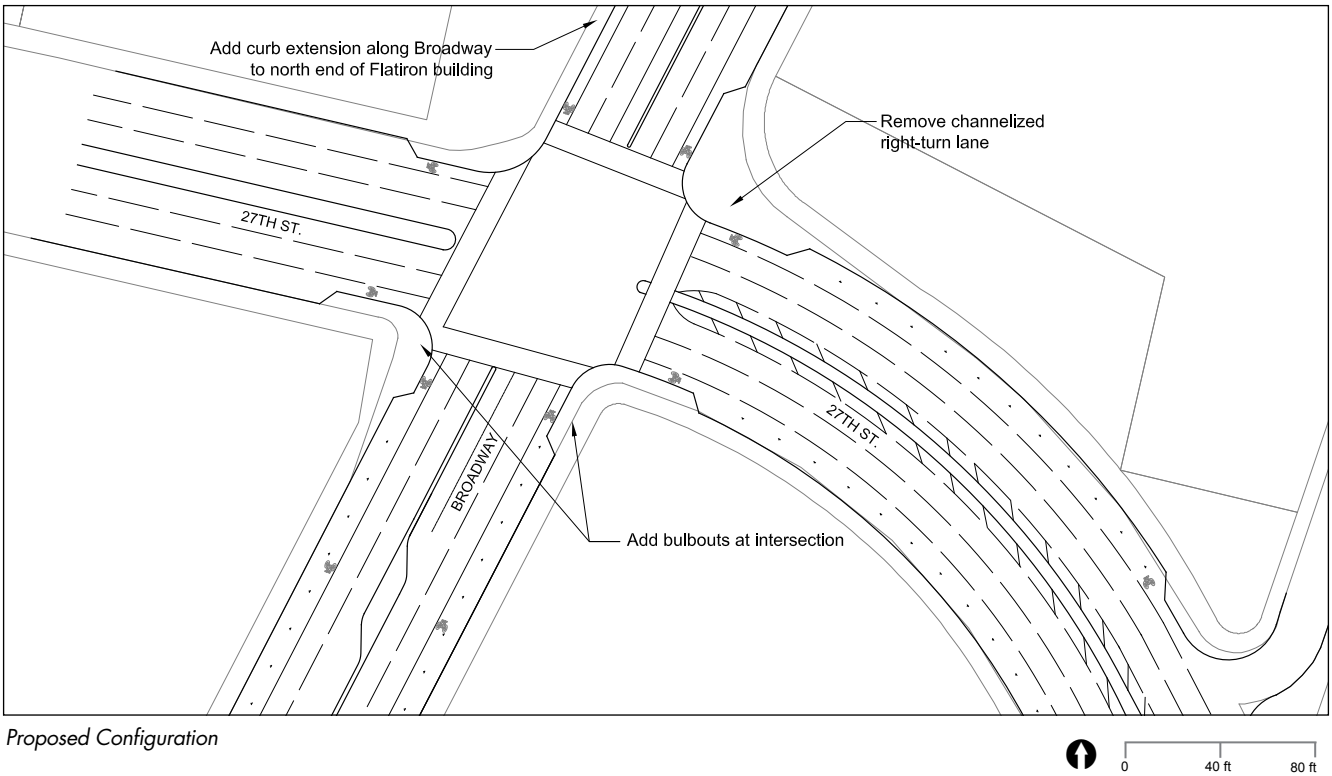


Proposed Configuration

FIGURE 6.13: BROADWAY & 27TH INTERSECTION



Aerial View - Existing Configuration

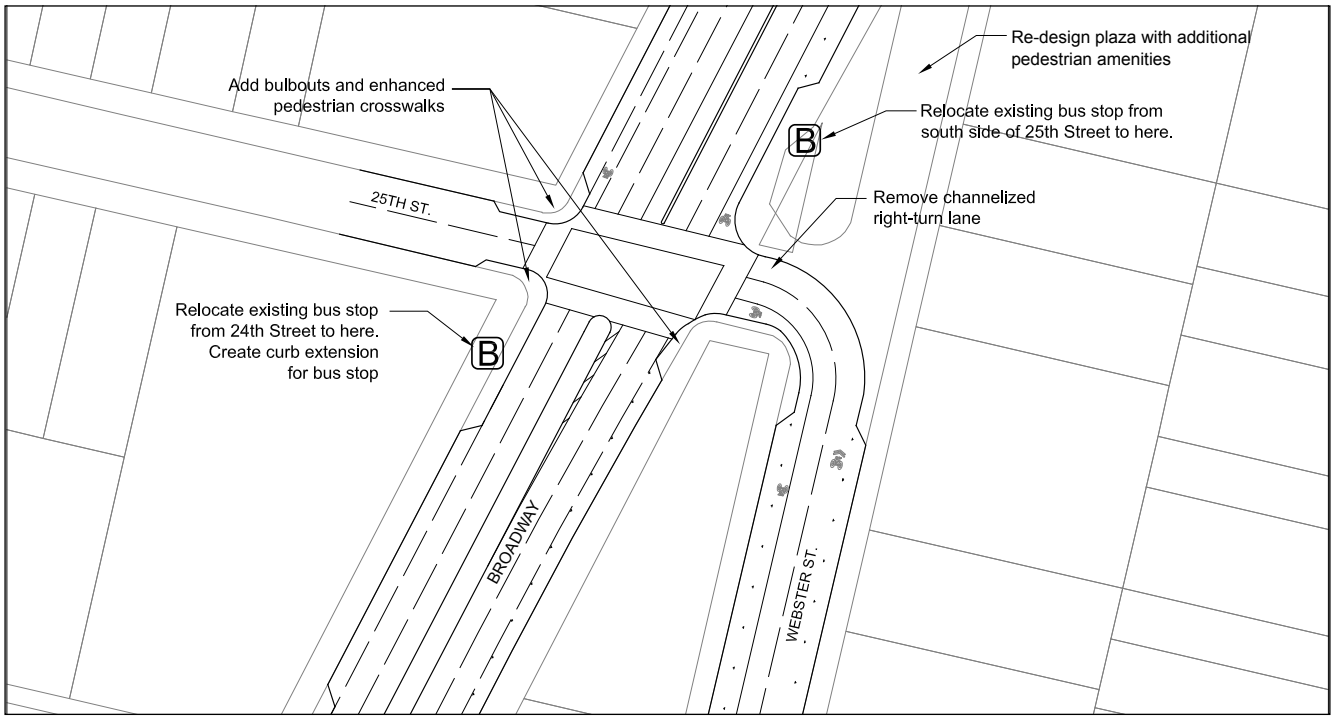


Proposed Configuration

FIGURE 6.14: BROADWAY, 25TH & WEBSTER INTERSECTION



Aerial View - Existing Configuration

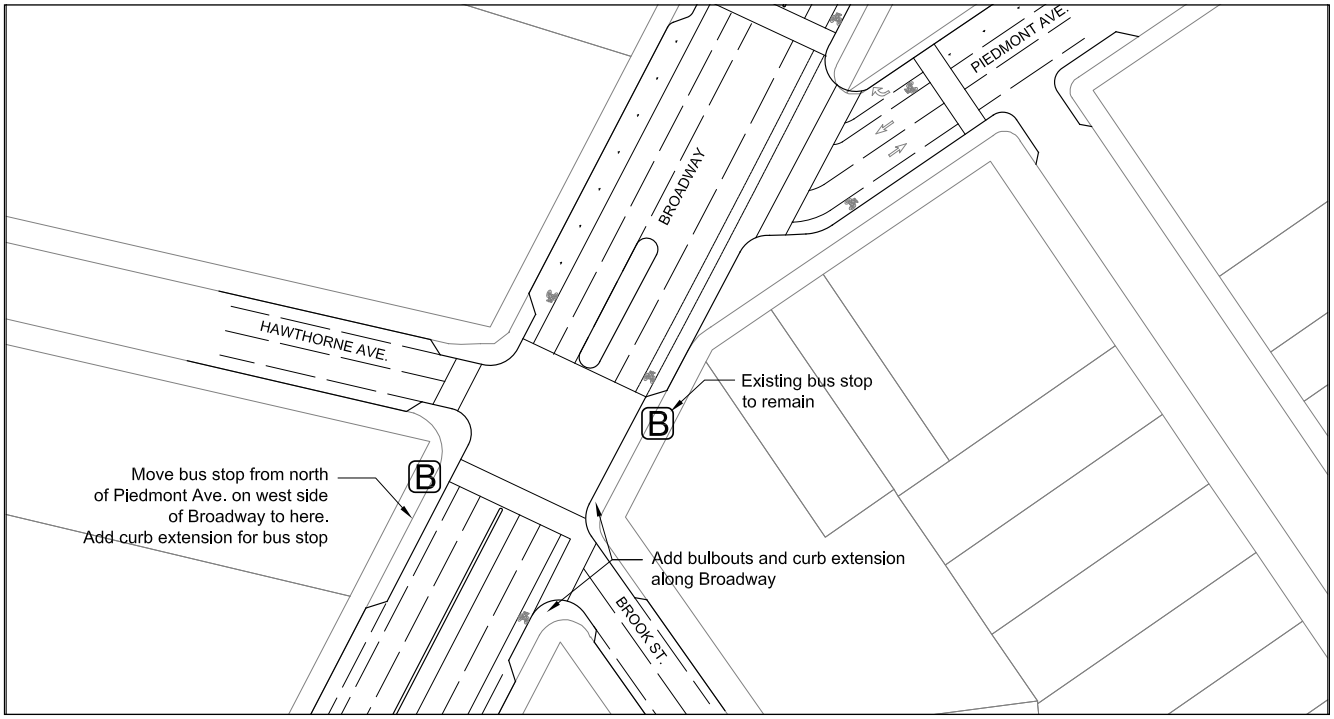


Proposed Configuration

FIGURE 6.15: BROADWAY, PIEDMONT, HAWTHORNE & BROOK INTERSECTION

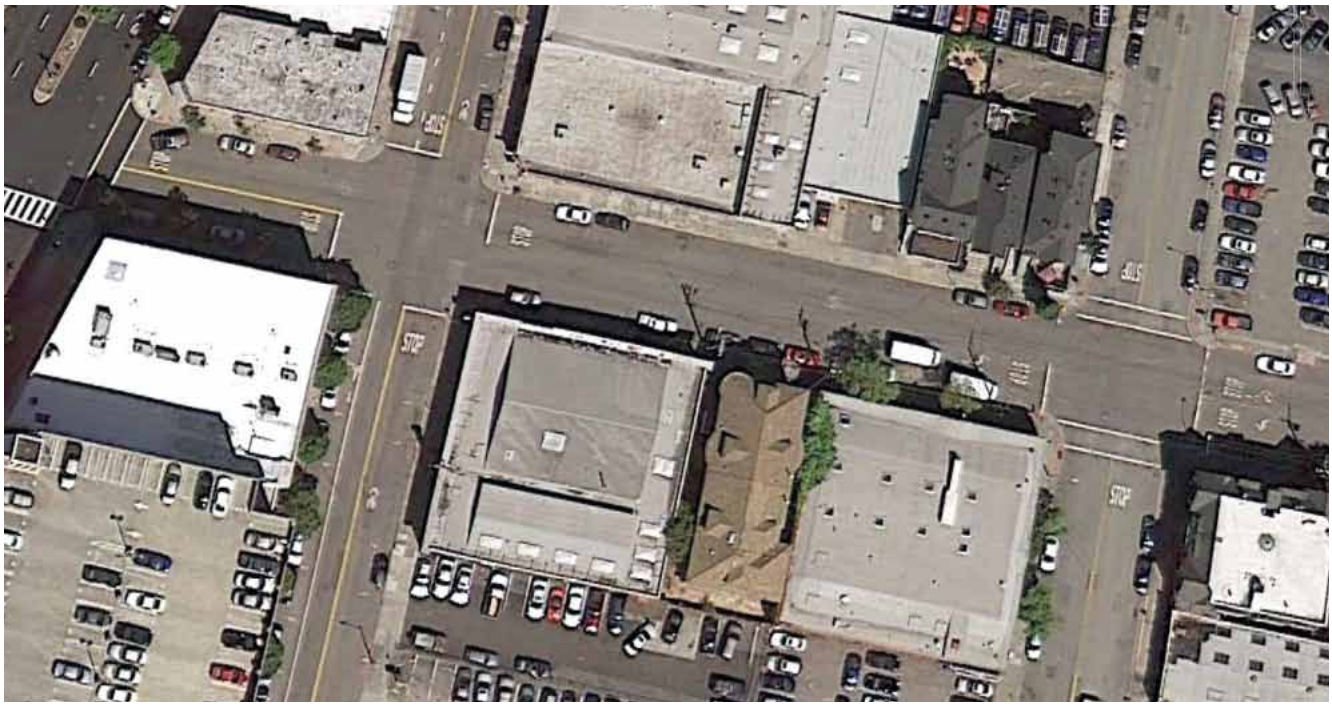


Aerial View - Existing Configuration

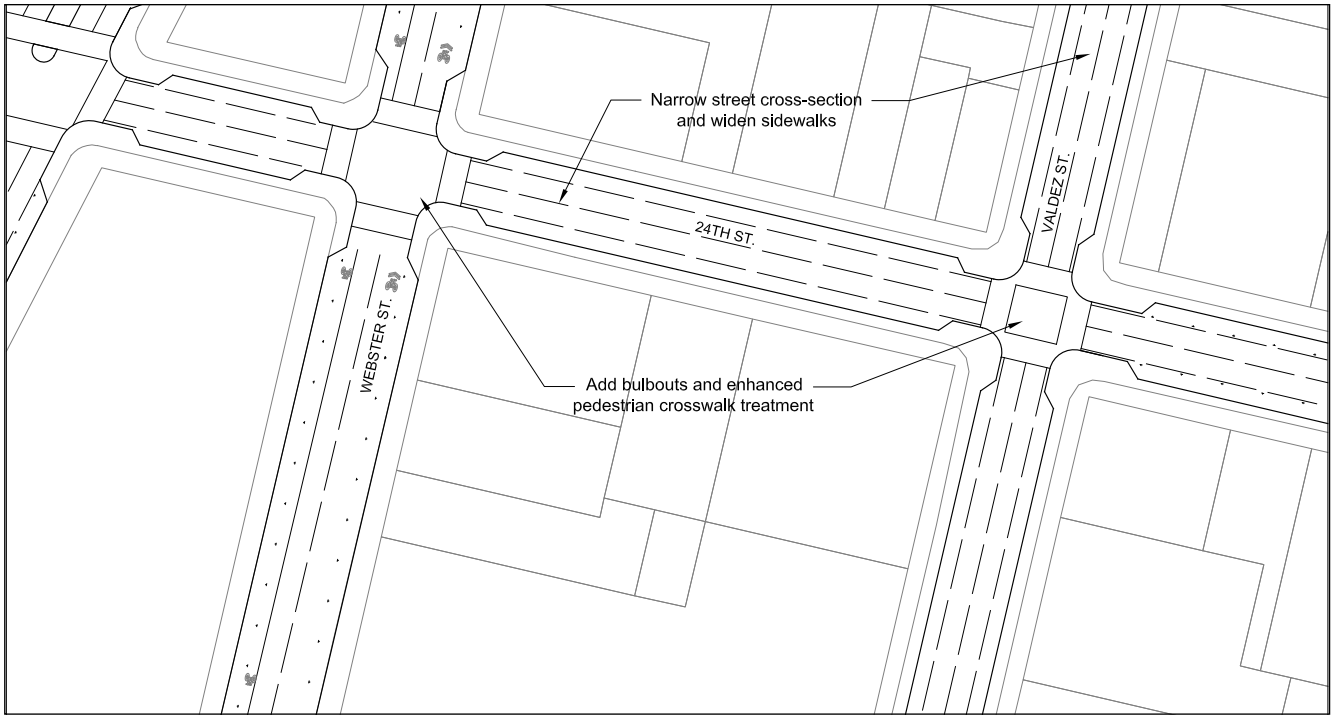


Proposed Configuration

FIGURE 6.16: VALDEZ & 24TH INTERSECTION



Aerial View - Existing Configuration

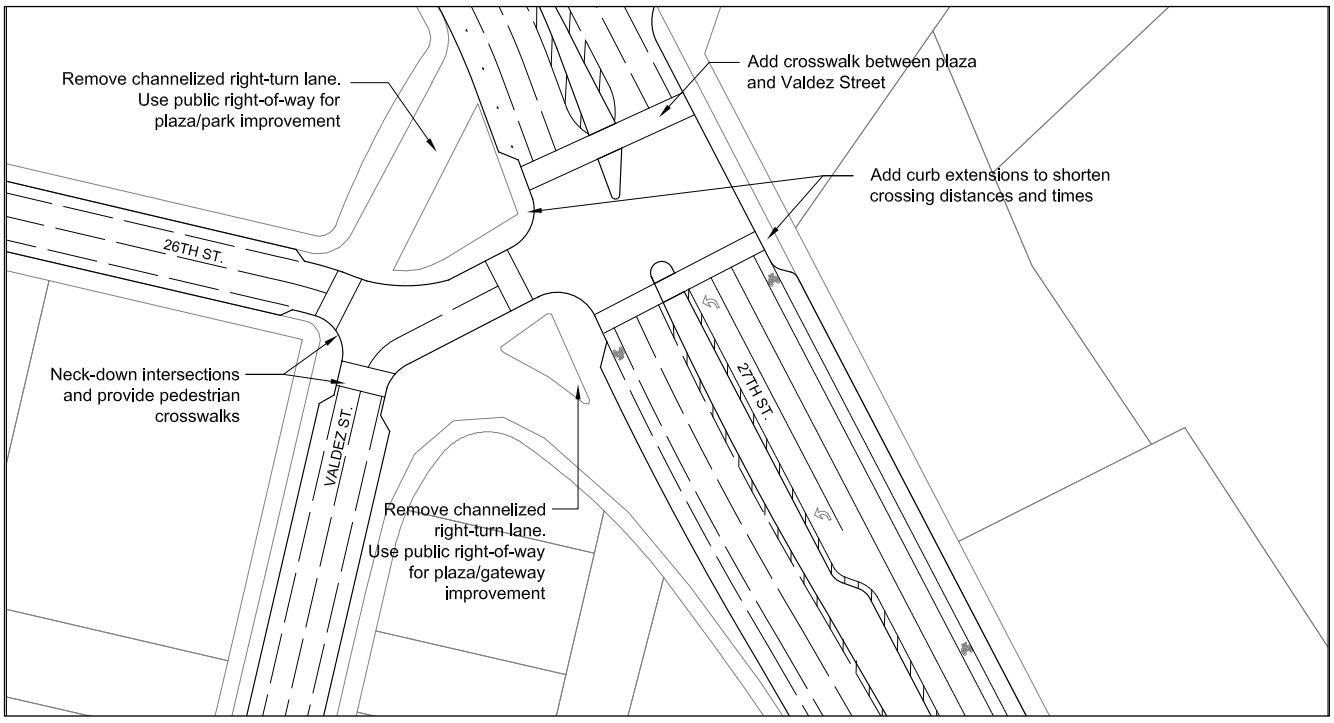


Proposed Configuration

FIGURE 6.17: VALDEZ & 27TH INTERSECTION



Aerial View - Existing Configuration

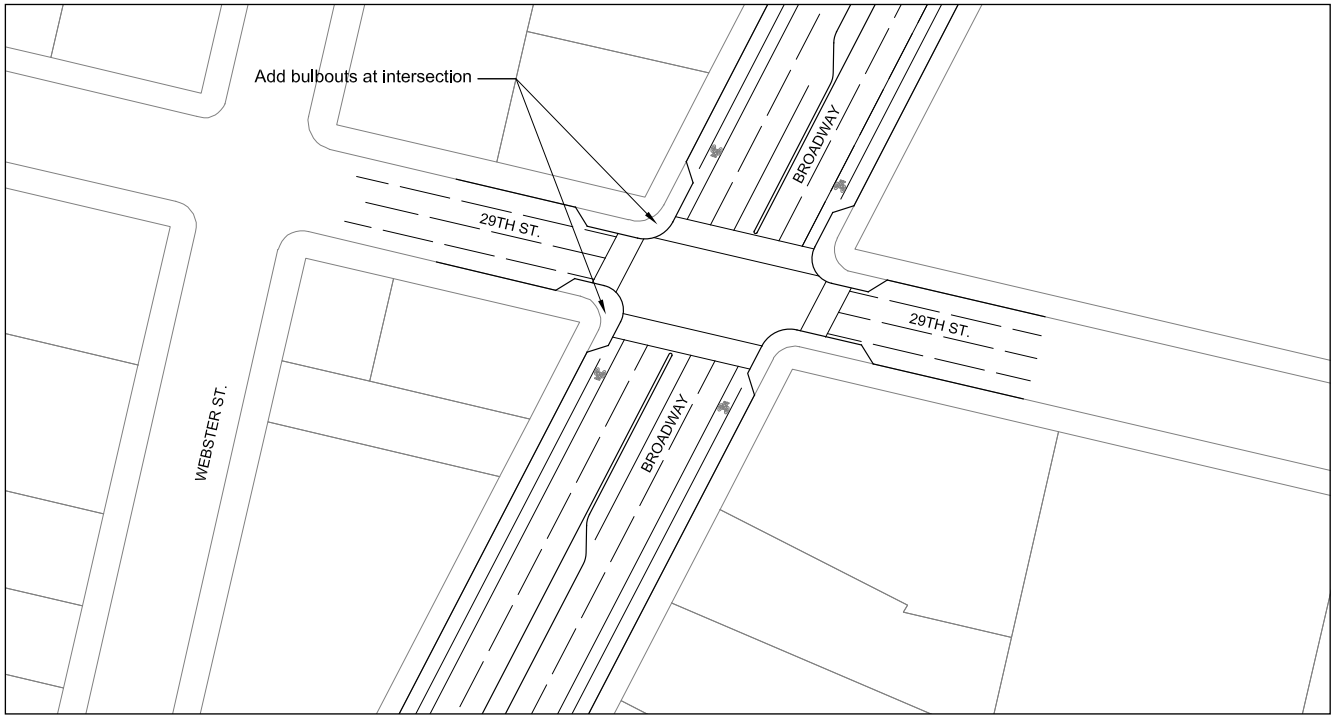


Proposed Configuration

FIGURE 6.18: TYPICAL INTERSECTION ALONG BROADWAY



Aerial View - Existing Configuration



Proposed Configuration





7 INFRASTRUCTURE & UTILITIES

7.1 PURPOSE

7.2 SANITARY SEWER
- 7.2.1 EXISTING SEWER INFRASTRUCTURE
- 7.2.2 COLLECTION SYSTEM CAPACITY
- 7.2.3 PLAN AREA IMPROVEMENTS

7.3 WATER
- 7.3.1 EXISTING WATER SERVICE
- 7.3.2 WATER SUPPLY AND CAPACITY
- 7.3.3 WATER CONSERVATION
- 7.3.4 INFRASTRUCTURE UPGRADES

7.4 RECYCLED WATER

7.5 STORMWATER
- 7.5.1 EXISTING INFRASTRUCTURE
- 7.5.2 PROJECT FLOOD CONDITIONS
- 7.5.3 PROPOSED STORM DRAIN INFRASTRUCTURE AND PEAK RUN-OFF
- 7.5.4 STORM WATER QUALITY

7.6 DRY UTILITIES
- 7.6.1 ELECTRIC AND GAS SYSTEM INFRASTRUCTURE
- 7.6.2 COMMUNICATIONS INFRASTRUCTURE
- 7.6.3 UNDERGROUNDING OF EXISTING OVERHEAD DISTRIBUTION INFRASTRUCTURE

7.7 SOLID WASTE MANAGEMENT

Rain garden on Castro Valley Boulevard, Castro Valley, CA

7.1 PURPOSE

This chapter describes existing conditions, proposed design strategies and improvements related to the infrastructure needed to support the proposed land use within the Plan Area. Within the Plan Area, the City of Oakland and regional utility providers directly control infrastructure systems including: sanitary sewer, potable water, storm drain, dry utilities, such as electricity, natural gas, and telecommunications, and solid waste management.

Implementation of the Broadway Valdez District Specific Plan presents an opportunity to model the latest sustainable development practices. Compliance with the latest green building standards and design principles will enhance the environmental, economic, and ecological health of the Plan Area. Integrating improved water conservation and low impact storm water treatment measures will enable the area to be developed in a sustainable manner while minimizing environmental and ecological impacts.

7.2 SANITARY SEWER

GOAL I-1: Sustainable sewage design that accommodates projected growth and limits wastewater entering the sewer collection system within the Plan Area.

Policy I-1.1
All sewer system improvements shall be designed in conformance with applicable City of Oakland Sanitary Sewer Design Standards.

Policy I-1.2
The City shall coordinate with EBMUD to ensure that the proposed developments and development projections within the Plan Area are incorporated into EBMUD's long-range plans for sewage transport and treatment.

Policy I-1.3
New development within the Plan Area will be assessed a Sewer Mitigation Fee that contributes to Inflow and Infiltration (I&I) rehabilitation and replacing pipes to increase system capacity.

Policy I-1.4
The existing 24-inch sewer pipe will be upgraded to a 36-inch pipe along Harrison Street to support sewage capacity within the Plan Area.

Policy I-1.5
Improvements will be consistent with EBMUD's standards.

7.2.1 EXISTING SEWER INFRASTRUCTURE

The City of Oakland is responsible for operation and maintenance of the local sanitary sewer collection system within the Plan Area, while East Bay Municipal Utility District (EBMUD) is responsible for operation and maintenance of interceptor lines and the treatment of sewage. The nearest interceptor line to the Plan Area is approximately 2 miles west of the Plan Area along Wood Street by Interstate 880. The City's sewer collection system is separated into basins and sub-basins with over 1,000 miles of pipes ranging in size from 6-inches to 72-inches, 31,000 structures and seven pump stations. The majority of the City's sewer infrastructure is over 60 years old. Thus, these systems are susceptible to Inflow & Infiltration (I&I). I&I is primarily the result of storm water and/or groundwater entering the sanitary sewer system through fractured sewer pipes, defective pipe joints, manholes, and unpermitted storm drain connections, and contributes to sewer pipes exceeding capacity.

Sanitary sewer treatment is provided by the EBMUD Main Wastewater Treatment Plant (MWWTP) located at the eastern end of the San Francisco-Oakland Bay Bridge. Treatment capacity for the Plan Area is not likely to be an issue as EBMUD's 2010 Urban Water Management Plan states that the MWWTP is currently operating at 39 percent of its 168 million gallons per day (mgd) capacity.

7.2.2 COLLECTION SYSTEM CAPACITY

The Plan Area is located in Basin 52 of the City collection system, and includes sub-basins 5205, 5206, 5209, 5210, and 5211. Based on discussion with the City, Basin 52 is currently operating over its allocated capacity and Inflow and Infiltration (I&I) rehabilitation projects that could help reduce capacity within Basin 52 have already been completed. Thus, future development in the Plan Area that would increase sewage generation beyond existing levels will generate a need to implement I&I rehabilitation projects in other impacted basins. Since projected Plan Area development will increase the average daily waste water flow by approximately 3 times the existing flow, sewer I&I rehabilitation will be required in other basins to reallocate basin capacity to Basin 52. Such projects will be funded through Sewer Mitigation Fees.

Due to the age of the sewer infrastructure within the Plan Area, there will continue to be some Inflow & Infiltration (I&I). However, the City of Oakland Public Works Agency has reported that the only major existing capacity deficiency near the Plan Area is an existing 24-inch sewer main located on Harrison Street south of the Plan Area. This sewer main has a history of backing up due to an accumulation of sediment and grease in the line; however, the City has recently conducted cleaning repairs along those lines to remove the accumulated sediments to address sewer backup issues. There have been no other reports of deficiencies for existing sewer lines in or downstream of the Plan Area. To accommodate proposed Plan Area development, the existing 24-inch sewer main within Harrison Street from 20th Street to 23rd Street may need to be upgraded with a new 36-inch pipe and connect to the existing 66-inch interceptor in 20th Street to prevent future accumulation of sediment and grease in the long term.

Local collection lines in the Plan Area range in size from 8-inches to 12-inches and generally service the Plan Area. Collection sewer lines are projected to have sufficient conveyance capacity to accommodate projected development; however, developers will be responsible for verifying adequate capacity for each development by assuming pipes flowing at 1/3 full as directed by the City. Because the Plan Area is located in the upper limits of Basin 52, there is minimal contributing flow from existing upstream developments.

7.2.3 PLAN AREA IMPROVEMENTS

Given the age of the Plan Area infrastructure, it is likely that the existing sanitary sewer building service connections are old and susceptible to I&I. Redevelopment will allow for installation of new service connections that will help reduce the volume of I&I and update services to comply with the City of Oakland Sanitary Sewer Design Guidelines. Figure 7.1 shows the existing sewer lines in the Plan Area, and the location of the proposed pipe upgrades required by new development within the Plan Area. As discussed in the previous section, upgrading the existing 24-inch sewer pipe along Harrison Street to a 36-inch pipe will remove capacity deficiencies identified in the Plan Area; however, developers will still be responsible for verifying adequate capacity for each development.

Maintenance and upgrades to the City's aging and deteriorating sewer system is being addressed by the City's capital improvement program (CIP). However, funding is limited and the City addresses only the highest priority projects that have ongoing overflows, backups and/or collapsed pipes. There are currently no CIP projects identified in the Plan Area.

The City of Oakland Master Fee Schedule authorizes the assessment of the Sewer Mitigation Fee to all new developments or redevelopments that have a growth rate greater than 20 percent of existing capacity. This fee represents a development's buy-in for the cost of City improvements identified in the City's 25-year development plan. The Fee is site-specific to each development and based on the flow rate increase to existing land use changes. Developers in the Plan Area will need to discuss with the City at what point in the



FIGURE 7.1: SANITARY SEWER SYSTEM

development process the Fee will be paid. The Sewer Mitigation Fee typically contributes to goes towards replacing pipes that will increase capacity to the local collection system. However, because Basin 52 is over its allocated capacity, the Sewer Mitigation Fee can also be used to perform I&I rehabilitation projects outside the Plan Area.

7.3 WATER

GOAL I-2: Reduced per capita water demand for new development as a result of incorporating conservation measures into all public and private improvements as required by California building code, CalGreen and City of Oakland Green Building Ordinance for Private Development Projects.

Policy I-2.1
Design water system improvements in conformance with applicable standards of the Oakland Fire Department and EBMUD.

Policy I-2.2
The City shall coordinate with EBMUD to ensure that the proposed developments and development projections in the Plan Area are incorporated into EBMUD's long-range plans for water supply and delivery.

Policy I-2.3
Ensure that water conservation is a key design consideration for all new development in the Plan Area.

Policy I-2.4
Encourage developers to incorporate the re-use of greywater to help conserve potable water resources within the Plan Area.

Policy I-2.5
Improvements will be consistent with EBMUD's standards.

7.3.1 EXISTING WATER SERVICE

The East Bay Municipal Utility District (EBMUD) owns and operates water supply and distribution infrastructure within the Plan Area. EBMUD provides water service to approximately 1.3 million people in a 331 square-mile area to portions of Contra Costa and Alameda Counties including the City of Oakland. EBMUD's 2010-2011 Biennial Report states that in 2010, the average daily water production for EBMUD's service area was approximately 174 million gallons per day (mgd). EBMUD's 2010 Urban Water Management Plan had projected customer demand to be 251 mgd in 2010, 266 mgd in 2015, 280 mgd in 2020 and 291 mgd in 2025. With these increases, EBMUD may not always be able to meet customer demand during multiple year droughts. In response, EBMUD is active in identifying supplemental water supplies, recycled water programs, and continued implementation of water conservation.

The existing water system within the Plan Area is divided into two water pressure zones: the Aqueduct Pressure Zone and the Central Pressure Zone. The Aqueduct Pressure Zone is located to the north of 29th Street, and the Central Pressure Zone located south of 29th Street. One transmission main within the Plan Area consists of a 36-inch running along portions of 26th Street and 27th Street. There is also a 12-inch transmission line running along BF and Webster Street. The local water distribution system is composed of existing 4-inch, 6-inch, and 8-inch service lines that branch off from the main transmission lines that provide service to existing development within the Plan Area and lateral connections to existing fire hydrants.

7.3.2 WATER SUPPLY AND CAPACITY

Projected development in the Plan Area will increase the average daily water flow by approximately 3 times existing levels. However, with the new California State Green Building Code, CalGreen effective January 1,2011 and adopted by the City of Oakland October 2010, it is expected that the new development will decrease projected water demands by adopting these sustainable conservation efforts.

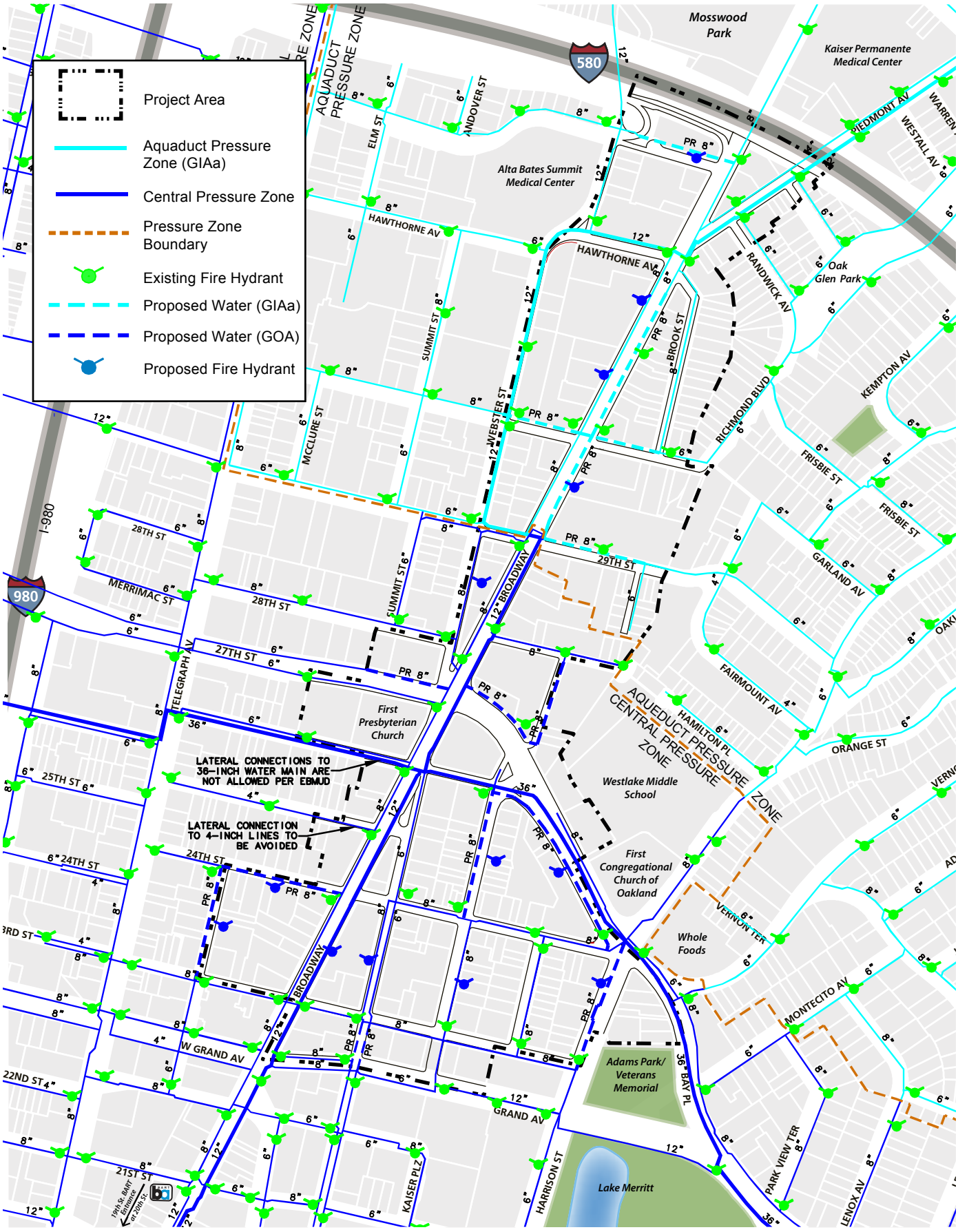


FIGURE 7.2: WATER SYSTEM

Projected development in the Plan Area is included in EBMUD's long-range water supply planning for future growth in Oakland. EBMUD has confirmed, in response to the City's water supply assessment request, that projected water demands for the Plan Area are accounted for in EBMUD's Urban Water Management Plan. It is anticipated that development of the Plan Area will not require expansion of existing water facilities beyond those already identified and planned for future implementation by EBMUD.

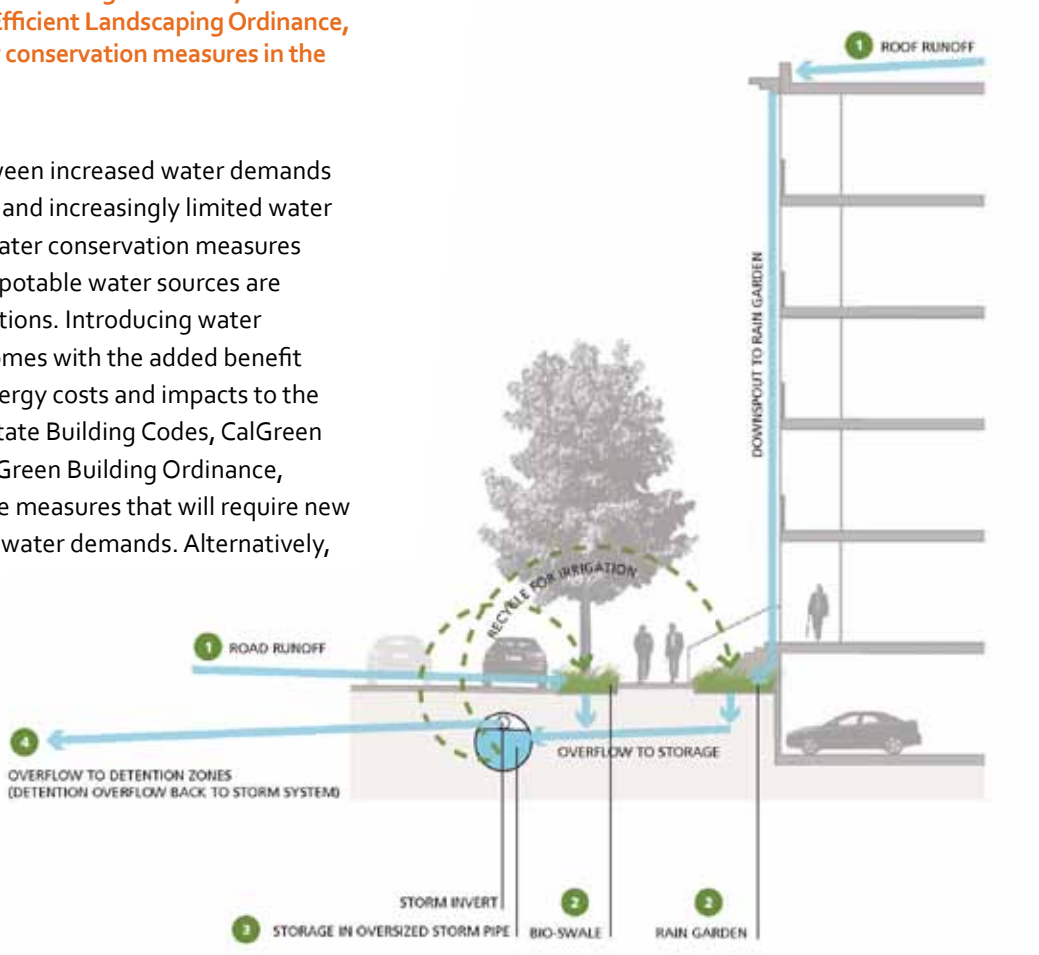
7.3.3 WATER CONSERVATION

Policy I-2.6

Project sponsors must strive to achieve compliance with water conservation regulations including the City of Oakland's Green Building Ordinance, the state's Model Water Efficient Landscaping Ordinance, CALGreen, and water conservation measures in the state building code.

To achieve a balance between increased water demands due to population growth and increasingly limited water supplies, implementing water conservation measures is critical to ensuring that potable water sources are available to future generations. Introducing water conservation measures comes with the added benefit of potentially reducing energy costs and impacts to the environment. California State Building Codes, CalGreen and the City of Oakland's Green Building Ordinance, adopted October 2010, are measures that will require new development to decrease water demands. Alternatively, the EBMUD Watersmart Guidebook and Alameda County Bay-Friendly Landscape Guidelines also help identify water conservation measures for specific building uses, building systems, and landscape area to be considered.

Additionally, the City of Oakland's Green Building Ordinance, allows for the use of greywater in building plumbing systems. Greywater is wastewater that has not been contaminated by any toilet discharge, such as bathroom sink and shower outflows, that has been treated to the extent required by the California Code of Regulations using the required disinfected tertiary treatment criteria for indoor plumbing use. For irrigation, a greywater system must be permitted and comply with the California Plumbing Code. A greywater system will decrease wastewater entering the sewer collection system and reduce the Plan Area's reliance on potable water supply. However, a greywater system may be considered cost prohibitive because individual developments will need to install dual plumbing systems internal to the proposed buildings.



Measures to collect and treat stormwater should be designed into both the public and private realm.

7.3.4 INFRASTRUCTURE UPGRADES

Given the age of the water infrastructure in the Plan Area, it is likely that water service laterals for new buildings will need to be upgraded to comply with current EBMUD design standards and the California Fire Code. The City of Oakland Fire Department has commented that existing 4-inch and 6-inch distribution lines within the Plan Area experience fire pressure and flow deficiencies.

Where new building service connections are anticipated for new development, existing 4- and 6-inch distribution lines will need to be upgraded to 8-inch lines to achieve the minimum fire flow needed to comply with the California Fire Code and address fire flow issues identified by the City of Oakland Fire Department. Additional fire hydrants also may be needed to comply with City of Oakland Fire Department's typical maximum hydrant space requirement of 300-feet for redevelopment within the Plan Area. Figure 7.2 shows the Plan Area's existing system of water lines to upgraded and fire hydrants to be added to accommodate projected development.

7.4 RECYCLED WATER

GOAL I-3: The potential use of recycled water from the EBMUD treatment facility to supplement and reduce demand for potable water supplies.

Policy I-3.1

Coordinate with EBMUD to secure a future supply of recycled water use for use within Plan Area as a means of reducing demand for potable water.

Policy I-3.2

Encourage developers to incorporate dual plumbing within buildings and irrigation systems constructed for recycled water standards for future connections.

System improvements for recycled water are not proposed in the Plan Area at this time, given that the closest available recycled water infrastructure is approximately 0.6 miles away (City Hall Plaza, 14th Street and San Pablo Avenue). However, given water conservation incentives from East Bay Municipal Utility District (EBMUD) and the long period of projected build out of the Specific Plan Area, planning for future use of recycled water in new development will be encouraged to accommodate recycled water use, if and when it might be extended to the Plan Area. Design considerations for new development may include dual plumbing in buildings and irrigation systems constructed to recycled water standards that can be temporarily served by a potable source and connected to the recycled water system if it is extended to the Plan Area in the future. Additionally, the City can consider extending recycled water infrastructure to the Plan Area if there are future Capital Improvement Projects or street improvements.

If recycled water is extended to the Plan Area in the future, approximately 1.3 mile of transmission main would need to be extended up Broadway from City Hall Plaza to I-580. Additional distribution lines would be required in cross streets to Broadway to service areas that do not front onto Broadway, and to provide a looped system to equalize pressure flows. The alignment and location of an expanded recycled water system would need to be coordinated with EBMUD, particularly since Broadway and other Plan Area streets are already constrained with an extensive utility network.

In the near term, independent of receiving recycled water service from EBMUD, rainwater harvesting (the collection and re-use of rainwater for irrigation and toilet flushing purposes) or a greywater system can be incorporated into the design of new buildings as means of reducing demand for potable water. Rainwater harvesting facilities, such as the use of cisterns for individual buildings, will allow for the conservation of limited and potable water resources. The re-use of greywater is another consideration as well as discussed in Section 7.3.3 "Water Conservation".









Creative use of bioswales, permeable paving, silva cells and various other stormwater management elements can create a pleasant environment for the community while improving the quality of stormwater runoff that drains into Lake Merritt.

7.5 STORMWATER

GOAL I-4: A storm drainage system that complies with City standards to reduce peak runoff by 25 percent as identified in the City of Oakland Storm Drainage Design Standards, and incorporates Low Impact Development (LID) elements to meet state and regional goals of post-construction stormwater management.

Policy I-4.1
Storm drain system improvements shall be designed in conformance with applicable City of Oakland Storm Drainage Design Standards.

Policy I-4.2
Developers shall design projects to optimize runoff capture and treatment by incorporating features such as bioswales, infiltration areas, vegetated filter strips, porous paving, and rain gardens that enhance stormwater infiltration and reduce peak runoff.

Policy I-4.3
Developers shall coordinate with the City to determine an acceptable goal for reducing peak runoff.

Policy I-4.4
The City shall explore the potential to implement a 'green' streets program in the Plan Area that incorporates stormwater management features in the design of the public streetscape in order to improve the quality of stormwater runoff that enters Lake Merritt.

Policy I-4.5
Encourage developers to incorporate rainwater harvesting in new buildings and landscapes as a means supplementing their water supply and reducing demand for potable water.

7.5.1 EXISTING INFRASTRUCTURE

The City of Oakland is responsible for the operation and maintenance of the local storm drainage system in the Plan Area. The City of Oakland's 2006 Storm Drainage Master Plan (SDMP) indicated that the City's existing storm drainage infrastructure is nearing the end of its life cycle and is generally in poor condition, primarily due to inadequate resources to keep up with maintenance. The SDMP identifies a Capital Improvement Project (CIP) within the Plan Area to replace an existing 30-inch storm drain on 26th Street (between Broadway and 27th Street) with a new 48-inch storm drain to alleviate flooding issues. However, the City currently does not have the funding necessary to begin the required improvements for this CIP.

7.5.2 PROJECT FLOOD CONDITIONS

The Alameda County Flood Control and Water Conservation District (ACFCWCD) is responsible for the section of Glen Echo Creek within the Plan Area. In 2002, ACFCWCD completed Phase 1 improvements to Glen Echo Creek between 28th and 29th streets, which included rehabilitation of a seven- by nine-foot culvert and the replacement of old piping along Glen Echo Creek. These improvements removed flow restrictions to the creek that caused occasional winter flooding at 30th Street and Richmond Boulevard. ACFCWCD also has plans for Phase 2 improvements to Glen Echo Creek that include increasing channel capacity and restoration of the linear greenway and natural landscape from 29th Street upstream (north) to Frisbie Street. However, Phase 2 is on hold since, to date, the Phase 1 improvements have resolved flooding issues.

The Federal Emergency Management Agency (FEMA) identifies areas in the easternmost portions of the Plan Area as being within the 100-year flood zone. New development in these areas will be required to purchase flood insurance or raise the grade to elevate new structures above the 100-year base flood elevation. Figure 7.3 shows those areas designated as within the 100-year flood zone.

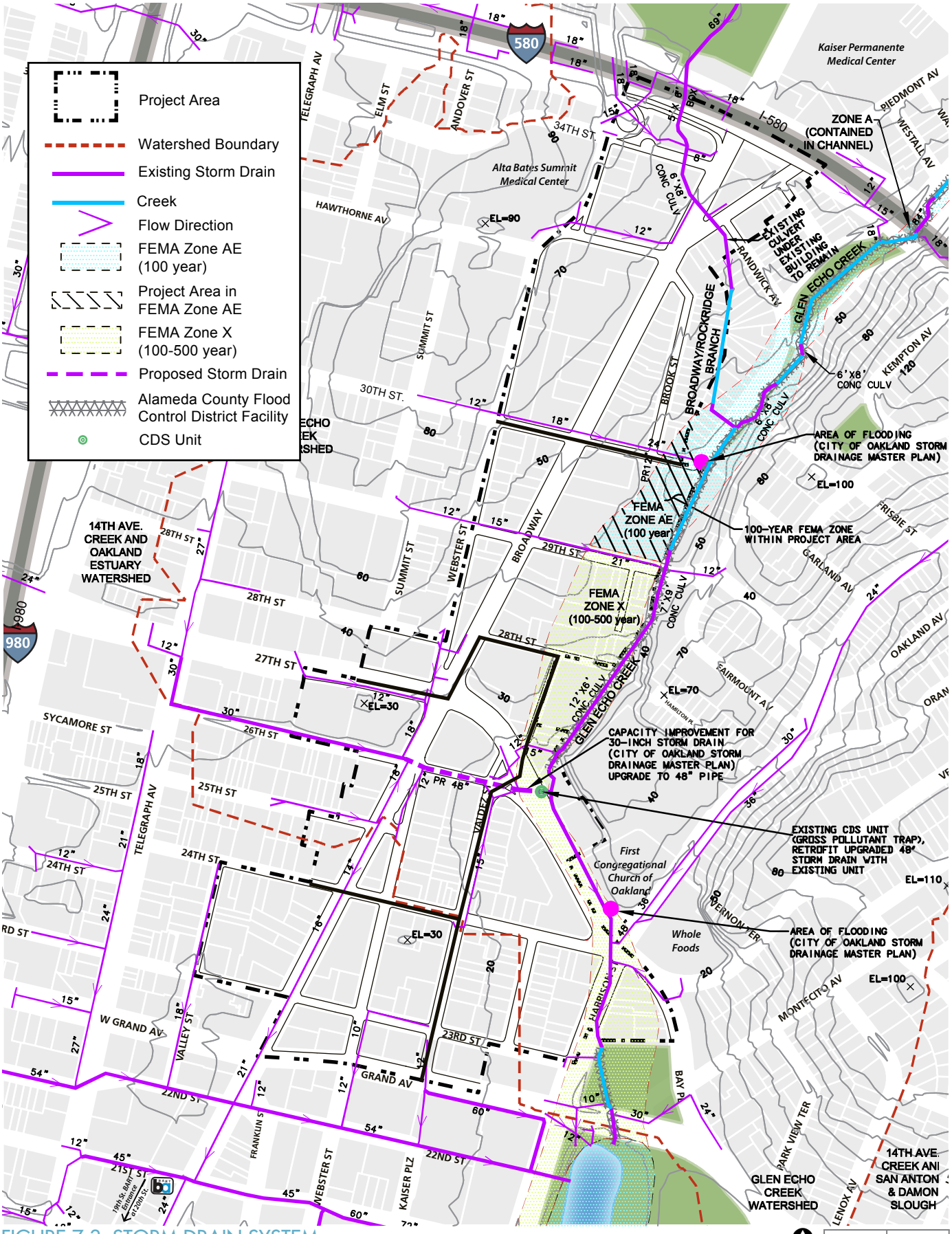


FIGURE 7.3: STORM DRAIN SYSTEM

7.5.3 PROPOSED STORM DRAIN INFRASTRUCTURE & PEAK RUN-OFF

Current CIP plans to upgrade the existing 30-inch pipe to a 48-inch pipe will address the current storm drain capacity issues within the Plan Area. Given the developed condition of the Plan Area, future development is not expected to increase either the amount of impervious surface area or the volume of stormwater runoff. However, if the Plan Area is to achieve the City's goal of reducing peak runoff by 25-percent, new development will need to incorporate design strategies to increase pervious areas and/or add stormwater detention facilities.

New development within the Plan Area should seek to add pervious area in both the public and private realm through the introduction of additional landscaping, open space, or permeable paving, where feasible. The use of underground detention may also be considered in-lieu of or in combination with increased landscaping and pervious surfaces. Since new development in the Plan Area will occur incrementally and the availability of park and open space areas is limited, private development will need to consider peak runoff management as an individual site-by-site requirement. The feasibility of reducing peak runoff by 25 percent on a site by site basis may be constrained by factors such as aesthetic design issues, space constraints, construction budget implications, environmental and geotechnical constraints, and on-going maintenance commitments, and will require coordination with the City to determine an acceptable goal for reducing peak run-off.

Given the age of the Plan Area, future development scenarios are likely to require localized improvements to drainage inlets as part of upgrades needed for streetscape improvements. Figure 7.3 shows existing storm drain lines and the CIP 48-inch pipe upgrade along 26th Street in the Plan Area.

The figure also shows the location of an existing 6- by 8-foot box culvert at the north end of the Plan Area that passes through two private parcels. If these parcels were to redevelop, the existing culvert would most likely need to be relocated to Broadway to accommodate new development. Developing over the existing culvert may also still be considered, however the feasibility of this option would need to be further reviewed with consideration of maintenance, access, and structural capacity.

7.5.4 STORM WATER QUALITY

Redevelopment of the Plan Area will need to implement storm water treatment (as required by Provision C.3 of the Alameda Countywide Clean Water Program). The Regional Water Quality Control Board (RWQCB) has adopted C.3 storm water quality regulations as part of the "California Regional Water Quality Control Board San Francisco Bay Region Municipal Regional Stormwater NPDES Permit (MRP) Order R2-2009-0074 NPDES Permit No. CAS612008 November 28, 2011". The MRP integrates Low Impact Development (LID) regulations to illustrate concepts that serve as potential solutions and design guidance for incorporating storm water quality measures into the redevelopment blocks.

By applying LID techniques, the MRP encourages infiltration, evapotranspiration, and storm water runoff reuse, but recognizes that site constraints may dictate the use of landscaped-based treatment measures, as an alternative means of compliance. Landscape–based treatment measures both improve storm water runoff quality and limit the impact of runoff on the receiving bodies of water. Treatment options vary from "site-by-site" improvements at individual building sites to "communal" concepts such as storm water treatment wetlands within large park areas or taking advantage of street landscaping. Since development in the Plan Area will occur incrementally and the availability of park areas is limited, new development is more suited for site-by-

site treatment measures. Development will need to consider stormwater treatment design options early in the design process to ensure building and public realm designs can accommodate treatment measures required to meeting the MRP.

The design of public right-of-ways provides opportunities to implement larger communal treatment options that also contribute positively to the character of the public streetscape. The design of Plan Area streets should seek to reduce stormwater runoff, improve the quality of stormwater runoff entering existing storm drain infrastructure and downstream receiving water bodies. There are a number of stormwater management practices that can promote this: permeable paving in on-street parking area; rain gardens or bioretention areas in sidewalks, bulb-outs, landscape strips, and street tree wells as detention basins. Storage and re-use of stormwater for irrigation purposes within the public right-of-way may also be considered; however, this is not a common practice in public streets.

Generally, stormwater quality should be treated separately between the private and public realms. For example, if public and private improvements were to merge stormwater quality treatment, the responsibilities will not be as clearly defined in terms of maintenance and costs. However, the Plan Area could present an opportunity for private developers and the City to collaborate on pilot programs that implement stormwater quality control measures that serve private development within the public right-of-way.

7.6 DRY UTILITIES

GOAL I-5: Dry utilities conveyed throughout the Plan Area should be undergrounded so as not to detract from the public realm.

Policy I-5.1

The City will coordinate with developers and the appropriate utility agencies to develop a strategy for undergrounding the remaining overhead utilities in the Plan Area.

7.6.1 ELECTRIC AND GAS SYSTEM INFRASTRUCTURE

Pacific Gas and Electric Company (PG&E) owns and operates gas and electric service within the City of Oakland, including the Plan Area. PG&E has stated that there are no known capacity limitations within the electrical and gas system within the Plan Area. However, given the age of the Plan Area infrastructure, it is likely that electrical and gas service laterals for new development will need to be upgraded to comply with current PG&E design standards. Figure 7.4 shows electrical lines in the Plan Area, and Figure 7.5 shows gas lines in the Plan Area.

7.6.2 COMMUNICATIONS INFRASTRUCTURE

AT&T and Comcast own and operate communication facilities within the Plan Area. AT&T and Comcast provide communication services including telephone, television, and high speed internet. AT&T also provides wireless phone services. AT&T and Comcast are required by the California Public Utilities Commission to anticipate and serve new growth. AT&T and Comcast continuously add new facilities and infrastructure to conform to regulations and tariffs as needed to meet customer demand in the City. Figure 7.6 shows existing communication lines, including fiber-optics infrastructure in the Plan Area.

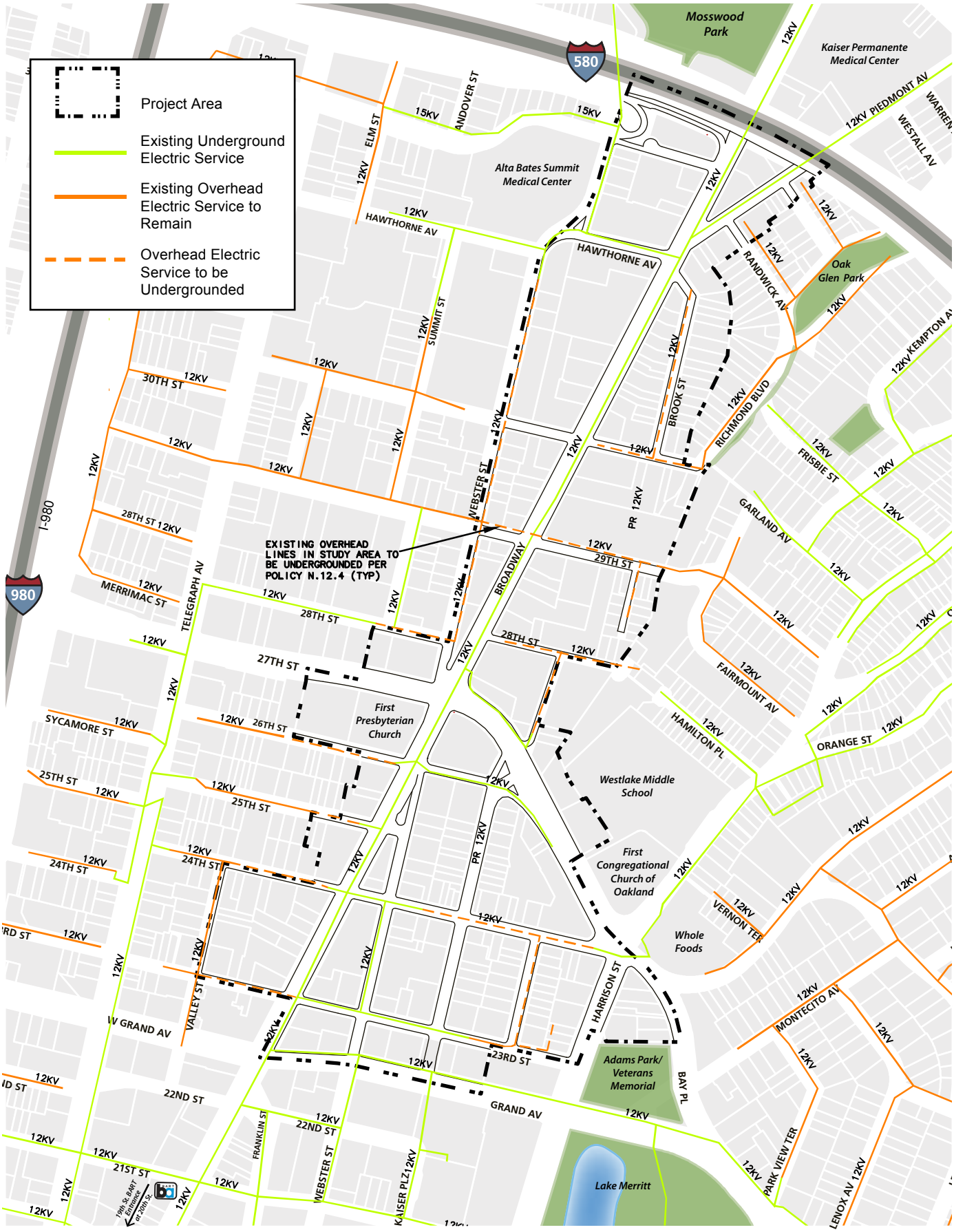


FIGURE 7.4: ELECTRIC SYSTEM

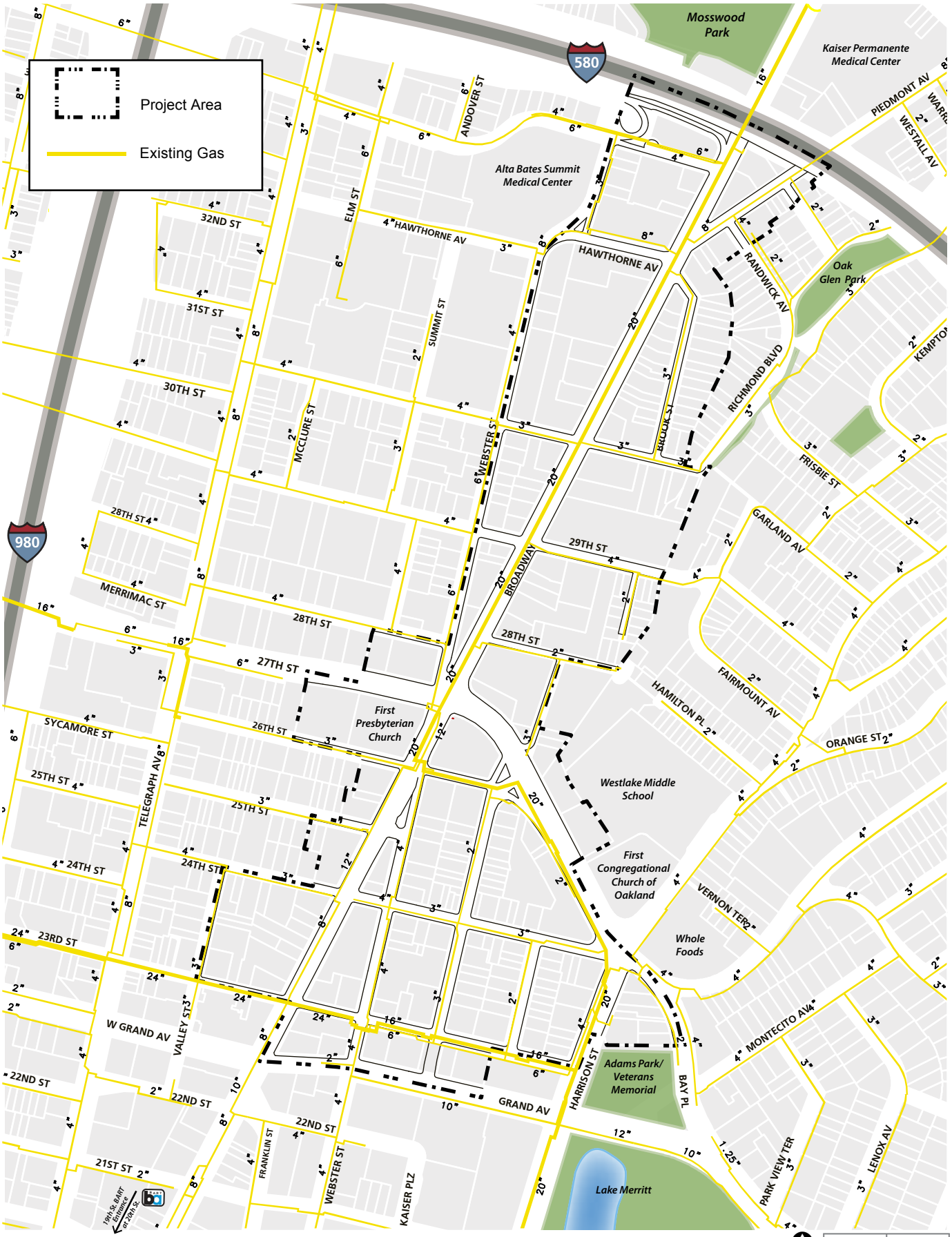


FIGURE 7.5: GAS SYSTEM

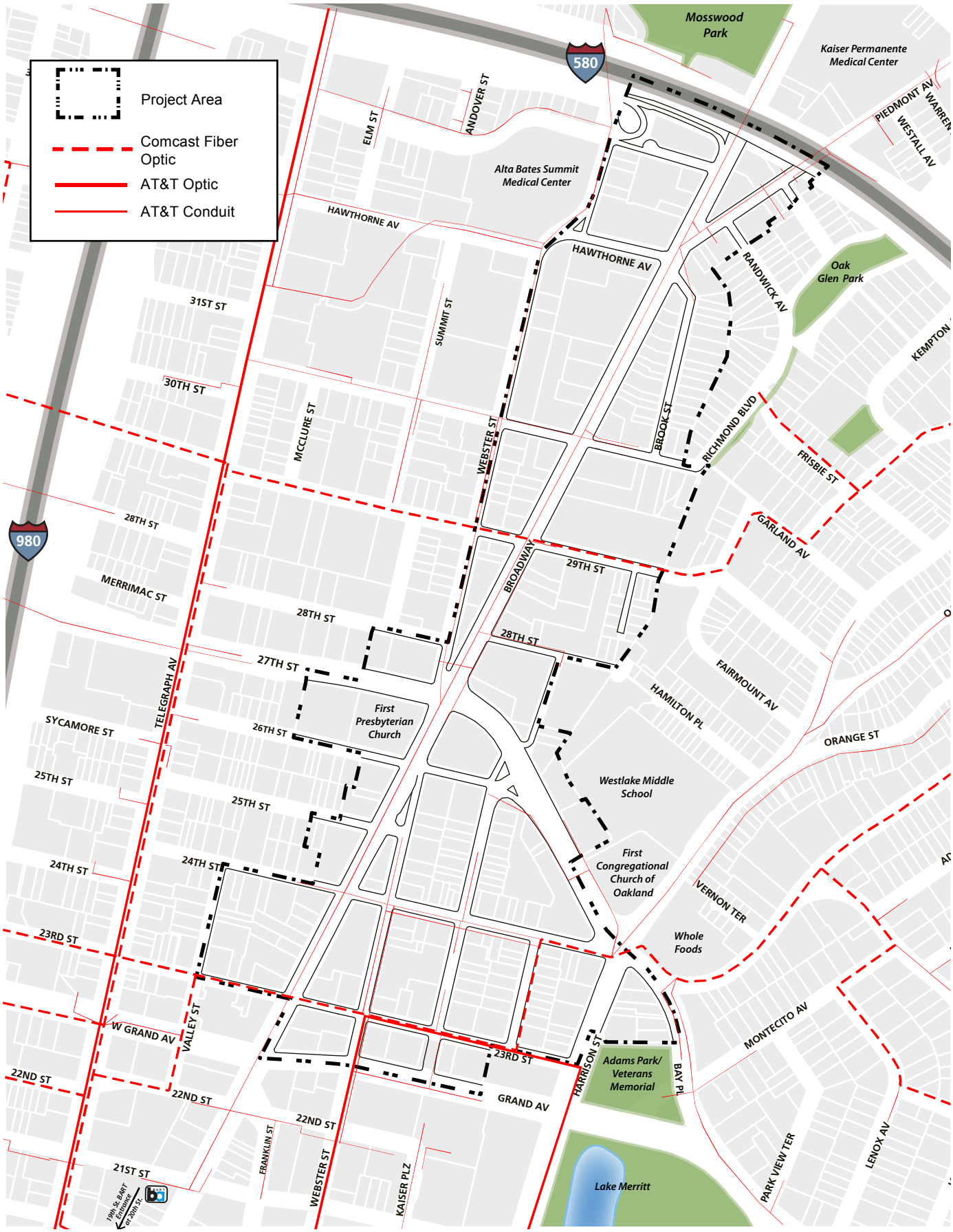


FIGURE 7.6: COMMUNICATION SYSTEM

7.6.3 UNDERGROUNDING OF EXISTING OVERHEAD DISTRIBUTION INFRASTRUCTURE

More than half of the electrical service within the Plan Area and bordering streets (10,300 linear feet) is currently undergrounded. Policy N.12.4 of the Oakland General Plan requires overhead lines to be undergrounded in commercial and residential areas. Approximately 7,600 linear-feet of existing overhead electrical lines within the Plan Area will need to be undergrounded. In general, developers are required to pay for the cost to underground existing overhead lines running along the street of the development frontage only. This may result in streets with both overhead and underground lines. To fully underground all existing overhead utility lines within the Plan Area, the City may need to coordinate with developers and utility agencies to make sure that remnant segments of overhead lines do not remain after most new development has been completed.

7.7 SOLID WASTE MANAGEMENT

GOAL I-6: In order to adhere to the principles of sustainability and environmental protection, future development shall further the City's Zero Waste goals.

Policy I-6.1

Construction operations, businesses, and residents within the Plan Area shall participate in the City's recycling programs in order to minimize the amount of solid waste that is sent to landfills. Specifically, projects within the Plan Area must comply with Oakland's Construction and Demolition Debris Recycling Ordinance, Oakland's Recycling Space Allocation Ordinance, Alameda County Mandatory Recycling Ordinance, as well as the State of California's mandatory recycling statues, which support the City's adopted Zero Waste goal.

Waste Management of Alameda County (WMAC) collects non-hazardous waste in Oakland. The City of Oakland's Franchise Agreement for Solid Waste and Yard Waste Collection and Disposal Services (Franchise Agreement) with WMAC will expire on June 30, 2015, and will be replaced with new service agreements that begin July 1, 2015. It is not known if this Franchise Agreement will be renewed. Services include collection of non-hazardous waste from residential, commercial, and industrial properties. The non-hazardous wastes are transported via truck to WMAC's Davis Street Transfer Station in San Leandro. From there, long-haul trucks transport the waste to the Altamont Landfill & Resource Facility, located approximately 35 miles east of Oakland near Livermore. The Altamont Landfill & Resource Facility is permitted a daily maximum disposal of 11,500 tons/day. The remaining estimated capacity is approximately 45.7 million cubic yards and the estimated landfill closure date is January 1st, 2040.

In 2012, Oakland residents, businesses and development projects sent a total of 284,149 tons of non-hazardous waste to landfills. The Integrated Waste Management Act adopted in 1989, requires cities to meet 50% waste diversion by 2000. In 2007, the California Department of Resources Recycling and Recovery (CalRecycle) changed the methodology for measurement of the goal from 50% diversion to a disposal per person per day (PPD) "diversion equivalency" metric. Diversion equivalency for Oakland was determined to be 5.8 PPD. In 2012, Oakland exceeded this requirement achieving 3.9 PPD, which is equivalent to a 66% waste diversion rate.

The City of Oakland demonstrated its leadership in waste reduction by adopting a goal a Zero Waste goal to reduce the annual tons of waste directed towards landfills from the then-current 400,000 tons to 40,000 annually by 2020. In 2012 the City of Oakland initiated a process to procure a new generation of zero waste services for residents and businesses to replace the franchise services that expire in 2015.

Adhering to the principles of sustainability and resource conservation, future development shall further the goals of the City to reduce solid waste.


BANANA REPUBLIC
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SALE
NEW
NEW



Westside Village, Uptown, Dallas, TX

8 IMPLEMENTATION

8.1 PURPOSE

8.2 RETAIL IMPLEMENTATION STRATEGY

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- 8.5.1 HISTORIC PRESERVATION OBJECTIVE
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8.6 BROADWAY VALDEZ DISTRICT ACTION PLAN

8.1 PURPOSE

The Broadway Valdez District Specific Plan defines the desired development in the Plan Area over the next 25 years, consistent with City of Oakland General Plan and other City policies. The realization of the vision for the Broadway Valdez District is faced with challenges, some inherent to the area (e.g. numerous land owners, small parcel sizes, high land values, limited land control by the City, lack of existing retail and retail identity, perception of public safety, etc.), and some related to more global issues (e.g. economy recovering from recent recession, retail industry in flux, elimination of the Redevelopment Agency and resultant lack of funding, etc.). Due to these challenges, the City must be creative in leveraging its existing resources, establishing funding mechanisms for identified capital projects, partnering with developers, property owners and other agencies, and seeking grant funding to achieve Plan recommendations.

This chapter provides additional detail regarding the implementation strategy and potential funding sources for the destination retail, public realm improvements, affordable housing, and historic resource recommendations in the Plan. Implementation of the Broadway Valdez District Specific Plan will require action by many different departments of the City government, coordination and assistance of other public agencies such as BART and AC Transit, as well as the private sector. Table 8.6, at the end of this chapter, provides a summary of implementing actions, timeframe and entity responsible to carry out the action. The implementation actions in this chapter are intended to be considered ***in tandem*** with the goals and policies presented in the preceding chapters of the Plan, and the Design Guidelines in Appendix C.

8.2 RETAIL IMPLEMENTATION STRATEGY

Due to a lack of shopping opportunities in Oakland, the City currently experiences a significant "leakage" of retail sales to other jurisdictions. The development of strategies that will help address and reverse this retail deficit is one of the primary purposes of the Broadway Valdez District Specific Plan. Thus, a major focus of this chapter is the Destination Retail Implementation Strategy since that will likely be the most difficult to achieve in light of the numerous challenges and unique requirements for realizing a successful destination retail district where none currently exists today.

8.2.1 RETAIL OBJECTIVE, THE MARKET, AND KEY REQUIREMENTS FOR SUCCESSFUL DESTINATION RETAILING

DESTINATION RETAILING OBJECTIVE

The *Upper Broadway Strategy*, which was adopted by the City Council in 2008 as a major component of the citywide *Oakland Retail Enhancement Strategy*, articulates the following objective for major retail development in the Broadway Valdez District:

"To create the critical mass of destination retailing needed to attract shoppers to the area and reduce the large leakage of comparison goods spending out of Oakland. The result will increase local shopping opportunities for residents and enhance the sales tax base of the City."

Throughout the Broadway Valdez District Specific Plan, the desired retail development is referred to as "destination retailing" and/or "comparison goods shopping". The category of comparison goods retailing includes stores offering: apparel, accessories, and shoes; home furnishings and appliances; specialty goods (gifts, jewelry, toys, books, art, sporting goods, music, etc.); consumer electronics; and department store and other general merchandise (see Chapter 2, Section 2.3: Market Context and Chapter 4, Table 4.1: Retail Nomenclature for more discussion about different types of retail). Currently, there are limited options for comparison goods shopping in Oakland.

THE MARKET EXISTS TODAY

The market exists today for development of major, new comparison goods retail shopping in the Plan Area.

LARGE LEAKAGE OF COMPARISON GOODS SPENDING

Market studies have shown that over $1.0 billion in potential annual sales, representing 60 to 65 percent of total potential comparison goods expenditures by Oakland residents, are not captured by Oakland stores and therefore represent "retail leakage" of spending to stores in other communities[1]. Among market categories, there is large leakage of retail spending in the upper-middle and middle income markets, as there are currently very few shopping opportunities for those consumers in Oakland.

LARGE AND LUCRATIVE MARKET FOR NEW COMPARISON GOODS SHOPPING IN VALDEZ TRIANGLE

Trade areas defined for new retailing in the Broadway Valdez District include large populations, supporting a large and potentially lucrative market for new retail development. The 400,000 residents in the Primary Trade Area surrounding the Specific Plan Area spend $1.6 billion per year for comparison goods.[2] Together, the inner East Bay cities of Oakland, Berkeley, Albany, Piedmont, Emeryville, and Alameda that include and surround the Primary Trade Area (see Figure 2.2) are home to about 660,000 residents who spend approximately $2.6 billion per year on comparison goods. Extending further outward, there are about 830,000 people residing within a 15-minute drive-time of the Plan Area who spend $3.3 billion per year on comparison goods.

NEW RETAILING WOULD REQUIRE CAPTURING A RELATIVELY SMALL MARKET SHARE OF SPENDING

The sales needed to support major new retailing in the Valdez Triangle portion of the Plan Area were compared to overall expenditure potentials for the surrounding trade areas to find that a relatively small share of spending would be required to support the new development. For example, sales of $280 million to support 800,000 square feet of new comparison goods shopping would require capturing up to 12 percent of trade area spending for comparison goods.[3] That projected market share is very reasonable given the high leakage of current spending and the strength of the regional market. It indicates strong market support for new comparison goods shopping in Oakland and in the Plan Area. It also highlights that:

- The market exists today for development of a substantial amount of new comparison goods shopping in Oakland. The real challenge is in getting the amount and type of retail development that can successfully capture market demand.
- There is enough market demand to support new destination retail in the Valdez Triangle as well other new, comparison goods shopping elsewhere in Oakland, including other parts of Downtown and the Broadway Corridor.

1 Retail sales leakage estimate is from *Upper Broadway Strategy, 2007*. Updated figures for 2010 (most recent data at time of updates analysis) continue to show that 60 to 65 percent of comparison goods expenditures by Oakland residents are made outside of Oakland because of a lack of shopping opportunities in the City.

2 As defined in the *Upper Broadway Strategy*, the Primary Trade Area includes the southern half of Berkeley, most of Oakland (except for a portion of East Oakland below MacArthur and east of Fruitvale, where residents are assumed to be more likely to patronize retailers along I-880 and to the south), and the cities of Alameda and Piedmont. The residents of this area live the closest to the Plan Area and are within a drive-time radius of 10 minutes or less.

3 The share of expenditures required to support the new retail development would vary depending on the size of the trade area assumed, from 7 percent (population within 15–minute drive–time of Plan Area) to 12 percent (primary trade area within 10 minutes or less drive time).

KEY REQUIREMENTS: NEW DESTINATION RETAILING NEEDS TO BE SIGNIFICANT AND COMPETITIVE TO SUCCESSFULLY ATTRACT SHOPPERS

Within this strong market context, there will still be challenges for Oakland in developing new retail that can attract shoppers and successfully compete with existing retail shopping in surrounding areas. The new development needs to be of significant scale, well-anchored, well-designed, and well-merchandised to be successful. The following discussion summarizes the market recommendations for successful comparison goods retail development.

A CRITICAL MASS OF RETAILING

The creation of a significant destination retail district in the Valdez Triangle should include *a minimum of 700,000 square feet of comparison goods shopping*. New destination retail development can occur all at once or in a few successive phases. If phased, the initial phase must be large enough to attract shoppers away from existing shopping areas and large enough to attract retailers who need assurance that a critical mass of retailing will be there before they will commit to locating in the area. Over time, total facilities encompassing *a mix of comparison goods retailing and other retail/commercial uses of around 1.0 million square feet* are envisioned for sustaining a successful retail district in the Valdez Triangle. Other retail/commercial uses could include restaurants and food places, entertainment/clubs, other types of retailers, and service uses.

ANCHOR TENANTS AND A BROAD MIX OF RETAILERS

Recognized anchor tenants are critical for attracting shoppers and as a starting place for attracting a mix of comparison goods retail tenants, given the absence of an existing retail base. Anchors offering comparison/fashion merchandise in the middle and upper-middle price ranges are desirable, as is an emphasis on apparel and related shopping, as sales leakages are particularly large in those categories.

ATTRACTIVE, NEW DEVELOPMENT THAT CREATES A "PLACE"

The physical characteristics of the envisioned Valdez Triangle retail district are also very important in creating a desirable "place" and a strong image that attracts shoppers and retailers. The new retail development should be uniquely Oakland, oriented outward to the street and the City. Desirable characteristics for a retail district in the Triangle include: pedestrian orientation, high-quality architecture and construction, attractive landscaping and public spaces, active sidewalks, and sunlight on the street. (See Chapter 5: Community Design, and Appendix C: Design Guidelines.)

KEY REQUIREMENTS: FINANCIAL FEASIBILITY REQUIRES PUBLIC SECTOR PARTICIPATION AND OWNERSHIP/CONTROL OF A LARGE SITE AREA

PUBLIC SECTOR PARTICIPATION REQUIRED TO "LAUNCH" AND SUPPORT DESTINATION RETAIL DEVELOPMENT

Creation of a significant, destination retail district in the Valdez Triangle will require public sector participation. In addition to the analysis done for this Specific Plan, other experience around the country with developments of equal complexity, makeup, and public value have shown that private sector action and investment alone have not been sufficient to generate destination retail development significant enough in either quantity or type to meet the City's objectives. In an urban context like Oakland, land prices are high, site control can be difficult, the need to build structured parking is costly, and the need to create a critical mass of retailing in the absence of an existing retail base requires significant new development and the attraction of major anchor tenants. Public sector participation will be needed to help "launch" and support private development.

Typically, public sector participation has involved some or all of the following: assistance in assembling a large site area, funding public parking for the retail development, help in attracting a major department store anchor, and/

or assistance in funding improvements such as public plazas and area-wide streetscape improvements. Public participation in major retail developments has become more difficult since the demise of Redevelopment agencies in California, so new and innovative ways need to be used to meet the same objective.

In addition, the City will need to adopt supportive land use policies, facilitate entitlements, and sustain strong political support for the retail development.

MAJOR RETAIL NEEDS TO BE DEVELOPED AND FINANCED AS A UNIT. SITE CONTROL COULD BE A MAJOR FACTOR DETERMINING FEASIBILITY OF A NEW DESTINATION RETAIL DISTRICT IN THE VALDEZ TRIANGLE

In order to achieve successful, major retail development, assembly of a large contiguous site area will be critical given the need to: (a) create a critical mass of new retailing, (b) attract and accommodate anchor tenants and a range of smaller retailers, (c) develop, merchandise, and manage successful retailing as a unit, and (d) capture the financial benefits of mixed use on an area-wide basis. Proper planning, development, financing, tenanting, and management for a retail district cannot be expected to be undertaken on a piecemeal basis or by a multitude of different developers. Overall, the revenue stream to support the development needs to combine revenues from anchor tenants that attract shoppers and usually pay less for the space they occupy, with revenues from other retailers that benefit from locations near the anchors and generate more of the revenues for the project overall.

Ideally, new destination retail development should occur all at once or in a few successive phases. If phased, the initial phase needs to be large enough to attract shoppers away from existing shopping areas. It needs to be large enough to attract important anchor tenants who need assurance that a critical mass of retailing will be there before they will commit to locating in the area.

It is difficult to identify the minimum amount of space for an initial phase, as it will depend on the specific tenants involved. Most likely, the minimum, initial phase will require 100,000 to 300,000 square feet of comparison goods retailers that could occur in one or more projects. Beyond the initial phase, additional space will be needed in one or more successive phases to create a critical mass of comparison goods shopping of at least 700,000 square feet so as to sustain a successful retail district over time.

8.2.2 COMPONENTS OF IMPLEMENTATION STRATEGY FOR DESTINATION RETAILING IN THE VALDEZ TRIANGLE

GOAL IMP-1: A consistent and coordinated implementation strategy that creatively marshals the City's resources and influence, whether regulatory, political, or economic, to establish destination retail in the Broadway Valdez District.

There are six important components of a retail implementation strategy for the Valdez Triangle. They focus on: (1) high-level City commitment to implementation; (2) near-term and on-going District enhancements; (3) land use regulations; (4) strategic use of City-owned property; (5) public funding for catalyst improvements; and (6) strategy for retaining auto retailing in Oakland. In combination, they are intended to satisfy the key requirements identified above for developing successful destination retailing in the Broadway Valdez District Specific Plan Area. The components are described in further detail below.

COMPONENT 1: HIGH–LEVEL CITY COMMITMENT AND PRIORITY-SETTING THROUGHOUT (POLICIES IMP-1.1 – 1.3)

Creation of a significant retail district for comparison goods shopping virtually from scratch in the Valdez Triangle will be difficult and requires that the City give high priority to achieving that objective and implementing the strategy outlined in this chapter and summarized in Figure 8.1.

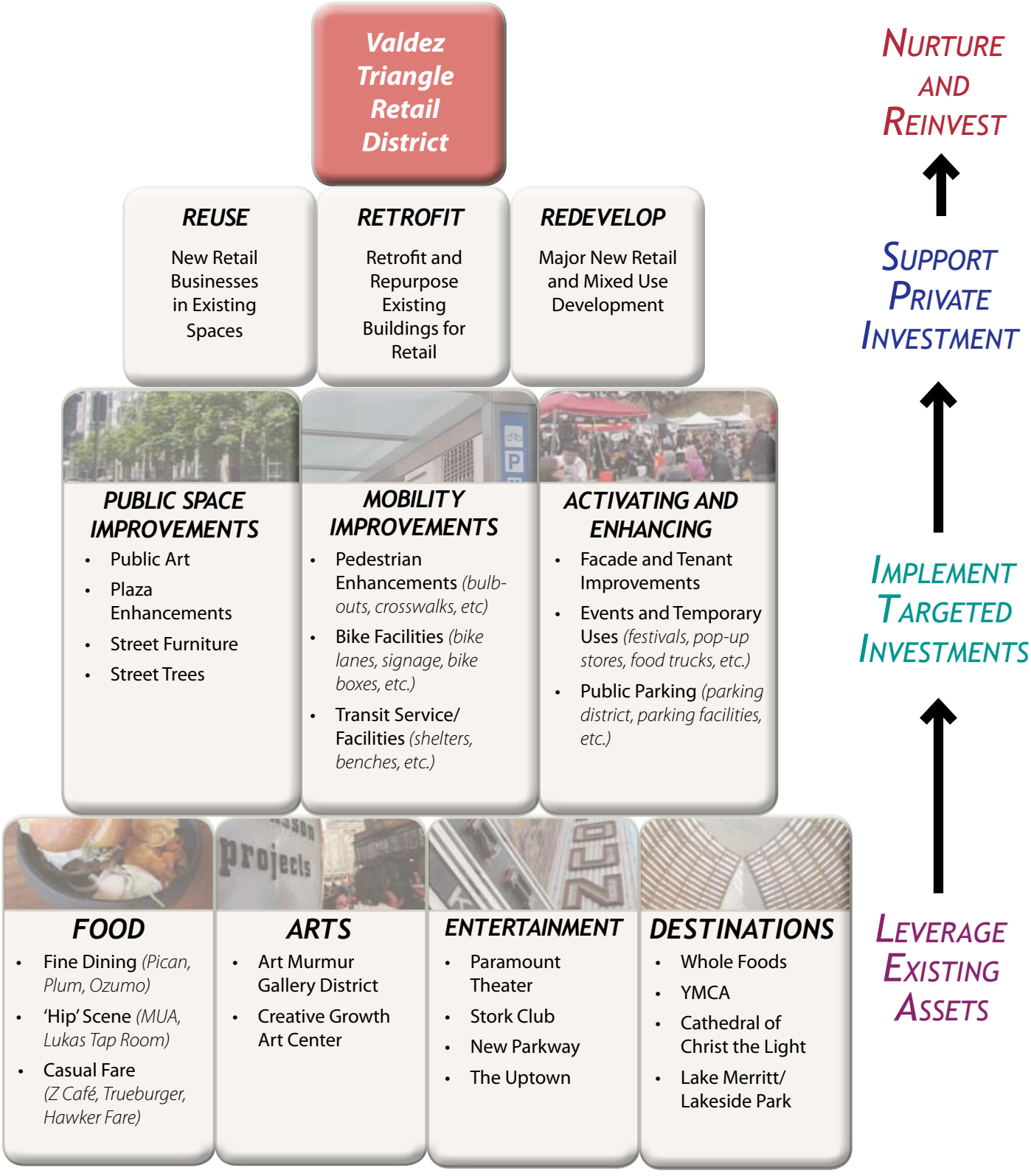


FIGURE 8.1: BUILDING A DESTINATION RETAIL DISTRICT FROM THE GROUND UP

Policy IMP-1.1

Secure high level City commitment to the retail strategy and establish priorities.

Such a commitment will involve:

- Commitment by, and leadership from, City decision-makers and high-level staff;
- Coordination across City departments, with priority given for development of comparison goods shopping that meets the goals and policies of this Specific Plan;
- Identification of a City project manager for retail district development in the Valdez Triangle;
- Commitment to implementing the land use policies set forth in the Specific Plan, giving priority to development of a destination retail district for comparison goods shopping; and
- Priority given to allocating public funding and adequate staff resources for catalyst improvements and ongoing support for the desired development.

Policy IMP-1.2

Undertake effective City outreach to and coordination with the development community, property owners, and key retailers to facilitate desired development.

City outreach to the development community and property owners in the area, and to key retailers, will be important in facilitating the desired development. Such outreach should involve:

- Communications regarding the desired types of retail tenants and retail development consistent with the goals and policies of this Specific Plan;
- Transmittal of market analyses and market demographic data supporting comparison goods retailing;
- Ongoing interactions to work out the details of a development project and the respective private and public sector roles; and
- Facilitation of project review and permit processing for destination retail development.

Policy IMP-1.3

Maintain City commitment to market strategy and vision for comparison goods shopping in the Valdez Triangle.

It is essential that the City have a clear vision of the type of comparison goods shopping development desired for the Valdez Triangle and follow through with that vision over time. Without a clear market strategy and a critical mass of comparison goods retail tenants that can successfully attract shoppers from throughout Oakland and the inner Bay Area, the new development will not be successful.

COMPONENT 2: NEAR-TERM AND ON-GOING DISTRICT ENHANCEMENTS (POLICIES IMP-1.4)

Policy IMP-1.4

Promote interim and near-term strategies that build an identity and reputation for the Plan Area and help position it for future development.

In the face of current challenges, including limited public funding in the near-term, instigating innovative actions that will bridge the current economy and better position the area for development will be critical. These near-term strategies will be important to demonstrate the City's commitment to the vision for the District, and support existing businesses and landowners in the District who are already working to revitalize the area. The focus of these near-term strategies should be to:

- Build on what is working in the area (e.g., dining, entertainment, the arts)
- Activate the area (e.g., fill in gaps, promote use of dead spots, etc.)
- Make the area fun, safe and active (e.g., promote events, improve lighting, etc.)
- Improve connectivity/mobility (e.g., add bicycle facilities, improve pedestrian crossings, etc.)
- Enhance the physical character of the area (e.g., add street trees, facade improvements, etc.)

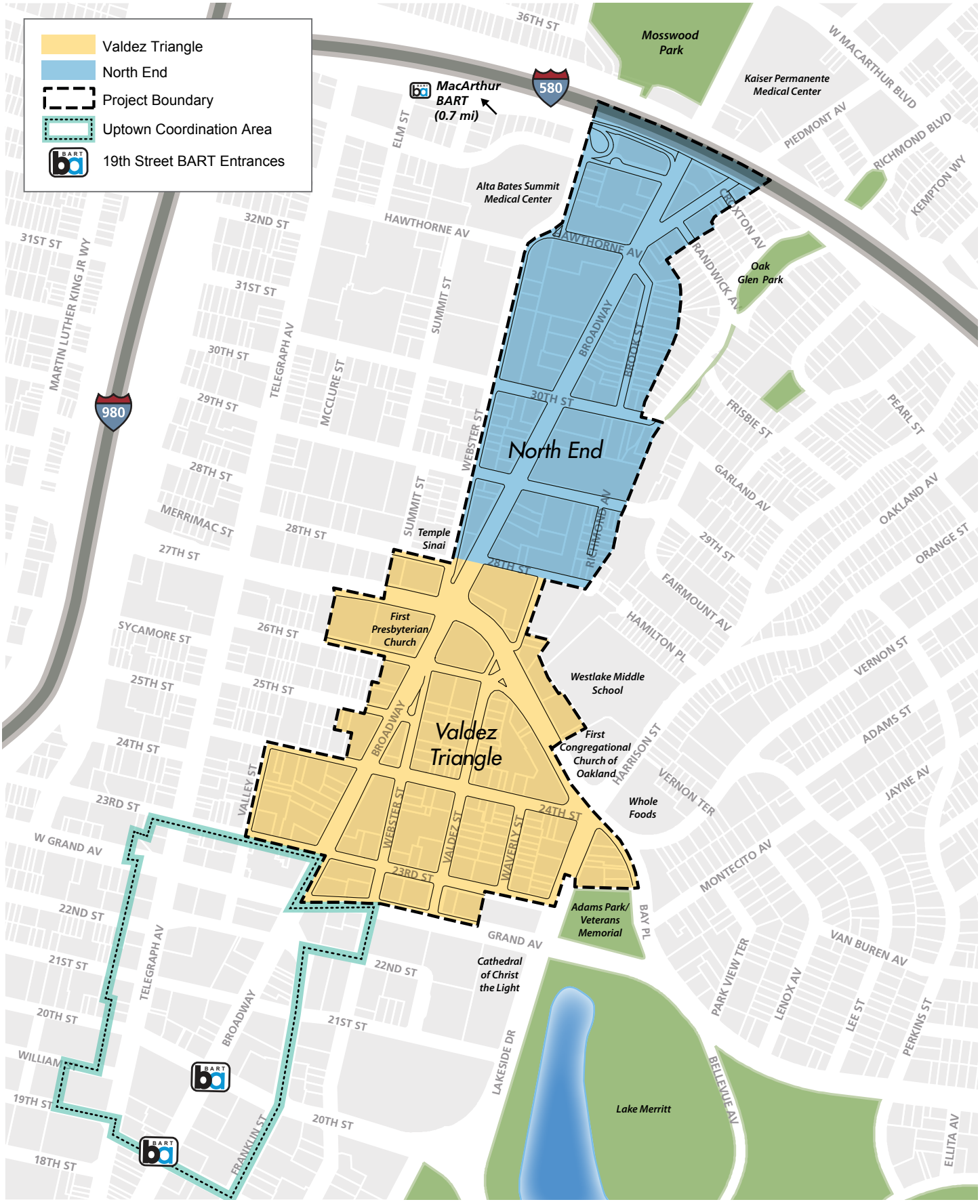


FIGURE 8.2: SUBAREAS AND UPTOWN COORDINATION AREA

In order to build on the energy being generated by the arts and dining scenes in the adjoining Uptown and 23rd to 26th Street Garage District/"Art Murmur Gallery District", the strategy is to concentrate near-term investments in the Valdez Triangle. The focus of these near-term actions should be to activate the area and enhance its physical character/ attractiveness by implementing improvements and activities such as: public art; temporary events; pop-up storefronts; public space enhancements; parklets; and business attraction.

COMPONENT 3: SUPPORTIVE LAND USE REGULATIONS (POLICIES IMP-1.5 – 1.7)

Land in the Specific Plan Area, specifically the Valdez Triangle is under multiple ownerships. Land use regulations should be established to support and encourage the type of destination retail development desired in the area and to provide clear direction to the private sector.

Policy IMP-1.5

Use a combination of development constraints and bonuses to require and incentivize development of destination retailing in the Valdez Triangle.

Chapter 4 Land Use discusses the regulatory framework for the Specific Plan in detail, and Appendices A and B include an overview of proposed General Plan and Planning Code amendments. Though important, land use regulation alone is unlikely to be sufficient to achieve the significant destination retail district desired in the Plan Area, particularly given the lack of an existing retail base on which to build. Public financial participation in providing parking and other improvements, and public involvement in securing a large site area are also needed (as discussed in the next sections).

Policy IMP-1.6

Supplement land use regulations with an entitlement process that facilitates destination retail development.

In addition to land use policies and zoning, the City's entitlement process needs to give priority to destination retail development in an effort to further help in attracting new comparison goods shopping to Oakland. Such priority could include expedited permit review and possible reductions in planning/building permit fees. In the future, it is important that the desired retail development not be burdened with significant fees, such as for mitigations or community benefits, since the retail market needs to be "encouraged" to come to Oakland and cannot support additional costs without additional subsidies. Impact fee studies and other analyses that may be done in the future should include consideration of potential economic impacts on destination retail development and of how to fund any associated costs so as not to substantially impact the feasibility of the desired retail development.

Policy IMP-1.7

Ensure close coordination of City revitalization efforts in the Uptown Entertainment District (approximately bound by 19th Street, Grand Avenue, Telegraph Avenue and Broadway) with similar efforts in the Broadway Valdez District Specific Plan Area.

As shown in Figure 1.1 Plan Area Context, the Broadway Valdez District is but one node along the Broadway Corridor, Oakland's historic "spine" that connects some



FIGURE 8.3: VALDEZ TRIANGLE CITY-OWNED PARCEL

of the City's primary retail and employment destinations. It is critical that the City take a holistic approach in its economic development and planning efforts along the Broadway Corridor. In particular, policies and actions geared towards the "Uptown Coordination Area" (see Figure 8.2) and the Broadway Valdez District should be closely coordinated so that opportunities may be leveraged and contribute to outcomes that are mutually beneficial.

COMPONENT 4: STRATEGIC USE OF CITY-OWNED PROPERTY IN VALDEZ TRIANGLE AND POSSIBLE PURCHASE OF ADDITIONAL SITE(S) (POLICIES IMP-1.8 – 1.11)

Control of a large site area in the Valdez Triangle is critical for enabling destination retail development. The City currently owns property in the area (see Figure 8.3) that should be used strategically to advance the Specific Plan's retail agenda. In addition, purchase of one or more additional sites, particularly a larger retail opportunity site, could be very beneficial in facilitating retail development with enough critical mass to be successful.

Policy IMP-1.8

Consider opportunities to purchase additional retail opportunity site(s).

In the future, should funding become available, City should consider purchase of one or more additional sites in the Valdez Triangle to help in assembling a large site area for major retail development and in attracting an experienced retail developer to the area. There has been developer interest expressed if a large, site area could be assembled.

Policy IMP-1.9

Use City-owned property as an incentive to facilitate retail development.

City-owned property in the Valdez Triangle can provide an important incentive for destination retail development. Two options are identified for consideration.

Option A: Partnering in the development. Use of City property to facilitate multi-site retail development could include the City partnering with a developer and/or land owners of nearby properties for a multi-site retail or retail/mixed use development. Potentially, the City land could be contributed at no/low cost initially, in return for proceeds later, once the development is established.

Option B: Sale and use of funds. The City could also facilitate retail development in the Valdez Triangle through: (a) the sale of its property to be part of a larger retail or retail/mixed use development, and (b) the use of sale proceeds for funding parking and/or other catalyst improvements to support the retail development. The sale of City property should be for a use and at a value consistent with the retail or retail/mixed use development envisioned for the retail district.

The existing City-owned property in the Triangle is already entitled for residential development. The entitlement could enhance the overall feasibility of large-scale destination retail development, if the total site area (City property plus other nearby properties) is large enough to support both a critical mass of new comparison goods shopping and residential development (in horizontal or vertical mixed use). The retail development must be given priority in overall project design and development.

Policy IMP-1.10

Condition future use of the City-owned property with a Disposition and Development Agreement (DDA) to ensure that development advances the City's retail agenda.

Under either of the above arrangements, the City's property can be an important catalyst for destination retail development. As such, the City should use its leverage to ensure that the retail development meets the City's objectives for comparison goods shopping as set forth above. In addition, it is important that the specifics of the development project and of the agreement between the City, developer, and property owner(s) be

spelled out in detail to ensure that the desired retail development occurs as anticipated. The elements of an agreement regarding use of the City property to facilitate retail development should include the following:

- Specific performance criteria for the timeframe and phasing of the retail development;
- Specific performance criteria for the respective roles of the developer, property owner(s), and the City, in a development partnership;
- Detailed plans for the development including overall project design and layout, square feet of retail space and store locations, anticipated retail tenants with commitments from anchor tenants, and specifics on the types and number of other tenants to be attracted;
- Specifics on other uses to be included if retail/mixed use development is proposed, including square feet space, number of dwelling units, other commercial tenants, etc.;
- The timing and phasing of development, insuring that the retail development occurs first or at the same time as development for other uses;
- Specifics for the provision of parking for the development; and
- Remedies for non-performance.

Policy IMP-1.11

Use of City Property should set an example for the type of development that is envisioned in the Valdez Triangle.

Beyond its use as a direct catalyst for retail development, use of the City's property will also provide an example and "send a signal" to other property owners and the development community, affecting use of the rest of the property in the Valdez Triangle retail district. The City's property was purchased as part of early phase efforts under this Plan, for use in facilitating larger-scale retail development which may be on another site as part of an overall project.

COMPONENT 5: USE OF PUBLIC FUNDING FOR CATALYST IMPROVEMENTS (POLICIES IMP-1.12 – 1.14)

As described above, public funding will be required for development of a significant, destination retail district in the Valdez Triangle. This public funding could come in the form of assistance in assembling a large site area, in funding public parking for the retail development, to help to attract a major department store anchor, and/or funding assistance for improvements such as public plazas and area-wide streetscape improvements. An infusion of capital early on can provide a significant catalyst for undertaking the new development. The catalyst improvement strategy and possible sources of funding are addressed later in Sections 8.3.2 and 8.3.3.

Policy IMP-1.12

Provide public funding assistance for comparison goods retail parking.

Paying for structured parking is a big hurdle for destination retail development, and in the past has been typically funded by the public sector. The 2007 Upper Broadway Strategy identified the need for the City to fund parking development for new comparison goods shopping, as did the feasibility analysis prepared for this Specific Plan. Particularly in the early phases, parking availability is critical for attracting retailers and shoppers. Retail parking needs to be conveniently located within or close to the retail development, and dedicated to supporting retail shopping. The area's central, urban location and the availability of public transit reduce the amount of parking otherwise needed, but do not replace the need for parking to support destination retail shopping.

The recommended approach is to provide funding assistance for the development of parking as part of, or near to, larger-scale, retail development(s) with multiple comparison goods tenants. A public garage could be developed and operated as a freestanding garage or as part of a large retail project.

Larger-scale retail development with multiple comparison goods tenants and covering several sites/blocks is the type that will require the most public funding for building structured parking, and is the type most needed to achieve the necessary critical mass of comparison goods shopping in the Valdez Triangle. Public funding for parking may be less critical for development of a freestanding retail tenant or a smaller project, so that the use of public funding for building parking should take into account market and development feasibility considerations specific to the project and types of retail tenants. Given the differences in development feasibility and the City's objective of establishing comparison goods shopping, public funding for retail parking should be prioritized to support development that accommodates a mix of comparison goods retail tenants, and not other types of retailing, such as convenience retailers. Further, the development of retail parking should be done in conjunction with, and at the same time as, the retail development.

Policy IMP-1.13

Provide public funding for public realm improvements.

Funding for public realm improvements, such as streetscape, plaza, street, and utility improvements will demonstrate the City's commitment to the retail vision for the Valdez Triangle and encourage and support the private sector. These improvements will support and extend private investment into the public realm, to create a true "retail district" for the area overall. As described earlier in this chapter, creation of a significant retail district requires and benefits from funding beyond that supported by the private development.

The recommended approach is to prioritize the funding and development of public realm improvements in areas where private development is proposed (e.g. adjacent to Retail Priority Sites discussed in Chapters 4 and 5 of this Plan). For example, retail catalyst improvements could focus on 24th Street, 24th and Harrison, and parts of Valdez to support retail development on the eastern side of the Valdez Triangle. Similarly, public realm improvements could focus on Broadway between 24th and 27th Streets for retail development in the northern/northeastern parts of the Valdez Triangle. As identified later in this chapter, public funding for public realm improvements could be combined with areawide/private sector funding as might be provided through an assessment district in the area (e.g. a Business Improvement District [BID] or Community Benefit District [CBD]). These funding sources are identified in Section 8.3.3.

Policy IMP-1.14

Provide public funding for other improvements and programs that would facilitate the Specific Plan's destination retail objective.

There could be costs to assist with land acquisition and/or business relocation in order to create larger site areas that will facilitate the development of the "critical mass" and/or combination of retailers typically required for successful comparison goods shopping. There also will be ongoing costs to support and manage a destination retail district in the Valdez Triangle.

COMPONENT 6: STRATEGY FOR RETAINING AUTO-RELATED RETAILING (POLICIES IMP-1.15 – 1.17)

As noted in Chapter 2, from a market perspective, auto dealerships are consistent with the overall objectives for destination retail in the Specific Plan Area, particularly if they are appropriately designed with a more "urban showroom" format that is more compact and requires less land area.

Broadway Auto Row in the Specific Plan Area currently provides significant sales tax revenue for the City: approximately $2.1 million of sales tax revenue from $207 million of taxable auto-related sales in 2011. That represents 5.5 percent of total sales tax revenue citywide.

Sales at auto dealerships are growing and are on the upswing after being hit hard by the recent recession. In addition, Auto Row provides convenient opportunities for residents to buy new and used automobiles and to have autos serviced and repaired in Oakland.

The retail opportunity sites identified in the Specific Plan include sites where there are currently active auto dealerships:

- In the Valdez Triangle, there are two active auto dealerships on large sites desired to support a critical mass of new comparison goods shopping. Maintaining the dealerships in their current locations in the Valdez Triangle has the potential to make the objective of establishing a critical mass of destination retailing much more difficult. That raises the issue of how those dealerships could potentially relocate to other locations in the Plan Area north of 27th Street, or elsewhere in the city.
- In the North End, there are existing dealerships on sites that could eventually be redeveloped for residential/mixed use development or other uses. That further raises the issue of location options for auto dealerships in the North End in the future, and if or how they could be accommodated.

POSSIBLE IMPLICATIONS FOR SALES TAX REVENUES IN OAKLAND

Analysis indicates that the potential loss of auto dealerships in the Plan Area to make way for other, new development would result in the loss of sales tax revenue from auto sales. If new comparison goods retail development in the Plan Area results in the loss of auto dealerships, the loss of auto-related sales tax revenue would offset any increase in sales tax revenue generated by the new comparison goods shopping, and make it difficult to achieve the City's dual objectives of increasing shopping opportunities in Oakland and enhancing the City's sales tax base. For comparison, replacing $207 million of auto-related sales requires the equivalent of 600,000 to 700,000 square feet of new comparison goods retailing to offset the loss of sales tax revenue from auto sales. Further, if the Plan Area develops as a mixed use district without major destination retailing, there would be a substantial net loss of sales tax revenue as the area is developed for residential and some office uses with ground floor retail and possibly some convenience retailing (the majority of sales in grocery and other food stores and drug stores are non-taxable).

IMPLEMENTATION STRATEGY FOR RETAINING AUTO DEALERSHIPS IN THE NORTH END AND CONSIDERING CITYWIDE STRATEGY FOR AUTO–RELATED RETAIL IN OAKLAND

Auto dealerships continue to value locations on Broadway Auto Row. There are locations along Broadway north of 27th Street that could remain in use as auto dealerships, and be consistent with the overall objective for new destination retail and an increased sales tax base in the Plan Area. New comparison goods shopping in the Valdez Triangle could be of benefit to auto dealers located north of 27th Street, increasing their visibility and attracting substantially more people to the area. In addition, the auto dealers would represent another type of destination retailing that adds to the mix of uses and attractions in the Plan Area. An implementation strategy for retaining auto-related retailing in the North End (along with the sales tax revenue it supports) is described below. It includes consideration of a citywide strategy for auto-related retailing in Oakland, as it relates to this Specific Plan and to location options for Auto Row elsewhere in Oakland over the longer term future.

Without a citywide auto dealership strategy, the best scenario from a sales tax revenue perspective would be to retain all existing dealerships in the Broadway Valdez District but encourage relocating them to the north of 27th Street, while introducing new comparison goods shopping in the Valdez Triangle.

Policy IMP-1.15

Allow existing auto dealerships to remain in the Plan Area to the north of 27th Street and retain branding as Broadway Auto Row.

Locations to the north of 27th Street currently include auto dealerships and related facilities. Existing dealerships desiring to remain in the Plan Area could be supported by land use policies and zoning that allow and encourage them to locate in the North End, to the north of 27th Street. Retaining the branding of "Broadway Auto Row" to the north of 27th Street also will be important for attracting customers and supporting the marketing activities of dealers in the Plan Area.

Over time, auto dealership activities in the area could be encouraged by regulations and incentives to adapt to more urban forms of operation, with less land devoted on-site to auto display and storage. Off-site storage options nearby could help dealers accommodate growing business activities on existing or smaller sites. Such options could also help accommodate relocations and new dealerships in the Plan Area.

Policy IMP-1.16

Develop a strategy for relocating active dealerships from the Valdez Triangle as needed to facilitate comparison goods shopping in the retail district.

A strategy should be developed for relocating the active dealerships now located in the valdez Triangle on Retail Priority sites identified in the Specific Plan. The considerations to be addressed include: (a) possible new locations for the dealerships; (b) potential availability of existing auto-related facilities that are vacant or potentially available; (c) the need for developing new facilities or upgrading existing facilities; and (d) how the economics of relocation and possible new development/ renovation could work. Public incentives/resources to facilitate relocations would be beneficial and may be needed in some cases.

Policy IMP-1.17

Develop a citywide strategy for auto–related retailing in Oakland.

Given the importance of auto related sales tax, consideration of other uses for properties along Oakland's Auto Row raises a citywide policy question of location options for retaining auto dealerships and other auto-related uses in Oakland in order to retain and grow sales tax revenue as well as provide convenient auto shopping and service/repair opportunities for residents. Questions to address include:

- How and where can auto dealers be retained in the North End, both in the near term and longer term future?
- Are there other locations for Oakland's Auto Row?
- How do the location options compare?

The answers to these questions will provide direction for a citywide strategy for auto-related uses. That strategy will provide direction as to the longer term desirability of retaining auto dealerships and Auto Row in the North End of the Specific Plan Area. Considerations from a citywide perspective should be undertaken sooner rather than later, in order to avoid missed opportunities.

8.2.3 FUNDING CONTEXT AND POTENTIAL FUNDING SOURCES AND FINANCING MECHANISMS

Funding sources and financing mechanisms that could potentially be used to fund improvements referenced above are discussed in further detail in Sections 8.3.3 and 8.3.4.

8.3 PROPOSED PUBLIC REALM CATALYST IMPROVEMENTS

The Specific Plan identifies public realm improvements to facilitate and support anticipated development within the Plan Area and to achieve realization of the overall Specific Plan vision. These improvements are referenced throughout the Plan and in the Retail Implementation Strategy in Section 8.2 of this chapter. They are consolidated and listed in this section along with planning level cost estimates and a strategy for their implementation. The discussion in this section presents the recommended improvements and costs in total and by subarea and priority level. A complete listing of all of the public realm improvements is included in the Action Plan of this chapter (Section 8.6) , organized by type of improvement and including a more detailed description of each item.

GOAL IMP-2: The strategic use of physical improvements to the public realm to improve the area's function and character, and to serve as a catalyst for future development.

8.3.1 PUBLIC REALM AND RETAIL CATALYST IMPROVEMENTS AND ESTIMATED TOTAL COSTS

The Specific Plan identifies public realm and other retail catalyst improvements— including open space and streetscape improvements, street improvements, utility infrastructure improvements, and utility undergrounding. As shown in Table 8.1, the estimated costs of the public realm improvements total approximately $26.8 million (in 2012 dollars), with an additional $4.7 million in utility upgrading and undergrounding. The costs are order-of-magnitude estimates developed for planning purposes. Actual costs incurred could vary from the estimates and will depend on a number of factors, including the amount of development that occurs, the improvements needed to support it, decisions regarding the more discretionary improvements, and the actual costs once projects are planned and designed in more detail. Sewer capacity expansion also is required and could be funded with existing City sewer fees, estimated to total $4.1 million (in 2012 dollars) based on the build-out scenario for the Plan.

TABLE 8.1: PUBLIC REALM IMPROVEMENT PRIORITIZATION

PRIORITY	ESTIMATED COSTS* (2012 $)
Priority 1: Initial Retail Catalysts in Valdez Triangle	
Option A or Option B	$4,654,350 or $6,840,201 $11,494,551
Priority 2: Other Improvements for Retail District in Valdez Triangle	
	$9,268,000
Priority 3: Improvements Along Broadway and Webster in North End	
	$2,689,300
Priority 4: Other Improvements in North End	
	$3,429,305
GRAND TOTAL IMPROVEMENTS *(Community Design and Circulation Policies)*	**$26,881,156**

* Costs are order-of-magnitude, planning level estimates, developed in late 2012. Costs do not include utility upgrading and undergrounding or sewer capacity expansion costs to be recovered through City of Oakland sewer fees. Table 8.6 provides additional information regarding potential funding mechanisms for identified costs.

Source: BVDSP Consultant Team; City of Oakland

The time horizon for implementation of the Specific Plan is assumed to be approximately 25 years. Plan identified improvements will not occur all at once, but will be phased over time, consistent with the timing and sequencing of Plan Area development. However, given the Specific Plan's emphasis on attracting and facilitating destination retail development which has been challenging to attract and retain in Oakland despite the strong market support, it is essential to undertake initial investments and improvements to serve as catalysts for retail development in order to create a significant retail district for comparison goods shopping in the Valdez Triangle. Another consideration influencing the sequencing of improvements will be the availability of public and other funding over time.

Policy IMP-2.1

Secure funding for Plan improvements according to identified prioritization.

Based on these considerations, the recommended sequencing of improvements is to focus on in the Valdez Triangle subarea first, with priority given to initial retail catalyst improvements. Improvements in the North End subarea would follow as the market evolves, development is proposed, and additional funding becomes available. The suggested prioritization is summarized as follows:

- **Priority 1: Initial catalyst improvements in the Valdez Triangle that support the creation of a significant destination retail district.** Improvements and investments to attract and support development of a comparison goods shopping district in the Valdez Triangle should be given top priority. Improvements implemented early on by the public sector can provide a significant catalyst for attracting and undertaking private sector retail development.

  As there are currently multiple land owners in the Valdez Triangle, it is anticipated that new destination retail development is most likely to occur in successive phases. The recommended approach is to support private development by focusing initial, catalyst improvements where private development is proposed first. For example, initial public realm improvements could focus first on the lower portion of the Valdez Triangle and reconfiguring the key intersection of 24th Street, 27th Street, Harrison Avenue, and Bay Place, or, alternatively, could focus at the northern end of the Valdez Triangle near Broadway and 27th Street in response to development there. Other options are also possible, depending on landowner/developer initiatives.

  Possible, first priority public realm improvements and their costs are presented in Table 8.2, as options, assuming that the initial retail development occurs on the east side of Valdez Triangle (Option A) or on the north side (Option B). As shown, estimated costs for 'Priority 1' public realm improvements could range from $4.6 to $6.8 million (in 2012 dollars). Actual costs will depend on the locations for the retail development and the specific improvements made.

- **Priority 2: Other improvements in the Triangle, to further facilitate and support development of the destination retail district and enhance the pedestrian environment.** Once the initial destination retail development occurs, it will be important to continue to encourage and support one or more successive phases of retail development. As explained in the retail implementation strategy earlier in this chapter, the objective is to create and sustain a critical mass of comparison goods shopping of at least 700,000 square feet in the Valdez Triangle.

  The remaining 'Priority 2' improvements to be undertaken include the following:

  - Public Realm improvements not yet completed in the eastern and/or northern parts of the Valdez Triangle, as identified under Options A and B in Table 8.2;
  - Improvements in the rest of the Valdez Triangle, including those in the central and southern areas, as identified in Table 8.3.

  The costs for the remaining 'Priority 2' improvements are estimated to include approximately $9.2 million for public realm improvements in the central and southern parts of the Valdez Triangle, and the costs of remaining 'Priority 1' public realm improvements identified above. (All costs are in 2012 dollars.)

- **Priority 3: Improvements in the North End along Broadway to make the area more pedestrian-friendly and more attractive for development.** North End improvements focus on making the area more pedestrian-friendly and more attractive for existing and new uses in the area and for new development. Priority should be given to continuing streetscape improvements: (a) up Broadway as the key transportation corridor and commercial spine through the area, and (b) enhancing the public realm at the intersection of 30th and Broadway in order to create a sense of place and improve pedestrian safety . Improvements along Broadway will also help connect new retail activities in the Valdez Triangle with uses and activities in the North End. These 'Priority 3' improvements are estimated to cost about $2.7 million, as shown in Table 8.4.

TABLE 8.2: PUBLIC REALM CATALYST IMPROVEMENTS IN THE VALDEZ TRIANGLE. PROPOSED PRIORITY 1: INITIAL CATALYSTS

	ESTIMATED COSTS * (2012 $)
Option A: Public Realm Improvements, 24th, Harrison, 23rd, and Webster	
1. 27th Street / 24th Street / Bay Place / Harrison Street Intersection Improvements:	
a. Reconfigure Intersection	$750,000
b. Plaza Improvements at 24th and Harrison	$967,800
2. 24th Street Improvements:	
a. Streetscape Improvements	$309,400
b. Traffic Calming, sidewalks, and pedestrian safety elements	$523,600
c. Signal/ Crosswalk at Broadway	$371,000
3. 23rd Street Improvements:	
a. New Signal/ Crosswalk at Harrison Street and 23rd Street	$378,000
b. Crosswalk at Broadway/ 23rd Street	$371,000
4. Street Closures:	
a. Waverly Street Closure Improvements and Utility Undergrounding	$983,600
TOTAL	*$4,654,350*
Option B: Public Realm Improvements: Broadway (south), and 27th Street	
1. 27th Street Improvements:	
a. Remove channelized right turns at eastbound 27th Street to Valdez Street, Northbound Valdez to 27th Street, Westbound 27th Street to Broadway	$1,599,500
b. Streetscape improvements	$708,900
c. Traffic calming, sidewalks and pedestrian safety elements	$626,000
2. Broadway Improvements:	
a. Remove channelized right-turn lanes on east approach of the Broadway/ Webster Street/25th Street intersection	$415,800
b. Traffic calming, sidewalks and pedestrian safety elements	$1,919,283
c. Streetscape improvements from 24th Street to I-580	$1,542,718
d. Transit Shelters ($10,000 per stop @ 2 per Figure 6.3)	$28,000
TOTAL	*$6,840,201*
TOTAL PRIORITY 1 IMPROVEMENTS	**$11,494,551**

* Costs are order-of-magnitude, planning level estimates, developed in late 2012. Costs do not include utility upgrading and undergrounding or sewer capacity expansion costs to be recovered through City of Oakland sewer fees. Table 8.6 provides additional information regarding potential funding mechanisms for identified costs.

Source: BVDSP Consultant Team; City of Oakland

TABLE 8.3: RETAIL CATALYST IMPROVEMENTS IN THE VALDEZ TRIANGLE. PROPOSED PRIORITY 2: REMAINING IMPROVEMENTS

	ESTIMATED COSTS * (2012 $)
Remaining Public Realm Improvements	
Improvements not yet completed from Table 8.2	TBD
Public Realm Improvements in Rest of the Valdez Triangle, Central and Southern Areas	
1. Broadway Improvements (continued):	
a. Transit Shelters ($10,000 per stop @ 2 per Figure 6.3)	$84,000
b. Plaza at Broadway and 27th Street	$3,782,250
c. Plaza at Broadway and 25th Street	$520,000
2. Valdez Street:	
a. Streetscape improvements	$474,685
b. Traffic Calming, sidewalks and pedestrian safety elements	$588,215
c. Grand Avenue Crossing	n/a
d. Plaza at Valdez and 27th Street	$3,610,750
3. Webster Street:	
a. Redesign Webster Street between Grand Avenue and Broadway	$322,600
4. Bicycle Improvements:	
a. Complete Bicycle Network	n/a
b. Enhance bicycle facilities	$112,000
c. Increase bicycle parking in the public realm	n/a
TOTAL	*$9,268,000*
TOTAL PRIORITY 2 IMPROVEMENTS	**$9.2 million**

* Costs are order-of-magnitude, planning level estimates, developed in late 2012. Costs do not include utility upgrading and undergrounding or sewer capacity expansion costs to be recovered through City of Oakland sewer fees. Table 8.6 provides additional information regarding potential funding mechanisms for identified costs.

Source: BVDSP Consultant Team; City of Oakland

TABLE 8.4: PUBLIC REALM IMPROVEMENTS IN THE NORTH END: PROPOSED PRIORITY 3 AND 4

	ESTIMATED COSTS * (2012 $)
Priority 3: Improvements Along Broadway - North End	
1. Broadway Improvements (continued):	
a. Crosswalk improvements at 30th & Hawthorne Streets	$295,000
b. Plaza / Pedestrian Street between 30th & Hawthorne Streets	$1,838,800
2. North End Streetscape Improvements:	
a. Plaza Improvements - Broadway and Piedmont	$294,000
3. I-580 underpass:	
a. 580 Underpass enhancements on Broadway and Piedmont	$147,000
TOTAL	*$2,689,300*
TOTAL PHASE 3 IMPROVEMENTS	**$2,689,300**
Priority 4: Other North End Improvements	
1. North End Streetscape Improvements:	
a. Streetscape Improvements to Piedmont	$489,100
b. "Green Street" Improvements 29th and 30th Streets	$702,300
c. Streetscape Improvements to Hawthorne	$401,100
d. Streetscape Improvements to Brook Street	$363,400
e. Plaza Improvements to Hawthorne/ Webster	TBD
2. Glen Echo Creek Improvements:	
a. Creekside Linear Park Improvements (b/w 30th & 29 Streets)	$968,400
b. Creekside Linear Park Improvements (b/w 30th & Oak Glen Park)	$496,000
3. Street Closure:	
a. 34th Street between I-580 Off-Ramp and Broadway	TBD
TOTAL	*$3,429,305*
TOTAL PRIORITY 4 IMPROVEMENTS	**$3.4 million**

* Costs are order-of-magnitude, planning level estimates, developed in late 2012. Costs do not include utility upgrading and undergrounding or sewer capacity expansion costs to be recovered through City of Oakland sewer fees. Table 8.6 provides additional information regarding potential funding mechanisms for identified costs.

Source: BVDSP Consultant Team; City of Oakland

- **Priority 4: Other improvements in the North End to support existing and new uses.** 'Priority 4' improvements includes a range of improvements to enhance and encourage the expansion of activity in the North End. There are improvements that should be done as part of or in tandem with new development in the area, such as the restoration of Glen Echo Creek and other improvements to enhance the neighborhood areas along the eastern edge of the Plan Area. There are also utility improvements that should be coordinated with new development, as it occurs over time. The 'Priority 4' improvements are estimated to cost approximately $3.4 million, as detailed in Table 8.4.

Sewer capacity expansion improvements are assumed to occur over time as development occurs and as can be funded through existing City sewer fees.

A summary of the estimated costs of improvements by priority group ranking is presented in Table 8.1 and described in the discussion that follows. The costs are planning level estimates for improvements identified throughout the Broadway Valdez District Specific Plan. The improvements will be further defined for implementation, and some may change over time. As presented in this Plan, they identify the types of improvements anticipated and the order-of-magnitude costs involved.[4]

8.3.2 FUNDING CONTEXT

As with many California cities, the City of Oakland currently faces a paucity of funding sources for improvements of the types identified for the Plan Area. As of today, Oakland is still recovering from the effects of the major economic recession (2007-2010) that reduced City tax revenues. Also, with the demise of California Redevelopment and associated funding in 2012, the City's primary funding tool for redevelopment and revitalization has evaporated. In addition, there is significant competition for remaining federal, state and local grant funds. As a result, successful funding of public realm and other catalyst improvements is increasingly likely to require combinations of multiple funding sources and could take longer to implement.

MAJOR DESTINATION RETAIL PUBLIC FUNDING PARTICIPATION

Within this funding context, a common tendency is to consider shifting improvement costs to private development to the greatest extent possible. However, care must be taken not to overburden private development, especially given the City's objective of creating a significant destination retail district in the Valdez Triangle which requires public sector participation as described earlier (see Section 8.2.1). As stated earlier, the public provision of certain improvements will be critical to attracting and supporting destination retail development and funding gaps in project feasibility. In the past, Redevelopment funding, in particular, has enabled major destination retail development in many California cities.

CHANGES IN FUNDING ARE LIKELY OVER LONGER TERM PLANNING HORIZON

Although resources for funding public improvements are currently relatively scarce, the Specific Plan has a long term planning horizon (approximately 25 years). Within that time period much can change, including:

- Redevelopment or other tax increment-based funding may resurface in some form.
- Federal, state and local government grant programs may be replenished.
- Market improvements may allow for increased funding through impact fees and/or property-based assessments in the future.

4 The cost estimates were prepared by the Specific Plan Consultant Team in coordination with City staff, as part of the analyses done to prepare the Plan and identify Plan improvements as described in earlier chapters.

- Community Facilities Districts may become more common in urban settings.

Thus, the funding plan should include both shorter-term and longer-term strategies.

8.3.3 POTENTIAL FUNDING SOURCES AND FINANCING MECHANISMS

Funding sources and financing mechanisms that could potentially be used to fund public realm improvements and other retail catalyst improvements (discussed in Section 8.2) in the Plan Area are identified and briefly described in this section. They include:

- **Public Funding Sources:** City and other public funding sources. These will be important for facilitating and supporting destination retail development and improvements of area wide and city wide benefit.
- **Assessment or District Funding, Developer/ Landowner Funding, and Other Private Sources:** Area funding mechanisms supported by groups of property owners or business owners in the area, and developer/landowner funding of improvements associated with specific developments or properties.

Potential funding sources are summarized in Table 8.5. The table has columns to identify funding sources and mechanisms, suitability for types of improvements, enactment requirements and whether demonstration of a "nexus" or "special benefit" is required, allowable uses and constraints, and other comments.

The potential funding sources and mechanisms are further described below. Sources are organized according to funding responsibility. City and other public funding sources are discussed first followed by funding using mechanisms supported by groups of property owners or business owners and by individual development projects.

PUBLIC FUNDING SOURCES

RESIDUAL REDEVELOPMENT FUNDS

The former Redevelopment Agency of the City of Oakland issued tax allocation bonds for use on redevelopment projects in the Central District Redevelopment Project Area, which includes the Valdez Triangle subarea. The Redevelopment Agency has since been dissolved, and the City, through the Oakland Redevelopment Successor Agency, holds and controls these "excess" bond proceeds. These funds could be used for public facilities in the Valdez Triangle - (including parking garages), public infrastructure (such as roadway and intersection improvements), other public improvements (such as plazas and streetscape), and grants (such as for facade/ tenant improvements).

USE OF CITY–OWNED PROPERTY

The City owns a property in the Valdez Triangle that was purchased to facilitate destination retail development in the area. The land could be used to facilitate multi-site retail development through partnering or other arrangements, or the land could be sold to be part of a multi-site retail/mixed use development and the proceeds used to fund public parking or other area improvements/ infrastructure (See Retail Implementation Strategy, Policy IMP-1.2).

USE OF PARKING REVENUES

The City collects revenues from parking that are no longer dedicated for parking purposes. However, such revenues can provide an important source of funding for development of additional public parking to attract and support the development of a critical mass of destination retail shopping in the Valdez Triangle, as called for in the Plan. To take advantage of that source of funding, the City could establish a new Parking Fund or Parking Enterprise Fund for the Broadway Valdez District. The Fund should be area-specific with the intent that funds would be spent

on parking for comparison goods shopping of types called for in the Plan. The Fund could include revenues from parking potentially including on-street parking, off-street parking, parking citations, and revenues from the City's parking tax.

Funding from other sources also should be included as needed to provide the level of funding necessary for the desired parking improvements, particularly in the early phases of retail development. It is essential that the Fund be created in a way that stipulates that it cannot be used for other purposes so as to provide a solid basis on which funding and financing mechanisms can be established for supporting development in the Plan Area. In this way, the City could use the funding directly or to support revenue bonds or other financing mechanisms for developing additional public parking.

In the future, the Specific Plan anticipates that additional parking meters will need to be added in the Plan Area, and that street parking will be used more intensively, thereby increasing parking meter revenues over time. Once the initial catalyst improvements are completed and new retail development occurs, revenues from one or more new public parking garages will generate additional parking garage revenues that could also be added to the Fund. The development of new parking garages in the Area will require the dedication of existing parking revenues, particularly in the early phases. Depending on the magnitude of parking revenues that are dedicated to the Fund, other revenues may also be needed, such as other General Fund revenues (initially) and General Fund increments generated by new retail development in the area over time (also see below).

PUBLIC GRANTS FOR TRANSPORTATION

The Metropolitan Transportation Commission (MTC) administers and distributes One Bay Area Grant (OBAG) funds to Bay Area counties. OBAG grants are funded by federal transportation funds for transportation-related projects and programs which in turn help support implementation of California's Sustainable Communities Act (the codification of Senate Bill 375, Steinberg, 2008). According to the OBAG implementation requirements, 70 percent of OBAG funds must go to projects located in Priority Development Areas (PDAs). The Broadway/ Valdez District will be considered for PDA designation once the Specific Plan is completed and adopted.

In Alameda County, OBAG funding from the Metropolitan Transportation Commission (MTC) is allocated to specific projects by the Alameda County Transportation Commission (ACTC). ACTC also allocates funds from local Alameda County Measure B sales tax proceeds. Measure B generates millions of dollars per year for multi-modal and other transportation-related projects. The funds are distributed through several competitive programs including grants for bicycle and pedestrian improvements and also funding for local streets and roads (paving). The City of Oakland was very successful in receiving OBAG grants in 2013; the next cycle for application will be in 2016. Measure B funding is passed-through to the City until 2020. These funds are to be spent on transportation operations and capital projects wherever possible; most projects consist of paving and sidewalk repair, traffic signal replacement, and other basic transportation infrastructure that has already significantly outlived its useful life. Measure B1, a reauthorization of the Measure B sales tax, was narrowly defeated on the November 2012 ballot. This measure would have extended and significantly increased local sales tax funding for transportation-related projects. It may return to the ballot in 2014 or 2016.

TABLE 8.5: SUMMARY OF POTENTIAL FUNDING SOURCES AND MECHANISMS

SOURCE OF FUNDS	FUNDING MECHANISM	MOST SUITABLE FOR:	ENACTMENT REQUIREMENTS	ADMINISTERED BY:	NEXUS OR SPECIAL BENEFIT?	ALLOWED USE AND CONSTRAINTS	OTHER COMMENTS
PUBLIC SOURCES							
Residual Redevelopment Funds (if any)	Project designation and dispersal of funds	Targeted Retail Catalyst improvements within Triangle Subarea	Pending receipt of "notice of completion" from State of California	City	No	Use restricted to Central District Redevelopment area for which funds were originally acquired.	Probable competition for use within former Central District Redevelopment Plan area.
Use of City Owned Property	Partnering in development, or sale and use of proceeds	Facilitating development, or funding parking garage or other improvements	City Council approval	City	No		Property purchased to facilitate destination retail development.
Use of Parking Revenues	Use of direct revenues and/or potential revenue bonds	Parking garage construction or funding of parking management services	City Council approval	City	No	Existing City parking revenues are no longer dedicated for parking purposes only. Commitments needed as revenues must be dedicated for funding and financing improvements.	Competition for these funds for other City services and improvements
Local Public Grants for Transportation including OBAG Grants, Measure B funding	Grant funding	City or large area wide improvements or improvements to foster specific goal (e.g. bicycle and pedestrian safety)	Competitive by project and jurisdiction for Fed'l funds allocated to MTC member counties (OBAG) distributed by ACTC. ACTC allocation of local Measure B sales tax funds	City, once received from ACTC	No	Public transit, streetscape, bicycle, pedestrian, transit center, street and traffic improvements. - Priority Develop. Area (PDA) improvements given preference and BVDSP PDA designation is pending plan completion.	Competitive annual allocations. Future Measure B funding would have been greatly enhanced by passage of narrowly defeated Measure B1 on Nov. 2012 ballot.
Use of existing General Fund (GF) or Future GF Revenue Increment	Budget designation of existing or future increment of GF revenues such as Property Tax, Parking Meter, Sales Tax, or Business License Tax or other Revenue	Retail catalyst, large area wide improvements, or improvements with other citywide significance	Legislative body (City Council) revenue allocation decision	City	No	Highly flexible. Allowed uses based on City Council policy direction.	City may be unwilling to forgo even a temporary dedication of GF revenues given competing funding priorities.
Infrastructure Financing District (IFD)	Property tax increment bond financing, but increment more limited than in former redevelopment areas	Area wide improvements needed to eliminate "blight"	Under current law requires 2/3 majority voter approval	City	No	• Limited to funding of certain infrastructure / capital facilities • Currently cannot be established within former redevelopment area • Limited property tax increment - No power of eminent domain	Currently rarely used. Gov. Brown vetoed SB 214 in 2012 which would have repealed voter approval requirements among other changes. Future amendment attempts likely.
General Obligation Bonds (ex. Measure DD for parks)	Property tax assessment	Improvements specified on Bond measure.	Requires super majority (2/3) citywide voter approval	City	No	• Limited to funding of infrastructure/capital facilities specified on bond measure	Difficult to get citywide 2/3 voter approval. Overall municipal debt limits must be adhered to.
ASSESSMENT OR DISTRICT FUNDING AND OTHER PRIVATE SOURCES							
Benefit Assessment Districts	Property tax assessment	District-wide improvements	Requires majority property owner approval	City	Yes - Special Benefit	• Specifics depend on type of assessment district formed • Facilities/activities to be funded must be identified prior to adoption	Improvements/services must provide a special benefit to the properties. City of Oakland as a charter city has more flexibility in types/uses of districts than non-charter cities.
Business or Parking Improvement Districts (BIDs)	Property based (type and square footage) or business based (usually business type and % of gross proceeds) assessment	District-wide improvements or services	Requires majority approval by property or business owners weighted by proposed assessment	Separate Independent District	Yes - Special Benefit	• BIDS are a subcategory of special assessment districts • Can be property or business based • Can be used for services as well as improvements • Districts with residential properties are Community Benefit Districts (CBDs)	Portion of BVDSP Triangle subarea already in the Lake Merritt/Uptown CBD Current assessment covers limited specified service costs only. LMU CBD expires 2018.
Rule 20B Undergrounding Assessment District	Property tax assessment	Undergrounding of utilities (usually overhead electric) in specific district area	Requires majority property owner approval.	City / Utility Provider (PG&E)	Yes - Special Benefit	• Limited to undergrounding of utilities only	Feasible alternative to oversubscribed Rule 20A program.
Community Facilities Districts (CFDs. Aka "Mello-Roos" Districts)	Property tax assessment	Area wide improvements or improvements for a single (large) development	Requires 2/3 property owner approval if 12 or fewer registered voters in proposed district, 2/3 approval by registered voters if > 12.	City	No	• Funding of private or public infrastructure/capital facilities and some services • Bond financing allowed	Infrequently used in developed areas due to voter approval requirements. May increase in popularity given dearth of alternatives.
Development Impact Fees	One time fees levied on new development at time of building	City or large area wide improvements, or improvements with citywide significance	Legislative body enacts	City	Yes - Nexus	• Requires documentation of nexus and fee calculations • Generally interpreted as limited to funding of infrastructure/capital facilities	City considered but did not approve funding for an impact fee nexus documentation study in 2009. City may revisit, particularly to fund transportation improvements.
Developer Funding	Direct payment	Improvements primarily benefiting a specific development	Use limited to city review and restrictions, if applicable.	Developer	No	• Funding of private or public infrastructure/capital facilities or services • May require legal agreements	Highly variable depending on development's resources and strength of market.
Private Grants	Private funds distributed for a specific purpose	Relatively small improvements targeting a specific goal.	Use limited to city review and restrictions, if applicable.	City Department or Agency	No	Funding of private or public infrastructure/capital facilities or services allowed	Dependent on competitive bids for grant funding.

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8. IMPLEMENTATION

FUTURE USE OF PROPERTY AND /OR SALES TAX REVENUE INCREMENTS

New development and increases in business activity in the Plan Area are expected to have a positive affect on property tax and sales tax revenue for the City. Over time, the City Council could choose to allocate increased tax revenues from the Plan Area to fund capital improvements that would benefit the Plan Area and facilitate further growth of tax revenues in the future. The Council could also choose to invest existing General Fund revenues in the nearer term to facilitate development in the Plan Area so as to generate substantial additional tax revenues in the future.

- **Property Tax Revenue Increments**

  In 2012, property in the Broadway/Valdez District contributed about $780,000 in property tax revenue to the City General Fund (about 0.6 percent of the total citywide). New development within the Plan Area is expected to increase assessed values and associated property tax revenues over time. The pace and level of increased assessed values and tax revenues will depend on the pace and level of new development over time. Estimates developed for build-out of the Specific Plan development program over the next 25 years, indicate that property tax revenues could increase by up to $4 million per year at build-out (in constant 2012 dollars).

- **Sales Tax Revenue Increments**

  In 2011, business activity the Plan Area generated $2.2 million of sales tax revenue to the City, accounting for 5.5 percent of total sales tax revenues citywide. Currently, sales tax revenues are primarily generated by the auto dealerships in the Plan Area. New destination retail development in the Valdez Triangle will increase retail sales and associated sales tax revenues for the City. The future net increase or increment of sales tax revenues from development in the Plan Area, however, will depend on the extent that new development retains or displaces existing auto dealerships and the sales tax revenues they generate.

  Estimates developed for build-out of the Specific Plan, including the new Valdez Triangle destination retail district, indicate that the net increase in sales tax revenues from the Plan Area could be $1.25 million per year (in 2012 dollars) after accounting for a loss of over $1.3 million per year from primarily auto-related retail uses displaced by the new development. The increment of sales tax revenue from Plan development would be larger, or $2.55 million per year (in 2012 dollars), if the auto dealerships were relocated within the Plan Area or to other locations in Oakland. If the Plan Area develops as a mixed use district without major destination retailing and without retaining the auto dealerships, there could be a substantial net loss of sales tax revenues to the City.

INFRASTRUCTURE FINANCING DISTRICTS

Although thus far rarely used, Infrastructure Financing Districts (IFDs) allow tax increment funding and financing of public improvements subject to approval of voters within a proposed IFD. Under current state law, IFDs may not be formed in previously designated redevelopment areas, curtailing use of this funding mechanism for most of the Plan Area. Senate Bill 214, considered in the 2012 state legislative session, would have removed the prohibition against use in redevelopment areas and also changed the voter requirement to a majority vote of the jurisdiction's legislative body (e.g., Oakland City Council). SB 214 was passed by the California legislature but vetoed by the Governor. It is likely that future bills similarly amending IFD requirements will continue to be proffered in succeeding legislative sessions.

GENERAL OBLIGATION BONDS

Property tax based bonds for specifically identified capital improvements require a two-thirds "super majority" voter approval. The super majority is often difficult to achieve. Bond measures are jurisdiction or district wide and are not suitable for smaller area projects. However, specific improvements located within the Plan Area could be included as part of a future general obligation bond measure. One recent example is Measure DD, which is currently funding a number of park and other public projects within the City.

DISTRICT ASSESSMENTS AND OTHER PRIVATE SECTOR FUNDING SOURCES

BENEFIT ASSESSMENTS AND BENEFIT ASSESSMENT DISTRICTS

"Benefits assessments" generally describe a funding mechanism that enables property owners to pay for infrastructure or other benefits above those facilities or services which are provided to the general public through use of tax revenue or other funding. The City of Oakland is a charter city which allows it more latitude to levy benefit assessments without specific authority derived from state statutes. Benefit assessments are typically levied after formation of a special benefit assessment district. An engineering report is required to support calculations of the amount of assessment by benefit derived. Assessment districts may be created without voter approval but may also be eliminated based on the petition of a majority of property owners (weighted by assessment). Consequently, most agencies prefer to create assessment districts only at the request of property owners or after a majority vote of approval. A few types of assessment districts that may be particularly applicable to the Plan Area are described below.

- **Business Improvement Districts and Community Benefit Districts**

  Business Improvement Districts (BIDs) and Community Benefit Districts (CBDs) are formed by property owners or business owners to fund such things as extra public security, median landscaping, street furniture, graffiti removal and general sidewalk cleaning, parking, and hosting of events aimed at attracting consumers to the BID/CBD area. BIDs may be property-based and assessed, or business-based and assessed. CBDs are similar to BIDs but also include and assess residential property. BIDs/CBDs require an engineering report to identify and allocate assessments by land use or business type. BIDs/CBDs require a majority vote with votes weighted by the calculated benefit to the property or business.

  The existing Lake Merritt Uptown Community Benefit District (LMU CBD) already includes about half of the Valdez Triangle subarea (approximately West Grand to north side of 24th Street), as shown in Figure 8.4. The annual assessments on commercial properties in the district depend on the property and include almost $0.07 per square foot of building space, $0.06 per square foot of parcel area, and over $8.63 per linear foot of street frontage. Assessment in the LMU CBD for residential properties is $0.21 per square foot of building space. In 2012, the Valdez Triangle properties in the LMU CBD contributed $168,000 to support the district. The current LMU CBD expires in 2018. It could be expanded to include the entirety of the Valdez Triangle subarea at that time, or an entirely new CBD/BID could be formed, specific to and tailored to the needs of the new destination retail district and the properties and businesses in the Valdez Triangle. A CBD/BID also could be formed in the North End, as appropriate (see Figure 8.4).

- **Parking Assessment Districts**

  Under several California state laws (e.g. the Parking District Law of 1943 and the Parking District Law of 1951), parking assessment districts may be formed to provide for construction and payment of parking garages (bond financing) and/or for providing parking services. The funding strategies identified in the prior section do not propose a parking assessment district mechanism for providing retail parking in the Valdez Triangle. Such funding would come from property owners, when the intent is to provide other funding for parking as a catalyst to attract and support destination retail development. The funding strategies also identify parking management in the Valdez Triangle as included under a broader CBD (see above) rather than as a separate parking assessment district.

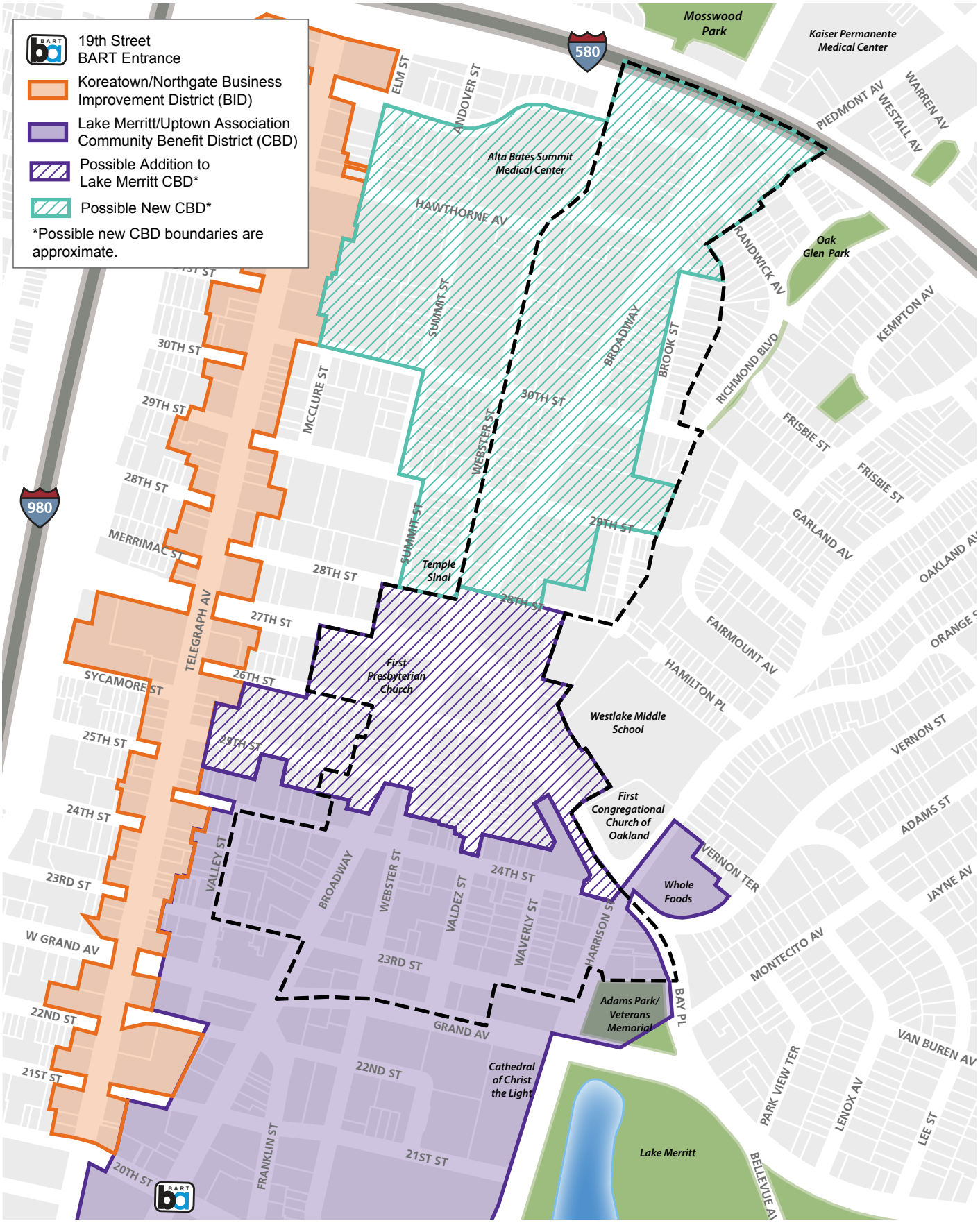


FIGURE 8.4: EXISTING BUSINESS IMPROVEMENT DISTRICTS

- **Undergrounding Assessment District (20A and 20B)**

  The California Public Utilities Commission (PUC) Rule 20 provides for the undergrounding of overhead utilities at the request of a public agency or in conjunction with private development. For undergrounding projects within the City of Oakland, efforts are coordinated with Pacific Gas and Electric Company (PG&E). Based on Rule 20A, electric utility undergrounding costs are shared with PG&E and other public funds. However, there is over a 40-year waiting list for inclusion in the Rule 20A undergrounding program. Under Rule 20B, there is a relatively minimal waiting period but costs are entirely paid by property owners through an assessment district.

COMMUNITY FACILITIES DISTRICTS

Also known as "Mello-Roos" districts, Community Facilities Districts (CFDs) can be formed to acquire bond financing to fund capital improvements and certain services. Bonds are paid off with additional property tax assessments on properties within the CFD. Because proposed districts with more than 12 property owners must be approved by two-thirds of registered voters, CFDs have typically been created to fund infrastructure in newly developing areas with few existing land owners. It remains to be seen if CFDs will become commonly used in already developed, infill areas.

DEVELOPMENT IMPACT FEES

Development impact fees are a commonly used method of collecting a proportional fair share of funds from new development for infrastructure improvements and other public facilities to serve the development. With rare exceptions, development impact fees are restricted to funding capital costs. Adoption of impact fees requires "nexus" documentation demonstrating the benefit of the facilities to new development and the proportional allocation of costs to be funded by the fees. Impact fees must be adopted by a majority of the legislative body of an entity with the power to impose land use regulatory measures (e.g., Oakland City Council). Impact fees are usually imposed either jurisdiction-wide or in other relatively large areas anticipating significant amounts of new development (e.g., the Greater Downtown Oakland area). The City of Oakland considered a transportation impact fee nexus study in 2009, but did not proceed at that time due to the recession and related budgetary constraints. However, the City's FY 2013-2015 Adopted Policy Budget did include funding for an impact fee nexus study.

PRIVATE DEVELOPER FUNDING

Improvements that are primarily associated with a specific development project or property could be funded in whole or in part by the private development, particularly where the improvements are to be constructed at the same time as the project. The extent that private development could fund additional improvements, however, depends on the market context. In the Plan Area, residential and/or medical office developments are more likely to be able to cover some additional costs, while destination retail development and retail/mixed use development are not. (See discussion in Section 8.2.1.)

PRIVATE GRANT FUNDING

Some public realm improvements may attract private or quasi-public grant funding especially for artistic or recreational facilities (e.g. grants for the arts for underpass murals). The City would have to provide the funding and resources for coordination, management, and maintenance of these facilities unless other arrangements could be made.

8.3.4 FUNDING STRATEGIES

Given the context described above, the overall funding/financing strategy for the Specific Plan is to implement public realm improvements and other retail catalyst improvements that will enhance the Plan Area and facilitate and support the private sector in providing the land uses and development envisioned in the Specific Plan.

GOAL IMP-3: An approach to funding and financing Plan Area improvements that strategically employs limited public resources to catalyze initial development with increased private funding as new development establishes itself.

Specifically, the overall funding/financing strategy for the Specific Plan is intended to do the following:

- Give priority to funding improvements/investments that enhance market potentials and are catalysts for attracting private development and investment that meet the objectives of the Plan, increase the City's tax base, and enhance future funding potentials.
- Give high priority in the near term to allocating public funding for retail catalyst improvements in the Valdez Triangle Subarea, in recognition that the desired destination retail development is not likely to occur without public funding and a significant investment up front.
- Provide public funding so that initial improvements occur in conjunction with, and as catalysts for, the first phases of destination retail development in the Valdez Triangle Subarea.
- As the market strengthens in the area and initial retail development occurs, consider possibilities for area-wide and private development funding in combination with public funding.
- For the longer term, identify and prioritize improvements throughout the Plan Area in order to be ready as new funding possibilities occur and others change over time.
- Stay committed over time to funding and implementing improvements that encourage and support achievement of the vision for the Broadway Valdez District set forth in the Specific Plan.

Appropriate funding sources and financing mechanisms have been identified for Plan Area improvements. Potential funding strategies are presented for the different improvement priorities identified above. In many cases, it is likely that the successful funding of improvements will require combinations of multiple funding sources.

The suitability of funding sources can be summarized for categories of improvements. Improvements and investments that have city or large area-wide benefits are often best funded either by direct local government expenditures, government grants, or combinations of the two. Impact fee programs that are either applied citywide or over a large area are often used to help fund some of these types of improvements. Improvements that primarily benefit distinct subareas or grouped development lend themselves to property owner-based, or occasionally business-based district or development assessment funding mechanisms. Improvements that primarily serve a small area or single development are usually privately funded.

The funding strategies by priority improvement that follow identify appropriate funding sources and financing mechanisms categorized into three groups according to "who pays" for the improvement: (1) City and other public funding; (2) assessment district funding supported by groups of property owners or businesses; and (3) developer and other private sector funding. Within each group/category, there can be multiple, individual funding sources and mechanisms that could be used, as identified on the funding strategy charts for each priority group of improvements. Descriptions of all of the potential funding sources and financing mechanisms that were evaluated are provided in the next Section 8.4.4, following the funding strategies below.

FUNDING STRATEGY FOR PRIORITY 1 IMPROVEMENTS

Policy IMP-3.1

Commit public funding and City property as catalysts for initial retail development in the Valdez Triangle.

Implementation of 'Priority 1' catalyst improvements will depend on the commitment of City funding. The intent is to use public funding to attract and "jump start" development of destination retailing in the Valdez Triangle. The commitment of initial public funding has to be significant enough to "make a difference" by funding all or most of the initial catalyst improvements. Without such a commitment, the Plan's vision for a new destination retail district is unlikely to be achieved.

Key funding sources for 'Priority 1' improvements include:

- **Residual Redevelopment Bond Funds.** These funds, described in Section 3.3.3 above, offer the best option for implementation in the near future, and are extremely valuable in that regard. The Plan's vision may not be able to be achieved without a significant commitment of these funds.
- **Use of City-Owned Property.** The City's property in the Valdez Triangle can be used directly or the property could be sold for use in a multi-site retail/mixed use development and the proceeds used for funding parking or other catalyst improvements (also see Policies IMP-2.2 and 2.3).
- **City General Fund Monies.** Dedication of City General Fund monies could also be used for catalyst improvements, and could supplement the commitment of residual redevelopment funds, as needed. The rationale for dedication of General Fund monies to facilitate destination retail development would be to improve the City's tax base in the future and generate sales tax increment revenues that exceed the initial investment of public funds.
- **Developer Funding.** In addition to the funding sources above, the private sector must contribute to implementing aspects that are CEQA required mitigation measures, recommended measures, and/or other development requirements. Items that may be included are: roadway improvements, signal timing, streetscape and/or utility improvements, possibly including such things as special sidewalk treatments, sidewalk widening, and/or special lighting as part of a retail development. The details of public realm improvements that might be undertaken by the private sector will be determined at the time of City review and approval of proposed development, and will be affected by the extent of public participation in providing parking, as well as the role of the City's property in the development.

If the timing of initial catalyst improvements extends further into the future, there may be additional funding options that could be used. These could include the following:

- OBAG Grants/Measure B funding that may provide funds for street and/or streetscape improvements, particularly if the Plan Area is adopted as a Priority Development Area (PDA) by the regional agencies, and especially if Alameda County voters were to pass an additional authorization of sales tax funding.
- Exploring the creation of a new parking fund within the City specifically dedicated to developing additional retail parking in the Plan Area. (Discussed under 'Priority 2' improvements below.)
- Potential Infrastructure Financing District (IFD) funding if/when there is legislation enabling the use of an IFD in the Plan Area. There also could be another type of increment-based property tax funding established by State legislation in the future.

FUNDING PRIORITY 2 RETAIL CATALYST AND OTHER IMPROVEMENTS IN THE VALDEZ TRIANGLE

Policy IMP-3.2

Provide public funding to attract and support a critical mass of destination retailing, district-based funding for retail area management, and private development contributions.

Priority 2 includes all of the improvements identified for the Retail District in the Valdez Triangle except those assumed to be implemented in Priority 1 (see Table 8.3).

The funding strategy for 'Priority 2' improvements is to continue to use public funding to provide catalysts for further development of a critical mass of destination retail shopping in the Valdez Triangle. The strategy recommends use of City parking revenues to fund additional parking for destination retail. It recommends formulation of a strategy to assist the relocation of active auto dealerships to allow for development of a critical mass of retailing in the Valdez Triangle. In addition, the funding strategy also suggests use of benefit assessments or other types of district-based funding that enable services, retail district management, and possibly some public realm improvements to be funded by the property owners and/or businesses in the area. In addition, development-related funding will be required, with potential for developer implementation of aspects of public realm improvements and / or the possibility of private funding through future development impact fees, if adopted. Overall, it is likely that multiple funding sources will be required to complete implementation of all of the improvements identified for the Valdez Triangle subarea.

- **Parking Revenues for Funding Additional Retail Parking.** The development of additional public parking will be important for attracting/supporting a larger critical mass of destination retail shopping in the Valdez Triangle. The City should explore establishing a new Parking Fund or Parking Enterprise Fund for the Broadway Valdez District. The Fund should be area-specific with the intent that funds would be spent on parking for comparison goods retailing of types called for in the Plan. The Fund would include revenues from parking, potentially including on-street parking, off-street parking, parking citations, and revenues from the City's parking tax. Funding from other sources also should be included as needed to provide the level of funding required for the desired parking improvements. It is essential that the Fund be created in a way that stipulates that it cannot be used for other purposes so as to provide a solid basis on which funding and financing mechanisms can be established for supporting development in the Area. In this way, the City could use the funding directly or to support revenue bonds or other financing mechanisms for developing additional public parking.

- **District-Wide Funding for Retail District Management and Services including Parking Program Management**. It also will be important to establish an assessment district for the entire Valdez Triangle Retail District subarea. The assessment district could be responsible for providing additional security, additional common area/public realm maintenance, marketing, and district management, including parking program management. The district would be funded by property owners and, potentially, businesses in the Retail District. Although portions of the Valdez Triangle are within the existing Lake Merritt Uptown Community Benefit District (LMU CBD), a separate CBD could be established for the entire Valdez Triangle subarea to focus on meeting the specific needs of the Valdez Triangle Retail District. The current LMU CBD (see Figure 8.4) will require a new engineering study and readoption in 2018. Creation of a new CBD specific to the Retail District should be considered at that time, if not sooner.

- **Public Funding May be Needed to Help Relocate Auto Dealerships.** Possible costs to relocate active auto dealerships to enable destination retail development could be needed and potentially funded by dedication of City General Fund monies. The General Fund will benefit through higher tax revenues from the new retail development and the retention of current sales tax revenues from the relocated auto dealers.

- **Public and Private Funding for Public Realm Improvements.** The funding of 'Priority 2' public realm improvements shifts away from reliance on City dedicated sources towards competitive local grants and possible Infrastructure Financing Districts (IFDs) that may be viable in the future. In addition, development-related funding is also assumed, including direct developer implementation of improvements as well as funding through City development impact fees if adopted.

It is important to note that the funding strategy outlined above for Priority 1 and 2 public realm improvements in the Valdez Triangle encourages and supports the type of destination retail development desired in the Specific Plan that Oakland has had difficulty attracting and retaining. If the desired retail development does not occur, the future development strategy would be much less dependent on catalyst projects requiring public funding, and would rely more on private sector funding from new development on a project-by-project basis.

FUNDING PRIORITY 3 AND PRIORITY 4 PUBLIC REALM IMPROVEMENTS IN THE NORTH END

Policy IMP-3.3

Pursue private developer, district-based, and public grant funding for Priority 3 and Priority 4 improvements.

The potential funding strategy for Priority 3 and 4 improvements is presented in Table 8.4. These Priority Groups include public realm improvements continuing up Broadway from the Valdez Triangle to the North End subarea. These improvements are intended to enhance the pedestrian environment and support increased activity and new development in the North End. The improvements identified as Priority 3 occur along the area's main street, Broadway, and along Webster, linking Broadway to Pill Hill above. In the Priority 4 group, there are a number of improvements that will primarily benefit either individual properties or groups of properties in a part of the subarea. The funding strategy for improvements in the North End relies heavily on new development in the area and possible assessment district funding from property owners. It also includes potential public funding primarily through competitive grants.

- **District and Developer/Private Funding.** Private development in the area will fund or contribute to funding improvements identified for the North End, particularly those associated with and benefiting specific properties or groups of properties.
- **District Funding.** Property-based special assessments through an area-wide district could provide some funding for public improvements, particularly those of area-wide benefit that are not easily or fully funded on the basis of project-by-project development. A primary purpose of an assessment district is also to provide maintenance and other services for the area.
- **Public Funding/Competitive Grants.** The strategy for public realm improvements in the North End also focuses on seeking competitive grant funding for several of the improvements, particularly improvements along Broadway. Public funding through an Infrastructure Financing District (if viable) or through a large, citywide General Obligation bond (if occurs) might be used to supplement grant funds. The latter would be most applicable for improvements of area-wide benefit that cannot be fully funded by other sources.

The actual funding strategy that is implemented for public realm improvements in the North End will depend on eventual land use and development in the area. For example, there will be greater opportunity for developer funding of improvements under a scenario with more new development of medical office and/or residential projects. The funding of improvements under a future scenario with more reuse and intensification of uses in existing buildings and/or one with more retail activity and retail development will likely need to be supported by more district-based and public funding sources.

8.4 AFFORDABLE HOUSING IMPLEMENTATION STRATEGY

GOAL IMP-4: A policy and funding strategy that facilitates the development of housing in the planning area that is affordable to a cross-section of the community.

8.4.1 AFFORDABLE HOUSING OBJECTIVE

To continue Oakland's track record of providing affordable housing for its residents, the affordable housing objective of the Specific Plan is to target 15 percent of new units built in the Plan Area for low and moderate income households. The financing method for new affordable units is uncertain, however, given the dissolution of the Oakland Redevelopment Agency, previously the primary generator of financing for affordable housing. To address this funding uncertainty, the City is exploring the feasibility of new funding mechanisms to produce affordable housing in the Plan Area and Citywide.

To bolster the existing diverse community in the Plan Area, and to encourage continued diversity, the Specific Plan discourages over-concentration of affordable or other special needs housing within one area or development. Instead, such housing should be distributed throughout the Plan Area and well integrated with general market-rate housing either as part of mixed income developments or as stand-alone affordable housing developments in mixed income neighborhoods. Given the desire to promote the use of transit and reduce vehicle trips, particular emphasis should be placed on providing workforce housing that is affordable to those who work in the area's commercial businesses and nearby medical campuses.

8.4.2 FUNDING CONTEXT

Most affordable housing in the Plan Area is expected to be funded with a mix of local and non-local sources, including Low Income Housing Tax Credits (LIHTC), Federal HOME funds, mortgage revenue bonds, and Federal Housing and Urban Development (HUD) funds. With few exceptions, non-local subsidy sources are not adequate, even in combination, to fully subsidize the cost differential to make new housing development affordable to low and moderate income households. It is anticipated, however, that the City will continue its collaboration with the Oakland Housing Authority to provide project based vouchers that subsidize rents to market level while sustaining affordability for residents.

Up until the dissolution of the City's Redevelopment Agency (ORA) on February 1, 2012, redevelopment-generated tax increment was the most important local source of funding for affordable housing. Oakland dedicated 25 percent of the tax increment funds to affordable housing (10 percent more than required by state law). Prior to the loss of Redevelopment, the City usually had 10 to 15 million dollars annually for its housing Notice of Funding Availability (NOFA). With the loss of redevelopment and cuts to Federal funds, there will be a substantial reduction of funds available per year that will create a large financing gap for affordable units.

The City is looking at several options to fill the financing gap. Recently, the City Council endorsed of a proposal to dedicate 25 percent of the property tax it receives (termed "boomerang" funds) into an Affordable Housing Trust Fund dedicated to the production of affordable housing (see discussion under Affordable Housing Implementation Strategies). Additionally, Oakland will continue to support and advocate for pending legislation to support affordable housing development such as SB 391, the Homes and Jobs Act. Due to declining federal financial assistance for affordable housing, the dissolution of the City's Redevelopment Agency, and a lack of a citywide inclusionary housing requirement, a menu of creative strategies is required to meet the affordable housing needs for the Plan Area. These affordable housing strategies are presented below.

8.4.3 POTENTIAL FUNDING SOURCES, INCENTIVES AND STRATEGIES

Incentive programs may help to expand affordable housing opportunities. The Specific Plan has a planning horizon of 25 years, with ultimate build-out forecast for 2035. Thus, incorporating a phased system of incentives as the housing market picks up could be a component of the Plan, however feasibility studies are needed to determine the impact of such programs.

The City is exploring the feasibility of developing a Housing Overlay Zone (HOZ) that would target those areas throughout the city that are most prime for development and could most likely provide affordable housing and other community benefits. The analysis process will identify an appropriate method for allowing additional heights or density in exchange for the provision of affordable housing and other community benefits.

Policy IMP-4.1

Continue to explore, in coordination with affordable housing stakeholders, innovative and creative ways to support the production of new housing that is affordable to affordable to low- and moderate-income households within the Plan Area .

Policy IMP-4.2

Fully utilize the State-mandated bonus and incentive program for the production of housing affordable to a range of incomes, and advocate for increases to federal/state/local funding for affordable housing to support affordable housing development and for new sources of funding at the federal/state/local level.

Policy IMP-4.3

Explore the formulation and adoption of a comprehensive citywide affordable housing policy that addresses concerns from all constituents.

PARKING INCENTIVES

The zoning regulations prepared for this Specific Plan will include a reduction in required parking spaces for affordable housing projects. These reductions will be outright permitted. Affordable housing developers will not need to apply for the State mandated density bonus program reduction. Reductions in required parking will also apply to senior housing. Similarly, reductions in open space will be permitted for affordable and senior housing developments. These reductions are described in the proposed amendments to the Planning Code that are a separate but related document to the Specific Plan.

AFFORDABLE HOUSING SITE SUITABILITY ANALYSIS

Given the importance of Federal Low Income Housing Tax Credits (LIHTC) in financing affordable housing, sites in the Plan Area that are good candidates to be eligible for such tax credits have been identified to assist with addressing the affordable housing target set out in this Plan. Sites most competitive to receive tax credits are those sites in the Plan Area in close proximity to transit and services such as grocery stores and medical services, ample density, and large parcel size. These sites are identified on Figure 8.5.

AFFORDABLE HOUSING UNIT TYPES

The average household size in the Plan Area is 1.8, and 90 percent of Plan Area households rent their homes (compared to a Citywide average household size of 2.49 and a 60 percent renter occupancy rate). Housing projects in the Plan Area and nearby areas include proportionally more adults and fewer children than households residing in the rest of Oakland. Young adults, aged 18-34, constitute a greater share of the Plan Area relative to the rest of the City. The Plan Area includes proportionally more employed persons and seniors than in other parts of Oakland. Affordable units should therefore be sized to support the area's small households including studios, 1 bedrooms and "micro-units" for single individuals, couples, empty nesters and seniors and people working

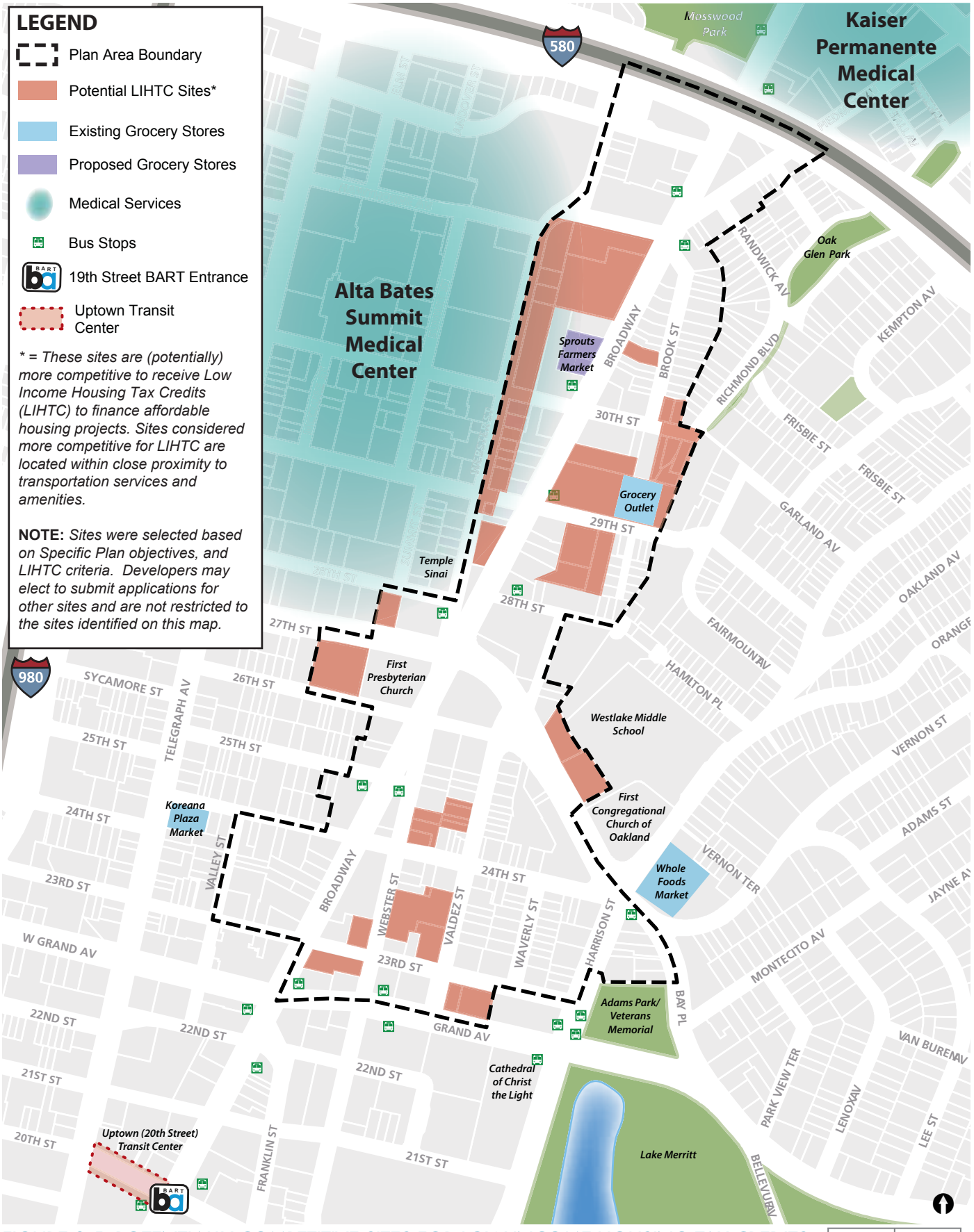


FIGURE 8.5: POTENTIALLY COMPETITIVE SITES FOR LOW INCOME HOUSING TAX CREDITS

nearby, in downtown and in the hospital medical center. A strategy is needed that aims to create unit types that are desirable and affordable to those in the neighborhood.

One such strategy is to create market-rate housing that is affordable "by design" (i.e. smaller units, resource efficiencies, reduced parking requirements, etc.), allowing for more affordable market-rate units. In January 2013, the City of Oakland adopted a Micro Living Quarters Pilot Program to conditionally permit a new type of market-rate housing with units small enough to be affordable "by design". These units will be more affordable than typical apartments because they are small and efficiently designed. The pilot program currently applies to a portion of the Plan Area bounded by 23rd Street, 26th Street, Broadway, and Valdez Street and is within a quarter mile of the 19th Street BART Station, an AC Transit trunk line, the B on Broadway shuttle, and open space areas. The pilot program could be extended to the entire Plan Area to maximize the application of this type of smaller rental unit, appropriate given the smaller households living in the Plan Area.

GRANT FUNDING

Tremendous uncertainty exists around the future of affordable housing finance given California's recent decision to eliminate Redevelopment Agencies. To close the gap for which local funds have generally been needed to finance affordable units, additional funding sources must be identified. The City will continue to monitor and support State affordable housing legislation and identify alternative grant sources.

LAND BANKING

Factors contributing to the relatively high land values in the Plan Area include the housing market, which has driven increased land values in the Upper Broadway area since the late 1990s and early 2000s and City land use policy, which encourages higher-density housing. Although the housing market downturn of 2007 depressed land values, most landowners of underutilized sites are hesitant to sell their properties at lower prices, anticipating a higher rate of return when the market recovers.

Inflated property value expectations from landowners in the Plan Area impede efforts to develop affordable housing since high site acquisition costs often makes developing affordable housing infeasible (the same dynamic is true for destination retail). Thus, attention should be paid to motivated sellers in the near term, who may be willing to sell land in the Plan Area based on current values.

The City could also purchase sites for use as affordable housing developments. However, most important public funding sources have limits on land acquisition. Federal HOME funds cannot be used for land banking. The dissolution of the City's Redevelopment Agency marked the end of a possible additional funding source, even though there were limitations on the amount of time Redevelopment funds could have been used for land banking (up to five years). Non-profits and the Housing Authority could partner to assemble sites.

AFFORDABLE HOUSING TRUST FUND BOLSTERED BY "BOOMERANG" FUNDS

Demonstrating a strong commitment to continue funding affordable housing, the Oakland City Council, at its June 27, 2013 meeting, endorsed a proposal to dedicate, on an ongoing basis, 25 percent of the property tax it receives (termed "boomerang" funds) into the Affordable Housing Trust Fund. The ongoing deposit would begin at the next budget cycle, starting July, 2015. The ordinance was formally adopted in September of 2013. Any one-time boomerang funds (from the City's share of one-time proceeds whenever the Redevelopment Successor Agency sells property or other compensation) received by the City after July, 2013 would be subject to the Ordinance, with 25 percent of the City's distribution / deposited into the Affordable Housing Trust Fund.

These funds will be used to increase, improve, and preserve the supply of affordable housing in the City, with priority given to housing for very low income households. Funds may also be used to cover reasonable administrative or related expenses of the City not reimbursed through processing fees. Funds in the Affordable Housing Trust Fund must be used in accordance with the City's adopted General Plan Housing Element, the Consolidated Plan, and subsequent housing plans adopted by the City Council, to subsidize or assist the City, other government entities, nonprofit organizations, private organizations or firms, or individuals in the construction, preservation or substantial rehabilitation of affordable housing.

ANTI-DISPLACEMENT STRATEGIES

Preservation of the existing rental housing stock in the Plan Area can be achieved through various regulatory tools, such as the City's Condominium Conversion regulations. The city's Condominium Conversion Ordinance addresses the conversion of rental units to ownership condominiums. The Condominium Conversion "Area of Primary Impact" could be extended to include the area west of Broadway in the Planning Area (the area east of Broadway is already included in the "primary impact area"), which would require rental housing that is converted to condos to be replaced (in the area). This would help to ensure a balance between rental and ownership housing in the Plan Area where renters comprise the majority of residents. Limitations on condominium conversions will help preserve existing rental housing and prevent displacement.

The City's Condominium Conversion Ordinance outlines tenant protections which are paraphrased as follows (see Oakland Municipal Code Section 16.36 for full ordinance): the right to terminate lease upon notification of intent to convert, right to continue occupancy for a period after conversion approved, limits on rent increases, limits on work to occupied units, exclusive right to purchase a unit in the building, and relocation assistance.

Additionally, tenants 62 and older must be offered lifetime leases, and there are limitations on base rent and monthly rent increases.

EMPHASIS ON WORKFORCE HOUSING

Given the desire to promote the use of transit and reduce vehicle trips, particular emphasis should be placed on providing workforce housing that is affordable to those who work in the area's commercial businesses and nearby medical campuses. The Urban Land Institute's Terwilliger Center for Workforce Housing defines workforce households as those with incomes between 60 and 120 percent of area median income, adjusted for household size. In the Plan Area this equates to a two-person household earning a yearly income of between $44,340 and $88,600.

Households in the Plan Area and nearby areas include proportionally more employed residents. This reflects the demographic characteristics of residents and the area's proximity to places of work and transit accessibility. In the case of new housing, it also reflects the incomes needed to pay the higher prices and rents for new construction. However, the high cost of housing is particularly challenging for "workforce" households (earning between 60 and 120 percent of area median income). These households (which comprise the majority of Plan Area households) often struggle to secure housing that is overwhelmingly geared to higher income households.

Creative ways to finance housing for workforce households is essential to maintaining the diversity of the Plan Area, as well as the entire city. A citywide workforce housing strategy is necessary to address this issue.

CITYWIDE HOUSING POLICY

A citywide affordable housing policy could be an important component to providing affordable housing in the Planning Area. A comprehensive citywide policy will alleviate the concern that requiring a developer contribution for affordable housing in the Plan Area only would put this area at a competitive disadvantage compared to the rest of the City.

STATE-MANDATED BONUS AND INCENTIVE PROGRAM

Oakland Planning Code Chapter 17.107 already includes a bonus and incentive program, as mandated by California Government Code 65915, for the production of housing affordable to a range of incomes, as well as a bonus and incentive program for the creation of senior housing and for the provision of day care facilities. This existing Bonus and Incentive Program allows a developer to receive additional development rights (via height or density bonus or relaxation of requirements, such as parking or open space) in exchange for provision of affordable housing.

8.5 HISTORIC PRESERVATION IMPLEMENTATION STRATEGY

GOAL IMP-5: A combination of incentives, regulation, and funding assistance to incentivize developers to preserve and re-use historic resources in the Plan Area.

8.5.1 HISTORIC PRESERVATION OBJECTIVE

To explore and adopt preservation funding sources, incentives, and/or strategies to promote preservation and adaptive reuse in the Plan Area. Historic preservation and adaptive reuse are encouraged, and involve issues different from new development. Implementation of incentives, strategies and regulations should enhance economic feasibility for preservation and avoid unnecessary regulatory procedures in order to encourage property owners to initiate preservation activities.

8.5.2 POTENTIAL FUNDING SOURCES, INCENTIVES AND STRATEGIES

Policy IMP-5.1

Consider developing a package of incentives that will encourage landowners and developers to renovate and/or adaptively reuse historic buildings, especially in the designated Adaptive Reuse Priority Areas. Preservation strategies to be considered should include the following:

- **Facade Improvement Grants;**
- **Facade Easements;**
- **Transfer of Development Rights (TDR);**
- **Extension of the California State Historical Building Code (SHBC);**
- **Reduced Fees and Expedited Development Review;**
- **Federal Historic Tax Credits;**
- **Recognition of Plan Area historic resources that promotes broad community awareness (e.g., plaque program);**
- **Mills Act (Property Tax Abatements); and**
- **Relief from Code Requirements.**

Historic preservation and adaptive reuse projects can involve issues different from new development. While City resources are limited, the City should explore incentives to promote preservation and adaptive reuse in the Plan Area. The following represent some programs and strategies that might be considered:

FACADE IMPROVEMENT GRANTS

The City could reestablish a Facade Improvement Grant Program to encourage the reuse of eligible buildings specifically for commercial uses that are consistent with the Specific Plan (e.g., ground-floor, active retail). Grants could be awarded on a 'dollar for dollar' basis for qualifying physical investments that improve the physical appearance of the facade and retain architectural features.

FACADE EASEMENTS

The City could establish a Facade Easement Program to encourage the preservation of building facades in perpetuity. A special facade easement program, to be overseen by the City, could be established for the planning area to recognize facades of significance particular to the Area. Applicants would have to demonstrate through architectural drawings that their proposed development would preserve distinctive features of the building.

TRANSFER OF DEVELOPMENT RIGHTS (TDR)

The City could establish a Transfer of Development Rights (TDR) Program to encourage the reuse of historically significant buildings within the Plan Area. This would allow for the transfer of unused development rights from eligible properties within the Adaptive Reuse Priority areas to elsewhere in the Plan Area vicinity. Applicants would have to demonstrate through architectural drawings that their proposed reuse development preserves distinctive features of the building.

EXTENSION OF THE CALIFORNIA STATE HISTORICAL BUILDING CODE (CHBC)

The California State Historical Building Code (CHBC) is intended to help save California's architectural heritage by recognizing the unique construction issues inherent in maintaining and adaptively reusing historic or otherwise eligible buildings. The CHBC provides alternative building regulations for permitting repairs, alterations and additions necessary for the preservation, rehabilitation, relocation, related construction, change of use, or continued use of a "qualified historical building or structure" (Health and Safety Code, Division 13, Part 2.7, Sections 18950-18961). The local jurisdiction has jurisdiction over the enforcement of the Code. Currently, Local Register properties in Oakland qualify for the CHBC. Regulations within the CHBC could be extended to all other identified historic structures in the Plan Area in order to provide guidance in quality adaptive reuse of buildings.

REDUCED FEES AND EXPEDITED DEVELOPMENT REVIEW

The City could grant expedited development review and reduce Planning Department fees for developments including and/or reusing eligible historic resources.

DEVELOPMENT INCENTIVES AND RELIEF FROM CODE REQUIREMENTS

Eligible properties could be granted relief from potentially financially burdensome requirements as required in the Oakland development code. These might include parking, open space, and impact fees. The City might also consider development incentives which could include, but not be limited to, flexibility in development standards, and height and density bonuses.

MILLS ACT (PROPERTY TAX ABATEMENTS)

The City should continue to promote its Mills Act property tax abatements in exchange for property owners agreeing to repair and maintain the historic character of their property. The Mills Act is a contractual agreement between property owners and the City to receive reduced property taxes.

8.6 BROADWAY VALDEZ DISTRICT ACTION PLAN

This section lists the actions that should be taken to attain the vision for the Broadway Valdez District Specific Plan. Implementation actions, responsibilities, timing to begin implementation, as well as potential funding mechanisms are identified in Table 8.6. Timeframes are generally defined as follows: "short term" is considered to be 0 – 5 years, "mid-term" is 6 – 10 years, and "long term" is 11 or more years. Although this Action Plan indicates primary responsibility to undertake and/or coordinate a particular action in **bold text**, as well as entities that would participate in coordination, it does not preclude other responsible parties from being added or deleted as Plan implementation takes place.

This Action Plan should be considered a working document: timeframes, responsibilities and potential funding mechanisms are subject to change depending upon market conditions (e.g., what private development actually occurs) and the availability of City and other funding sources. Each action will require further refinement and development by the identified responsible parties. This Action Plan should be periodically reviewed and updated to track progress and reflect conditions as they change over time. Refinement and updating of the Action Plan and other "house-keeping" actions do not constitute revisions to the Plan and may be performed by City staff without returning to City Council. These actions should be considered in tandem with the referenced policies in preceding chapters of the Plan which provide a more robust explanation and context.

It is important to note, that in addition to the Action Plan items in Table 8.6, Project Sponsors are legally required to implement the appropriate Standard Conditions of Approval (SCAs) and mitigation measures identified by the Broadway Valdez District Specific Plan Standard Conditions of Approval/Mitigation Monitoring Program (BVDSP SCA/MMRP). The BVDSP SCA/MMRP will be adopted concurrently, but separately, with the Specific Plan and associated General Plan amendments, Municipal Code and Planning Code amendments, Zoning Maps, Height Maps and Design Guidelines.

KEY TO TABLE 8.6 ABBREVIATIONS

CAO City Administrator's Office

CA City Attorney

ED Economic Development

FMA Finance and Management Agency

ONI Office of Neighborhood Investment

P&R Parks and Recreation

P&B Planning and Building

PW Public Works Agency:

- **DEC** – Design and Construction
- **ESD** – Environmental Services Division
- **I&O** – Infrastructure and Operations
- **TPFD** – Transportation Planning and Funding Division
- **TSD** – Transportation Services Division

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020* *Mid: 2021-2025* *Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
A. PLAN ADMINISTRATION				
1. Identify City "Implementation Team" that will meet on a regular basis to confirm priorities, set criteria for initial strategic City investments, undertake necessary feasibility assessments, reserve funding sources and secure development agreement(s), in order to ensure commitment to Plan vision. *(Policy IMP-1.1 - Policy IMP-1.3)*	Short	**P&B** ONI ED PW – TPFD PW – TSD	n/a	City
2. Develop a specific plan recovery fee to recover costs for preparation, adoption, and administration of the specific plan preparation, per California Code - Section 65456. *(Policy IMP-1.1)*	Short	**P&B**	n/a	City
3. Monitor Action Plan progress on a regular basis and adjust actions as necessary. *(Policy IMP-1.1 - Policy IMP-1.3; Policy IMP-1.7; Policy IMP-4.1- Policy IMP-4.2; Policy IMP-5.1)*	On-going	**P&B**	n/a	City
B. REGULATORY ACTIONS				
1. Amend General Plan land use designations for the Plan Area to maintain consistency with Specific Plan and revise Central Business District boundary to extend up to 27th Street. *(Policy LU-10.1; Policy IMP-1.13)*	Short	**P&B**	n/a	City
2. Adopt new Zoning for the Plan Area to maintain consistency with Specific Plan. *(Policy LU-1.2; Policy LU-1.3; Policy LU-2.1; Policy LU-3.1; Policy LU-4.1 - 4.3; Policy LU-5.3; Policy LU-6.1; Policy LU-6.2; Policy LU-8.1 - 8.8; Policy LU-9.1 - 9.5; Policy LU-10.2; Policy LU-10.6 - 10.8; Policy LU-11.2; Policy CD-2.5; Policy CD-2.13; Policy CD-2.18; Policy CD-2.19; Policy CD-3.12)*	Short	**P&B**	n/a	City

Notes:

1 A key to abbreviations appears at the end of Section 8.6 (immediately preceding this table). Responsible parties shown in **bold text** have the primary responsibility to coordinate or undertake a particular action.

2 Approximate costs for capital improvements identified in the Specific Plan are order-of-magnitude, planning level estimates developed in late 2012 (see Section F. Streets, Streetscape and Plazas). Instances where a recommended Plan improvement is also required BVDSP CEQA mitigation are noted. For a complete list of CEQA-required mitigation measures and applicable City of Oakland Standard Conditions of Approval (SCAs), consult the BVDSP Standard Conditions of Approval/Mitigation Monitoring Program (SCA/MMRP). For all other items in this Action Plan, "not applicable" ("n/a") is listed for all other Action items because additional information is required before costs may be estimated.

3 Timeframes, responsibilities and potential funding mechanisms are subject to change depending upon market conditions (e.g., what private development actually occurs) and the availability of City and other funding sources over the 25-year implementation horizon of the Plan. For more information about the specific types of potential funding mechanisms, see Chapter 8, Section 8.3.3 and Table 8.5.

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020* *Mid: 2021-2025* *Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
3. Develop and adopt Specific Plan Design Guidelines *(See above policy list in item 2 above and the following: Policy LU-10.7; Policy CD-2.1 - Policy CD-2.20; Policy CD-3.1 - 3.5; Policy CD-3.7; Policy CD-3.9 - 3.14; Policy C-2.1; Policy C-2.2; Policy C-2.6; Policy C-4.1)*	Short	**P&B**	n/a	City
4. Develop checklists, application materials and other guidance to streamline approval process for destination retail development consistent with the Plan. *(Policy IMP-1.2)*	Short	**P&B**	n/a	City
5. Establish mechanism for monitoring Plan Area automobile trip generation that allows for flexibility in the quantity, mix and distribution of new development assumed by the Plan that is consistent with the Broadway Valdez District Specific Plan Environmental Impact Report (EIR) thresholds. *(Policy LU-10.3 - 10.5; BVDSP EIR)*	Short	**P&B** **PW – TPFD**	n/a	City
6. Until adoption of a Transportation Impact Fee, ensure that Project Sponsors implement required transportation mitigations at appropriate development thresholds as indicated in the Broadway Valdez District Specific Plan EIR. *(BVDSP EIR; Policy IMP-3.1; Policy IMP-3.2)*	Short	**P&B** **PW – TPFD** PW – TSD	n/a	City
7. Develop voluntary in-lieu fees for zoning requirements such as parking and open space. *(Policy C-6.9; Policy IMP-5.1)*	Short	**P&B** PW – TSD PW – TPFD	n/a	City Grant Funding
8. Develop a bonus and incentive program to encourage development that is consistent with the Plan that ensures community benefits and amenities are delivered to the City. *(See also Action C.8 and D.1)* *(Policy LU-10.8 and Policy IMP-1.1 (Valdez Triangle destination retail); Policy LU-10.9 (Plan Area, generally); Policy IMP-4.2; Policy IMP-5.1)*	Short - Mid	**P&B** ONI ED	n/a	City Grant Funding

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
C. DESTINATION RETAIL STRATEGY				
1. Secure high level City commitment to the retail strategy and establish priorities. *(Policy IMP-1.1; Policy IMP-1.3)*	Short	**City Council** **CAO** **P&B** **ED** **ONI**	n/a	City
2. Continue outreach to development community, property owners, and key retailers to encourage desired retail development in Valdez Triangle; and Plan Area as a whole. *(Policy IMP-1.2)*	Short	**ED** **ONI** P&B	n/a	City
3. Develop Marketing Materials to support Action C.2. *(Policy LU-1.1; Policy IMP-1.3; and Policies under Action A.2.)*	Short	**ED** **ONI** P&B	n/a	City
4. Ensure that future plans for the City-owned property in Valdez Triangle facilitates retail development as envisioned in the Specific Plan. *(Policy IMP–1.9; Policy IMP-2.1; Policy IMP-1.10; Policy IMP-1.11)*	Short	**ONI** **ED** P&B	n/a	City
5. Develop a citywide strategy for auto–related retailing, including exploring options for relocating active dealerships from the Valdez Triangle as needed to facilitate a critical mass of comparison goods shopping in the Triangle. *(Policy IMP-1.15; Policy IMP-1.16; Policy IMP-1.17)*	Short	**ED** **ONI** P&B	n/a	City Grant funding
6. Consider providing public funding assistance for the development of parking as part of, or near to-, larger-scale retail development(s) with multiple comparison goods tenants. *(Policy IMP-1.12)*	Short - Mid	**ONI** **P&B** **PW - TSD**	n/a	Project Sponsor City Development Impact Fee Assessment District
7. Create a Transportation and Parking Management Authority (TPMA) to manage on-street and off-street parking for the Plan Area. *(Policy IMP-1.12; Policy C-6.1 see also Action G.4 below)*	Short	**P&B** **PW – TPFD** **PW – TSD** **FMA** **CA**	n/a	City Grant funding

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020* *Mid: 2021-2025* *Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
8. Perform a development impact fee study to explore the feasibility of a transportation and infrastructure impact fee and/or other impact fees such as for affordable housing, as part of a citywide fee program. (See also Action B.7) *(Policy IMP- 1.13; Policy IMP-1.14)*	Short	**P&B** **PW– TPFD**	n/a	City: Redevelopment Area Residual Bond Funds and General Fund Grant funding
9. Work with property owners and businesses to establish a new Community Benefit District (CBD) and/or expanded Lake Merritt Uptown Community Benefit District (LMU CBD) that includes all of the Valdez Triangle Retail District to fund retail area management and services, potentially including parking program management. *(Policy IMP- 1.12; Policy IMP-1.13; Policy IMP-1.14; Policy IMP-2.1; Policy IMP-3.1; Policy IMP-3.2)*	Short - Mid	**Private Sector** ED PW – TSD (if scope of CBD responsibilities includes parking management) P&B ONI	n/a	City
10. Work with property owners and businesses to establish a new Community Benefit District (CBD) for the North End subarea to fund retail area management and services, potentially including parking program management. *(Policy IMP- 1.12; Policy IMP- 1.13; Policy IMP-2.1; Policy IMP-3.1; Policy IMP-3.2; Policy IMP-3.3)*	Short - Mid	**Private Sector** ED PW – TSD (if scope of CBD responsibilities includes parking management)* P&B ONI	n/a	City
11. Make funding applications to regional agencies to fund public realm improvements in the Valdez Triangle and North End, e.g. ABAG grants; Measure B funding, etc. *(Policy IMP-1.13; Policy IMP-2.1; Policy IMP-3.1; Policy IMP-3.2; Policy IMP-3.3)*	Short, Mid, Long	**P&B** **PW– TPFD** ONI ED	n/a	City
12. Coordinate improvements with other service providers: EBMUD, AC Transit, BART to leverage funding opportunities. *(Policy IMP- 1.7; Policy IMP-2.1; Policy C-5.1; Policy C-5.3; Policy I-1.2)*	Initiate in short-term, On-going	**P&B** **PW– TPFD**	n/a	City
13. Work with businesses, landowners and the community to promote and facilitate interim uses and events to activate the area. *(Policy IMP- 1.4; Policy CD-2.28)*	Initiate in short-term, On-going	**ED** **P&B** **ONI**	n/a	City
14. Ensure close coordination of City revitalization efforts (e.g. land use, transportation/transit and economic development) in the Uptown Entertainment District, the area between the existing Downtown core and the Broadway Valdez District Plan Area (approximately bounded by 19th Street, Grand Avenue, Telegraph Avenue and Broadway). *(Policy IMP-1.7; Policy C-5.3)*	On-going	**P&B** **PW– TPFD** **ED** **ONI** **BART**	n/a	City

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short: 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
15. Work with BART on their proposal to update the 19th Street BART station and provide branding and signage at the BART stop to alert riders to the Broadway Valdez retail district above. *(Policy C-5.4; Policy C-7.1)*	Short	**BART** **P&B**	n/a	City
16. Work with business-owners to display the next BART arrival times within their businesses. *(Policy C-5.5; Policy C-7.1)*	Short - Mid	**P&B** **ED**	n/a	City
17. Explore creation of a public arts program for the Plan Area. *(Policy CD-2.23)*	Short - Mid	**P&B** **Public Arts Program**	n/a	City Grant Funding
D. AFFORDABLE HOUSING				
1. Continue to explore, in coordination with affordable housing stakeholders, innovative and creative ways to support the production of affordable housing. *(See also Action B.7 and C.8)* *(Policy LU-5.1; Policy LU-5.2; Policy LU-5.4; Policy IMP-4.1; Policy IMP- 4.2)*	Short	**Housing** P&B ONI	n/a	City Grant Funding
2. Explore the formulation and adoption of a comprehensive citywide affordable housing policy that addresses concerns from all constituents. *(Policy IMP-4.3)*	Short	**CAO** **Housing** **P&B** **ONI**	n/a	City Grant Funding
E. HISTORIC PRESERVATION				
1. Establish a set of tools to incentivize developers to renovate and reuse historic buildings. *(See also Action B.7)* *(Policy LU-9.6; Policy 10.9; Policy LU-11.1; Policy CD-3.16; Policy CD-3.17; Policy IMP-5.1)*	Short	**P&B** ONI ED	n/a	City Grant Funding
2. Establish development regulations that implement recommended height zones while being responsive to surrounding context by providing appropriate transitions between buildings of different scales, maintaining a consistent scale at street frontages, and respecting historic buildings and public open spaces. *(Policy LU-10.7; Policy CD-3.11; Policy CD-3.13)*	Short	**P&B**	n/a	City
3. Support current efforts to establish a state historic tax credit program. *(Policy LU-11.2; Policy IMP 5-1)*	Short	**P&B**	n/a	City

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020* *Mid: 2021-2025* *Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
F. STREETS, STREETSCAPE AND PLAZAS				
Streets and Streetscape				
1. 27th Street / 24th Street / Bay Place / Harrison Street Intersection Improvements				
a. Reconfigure Intersection *(Policy CD-2.8; Policy CD-2.11; Policy CD-2.12; Policy C-2.2; Policy C-2.3; Policy C-2.4; Policy C-2.5; Policy C-2.6; see also Section 6.5.4 and 6.5.8 and EIR MM TRANS-10)*	Short	**Project Sponsor** **PW - TSD**	$750,000	Project Sponsor (EIR MM Trans-10) City Grant funding Development Impact Fees Assessment District
b. Plaza Improvements at 24th Street and Harrison *(Policy CD-2.8; Policy CD-2.24; Section 6.5.8)*	Short	**P&B** **PW – TSD** **Project Sponsor**	$967,750 ($250/sf)	Project Sponsor City Grant funding Development Impact Fees Assessment District
c. Utility upgrading and undergrounding (Harrison Street) consistent with EBMUD Standards *(Policy CD-2.8; Policy I-1.5; I-2.5; I-4.1; I-5.1)*	Short	**Project Sponsor** **PG&E** **EBMUD** **PW – I&O**	$562,800	Project Sponsor City Development Impact Fees
2. 24th Street Improvements *(Note: Conversion of 24th Street between Valdez and Harrison Streets from one-way to two-way is included as part of EIR MM TRANS-10 in item F.1a. above)*				
a. Streetscape improvements to 24th Street for aesthetic enhancement,including street lights, tree planting, tree grates, and street furniture. *(Policy CD-2.11; Policy C-2.4; Policy C-2.5; see also Section 6.5.4 and 6.5.8)*	Short	**Project Sponsor** **P&B** **PW - TSD**	$309,400	Project Sponsor City Grant funding Development Impact Fees Assessment District
b. Traffic calming elements and sidewalk reconstruction for enhanced pedestrian environment and safety. *(Policy CD-2.11; Policy C-2.2; Policy C-2.3; Policy C-2.4; Policy C-2.6)*	Short	**Project Sponsor** **PW – TPFD** **PW– TSD**	$523,600	Project Sponsor City Grant funding Development Impact Fees Assessment District

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
c. Install Signal/Crosswalk at Broadway/ 24th Street. *(Policy C-2.8; Policy C-4.2 and EIR MM Trans-4)*	Short	**Project Sponsor** **P&B** **PW - TSD**	$371,000	Project Sponsor (EIR MM Trans-4) City Grant funding Development Impact Fees Assessment District
d. Utility upgrading and undergrounding consistent with EBMUD Standards *(Policy CD-2.11; Policy I-1.5; Policy I-2.5; Policy I-4.1; Policy I-5.1)*	Short	**Project Sponsor** **PG&E** **EBMUD** **PW – I&O**	$604,800	Project Sponsor City Development Impact Fees
3. 23rd Street Improvements				
a. New signal and crosswalk at Harrison Street/ 23rd Street. *(Policy C-2.8; Policy C-4.2 and EIR MM Trans-6)*	Long	**Project Sponsor** **PW – TSD** **PW – TPFD** P&B	$378,000	Project Sponsor (EIR MM Trans-6) City Grant funding Development Impact Fees Assessment District
b. Install Signal/Crosswalk at Broadway/ 23rd Street. *(Policy C-2.8; Policy C-4.2 and EIR MM Trans-5)*	Long	**Project Sponsor** **PW – TSD** **PW – TPFD** P&B	$371,000	Project Sponsor (EIR MM Trans-5) City Grant funding Development Impact Fees Assessment District
c. Utility upgrading and undergrounding consistent with EBMUD Standards *(Policy CD-2.17; Policy I-1.5; Policy I-2.5; Policy I-4.1; Policy I-5.1)*	n/a	**Project Sponsor** **PG&E** **EBMUD** **PW – I&O**	$87,500	Project Sponsor City Development Impact Fees
4. 27th Street Improvements				
a. Remove channelized right turns at eastbound 27th Street to Valdez Street, Northbound Valdez to 27th Street, Westbound 27th Street to Broadway *(Policy C-2.7)*	Short - Mid	**PW – TPFD** **PW – TSD** **P&B**	$1,599,500	Project Sponsor City Grant funding Development Impact Fees Assessment District

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
b. Streetscape improvements including tree plantings, widened landscaped median, tree grates, and street lighting *(Policy CD-2.4 - 2.5; Policy C-2.3 - 2.5; see also Section 6.5.2 and 6.5.8)*	Short - Mid	**PW** **P&B** **CBD**	$708,900	Project Sponsor Grant funding Development Impact Fees Assessment District
c. Traffic calming elements and sidewalk reconstruction for enhanced pedestrian environment and safety *(Policy C-2.3 - 2.6)*	Short - Mid	**PW – TPFD** **PW– TSD**	$626,000	City Grant funding Assessment District
d. Utility upgrading and undergrounding consistent with EBMUD Standards *(Policy CD-2.4; Policy I-1.5; Policy I-2.5; Policy I-4.1; Policy I-5.1)*	Short - Mid	**PG&E** **EBMUD** **PW – I&O**	$449,400	Project Sponsor City Development Impact Fees
5. Broadway Improvements				
a. Remove channelized right-turn lanes on east approach of the Broadway/ Webster Street/25th Street intersection. *(Policy C-2.7)*	Short - Mid	**PW – TPFD** **PW - TSD**	$415,800	Project Sponsor City Grant funding Development Impact Fees Assessment District
b. Traffic calming elements and sidewalk reconstruction for enhanced pedestrian environment and safety. *(Policy CD-2.1; Policy C-2.3; Policy C-2.5 - 2.6; Section 6.5.1)*	Short - Mid	**PW – TPFD** **PW - TSD**	$1,919,283	Project Sponsor City Grant funding Development Impact Fees Assessment District
c. Extend Broadway streetscape improvements from 24th Street to I-580 including a consistent planting of large street trees, replanted median, street lighting and street furniture. *(Policy CD-2.1; Policy C-2.2; Policy C-2.4; Policy C-2.5; see also Section 6.5.1 and 6.5.8)*	Short - Mid	**PW – TPFD** **PW - TSD** **Project Sponsor**	$1,542,718	Project Sponsor City Grant funding Development Impact Fees Assessment District
d. Add transit shelters and facilities at key transit stops ($10,000 per stop + 40 percent construction fees; (2) stops proposed in Valdez Triangle; (6) proposed in North End per Figure 6.3) *(Policy C-5.1)*	Short - Mid	**PW – TSD** **AC Transit**	$112,000	AC Transit

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
e. Plaza Improvements at Broadway and 27th *(Policy CD-2.23 - 2.24)*	Mid	**Project Sponsor** **Community Benefit District** (if one is formed/ expanded to include this area) **P&B** PW - DEC	$3,782,250 ($250/sf)	Project Sponsor City Grant funding Development Impact Fees Assessment District
f. Plaza Improvements at Broadway and 25th *(Policy CD-2.23; Policy CD-2.24)*	Mid	**Project Sponsor** **Community Benefit District** (if one is formed/ expanded to include this area) **P&B** PW - DEC	$520,000 ($250/sf)	Project Sponsor City Grant funding Development Impact Fees Assessment District
g. Improve uncontrolled mid-block pedestrian crossings on Broadway between 30th Street and Hawthorne Avenue including installation of Rectangular Rapid Flash Beacon (RRFB) and bulb-outs *(Policy C-2.8)*	Long	**Project Sponsor** **PW - TPFD** **PW - TSD** **P&B**	$295,000	Project Sponsor City Grant funding Development Impact Fees Assessment District
h. Plaza/ Pedestrian Street between 30th and Hawthorne *(Policy CD-2.24 - 2.25)*	Mid	**Project Sponsor** **P&B** PW	$1,838,800 ($250/sf)	Project Sponsor City Grant funding Development Impact Fees Assessment District
i. Utility upgrading and undergrounding consistent with EBMUD Standards to Broadway and 25th Street *(Policy CD-2.1; Policy I-1.5; Policy I-2.5; Policy I-4.1; Policy I-5.1)*	Short - Mid	Project Sponsor PG&E EBMUD PW – I&O	$409,500	Project Sponsor City Developer Impact Fees

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020* *Mid: 2021-2025* *Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
6. Valdez Street				
a. Streetscape improvements including tree plantings, tree grates, street furniture and street lighting. *(Policy CD-2.14; Policy C-2.5; see also Section 6.5.3 and 6.5.8)*	Short - Mid	**P&B** **PW – TPFD** **PW – TSD**	$474,685	Project Sponsor City Grant funding Development Impact Fees Assessment District
b. Traffic calming elements and sidewalk reconstruction for enhanced pedestrian environment and safety. *(Policy CD-2.14; Policy C-2.2; Policy C-2.3; Policy C-2.4; Policy C-2.6; see also Section 6.5.3 and 6.5.8)*	Short - Mid	**P&B** **PW – TPFD** **PW – TSD**	$588,215	Project Sponsor City Grant funding Development Impact Fees Assessment District
c. Explore possible strategies to enhance pedestrian crossing of Grand Avenue at Valdez Street in order to strengthen the connection between the Kaiser/Lake Merritt office district and the Valdez Triangle shopping district. *(Policy CD-2.6)*	Mid	**P&B** PW – DEC PW – TSD	n/a	City Project Sponsor
d. Plaza Improvements at Valdez and 27th *(Policy CD-2.14; Policy CD-2.24)*	Long	**Project Sponsor** **Community Benefit District** (if one is formed/ expanded to include this area) **P&B** PW - DEC	$3,610,750 ($250/sf)	Project Sponsor City Grant funding Development Impact Fees Assessment District
e. Utility upgrading and undergrounding consistent with EBMUD Standards *(Policy CD-2.14; Policy I-1.5; Policy I-2.5; Policy I-4.1; Policy I-5.1)*	Short - Mid	**Project Sponsor** **PG&E** **EBMUD** **PW – I&O**	$401,000	Project Sponsor City Developer Impact Fees
7. Implement streetscape improvements along Webster Street between Grand Avenue and Broadway (including street trees, tree grates, decorative paving, and street lights). *(Policy CD-2.15)*	Short - Mid	**P&B** **PW – TPFD** **PW - TSD**	$322,600	City Project Sponsor Grant funding Development Impact Fees Assessment District

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
8. North End Streetscape Improvements				
a. Plaza at Piedmont and Broadway *(Policy CD-2.23 - 2.24)*	Long	**Project Sponsor** **Community Benefit District** (if one is formed/expanded to include this area) **P&B** PW - DE	$294,000 ($250/ sf)	Project Sponsor City Grant funding Development Impact Fees Assessment District
b. Implement streetscape improvements to Piedmont Avenue south of I-580 *(Policy CD-2.9; Policy C-2.5 - 2.6; see also Section 6.5.7)*	Long	PW – TPFD PW - TSD P&B	$498,100	Project Sponsor City Grant funding Assessment District
c. Implement landscape and lighting improvements to the stairway that connects 28th Street to Hamilton Place and plant street trees along both sides of 28th Street, in order to enhance the pedestrian environment and safety. *(Section 5.3.1: 28th Street)*	Short	**PW – DEC** PW – I&O P&B	n/a	City Grant funding Assessment District
d. Implement streetscape improvements to 29th and 30th Streets to include "green" stormwater management and other streetscape improvements to promote pedestrian access to the Plan Area from adjoining neighborhoods. *(Policy CD-2.20 - 2.21; Sections 6.5.5; Section 6.5.6)*	Long	**P&B** **PW - DEC** PW - TSD	$702,300	Project Sponsor Grant funding Development Impact Fees Assessment District
e. Implement streetscape improvements to Hawthorne Street. *(Policy CD-2.10; Policy C-2.6; Section 6.5.6.)*	Long	**P&B** **PW - DEC** PW - TSD	$401,100	Project Sponsor City Grant funding Development Impact Fees Assessment District
f. Implement streetscape improvements to Brook Street *(Policy CD-2.18; Policy C-2.6)*	Long	**P&B** PW - TSD	$363,400	Project Sponsor Grant funding Assessment District

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
g. Plaza Improvements at Hawthorne and Webster streets as a result of proposed T-intersection with Webster. *(Policy CD-2.23; Policy CD-2.24; Policy CD-2.25)*	Mid	**P&B** **PW - DEC** PW - TSD	n/a	Project Sponsor City Developer Impact Fees Assessment District
h. Utility undergrounding and upgrades (29th Street, 28th Street, Webster Street, 30th Street, Brook Street, Hawthorne Street) *(Policy CD-2.7; Policy CD-2.10; Policy CD-2.18; Policy CD-2.21)*	n/a	**Project Sponsor** **PG&E** **EBMUD** **PW – I&O**	$2,260,400	Project Sponsor City Developer Impact Fees
9. I-580 underpass				
a. Implement public art and lighting improvements to I-580 underpass on Broadway and Piedmont. *(Policy CD-2.2)*	Mid	**Caltrans** **P&B** **PW –TSD** **PW – I&O** ONI	$147,000	Caltrans City Grant funding
10. Work with developers and creek advocates to fund and implement park and trail improvements along Glen Echo Creek. *(Policy CD-2.24; Policy CD-2.26 - 2.27)*				
a. Creekside Linear Park Improvements (between 30th and 29th Streets) *(Policy CD-2.26)*	Long	P&B P&RPW – ES PW - DEC	$968,405 ($1.25M/ ac)	City Grant funding
b. Creekside Linear Park Improvements (between 30th and Glen Oak Park) *(Policy CD-2.27)*	Long	P&B P&R PW - DEC	$496,000 ($1.25M/ ac)	City Grant funding
11. Explore the possible closure of the following streets to through traffic, on either a temporary or permanent basis, if such closures would help achieve Plan goals: *(Policy CD-3.6; Policy CD-3.8; Policy CD-3.15; Policy C-4.3)*	Short	P&B ONI – Real Estate PW - TSD	n/a (Note: Associated with development of adjacent parcels)	City Project Sponsor
a. Waverly Street south of 24th (closure improvements and utility undergrounding) *(Policy CD-3.8)*	Short	**P&B** **ONI – Real Estate** PW - TSD	$983,600	City Project Sponsor
b. 34th Street between I-580 Off-Ramp and Broadway *(Policy CD-3.15)*	Long	**P&B** **ONI – Real Estate** PW - TSD	n/a	City Project Sponsor

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
12. Bicycle Improvements				
a. Complete the bicycle network in the Plan Area and surrounding areas as envisioned in City of Oakland's 2007 Bicycle Master Plan. *(Policy C-3.1)*	Short	**PW – TPFD**	n/a	City Grant Funding
b. Enhance bicycle facilities (e.g., bicycle signal actuation, bicycle boxes, two-stage turn queue boxes, etc.) at key intersections with high bicycle and automobile traffic. *(Policy C-3.2)*	Short - Mid	**PW – TPFD**	$112,000	City Grant Funding Project Sponsor
c. Increase bicycle parking supply in the public realm. *(Policy C-3.4; Policy C-7.2)*	Short - Mid	**PW – TPFD** **Private Sector**	n/a	Project Sponsor (private realm) City (public realm)
13. Work with Caltrans to establish a freeway signage program for the District that identifies 27th Street, Broadway and Webster Street as the primary vehicular entrance points to the Valdez Triangle retail district and the north end of Downtown from nearby freeways (i.e., I-580, SR-24, and I-980). *(Policy CD-2.3)*	Short - Mid	**Caltrans** **PW – TPFD** **PW - TSD** **P&B**	n/a	City
14. Temporary Public Space Features (i.e. community gardens, farmers markets, gatherings of mobile food vendors, or thematic festivals, or other temporary activation of vacant parcels or public space) *(Policy CD-2.28)*	Short	**P&B**	n/a	City Sponsoring group or agency Grant Funding

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
G. TRANSIT AND TRANSPORTATION DEMAND MANAGEMENT				
Transit				
1. Work with AC Transit to improve bus service along Broadway by incorporating Specific Plan recommendations into its Transit Performance Initiative. *(Policy C-5.1)*	Short	**PW – TPFD** **PW - TSD** **AC Transit** P&B	n/a	City
2. Work with BART and local shuttle operators to expand service in the Plan Area. *(Policy C-5.2)*	Short - Mid	**BART** P&B	n/a	BART City
3. Ensure that all improvements, including streetscape, to Broadway will not preclude the possibility of future enhanced transit service along the corridor. *(Policy C-5.6)*	Short - Mid	**ED** **PW – TPFD** **PW – TSD** P&B	n/a	City
Parking and Transportation Demand Management (TDM)				
4. Explore managing transportation and parking in the Plan Area or other appropriate larger geographic area through the formation of a Transportation and Parking Management Agency (TPMA) or through a Community Benefits or Parking Benefits District. Responsibilities may include, but are not limited to: on-street and off-street parking supply, revenue collection and disposition, pricing, wayfinding, staffing, and transportation demand management. *(Policy C-3.3; Policy C-6.1 - 6.7; Policy C-6.9; Policy C-6.11 - 6.13; Policy C-7.1; Policy C-7.2; Policy C-7.4 - C-7.5)*	Short - Mid	**PW – TPFD** **PW – TSD** **P&B** **ONI**	n/a	City
5. Provide metered on-street parking along all commercial frontages in the Plan Area, and explore opportunities to better manage on-street parking, with smart meters, variable market-based pricing and time restrictions. *(Policy C-6.14)*	Short - Mid	**PW – TSD**	n/a	City Grant funding (i.e., USDOT Urban Partnership Program)
6. Consider monitoring parking demand in the Plan Area. *(Policy C-6.15)*	Short - Mid	**PW – TSD and/or TPMA (proposed)**	n/a	City
7. Study the need for a Residential Parking Permit (RPP) program in nearby residential neighborhoods. *(Policy C-6.16)*	Mid - Long	**PW – TSD**	n/a	City

TABLE 8.6: BROADWAY VALDEZ DISTRICT ACTION PLAN

ACTION	TIMEFRAME *Short : 2014-2020 Mid: 2021-2025 Long: 2026+*	RESPONSIBILITY [1]	APPROXIMATE COST [2]	POTENTIAL FUNDING MECHANISM [3]
H. UTILITY INFRASTRUCTURE				
1. Coordinate with East Bay Municipal Utility District (EBMUD) to ensure that the proposed developments and development projections within the Plan Area are incorporated into EBMUD's long-range plans for sewage transport and treatment. *(Policy I-1.2)*	Short	**P&B** **PW - ES**	n/a	City Project Sponsor
2. Upgrade the existing 24-inch sewer pipe to a 36-inch pipe along Harrison Street to support sewage capacity within the Plan Area. *(Policy I-1.4)*	Short - Mid	**PW – DEC** **Private Sector**	n/a	Project Sponsor
3. Ensure that Plan Area development projections are incorporated into EBMUD's long-range plans for water supply and delivery. *(Policy I-2.2)*	Short - Mid	**PW - DEC**	n/a	City Project Sponsor
4. Undertake outreach to developers to ensure that water efficiency and conservation measures, and best practices for managing stormwater runoff are a key consideration for all new development in the Plan Area. *(Policy I-2.3 - 2.4; Policy I-3.2; Policy I-4.2 - 4.3; Policy I-4.5)*	Short - Mid	**PW - DEC**	n/a	City Grant Funding
5. Coordinate with developers and the appropriate utility agencies to develop a strategy for undergrounding the remaining overhead utilities in the Plan Area. *(Policy CD-2.21; Policy I-5.1)*	On-going	**P&B** **Utility Agencies**	n/a	City Project Sponsor
6. Coordinate with EBMUD to secure a future supply of recycled water in the Plan Area. *(Policy I-3.1)*	Short	**PW - ES** **EBMUD**	n/a	City
7. Upgrade storm drain systems in conformance with applicable City of Oakland Storm Drainage Design Standards and an acceptable goal for reducing peak runoff. *(Policy I-4.1; Policy I-4.3; Section 7.5.2; 7.5.3)*	Short	**PW - ES** **EBMUD**	n/a	City
8. Explore the implementation of a 'green' streets program in the Plan Area. *(Policy I-4.4; Policy CD-2.20)*	Short - Mid	**PW – ES** **P&B** PW - ED&ROW Management	n/a	City

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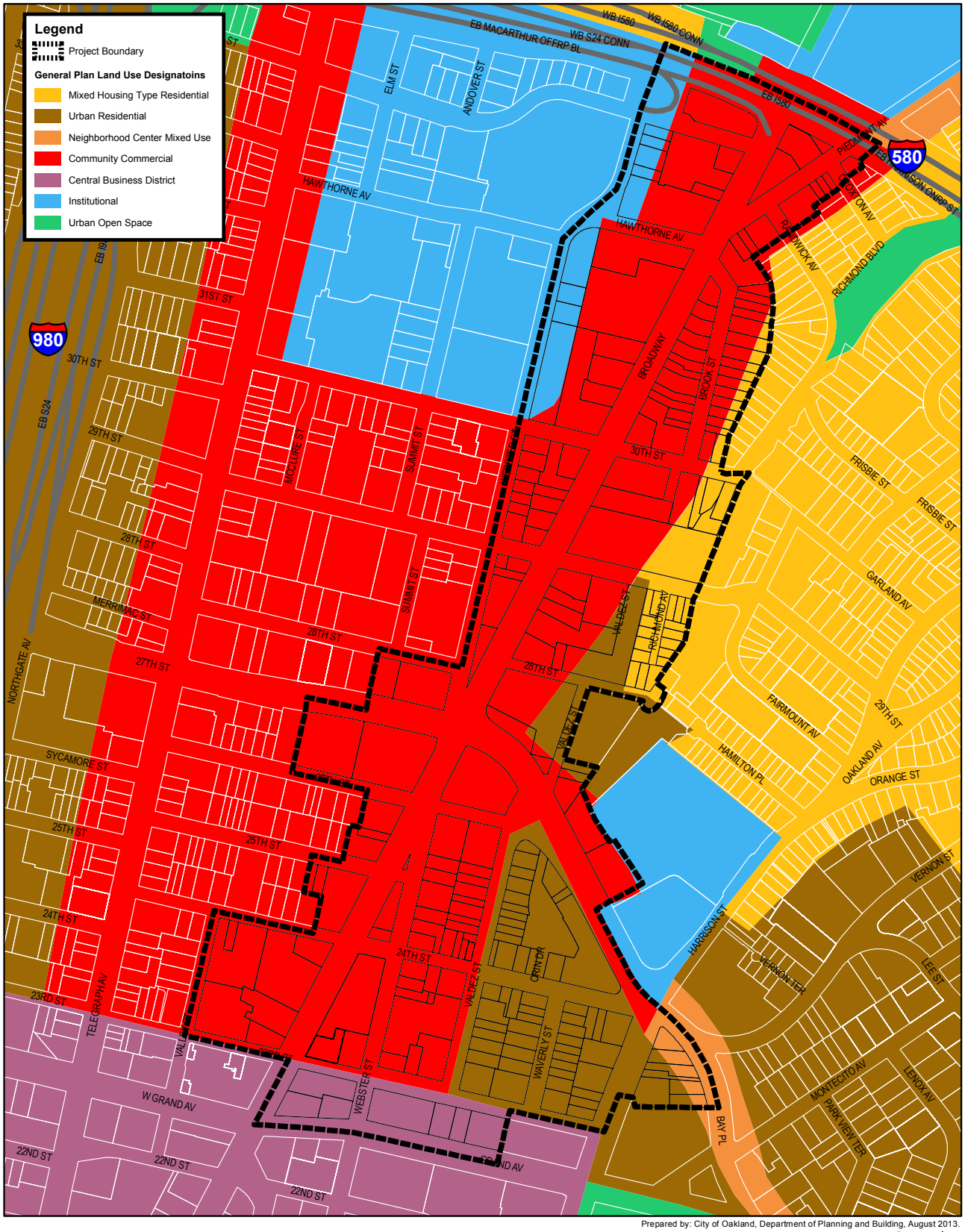


APPENDIX A

GENERAL PLAN AMENDMENTS

Implementation of the Specific Plan will require amendments to the General Plan and to the City of Oakland Planning Code ("Planning Code") and Zoning and Height Area Maps to ensure that broad City policy and specific development standards are tailored to be consistent with this Plan. These amendments will be adopted concurrently with the Specific Plan, but independent of it in order to allow for future amendments of the General Plan, Planning Code, Zoning and Height Area Maps without requiring an amendment of the Specific Plan . Upon adoption, the objectives and policies contained in this Plan will supersede goals and policies in the General Plan with respect to the Plan Area. In situations where policies or standards relating to a particular subject are not provided in the Specific Plan, the existing policies and standards of the City's General Plan and Planning Code will continue to apply. When future development proposals are brought before the City, staff and decision-makers will use the Specific Plan as guide for project review. Projects will be evaluated for consistency with the intent of Plan policies and for conformance with development regulations and design guidelines.

The Grand, Oakland, CA



Prepared by: City of Oakland, Department of Planning and Building, August 2013.

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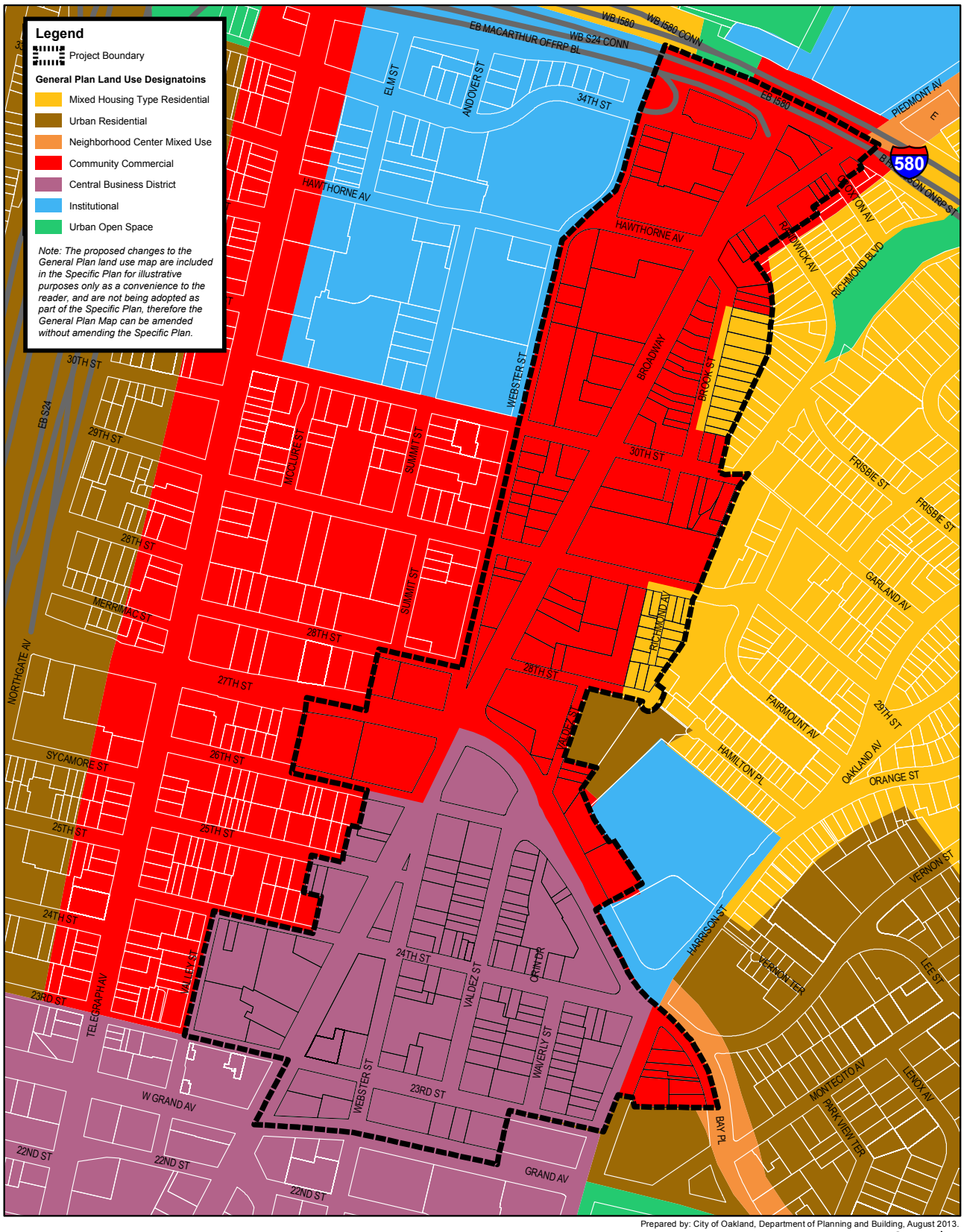
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CITY OF OAKLAND

Broadway Valdez District Specific Plan

Existing General Plan Land Use Designations

FIGURE A.1: EXISTING GENERAL PLAN LAND USE DESIGNATIONS



Prepared by: City of Oakland, Department of Planning and Building, August 2013.

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CITY OF OAKLAND

Broadway Valdez District Specific Plan

Proposed General Plan Land Use Designations

FIGURE A.2: PROPOSED GENERAL PLAN LAND USE DESIGNATIONS


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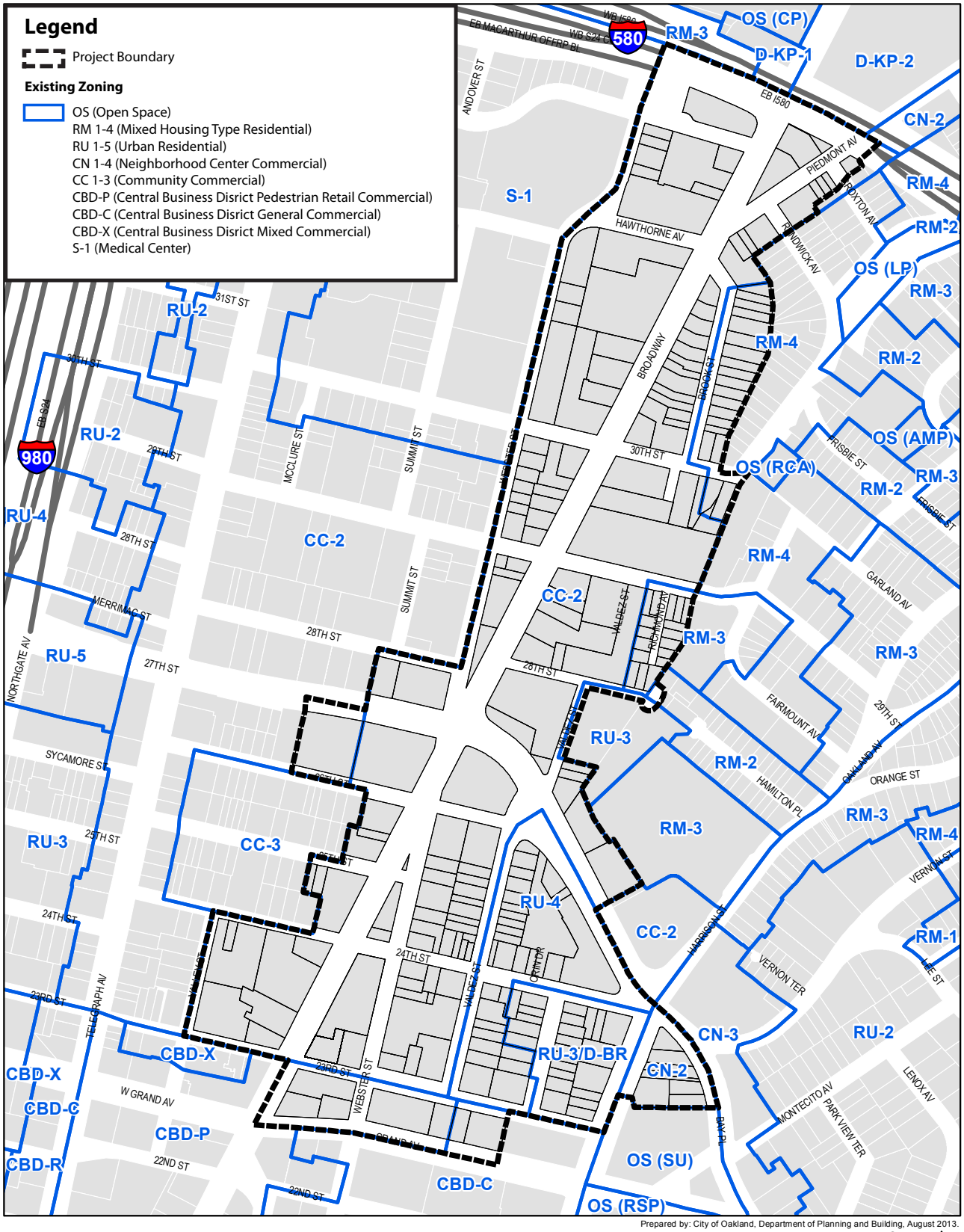


APPENDIX B

EXISTING AND PROPOSED DRAFT ZONING AND HEIGHT AREA MAPS

Implementation of the Specific Plan will require amendments to the General Plan and to the City of Oakland Planning Code ("Planning Code") and Zoning and Height Area Maps to ensure that broad City policy and specific development standards are tailored to be consistent with this Plan. These amendments will be adopted concurrently with the Specific Plan, but independent of it in order to allow for future amendments of the General Plan, Planning Code, Zoning and Height Area Maps without requiring an amendment of the Specific Plan . Upon adoption, the objectives and policies contained in this Plan will supersede goals and policies in the General Plan with respect to the Plan Area. In situations where policies or standards relating to a particular subject are not provided in the Specific Plan, the existing policies and standards of the City's General Plan and Planning Code will continue to apply. When future development proposals are brought before the City, staff and decision-makers will use the Specific Plan as guide for project review. Projects will be evaluated for consistency with the intent of Plan policies and for conformance with development regulations and design guidelines.

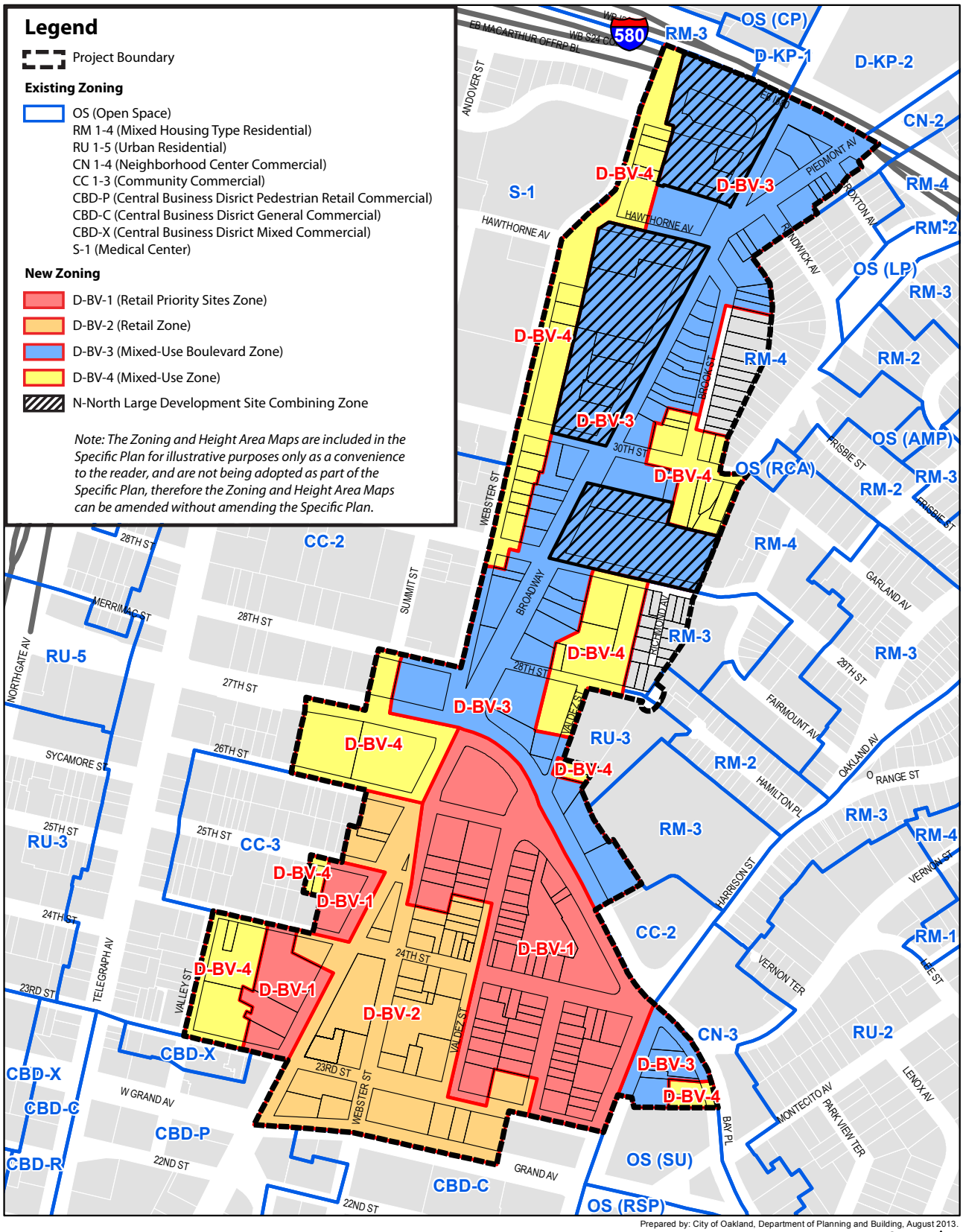
The Broadway Grand, Oakland, CA



Broadway Valdez District Specific Plan

Existing Zoning

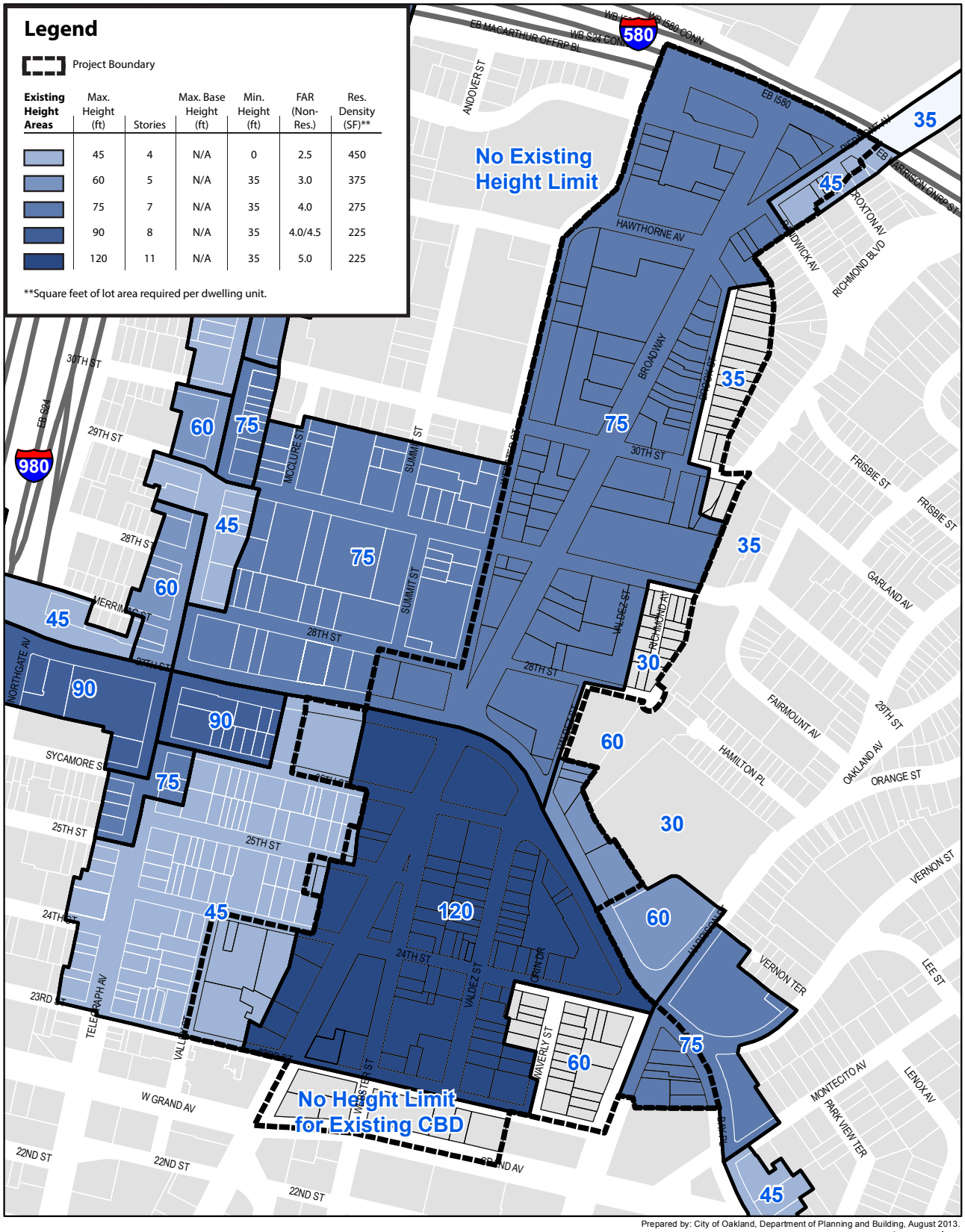
FIGURE B.1: EXISTING ZONING



Broadway Valdez District Specific Plan

Proposed Zoning

FIGURE B.2: PROPOSED ZONING



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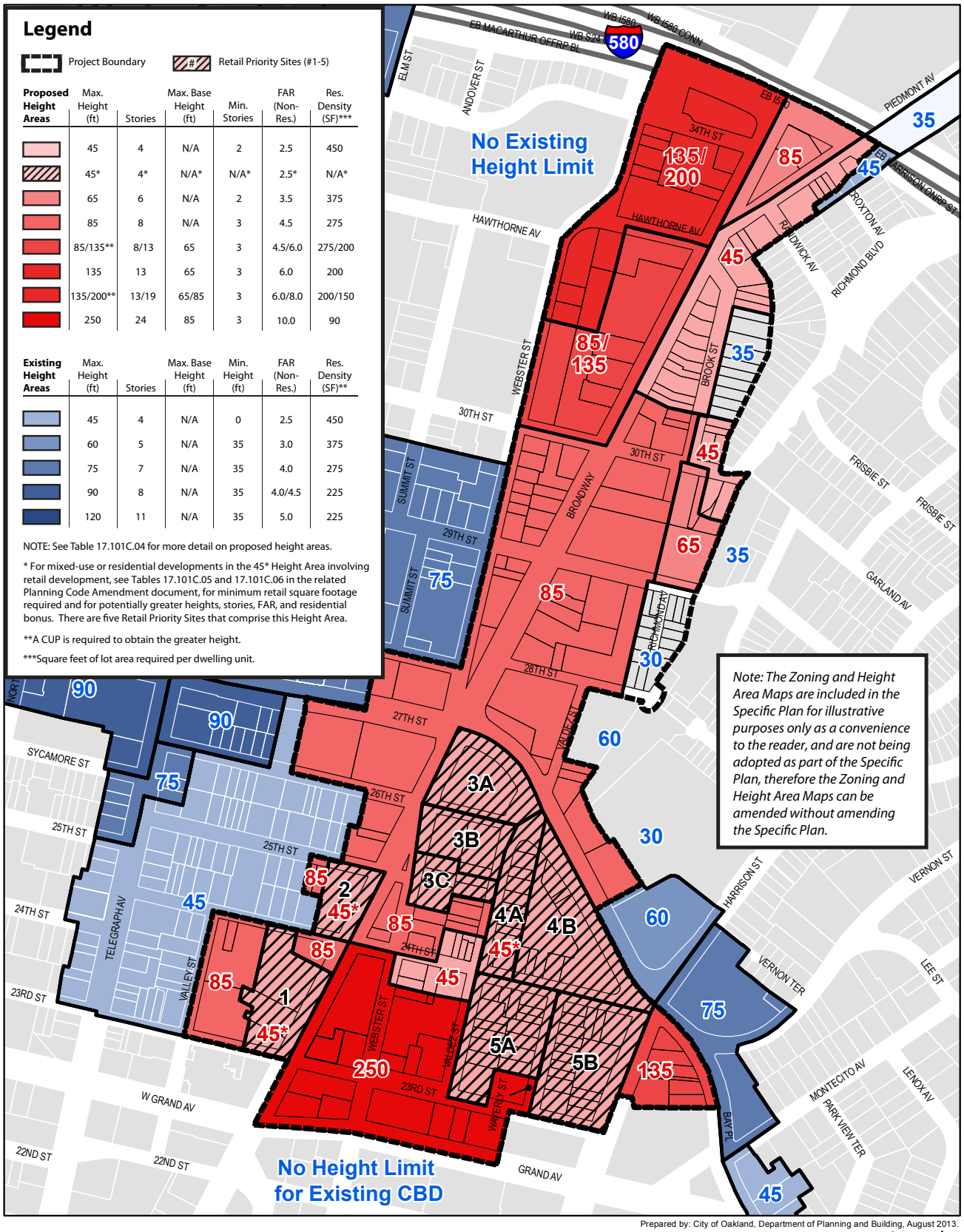
NORTH

CITY OF OAKLAND

Broadway Valdez District Specific Plan

Existing Height Areas

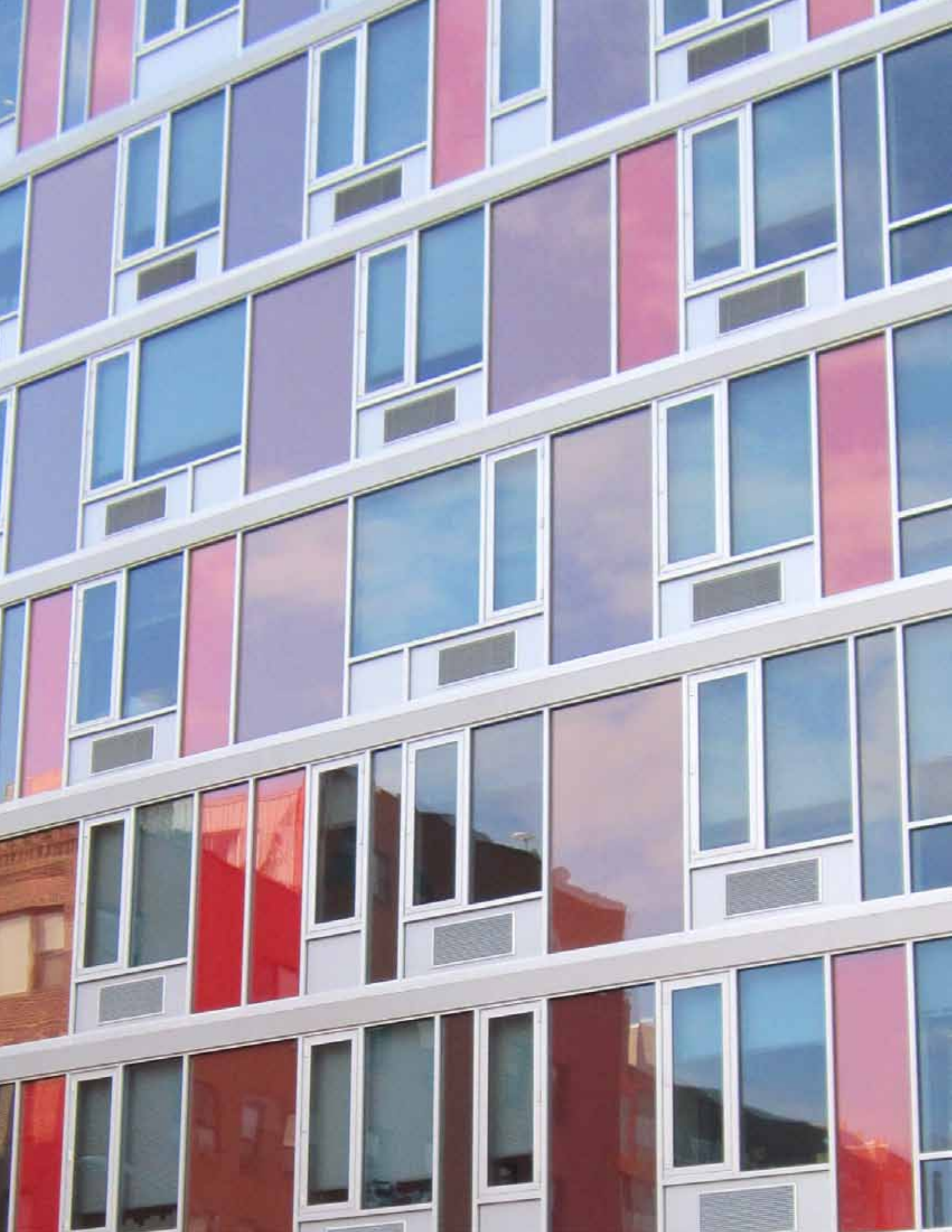
FIGURE B.3: EXISTING HEIGHT AREAS



Broadway Valdez District Specific Plan

Proposed Height Areas

FIGURE B.4: PROPOSED HEIGHT AREAS



APPENDIX C

DESIGN GUIDELINES

1.0 INTRODUCTION
- 1.1 INTENT
- 1.2 APPLICABILITY
- 1.3 ORGANIZATION
- 1.4 RELATED DESIGN GUIDELINES

2.0 PRIVATE REALM DESIGN GUIDELINES
- 2.1 SITE PLANNING AND BUILDING PLACEMENT
  - 2.1.1 BUILDING PLACEMENT AND ORIENTATION
  - 2.1.2 CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN
  - 2.1.3 ON-SITE OPEN SPACE
- 2.2 PARKING AND SERVICE ELEMENTS
  - 2.2.1 PARKING AND VEHICULAR ACCESS
  - 2.2.2 SERVICE AREAS, LOADING, AND BUILDING EQUIPMENT
- 2.3 ARCHITECTURAL DESIGN
  - 2.3.1 BUILDING MASSING AND SCALE
  - 2.3.2 BUILDING FACADES
  - 2.3.3 GROUND LEVEL COMMERCIAL
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  - 2.3.7 ROOFS
  - 2.3.8 BUILDING MATERIALS AND COLORS
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  - 2.3.10 BUILDING LIGHTING
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  - 2.3.12 HISTORIC RESOURCES
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3.0 PUBLIC REALM DESIGN GUIDELINES
- 3.1 STREETSCAPE DESIGN—PEDESTRIAN ZONE
  - 3.1.1 GENERAL CONSIDERATIONS
  - 3.1.2 FUNCTIONAL ZONES
  - 3.1.3 STREET ELEMENTS & FURNISHINGS
  - 3.1.4 GENERAL GUIDELINES
  - 3.1.5 BENCHES & OTHER SEATING
  - 3.1.6 TRANSIT STOPS AND SHELTERS
  - 3.1.7 BICYCLE PARKING
  - 3.1.8 NEWSPAPER RACKS
  - 3.1.9 TRASH RECEPTACLES
  - 3.1.10 STREET LIGHTS
  - 3.1.11 STREET TREES
  - 3.1.12 PUBLIC ART
  - 3.1.13 WAYFINDING SIGNAGE
- 3.2 STREETSCAPE DESIGN—VEHICULAR ZONE
  - 3.2.1 CURB EXTENSIONS
  - 3.2.2 CROSSWALKS

4.0 PUBLIC OPEN SPACE
- 4.1 SITE PLANNING
- 4.2 SITE DESIGN

New Development, Williamsburg Waterfront, NY

1.0 INTRODUCTION

1.1 INTENT

The Design Guidelines for the Broadway Valdez Specific Plan Area complement existing zoning regulations and the design review procedures of the Oakland Planning Code. The Design Guidelines provide certainty and predictability in the design review process through establishment of uniform decision-making criteria for all projects in the Plan Area. The Guidelines serve as the basis for design review approval findings by City staff, and when necessary, the City Planning Commission and the City Council. It is intended to be specific enough to guide development, but also flexible and qualitative enough to encourage creative design solutions.

The Design Guidelines in this document, in combination with other City guidelines, land use designations, and circulation improvements outlined in the Broadway Valdez District Specific Plan, will together shape the future of the Plan Area and implement the Specific Plan vision and goals.

1.2 APPLICABILITY

The Design Guidelines are included in the Specific Plan for illustrative purposes only as a convenience to the reader, and are not being adopted as part of the Specific Plan, therefore the Design Guidelines can be amended by the City Planning Commission without amending the Specific Plan. The Design Guidelines apply to all new development projects and major rehabilitation projects located in the Broadway Valdez Plan Area. Chapter 17.136 of the Planning Code determines the type of design review required for different projects. These guidelines supplement the design review criteria contained in that Chapter and any other required criteria. In general, all applicable guidelines should be met to approve a proposal. However, this document is not intended to restrict innovation, imagination and variety in design. A method that achieves associated principals to the same extent as a guideline may be considered in lieu of that guideline.



FIGURE C.1: PUBLIC AND PRIVATE REALM

1.3 ORGANIZATION

The Design Guidelines are grouped into two sections: the Private Realm, which applies to buildings and areas within private property, and the Public Realm, the area beyond the edge of private areas, that includes the pedestrian realm and vehicular zone. Although oftentimes privately-owned areas may be used and viewed by the general public, the realms generally correspond to responsibility of design and subsequent ownership and maintenance. These distinct areas are shown in Figure C.1.

1.4 RELATED DESIGN GUIDELINES

In addition to the Specific Plan design guidelines, projects in the Plan Area should also consider the following:

- For small projects limited to minor changes to existing commercial, civic, or industrial facilities, and the non-residential portions of mixed use development projects, refer to the *City of Oakland Small Project Design Guidelines.*
- All projects should review the surveys included in the City of Oakland's *Crime Prevention through Environmental Design (CPTED) Security Handbook.* Several Specific Plan guidelines reflect the concepts of CPTED, but all projects should review the full survey to ensure design incorporates elements that promote public safety.
- For Residential Facilities with one or two primary dwelling units, or the residential portions of Mixed Use Development projects with one or two primary

dwelling units, refer to the *City of Oakland Small Project Design Review Checklist Criteria* for facilities with 1-2 Primary Dwelling Units, and the *City of Oakland Interim Design Review Manual for One- and Two-Unit Residences.*

2.0 PRIVATE REALM DESIGN GUIDELINES

2.1 SITE PLANNING AND BUILDING PLACEMENT

New development should contribute to the creation of a coherent, well-defined and active public realm that supports pedestrian activity and social interaction, and to the creation of a well-organized and functional private realm that supports the needs of tenant businesses. New development also should contribute to a visually and functionally integrated pattern of development that reads as a consistent and attractive whole. Thus, the general building forms and functions and how they are organized on the site and in relation to surrounding development have as much to do with the area's character and function as a building's aesthetic characteristics.

2.1.1 BUILDING PLACEMENT AND ORIENTATION

An important element in the creation of a dynamic, pedestrian-oriented retail district is establishing and supporting the civic life of the street. All buildings will directly address the public street (i.e., rather than having buildings oriented to parking lots). Siting buildings at the street's edge gives spatial definition to the public realm that is critical to supporting pedestrian activity. It also establishes a visual connection between businesses on opposite sides of the street that is an important ingredient of a successful shopping street. Having building entries and windows front onto the street creates a complementary and dynamic tension between the public and private realms that is essential to a successful retail district.

DG 1. **Building Location.** Buildings should be sited at property lines or designated frontage lines adjacent to public street frontages in order to establish consistent and continuous building street walls that give scale and definition to adjacent streets and civic spaces. Building frontages and entrances generally should be parallel to streets, and located within five feet of the property line, except where public parks, plazas, or outdoor dining are provided.

DG 2. **Building Setbacks.** Portions of the building street wall may be setback from the public right-of-way to accommodate key features such as a recessed storefront entrance, an entry forecourt, outdoor dining area, or a plaza, as long as such features do not substantially interrupt the continuity of the street wall. Examples of building setbacks are shown in Figure C.2.

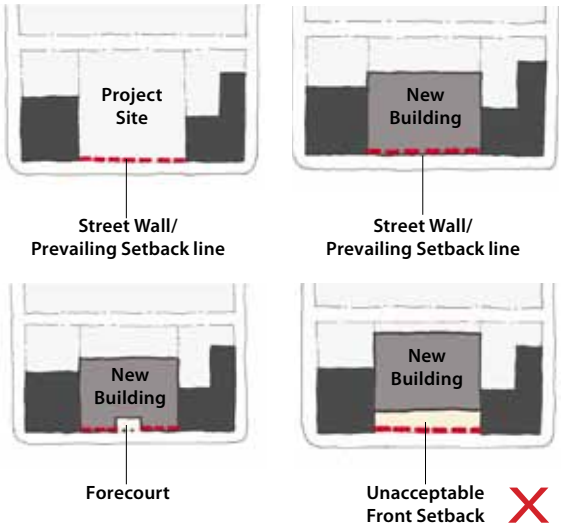


Building frontages and entrances should be sited adjacent and parallel to the public street. (DG 1)



Building setbacks adjacent to the public realm create places for activity and interaction. (DG 2)

Examples of Building Setbacks



Diagrams illustrating the placement of a building in relation to the Build-to Line.

Design of the Setback Examples



Zero-foot setback.



Setback with outdoor seating.



Setback with seating within setback zone.



Forecourt within setback zone.

FIGURE C.2: SETBACK EXAMPLES (DG 2)



Buildings with frontages on both the street and open space should be designed with dual orientation. (DG 4)

DG 3. **Street Wall Gaps.** Gaps in the street wall (i.e., street frontage with no building) should be limited to those areas needed to accommodate pedestrian and, in limited instances, vehicular access (see guidelines for "Parking and Vehicular Access").

DG 4. **Building Orientation.** Buildings located adjacent to both open space amenities (e.g., plazas, parks, and pedestrian streets) and public streets should be designed with a dual orientation so that they provide access and a public face to both the primary street frontage and to the public or semi-public open space.

DG 5. **Corner Building Design.** On corner parcels, building design should be used to define and activate the intersection as an important node.

- Building entrances should be located at the corner to establish an orientation to both the primary and secondary street frontages and acknowledge the importance of the intersection.
- Corners should be highlighted by such methods as rounding or chamfering the building corner (i.e., recessed from front and side property lines on a diagonal). The articulation of the corner may occur just on the ground floor level, or extend to upper levels.





Buildings situated on corners should be designed to define the intersection. Entrances should be on the corner if possible and may be rounded or chamfered (lower photo) or include a change in material to further articulate the corner and add visual interest. (DG 5)

- Changes in height, massing, or materials (e.g., corner towers, roof features, distinctive windows, grand entries, etc.) can be used to accentuate and give scale to the intersection.

DG 6. Sites Adjacent to I-580. Development on sites located near I-580 should be sited and designed to minimize potential for noise, air quality, and visual impacts from the freeway on building occupants, especially sensitive uses such as housing. Site planning and building design should consider the following:

- To the degree feasible, orient habitable spaces away from the freeway
- To ensure healthy indoor air quality, habitable spaces adjacent to the freeway should have sealed windows and be mechanically ventilated
- Courtyards, balconies and operable windows should be located away from the freeway (i.e., so the building creates a buffer between the space and the freeway)
- Sufficient noise attenuation (e.g., double-paned windows) should be provided to maintain indoor noise levels that are consistent with City of Oakland standards
- Buildings that are visible from I-580 should take into account the Scenic Corridor designation for the interstate, and include aesthetic roof and facade elements.

2.1.2 CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

In order for the Broadway Valdez Plan Area to be successful as a retail destination, the area needs to overcome the perception that Oakland is not a safe place to visit. While the factors that contribute to this problem are complex and difficult to remedy, there are steps that can be taken in the design of the district that will help deter such activities. *Crime Prevention through Environmental Design (CPTED)* is an approach that suggests that proper design and effective use of the built environment can reduce crime, reduce the fear of crime, and improve the quality of life. The CPTED approach seeks to discourage crime by designing the built



Retail and commercial areas should be well-lit and include on-street surveillance for utmost safety of the public realm. (DG 7, DG 8)



Buildings should be designed to enhance the natural surveillance of public areas by building occupants. (DG 8)



Areas that are attractive and well-lit provide a sense of safety and security. (DG 8)



Open spaces should be lined with doors, windows, and semi-public spaces in order to provide consistent surveillance of activity. (DG 8)

environment to make potential offenders more visible to the community and make the community more aware of those who are in places in which they do not belong.

DG 7. Crime Prevention through Environmental Design. Buildings and public spaces should be designed utilizing the five principles of *Crime Prevention through Environmental Design (CPTED)* to reduce crime and enhance public safety and security in the Plan Area: Natural Surveillance, Territoriality, Access Control, Activity, and Management and Maintenance.

DG 8. Natural Surveillance. New development should be designed to maximize the opportunity for people to see what is occurring in the space around them (i.e., "See and Be Seen")--employing good visibility of the spaces around a building as a deterrent to bad behavior and establishing a safe atmosphere for employees, tenants, and customers. Methods for achieving strong natural surveillance include:

- Providing a high degree of building transparency (windows) that allow for people inside the building to see what is going on outside (i.e., views of sidewalks, interior courtyards, plazas, parking areas, building entrances, pedestrian passages, etc.);
- Providing open space (plazas, courtyards, pedestrian passageways) that is fronted by businesses or dwellings with active ground floor uses;
- Populating and activating outdoor spaces (streetscape, plazas, courtyards, etc.) by providing places for people to sit;
- Locating entrances to buildings and interior open spaces so they are visible from the adjoining street;
- Providing lighting at all entrances, pathways, parking areas, and recessed areas to

eliminate dark or enclosed areas that offer hiding places for criminals;

- Avoiding walls, fences, hedges or other plantings that provide opportunities for concealment.

DG 9. **Territorial Reinforcement.** New development should be designed to clearly delineate between public, private, and semi-private areas, to make it easier for people to understand the function of an area and communicate a sense of active "ownership" that makes explicit who is and is not intended to use the space. Methods for achieving strong territorial reinforcement include:

- Delineate transitions from public right-of-way to building entrances and interior open spaces by using changes in paving (e.g., tiled, textured, or colored) that distinguish private property from the public sidewalk and indicate ownership and territoriality.
- Identifying the boundary line between the private and the public realms through the use of design or landscape elements, including small changes in elevation, porticos, low fences or walls, or other well-maintained visual markers.

DG 10. **Access Control.** New development should be designed to physically guide the way people move through an area through the placement of entrances, exits, fencing, plantings, locks, and other barriers, and thereby reducing opportunities for crime or loitering.

DG 11. **Activity.** New development should be designed to accommodate activity in and around it that will promote the presence of responsible users, while discouraging illicit activities by would-be offenders who desire anonymity for their actions. This can be accomplished by creating comfortable and attractive streetscapes, plazas and outdoor seating areas, and by developing concentrated retail nodes and active, well- designed commercial frontages.

DG 12. **Maintenance.** New development should be designed to be durable and facilitate ease of maintenance. Creating development that is well-maintained conveys pride and ownership that will discourage loitering and illicit behavior because it demonstrates that someone cares and is watching.

DG 13. **Beautification.** Security should not be used as an excuse to compromise the design quality of a development. New development should be designed to beautify the urban environment while also reducing the potential for crime. By enhancing the character and quality of the built environment, new development can communicate pride and ownership that will serve as a natural deterrent to illicit activity.

2.1.3 ON-SITE OPEN SPACE

The provision of private, on-site open space such as plazas, courtyards, and pedestrian streets/passageways is an integral component of a pedestrian-oriented, retail destination and mixed-use district that complements the Plan Area's public open space and streetscapes. These semi-public spaces provide a finer-grained, more intimate setting that encourages pedestrians to gather and linger, and can be designed specifically to complement and enhance the commercial function of adjoining private-sector uses.



The creation of publicly accessible open space within private developments is strongly encouraged. (DG 14)

DG 14. Semi-public Space. The creation of semi-public (i.e., privately owned, publicly accessible) outdoor spaces such as on-site plazas, patios, courtyards, pedestrian passages, terraces and gardens that support pedestrian activity and community interaction is strongly encouraged, particularly in larger projects.

DG 15. Open Space Function. On-site open space areas should be designed to complement and enhance the function and character of adjacent commercial uses by providing a transition from the public streetscape to the private business, and providing outdoor areas that can accommodate commercial activity (e.g., outdoor dining, display areas, etc.).



Orienting building entrances onto semi-public open spaces will help animate the space and enhance public safety. (DG 16)



Mid-block pedestrian passageways promote pedestrian activity and increase the potential for retail frontage. (DG 18)

DG 16. Adjacent Facades. Building frontages adjacent to semi-public outdoor spaces should include building entrances and storefront windows that face onto the open space and architectural and landscape features that activate the facades.

DG 17. Open Space Connections. Plazas and open space areas intended for public use should have clearly defined visual and physical connections that promote a comfortable transition from the public to the private realm.

DG 18. Pedestrian Streets. Pedestrian streets or passageways can play an important role in the district, and are strongly encouraged as connective elements and open space features. They promote pedestrian activity by creating spaces scaled to pedestrian use, reducing conflicts with automobile traffic, and providing more direct routes between off-street parking areas and primary street frontages. They also provide the benefit of increasing the amount of potential retail frontage.



Climate appropriate species should be used in on-site open space landscape treatments. (DG 20)

DG 19. User Comfort. To promote user comfort, plazas and courtyards should be well-defined by buildings and plantings, comfortably scaled, landscaped for shade and ornament, furnished with areas for sitting, and lighted for evening use.

DG 20. Planting. Plantings should be used to activate building facades, soften building contours, highlight important architectural features, screen less attractive elements, provide shade, and add color, texture, and visual interest. Landscape materials should be of high quality and suitable for the Bay Area climate. In order to reduce water consumption, naturalized and low-water-use plant species are preferred.

2.2 PARKING AND SERVICE ELEMENTS

The guidelines in this section provide direction regarding how to place and design parking and other service elements in a way that does not detract from the appearance of the building facade or the pedestrian experience.

2.2.1 PARKING AND VEHICULAR ACCESS

Parking will be a critical factor in the successful redevelopment and revitalization of the Broadway Valdez Plan Area. In order to be successful, the Plan needs to not only ensure that adequate parking is provided to support proposed development, but that the amount, location and design of that parking also supports the City's "transit first" policy and the creation of an attractive, pedestrian-friendly retail and mixed-use district. The current prevalence of sites with surface parking lots, automobile sales lots and driveways crossing public sidewalks is functionally and aesthetically antithetical to the vision for the Plan Area. The Plan promotes a fundamental re-thinking of on-site parking that reduces its visual prominence and the potential for pedestrian/vehicle conflicts by placing it on the interior of blocks, in structures, or below ground. The Plan's parking management strategy (see Chapter 6, Circulation for a more detailed discussion) also promotes a "park once" environment that encourages individuals to walk to all destinations after they have parked their car.

DG 21. Surface Parking. In order to accommodate proposed development intensities and create an attractive pedestrian environment, surface parking is discouraged and should be kept to a minimum.

- Under no circumstances should parking be located in the setback between the building facade and the adjacent public right-of-way.
- A landscaped area at least three feet wide should be provided between any surface parking area and any property line adjacent to a public right-of-way.

DG 22. Parking Structures. Off-street parking should be located in above- and below-grade parking structures.

DG 23. Screened Parking. Whenever feasible, parking, whether surface or in above-grade structures, should be located behind buildings and on the interior of blocks where it is screened from public view.



Both surface and structured parking may be screened with architectural features, planting, and public art. (DG 23)

DG 24. Wrapped Parking. On sites that are half a block or greater (30,000 square feet or greater) in size, above-grade parking should be wrapped with, or located behind, buildings so that the parking area is not apparent from adjacent public right-of-ways.

DG 25. Active Facades. Parking garages located adjacent to public streets should, whenever feasible, be lined with space for active uses (retail, commercial, residential, office, etc.) that screen parking and activate the street frontage. Ideally, the full height of the parking structure should be lined with functional space. However, if the entire height of the structure is not wrapped, at the very least, active uses should line the street-level facade of parking structures fronting on public streets.

DG 26. Parking Structure Design. Parking structure facades that are visible from the public right-of-way should be designed as an integral part of the projects they serve, consistent in style and materials, and avoiding both blank, unadorned walls and visible parked vehicles. Facades should have a similar level of articulation and detail to the adjacent buildings, incorporating



At a minimum, parking structures should line their ground-level frontages with street-oriented retail space. (DG 25)



Signage for parking areas should be attractive and integrated into the building. (DG 28)



At the very least, ground floor liner uses and upper floor screening should be used to hide structured parking from public view. (DG 22, DG 23)

features such as awnings, arcades, trellises, porticos, decorative screens, and planting to add interest to the building facade.

DG 27. Upper Level Treatment. Upper floors of parking structures that are visible from the street should be designed to screen views of cars and parking structure lighting, and to reflect a level of articulation and design character consistent with the rest of the building facade.

DG 28. Parking Signage. Provide clear signage to identify entrances to structured parking to facilitate ease of parking in mixed-use areas.

DG 29. Vehicular Access. Vehicular access to off-street parking should be provided primarily from side (i.e., secondary) streets to reduce conflicts with pedestrians and minimize interruptions to the continuity of the primary street facade. Driveways and curb cuts should not be allowed on the Plan Area's primary retail streets (i.e., Broadway, 24th Street, or Valdez Street), or if unavoidable, should be limited to a single curb cut per block face.

DG 30. Shared Access Driveways. In order to minimize curb cuts and impacts to the pedestrian environment, shared access drives to parking facilities should be provided wherever feasible.

DG 31. Existing Curb Cuts. Existing curb cuts and driveways with access off Broadway, 24th Street, and Valdez Street ultimately should be phased out as subject properties are redeveloped and alternative access can be provided.

DG 32. Pedestrian Access. Pedestrian entries to parking garages should be located adjacent to public streets and along major pedestrian connections where they are easily seen and conveniently accessed. They should be visually open and incorporate adequate lighting to promote a feeling of security and comfort. Architectural elements such as stair towers, entry treatments and lighting should be used to highlight pedestrian entrances.

DG 33. Bicycle Parking. Bicycle parking should be provided in easily accessible, secure, and weather-protected locations, and conform to specific regulations in Planning Code Chapter 17.117.



Parking entrances should be located on secondary streets and be coordinated with overall building design. (DG 29)



Attractive and easily accessible bicycle parking should be incorporated into future developments. (DG 33)

2.2.2 SERVICE AREAS, LOADING, AND BUILDING EQUIPMENT

As a functioning commercial area, it is essential that retailers and commercial tenants can efficiently obtain the supplies and services needed to operate. It is just as important, however, that these functions and their related facilities are carefully integrated into the design of new development so that they do not compromise the quality or character of the Plan Area.

DG 34. Service and Loading Areas. Service, loading and storage areas generally should be located to the rear of buildings and on the interior of blocks where they are out of public view, particularly from the primary street.

DG 35. Service Access. Wherever possible, service access should be provided via side (i.e., secondary) streets to reduce conflicts with pedestrians and minimize interruptions to the continuity of the primary street facade.

DG 36. Screening. Loading docks, storage areas, trash bins, and other service areas and facilities should be physically screened from public view in a manner that is consistent with the architectural style and character of the associated building.



Entrances to service, loading, and storage areas should be kept in the rear of development. (DG 34, DG 35)

DG 37. Siting of Building Equipment. Mechanical, electrical, and all other building equipment (e.g., back-flow devices, irrigation controls, etc.) should be concealed from all public right-of-ways, pedestrian paths and adjacent buildings, and not located along the primary street frontage.

2.3 ARCHITECTURAL DESIGN

2.3.1 BUILDING MASSING AND SCALE

It is important that future buildings are designed so that their scale and massing does not overwhelm the public realm and make it unattractive or inhospitable. Large buildings can be attractive and dramatic, yet still preserve a pedestrian scale at street level. They do not have to be monolithic or imposing. There are many design techniques for adding visual interest and mitigating a building's apparent bulk and scale. The following guidelines seek to ensure integration of new buildings into the existing character of the area, while allowing for more intense development and taller buildings. New buildings and additions should reinforce the historic pattern with setbacks and upper-level step-backs oriented to the many existing low to mid-rise buildings.

DG 38. Responsiveness to Context. While the higher development intensities projected in the Plan Area will result in larger buildings, their scale and massing should be sensitive to the scale of surrounding uses. In areas identified for transition to higher-intensity development, height transitions need to consider factors such as the quality of adjacent buildings, likelihood of change, and building heights allowed under zoning.

DG 39. Transitions in Building Height. Where the base height of new development exceeds the height of existing adjacent buildings, a combination of building setbacks, upper-story stepbacks, and articulated sub-volumes should be employed to sensitively transition to adjacent



The scale and massing of new development should be sensitive to the scale of surrounding uses. (DG 38)

lower height buildings (to the side or rear). Refer to the Zoning Regulations to determine setback requirements when constructing adjacent to lower-density residential zones.

DG 40. Pedestrian Scale. In order to maintain a pedestrian scale to the Plan Area's streets, upper floors of buildings generally should be stepped back above their base height. Base heights vary throughout the Plan Area, relative to street widths and the surrounding neighborhood context (Refer to Figure B.2 in Appendix B).

DG 41. Three-dimensional Articulation. In order to reduce the apparent scale, building massing should be modulated and articulated in three dimensions. Strategies include:

- Segmenting the building into smaller masses that correspond to the internal function of the building;
- Varying the height of the building with variable roof lines;
- Employing variations in the building facades that provide more visual relief, such as streetwall indents and recessed building planes, deep entry and window openings, balconies, window bays, varied horizontal treatment (i.e. a roof, cornice or parapet), and piers, at corners and structural bays; and
- Introducing plazas, courtyards, walkways, and alleys that allow access through development and create visual breaks in the facade.



Large buildings can contribute to an attractive pedestrian environment with appropriate massing and articulation of building facades. (DG 40)

DG 42. Reinforce the Existing Patterns. Design buildings so their scale and massing reinforces the existing rhythm of buildings, storefronts, and parcelization. While there is significant variety in parcel sizes and building frontages within the Plan Area, this will vary by area, but the predominant pattern is of 30 to 60 foot parcel frontages. Where new building frontages are longer, they should incorporate vertical architectural features such as columns or piers to reflect the neighborhood rhythm.

DG 43. High-rise Towers. Although the potential for high-rise buildings in the Plan Area is limited, the following guidelines should apply to the design of new towers to limit their potential impact and ensure their integration into the neighborhood context. New high-rise towers should:

- Employ slender profiles (i.e., smaller floor plates) in order to reduce the building's apparent bulk and minimize impacts related to shading surrounding uses;
- Taper, step back, or otherwise employ a reduction in massing of the building's upper tower above the allowable base height;
- Be designed to allow solar access and air circulation, while maintaining views and privacy for building tenants and natural light at the street level;
- Employ additional step-backs and/or architectural detailing at the top of the building to create a distinguished profile that will enhance the City skyline, particularly from viewpoints along Lake Merritt, Adams Point, and the adjoining freeways.

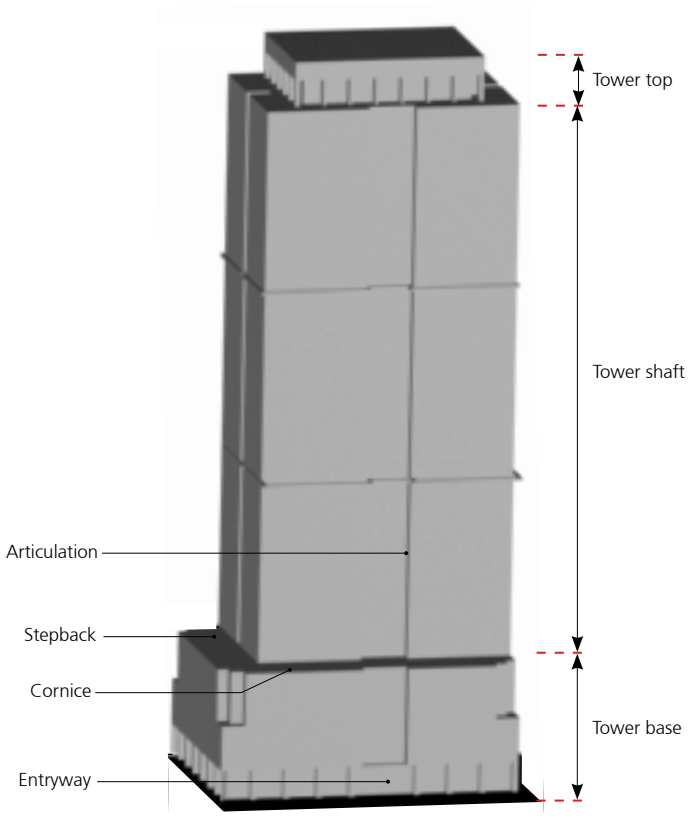
2.3.2 BUILDING FACADES

Building facades are the "walls" that give definition to the public realm, and contribute significantly to the character of the Plan Area. The doors, windows, and detailing that animate these facades both activate the streetscape and establish a pleasing sense of order and proportion. It is important that they be neither too dull nor too busy, and that they present a perceptible unity without sacrificing variety. Various elements are conveyed in Figure C.3.



Towers shall be stepped back to reduce bulk, respect adjacent buildings, and include character-defining architectural features. (DG 43)

Facade and Building Form Elements



Building Articulation and Facade Rhythm

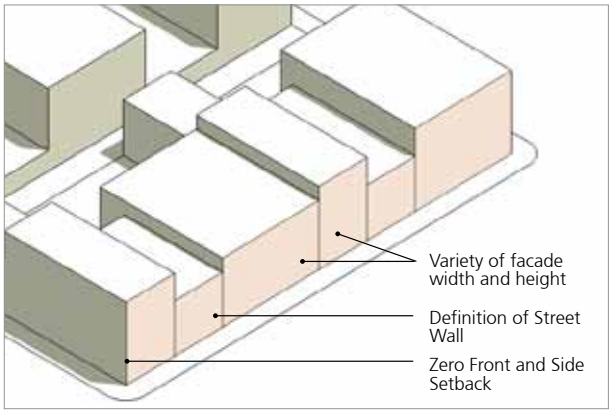


FIGURE C.3: BUILDING FACADE ELEMENTS (DG 45)



Building facades should create a unified and harmonious composition. (DG 44)



Building facades should reinforce pedestrian scale, create visual interest and help activate the public realm. (DG 45)



Building design should feature a clear hierarchy of horizontal and vertical planes and an organized articulation pattern. (DG 46)

DG 44. Organization of facade Elements. Building facades should be designed to create a unified and harmonious composition of architectural elements (e.g., building entrances, windows, balconies, detailing, signs, lighting) that establishes a pleasing sense of proportion and reflects changes in building form and function.

DG 45. Pedestrian Scale and Interest. Building facades that face public streets, sidewalks, open space areas and other pedestrian areas should incorporate articulation and detailing that create visual interest, reinforce the pedestrian scale, and contribute to the creation of an active and inviting public realm. Articulation and detailing will include features such as building entrances, display windows, awnings, canopies, balconies, bays, horizontal banding, sills, fenestration, alcoves, awnings, light fixtures, and other design features that add human scale and visual interest to the facades.

DG 46. Consistent Horizontal Lines. Building facades should be designed so that horizontal elements such as awnings, canopies, cornices, balconies, window heights, and other horizontal architectural elements are coordinated with desirable horizontal elements from neighboring buildings to create a unified composition at the street frontage.



Windows should be grouped to add visual interest and convey internal building organization and function. (DG 47)

DG 47. Fenestration Pattern. Use window design and proportions to add architectural interest to buildings and differentiate the various components of the building (e.g. ground floor retail spaces, stair towers, corners, office suites, or residential units). Use window frames, sills, and/or recesses to add visual interest.



Active storefronts help define and activate the public realm. (DG 45)

DG 48. Awnings. The use of awnings, canopies, and over-hangs is encouraged to highlight entrances and give definition building facades and to provide shelter and shade over building entrances and display windows along pedestrian-oriented retail streets. Awnings should:

- Be in scale with the building and designed to be complementary to the overall design of the building
- Avoid covering transom windows and other architectural elements
- Be of durable materials that can stand up to the weather
- Not interfere with the tree canopy or signage.
- Provide an 8-foot minimum clearance above the finished sidewalk.

DG 49. Design Strategies. Strategies for varying facades and defining distinct modules may include: articulation of building volumes, changes in rooflines and fenestration patterns, introduction of vertical architectural features such as columns and pilasters, the use of decorative detailing and architectural elements, and changes building materials and color.



Awnings highlight building entrances and contribute to pedestrian comfort. (DG 48)

DG 50. Changes in Character. Changes in architectural character, facade materials or color should be associated with a change in building plane or separated by a vertical feature (e.g., a column or pilaster).



Large buildings can contribute to an attractive pedestrian environment with appropriate massing and articulation of building facade. (DG 45)

DG 51. Consistent Treatment. Buildings should maintain a consistent quality and character in terms of the articulation, detailing, and finishes on all elevations visible from public streets and open spaces, not just the primary facade.

DG 52. Blank Walls. Avoid the creation of uninterrupted blank wall surfaces on all building facades—but particularly those adjacent to a public street or other areas of human activity. The maximum length of any continuous blank wall facing a street should generally not exceed 25 feet. When blank walls are unavoidable, measures should be taken to add visual interest through the use of contrasting textures, high-quality building materials, art, and exterior detailing.

DG 53. Subdividing Long Facades. Facades that face public streets and open space areas generally should be architecturally subdivided with some form of modulation or articulation every twenty-five (25) to fifty (50) feet to promote visual interest and a comfortable pedestrian scale that is reminiscent of traditional pedestrian-oriented shopping and residential districts.



Changes in modules and building function may be reflected in rooflines. (DG 50)

2.3.3 GROUND LEVEL COMMERCIAL

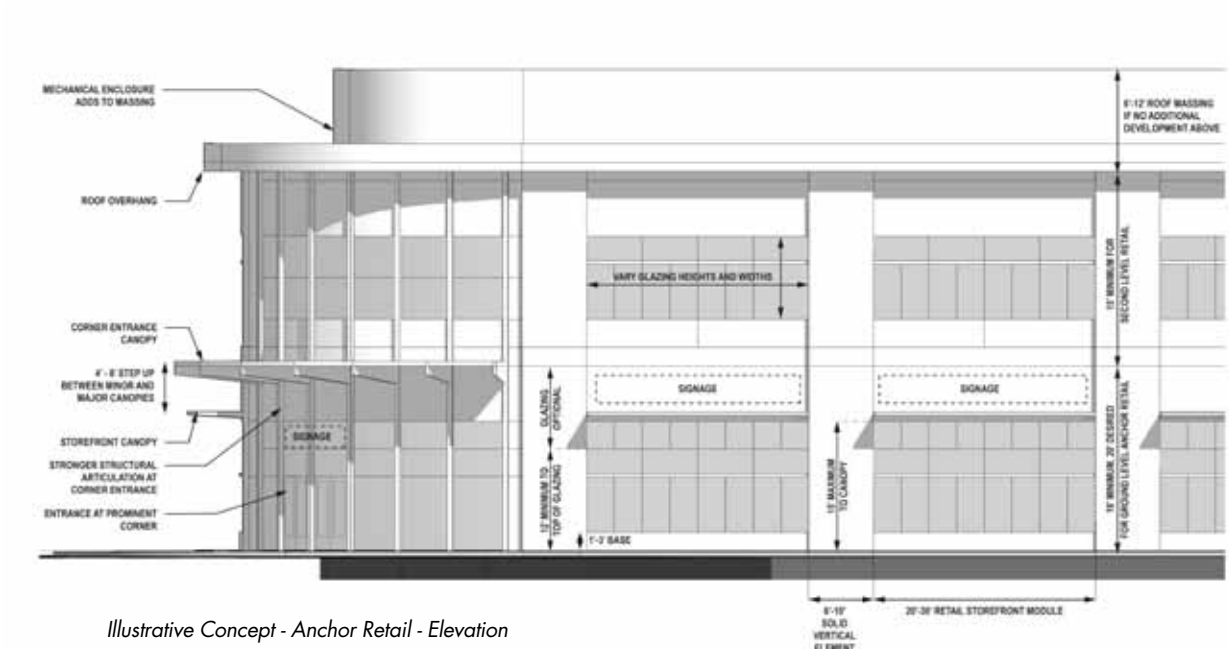
DG 54. Storefront Definition. Define individual storefronts with vertical architectural elements such as piers, prominent seams between windows, or changes in plane. Complete storefront facades should include well-defined entries, large display windows, bulkheads, signage areas, awnings, and frequently transom windows. Facade increments created at the ground level should be reflected in the facade design for the upper stories as well. These elements are shown in Figure C.4.



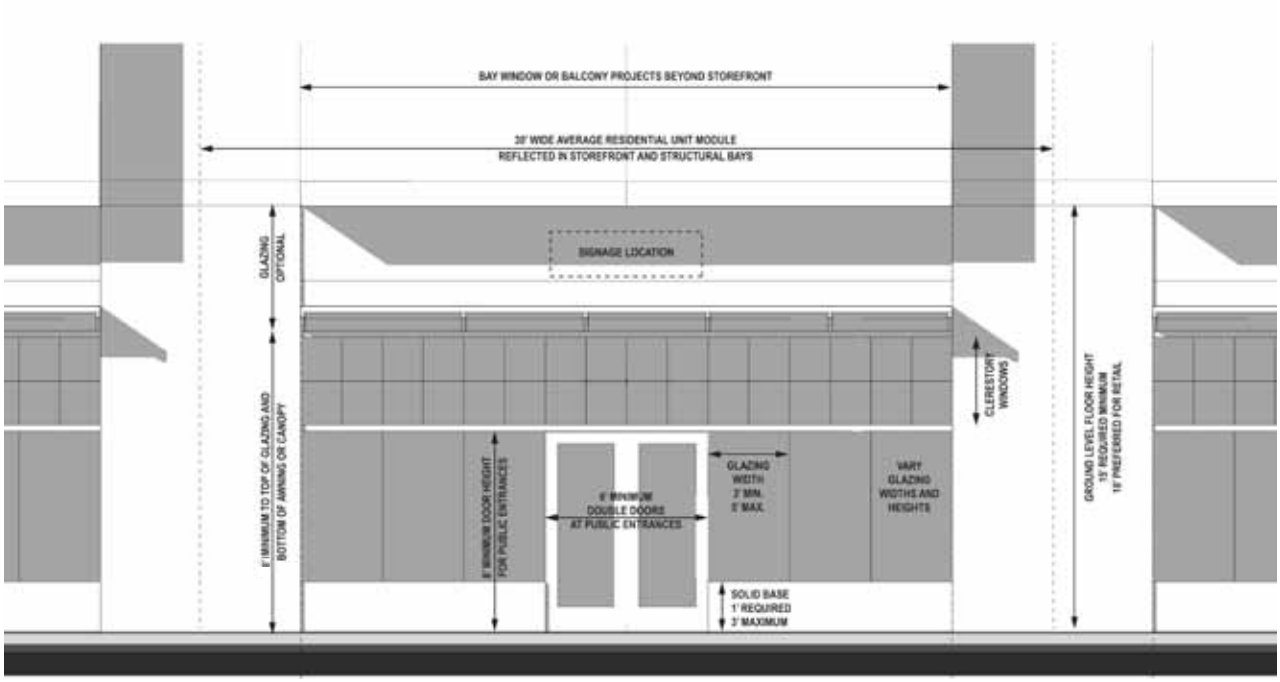
Long facades may be subdivided to create modules that reflect function and add visual interest. (DG 53)



Consistent streetwalls and storefront facades are important for creating retail character. (DG 54)



Illustrative Concept - Anchor Retail - Elevation



Illustrative Concept - Retail/ Residential - Elevation

FIGURE C.4: GROUND FLOOR COMMERCIAL ELEVATIONS (DG 54 - 57)

DG 55. Storefront Width. With large floor-plate tenants, it is desirable to wrap portions of the larger floor plate where possible with "liner" storefronts along the street frontage (i.e., the large retailer has the majority of their floor area located behind smaller footprint storefronts) to ensure an active street frontage.

DG 56. Commercial Space Requirements. Provide ground floor building spaces large enough to create a viable and flexible commercial space, including:

- Minimum storefront floor to ceiling heights of 15 feet, with 18 feet desired;
- Minimum storefront width of 15 feet; and
- Minimum storefront depth of 40 feet (25 feet where constrained).

DG 57. Requirements for Commercial Food Establishments. Ground-floor retail spaces should be large enough to accommodate spaces for commercial food establishments, including full-service and take-out restaurants, coffee shops, bakeries, and other eating and drinking establishments. Designs should demonstrate that a commercial kitchen and necessary exhaust systems can be accommodated into both new construction and renovated spaces according to zoning and mechanical code requirements.

DG 58. Storefront Base. Provide a durable bulkhead at the storefront base that is visually differentiated from the rest of the facade, creating solid visual base for the storefront that is generally not less than one foot tall and no more than 3 feet tall.

DG 59. Outdoor Dining. Encourage dining establishments to provide outdoor seating:

- Within the sidewalk right-of-way, provided a 5½-foot minimum clear zone is maintained for pedestrians;



Commercial entrances to mixed-use buildings shall be oriented to the sidewalk. (DG 55)



Dimensions of new commercial space should be adequate to provide flexibility and promote retail viability. (DG 56)



Adding outdoor dining areas generates street-level activity that helps to animate the public realm and support local businesses. (DG 59)

- By allowing an additional set-back of five to 20 feet from the street wall, if that space is regularly used for outdoor seating, and is maintained by the business; and
- Ensuring that dining areas are buffered from the street edge with plantings or low physical barriers such as bollards or planters.

2.3.4 GROUND LEVEL RESIDENTIAL

DG 60. Building Setbacks. Building setbacks from the street should be consistent with the predominant setback established on the block, or the adjacent two properties, whichever is more consistent. Variation should be provided through the use of front porches, entrance porticos, and other architectural features.

DG 61. Street Orientation. Residential buildings should have their primary entrance fronting onto the street. In multi-family projects, ground-floor units generally should front onto and take direct access from the street, rather than having a shared entry and access from interior corridors.

DG 62. Building Articulation. The massing of larger residential buildings should be vertically and horizontally modulated to mitigate the apparent scale of the building. Building massing should reflect the size of individual units or groups of units.

DG 63. Active Facades. Wherever possible, habitable space (rather than garage area) and active facades with windows, doors, and other architectural features (rather than expanses of blank wall), should face all streets, sidewalks and paths in order to maintain the vitality of the adjacent streetscape.

DG 64. Elevated Ground Floor Units. Ground-floor housing units should generally have finished floor elevations at least 2 to 3 feet above the grade of the public sidewalk to protect tenant privacy.



Residential buildings should incorporate active, street facades that orient to and engage the street. (DG 63)



Elevated ground-floor units help protect tenant privacy and provide a transition from the public street. (DG 64, DG 65)

DG 65. Building Entrances. Porches and stoops should be used to announce unit and building entrances, and provide a transition from the public street to the residential building/dwelling unit.

DG 66. Street Wall Openings. Multi-family developments may contain openings in the street wall to allow for the extension of interior courtyards to the public street. Any security gating or fencing across this area should be a minimum 75 percent transparent to provide views into the courtyard.

DG 67. Parking. Surface parking should not be allowed to be located between the building frontage and the public street right-of-way.

DG 68. Prominent Ground Floor. Establish a prominent ground floor in residential buildings. Design a tall ground floor to establish a street presence and human scale as shown in Figure C.4.

2.3.5 RESIDENTIAL LIVABILITY

DG 69. Privacy. Maintain a sense of privacy from within housing units, while allowing views onto streets and interior courtyards. For instance, in residential units with narrow side yards, place side elevation windows so that they are offset from those of the adjacent unit, position windows on upper floor balconies so as to minimize views into neighboring properties or use obscure glass as appropriate in order to ensure privacy.

DG 70. Family-Friendly Housing. Design family-friendly housing and units for a range of ages. Situate family-oriented units to maximize accessibility and visibility for parents watching children playing on the sidewalk or courtyard.



Prominent ground-floor entryways to multi-family buildings accent building character and enhance a sense of security. (DG 65)

DG 71. Range of Unit Sizes. Provide a variety of unit sizes, including studios units as well as larger units with three or more bedrooms.

DG 72. Orientation. Design units to allow sunlight for at least part of the day.

DG 73. Operable Windows. To the maximum extent possible, provide some operable windows in all housing units, to allow in light and fresh air, and also to potentially eliminate the need for mechanical ventilation, where mechanical ventilation is not required for air filtering purposes. Where ventilation systems are necessary, include a minimum of two operable windows where feasible and use energy-efficient and low emission heating, ventilation and air conditioning (HVAC) systems.

DG 74. Promote Safety. Incorporate CPTED principals in project design. Review the full survey in the City's CPTED Security Handbook.

DG 75. Shared Spaces. Provide communal open areas such as landscaped areas, walks, patios, barbeque areas, tot lots, recreational facilities, turf, or other such improvements as are appropriate to enhance the outdoor environment for tenants.



Shared open spaces within residential developments enhance the quality of life of the tenants. (DG 75)

- **Location:** Where community rooms are planned, locate them adjacent to either the private common open space or public open space.
- **Seating:** Provide ample seating, which can be comprised of benches, seating walls, and moveable seating. Arrange seating for gathering, conversing, and supervising children play areas. A majority of seating should have back support.
- **Orientation:** Design private common open spaces to maximize solar access while providing wind protection and shading.
- **Safety:** Ensure safety and visibility by designing at least a portion of units to overlook the common open space and allowing security cameras to monitor common spaces, if appropriate.

2.3.6 BUILDING ENTRANCES

DG 76. Entrance Hierarchy. A clear, hierarchical distinction should be made between primary entrances and secondary entrances. Primary entrances should be clearly expressed to impart a sense of prominence through scale, detailing and ornamentation that clearly denotes their stature as the main access to a building.

DG 77. Primary Entrances. Primary building entrances and lobbies shall be clearly visible and directly accessible from the primary street.

DG 78. Retail Entrances. In mixed-use buildings, retail storefront entrances should be clearly distinguishable in form and character from entrances to upper-floor office and residential uses or to a building's main lobby.

DG 79. Secondary Entrances. Secondary building entrances from pedestrian passageways, alleys, and parking structures are encouraged as long as they do not detract from the primacy of the



A hierarchy of entrances should be clearly expressed. (DG 76)



Secondary entrances may be appropriate from alleys and passageways as long as they relate clearly to the overall building design. (DG 79)

main building entrance and street frontage (i.e., buildings should not have primary orientation to parking lots or structures). The design of secondary entrances should be related to that of the primary entrance and the building as a whole.

DG 80. Entrance Definition. Building entrances should be well-defined and accentuated through use of facade articulation, architectural detail, and use of materials. Appropriate strategies for architecturally defining building entries include:

- creating a recessed entry bay;
- incorporating the entrance into a taller vertical mass (e.g., a small tower) that is differentiated from the rest of the building;
- sheltering the entrance with a canopy, awning, or overhang;
- employing architectural features such as columns, pilasters, clerestory windows and sidelights, decorative tiles and light fixtures; and
- enhancing the ground surface at the entry with decorative paving.

DG 81. Service Entrances. To the degree feasible, service entrances, loading docks, and storage areas should be located and screened so they are not visible from public streets and open spaces or interfere with pedestrian circulation. Ideally, service entrances and loading docks should be located to the rear or side of buildings, and preferably take access from the Plan Area's secondary streets, rather than the primary commercial streets (e.g., Broadway, 24th Street, Valdez Street).

2.3.7 ROOFS

DG 82. Rooflines. The roofs and rooflines of buildings should be designed to complement and complete the building design. Distinctive, sculpted roof forms that contribute to a visually interesting skyline and to the overall character of the Plan Area are encouraged.

DG 83. Flat Roofs. Flat roofed buildings should incorporate a strong, attractively detailed cornice or parapet that screens rooftop equipment and creates a distinctive silhouette.

DG 84. Rooftop Equipment. All rooftop mechanical equipment, appurtenances, and stair towers should be grouped and located so that they are not visible from streets and other public areas, architecturally integrated into the building and clad with materials consistent with the building's overall design character.

DG 85. Rooftop Open Space. Creation of accessible terraces and open space on rooftops , including on top of parking garages, is encouraged, particularly to take advantage of views of surrounding features such as Lake Merritt, the Oakland Hills, or the Valdez Triangle shopping district.



Rooflines should be designed to complement and complete the building design. (DG 84)

DG 86. Green Roofs. The incorporation of "green" roofs into building design to manage stormwater runoff and reduce energy consumption is strongly encouraged. All green roofs must be designed to permit routine maintenance and irrigation, as necessary.

2.3.8 BUILDING MATERIALS AND COLORS

Choice in building materials is an important contributor to the quality of the building and the public realm.

DG 87. High Quality Materials. Durable, high quality exterior building materials should be used to convey the sense of quality and permanence desired for the Plan Area, minimize maintenance concerns, and promote buildings that will last over time.



High quality exterior building materials should be used to convey a sense of quality, durability, and permanence. (DG 87)

DG 88. Durability. The use of durable and attractive materials is especially important at the street level where they are more visible to the public. Examples of appropriate materials include: stone, tile, terra cotta, brick, metal, glass and architectural concrete. Materials other than those mentioned in this section are acceptable if they meet the same standards for durability and visual quality. The City will evaluate these materials on a case-by-case basis. Wood may also be acceptable depending on its sturdiness and appearance. Stucco should be of smooth finish to not collect dirt. Do not use stucco at the bulkhead of a building because it will collect dirt and easily stain.



Materials may draw from historical context and surrounding neighborhood character. (DG 89)

DG 89. Design Context. Materials palette should be reflective of the character of the location and type of architecture and use of the building, and a unified palette of materials should be used on all sides of buildings.

DG 90. Integral Design. Architectural features should be designed to be integral to the building, and not just surface ornamentation that is artificially thin or simply tacked or painted onto the building's surface. Use of artificial materials such as "Dryvit" and other applied foam ornamentation (e.g. Exterior Insulation and Finish Systems, "EIFS") is generally discouraged, and should not be used at street level.

DG 91. Sustainable Materials. To minimize the overall environmental impact of development, use sustainable building materials to the maximum extent feasible. Such materials include those that are recycled, renewable, sustainably harvested, locally sourced, and non-toxic/ low-VOC (volatile organic compound).



Attention should be given to the quality and detailing of materials at the ground level, adjacent to the pedestrian right-of-way. (DG 92)



A high level of transparency is desirable for ground-level storefronts to display goods and add visual interest to the street. (DG 95)

DG 92. Visual Interest and Identity. Building materials and colors should be used to unify and provide visual interest to building exteriors, and reinforce building identity. While greater attention should be given to the quality and detailing of materials at the ground level, there should be a consistent and unified use of materials on building facades. The number of materials and colors generally should be limited to promote a visual simplicity and harmony.

DG 93. Primary Colors. Generally, primary building colors should be more restrained and neutral in hue. Bright and highly saturated colors should be used sparingly, as accents or as part of a balanced and carefully executed color scheme.

DG 94. Complementary Colors. The use of color should complement changes in plane. Exterior trim and architectural detail, such as cornices and window and door trim, should be a contrasting color to distinguish them from wall surfaces. The use of subtly contrasting, but complementary colors is appropriate.

2.3.9 WINDOWS AND GLAZING

DG 95. Ground-level Transparency. Ground-level facades in commercial areas should incorporate generous windows and street-oriented glazing that create a high degree of transparency along the street, in order to establish a visual connection between activity within shops and restaurants and pedestrian activity on the Plan Area's sidewalks.

DG 96. Ground-level Transparency. Windows on retail and commercial storefronts should generally occupy a minimum of 55 percent of the street-level facade surface.

DG 97. Discrete Window Openings. Given the historic building fabric, windows generally should consist of discrete openings in the wall surface, rather than large, continuous walls of glass. Exceptions will be considered on a case-by-case basis.

DG 98. Recessed Windows. Window and door frames should generally not be flush with exterior wall surfaces. Building openings for doors and windows should employ deep insets that create visual relief and shadow lines on the facade, giving the building



Window and door recessions are encouraged to create visual relief and shadow lines in building facades. (DG 98)



Lighting of buildings should be integrated into the building design and employ fixtures that reflect overall design approach. (DG 103)

a sense of solidity and substance. Typically, a minimum four-inch (4") recess between the wall face and the window frame is required to successfully create these design qualities.

DG 99. Glazing. Glazing should be clear and non-reflective. Tinted, reflective, or obscure glazing should not be used. Solar shade control should be accomplished using exterior shading devices such as awnings or sun shades.

DG 100. Window Height. Street-fronting, ground-floor glazing in commercial buildings should have a sill height not exceeding 30 inches as measured from the adjoining sidewalk surface.

DG 101. Display Windows. Enclosed display window areas should be provided on street-oriented facades where actual windows cannot be provided.

DG 102. Operable Windows. Operable storefront windows that open interior spaces of stores and restaurants to the sunlight and views of sidewalk activity, creating a connection between the public area and the activity in the ground floor of a building should be encouraged.

2.3.10 BUILDING LIGHTING

DG 103. Lighting Function. Building lighting should be used to add drama and character to buildings, ensure public safety, and enhance nighttime activities within the Plan Area.

DG 104. Integral Design. Lighting should be designed as an integral part of the building that is consistent with its architectural character.

DG 105. Lighting Levels and Focus. Illumination of buildings should be focused on building entries, alcoves, signs, and distinctive architectural features. Overly bright and indiscriminate illumination of building facades should be avoided, because it tends to reduce the desired dramatic effect by visually flattening the building facade, in addition to wasting energy and contributing to night sky impacts.

DG 106. Building-mounted Lighting. Building-mounted lighting that illuminates the public realm is recommended as a complement to street lights in shopping areas and other high pedestrian activity areas.



Facade lighting should be an integral part of the building and consistent with the architectural style. (DG 104)



Lighting should enhance building features and materials and provide appropriate levels of illumination, while minimizing light trespass. (DG 105)

DG 107. Light Color and Intensity. Careful consideration should be given to aspects of lighting design such as the color of light, intensity of light and overall visual impact of night lighting.

DG 108. Crime Prevention. Lighting should support *Crime Prevention Through Environmental Design (CPTED)* objectives by facilitating visual surveillance of the building and its public areas, including passageways between building entries and parking areas.

2.3.11 SIGNAGE

The signage guidelines for the Broadway Valdez Plan Area are intended to promote a lively, interesting, and attractive pedestrian environment while also facilitating local commerce. Well-designed signage will contribute to the aesthetic character and identity of the Plan Area. The Plan Area is intended to be a place for walking and strolling, and the allowed types, sizes, and placements of signs are intended to reaffirm this character in a way that also allows for local businesses to effectively communicate with potential customers.

DG 109. Sign Standards. Signage should comply with the signage standards associated with the underlying land use and zoning requirements. Any new building development should submit a separate signage design concept as part of the overall design which may be subject to design review. These guidelines will additionally apply.

DG 110. Pedestrian Orientation. Signage should be scaled and oriented primarily to the pedestrian, consistent with the vision for a pedestrian-oriented district, rather than to automobile traffic.

DG 111. Sign Materials. Signage should be constructed of high-quality materials that enhance the Plan Area's character, such as wood, metal, stone, plexiglass, neon, and durable woven fabric (on awnings and canopies).

DG 112. Types of Signs. The types of signs encouraged within Broadway Valdez Plan Area include:

- Blade signs (oriented vertically or horizontally)
- Panel or plaque signs
- Printed signage on awnings or canopies
- Wall signs—particularly with individual lettering (individual channel)



Source: Downtown Crossing Signage Guidelines, Boston Redevelopment Authority, 2011

The size and type of sign should be appropriate to the uses, tenants and building size. (DG 112)



Multi-tenant signs can draw shoppers into retail areas. (DG 112)



Signage should complement overall building design. (DG 114)



Signs should be integrated with overall building design and convey a simple and clear message. (DG 113)

- Marquee signs (when associated with theaters and entertainment venues)

DG 113. Content and Legibility. Sign message should be simple, clear and easily legible. The sign should include the name of the business and logo, and minimal additional text. Signs that use logos only are especially encouraged. Signs should have enough contrast between content and background to optimize legibility while still maintaining compatibility with building colors.

DG 114. Integral Design. Signs should be designed as an integral design element of a building's architecture, consistent in its architectural style, scale, articulation, proportions, materials, and color.

DG 115. Sign Location. Signs should be located in areas of the facade specifically designed to serve this function and not cover architectural details or ornamental elements. Ideally signs should align horizontally, where possible, with major architectural features, and not obscure windows or other key parts of the building.



Sign illumination should be consistent with the character of the building and the use. (DG 118)

DG 116. Iconic Signs. The use of iconic or symbolic signs that employ icons, symbols or logos (e.g., a shoe for a shoe store, or a bicycle wheel for a bicycle shop) rather than words is encouraged—particularly when they are three dimensional.

DG 117. Sign Clearance. Signs should have a minimum clearance of eight (8) feet above the sidewalk, and not rise above the building cornice line or street wall height (exceptions can be made for marquee signs and other signs of high design quality).

DG 118. Illumination. Sign illumination should be consistent with the character of the building and sign. Generally, external illumination is preferred, but should always be shielded and/or directed downward so as not to produce off-site glare. The use of internally-illuminated acrylic box signs, internally-illuminated vinyl awnings, animated, and rotating signs are discouraged.

2.3.12 HISTORIC RESOURCES

The Plan Area's inventory of buildings that were developed in the late 19th and early 20th century is an important resource that contributes to the area's historic character and distinctiveness. The vision for the Plan Area is to preserve and integrate this inventory of historic buildings with new development to create an urban environment that addresses the needs of the present while maintaining a tangible link to the area's past. New buildings should be sensitive to the historic scale and character of the existing buildings.

DG 119. Complement to Historic Resources. New buildings developed within historic districts or adjacent to historic buildings should seek to complement the existing historic and architectural character of the area, while also seeking to be recognized as products of their own time. Consider how the style, massing, rhythm, setbacks and material of new development may affect the character of adjacent resources. Reinterpret character elements to complement historic resources, without replicating.

DG 120. Reinforce the Street Wall. Locate new buildings that are within historic districts or adjacent to historic buildings to complement the existing street wall. New buildings should be sited to reinforce the prevailing average setbacks of adjacent historic buildings. Generally, the Upper Broadway Auto Row ASI has zero setback from the front property line.

DG 121. Complement Existing Building Character. The design of new buildings in historic districts or adjacent to historic buildings should respond to key patterns and elements in existing adjacent buildings in order to contribute to a consistent rhythm and continuity of features along the street. For instance, the large showroom windows, transom windows and large garage door openings that are common to the garages and showrooms in the Upper Broadway Auto Row ASI would be key features to consider when designing new infill development.



New development should incorporate unique elements of Oakland's architectural and commercial heritage, when possible. (DG 121)



The architectural details of new buildings adjacent to historic buildings or districts should complement existing buildings. (DG 122)

DG 122. Complement and Reinforce Architectural Details. The architectural details of new buildings within historic districts or adjacent to historic buildings should relate to existing buildings. Such details may include lintels, cornices, arches, masonry patterns, and interior trusses. Since there is such a large variety of styles and details within the historic districts in the Plan Area, new development must specifically consider adjacent properties.

DG 123. Building Form. The form and shape of new buildings within historic districts or adjacent to historic buildings should be compatible with existing resources. The degree to which a new building is simple or complex in form and shape should be determined by the architectural character of the area. Given the prevalence of automobile-related garages and showrooms with fairly simple forms, new buildings should generally reflect that simplicity. However, even when adjacent to buildings with more complex forms (e.g. Queen Anne and other Victorian styles), the preferred design approach should be for new buildings to defer to existing structures rather than trying to compete in terms of formal complexity.

DG 124. Adaptive Reuse. Retain and integrate historic and architecturally significant structures into larger projects with adaptive reuse. The following guidelines address the distinguishing architectural characteristics that should be responded to in the Plan Area's Area of Primary Importance (API) and Areas of Secondary Importance (ASI).

When adapting or altering historic resources, consider the following:

- Working within the existing building envelope is recommended. Where additions are desired, they should generally be located on a secondary or rear facade. Or, if they are rooftop additions, they should be set back from the primary facade and should not interfere with the building's roofline.
- Follow the Secretary of the Interior's Standards for Rehabilitation when adapting and altering historic resources.
- Avoid removal of historic materials or covering historic architectural details with cladding, awnings, or signage.
- Use historic photos, when available, to inform rehabilitation.



Reuse of spacious garage spaces offer the opportunity for a variety of new uses while maintaining district character and form. (DG 123)



Development in the Richmond Boulevard Residential District ASI should respond to the area's residential character and styles. (DG 126)



Development adjacent to the 25th Street Garage District ASI should respond to the district's distinguishing features. (DG 129)

- Use materials and colors that complement the historic character of the property.
- Consider consultation with a preservation architect to ensure renovations are compatible. Consult with City's historic preservation staff.

DG 125. Upper Broadway Auto Row ASI District.

The architectural character of new buildings in or adjacent to the Upper Broadway Auto Row ASI District should respond to the district's distinguishing features. The Upper Broadway Auto Row District is characterized by automobile related buildings, especially sales showrooms and auto servicing and repair garages, that were constructed in the early 20th-century. While the architectural styles and construction materials are varied, features that are common to most include: zero front setbacks, large storefront windows, transom windows, large 'portal' style openings for garage doors.

DG 126. Richmond Boulevard Residential ASI District.

The architectural character of new buildings in or adjacent to the Richmond Boulevard Residential ASI District should respond to the District's distinguishing features. The Richmond Boulevard Residential District is an architecturally distinguished turn-of-the-century residential District consisting primarily of single-family detached units in predominantly Craftsman and Colonial Revival styles dating from the 1900s to 1920s. The majority of the buildings are one- and two-story wood frame structures set back approximately 10 to 20 feet from the sidewalk line. Common architectural features include: an elevated stoop or porch frequently defined by columns, hip and gable roofs, and wood shingle or horizontal clapboard siding.

DG 127. Richmond Avenue Residential ASI District. The architectural character of new buildings in or adjacent to the Richmond Avenue Residential ASI District should respond to the District's distinguishing features. The Richmond Avenue Residential District is a small cluster of single-family detached Craftsman style cottages dating from the 1910s. The majority of the buildings are one-story wood frame structures. Common architectural features include: a front porch that extends forward from the main facade the edge of the public right-of-way, gable roofs, and stucco siding.

DG 128. Waverly Street Residential ASI District. The architectural character of new buildings in or adjacent to the Waverly Street Residential ASI District should respond to the district's distinguishing features. The Waverly Street Residential District is characterized by turn-of-the-century residential buildings, predominantly in the Colonial Revival and Craftsman styles. Common architectural features include: an elevated stoop or porch frequently defined by columns, hip roofs, and wood shingle or horizontal clapboard siding.

DG 129. 25th Street Garage API District. The architectural character of new buildings in or adjacent to the 25th Street Garage API District should respond to the District's distinguishing features (Although it should be noted that only two parcels are in both the Plan Area and the District. Of those two, the Packard Lofts building is a designated historic resource and the other is a non-contributing structure). The 25th Street Garage District is characterized by brick and truss-roofed automobile garages built between 1920 and 1929. Features that are common to most include: zero front setbacks, brick masonry facade, a single large 'portal' style garage door, mullioned windows.

2.3.13 SUSTAINABLE DESIGN

Throughout the planning process, sustainability was identified by the community as an important objective for future development. Clearly, providing local shopping opportunities will reduce the number and length of vehicle trips to other communities, and the creation of compact, transit- and pedestrian-oriented development will reduce energy and emissions associated with local vehicle trips. The design of the area's buildings will also be important to creating a more sustainable future.

DG 130. Compliance with Green Regulations. New construction and building additions and alterations over defined thresholds must conform to the requirements of the City of Oakland's Green Building Ordinance and the State of California's Green Building Code (CALGreen).

DG 131. Green Rating Systems. New development in the Plan Area should take a comprehensive and measurable approach to designing and constructing sustainable buildings by meeting at least the minimum standards for green building established by a recognized rating system, such as the U.S. Green Building Council's LEED (Leadership in Energy and Environmental Design) program, Build It Green's GreenPoint rating system, Enterprise Green Communities Criteria, the NAHB's National Green Building Standard (NGBS), etc.

DG 132. Green Design Strategies. The sustainable design of buildings is an evolving field in which the specific techniques and best practices are also likely to evolve with time. New development should explore design strategies that achieve the following:

- **Reduce Energy Consumption:** by designing buildings that take advantage of features such as better insulation (e.g., green roofs),

natural ventilation (e.g., operable windows, thermal chimneys), natural daylighting (e.g., light shelves, skylights), energy efficient light fixtures (e.g.,florescent rather than incandescent), and solar rather than gas water heaters;

- **Reduce Consumption of Energy and Resources:** by re-using, where feasible, existing structure; using materials and finishes that are durable and long-lasting; and incorporating energy-generating fixtures such as photovoltaic panels and new, smaller scale and lower impact wind turbines;
- **Reduce Water Consumption:** by incorporating features such as low-flow and waterless fixtures, and reusing stormwater (e.g., rainwater harvesting) and gray water for non-potable uses such as irrigation and toilet flushing;
- **Reduce the Consumption of Non-renewable Resources:** by using recycled, rapidly renewable, and locally-sourced materials, and incorporate facilities for recycling and, if possible, composting.



Permeable paving treatments are encouraged in both the public and private realms to reduce stormwater runoff. (DG 132)



Rain gardens and other public realm landscaping are encouraged to manage runoff and reduce urban heat island effect. (DG 132)



The use of local, renewable materials and design of buildings that have access to ample light and air are important sustainable building design strategies. (DG 132)

3.0 PUBLIC REALM DESIGN GUIDELINES

3.1 STREETSCAPE DESIGN—PEDESTRIAN ZONE

The Pedestrian Realm guidelines are intended to promote a more walkable district by improving pedestrian comfort, safety and convenience. The guidelines focus on improving the attractiveness and effectiveness of the pedestrian network in order to encourage pedestrian activity. As such, they recommend design strategies for enhancing the physical safety, comfort, and convenience of the pedestrian environment as well as the aesthetic character and quality of the pedestrian experience. The Pedestrian Realm is illustrated in Figure C.5.

3.1.1 GENERAL CONSIDERATIONS

DG 133. Accessibility. Public sidewalks should provide a direct and continuous pedestrian network that connects blocks and buildings to each other with a clear, unobstructed pedestrian travelway that is designed to accommodate the needs of a broad range of users, including the elderly, those with disabilities, and young children.

DG 134. Amenities. Sidewalks should be richly appointed with improvements and facilities that enhance the pedestrian experience, but should avoid clutter and congestion.

DG 135. Seating. In addition to accommodating pedestrian circulation, public sidewalks should provide spaces for more passive or sedentary activities, where people can linger to observe or participate in public outdoor activities. Seating can be either formal (e.g., chairs and benches, such as that found at a café or a transit stop) or informal (e.g., low walls, steps, fountain edges).

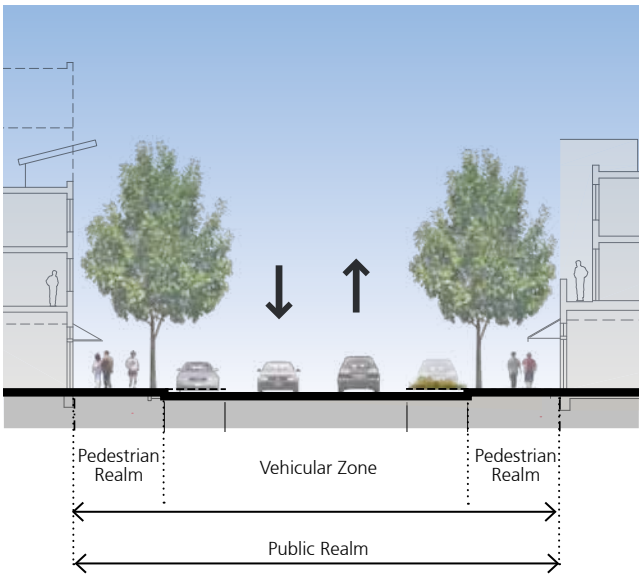


FIGURE C.5: PEDESTRIAN REALM

DG 136. Planting. Planting of the public sidewalk with street trees and other vegetation is encouraged as a means of adding color and visual interest, softening the urban edges, providing shade, and assisting with air quality and stormwater management. Plantings generally should be located in the amenity and frontage zones and should not obstruct through pedestrian traffic or access to the street.



Landscaping within the public realm contributes to pedestrian comfort and a sense of place. (DG 136)

DG 137. Sidewalk Widths. Sidewalk widths should be commensurate with the level of pedestrian activity desired for the specific street frontage. Whereas ten (10) feet is the typical sidewalk width in the Plan Area, high activity areas, such as Broadway, Valdez and 24th Street, should have sidewalk widths of at least 14 feet.

DG 138. Curb Extensions. Curb extensions at "necked-downed" intersections are encouraged as a means of expanding the pedestrian zone where pedestrians are likely to congregate while waiting for transit or to cross the street.

3.1.2 FUNCTIONAL ZONES

The pedestrian realm serves several functions—circulation facility, social space, and amenity zone—and must accommodate numerous features and facilities to support these functions. Conceptually, the pedestrian realm can be subdivided into three zones: the pedestrian zone, the amenity zone, and the frontage zone, or "shy zone" (see Figure C.6). Each zone plays a slightly different role in the pedestrian realm and has different design requirements.

The three zones generally occur on both sides of the street. The pedestrian zone is the middle zone and primarily accommodates pedestrian circulation. The amenity zone generally is adjacent to the street and accommodates public facilities and street furnishings. The frontage zone, or "shy zone" is adjacent to building frontages and serves as a transition area where pedestrians do not generally pass as it is directly adjacent to building features. These zones are conceptual, and while they may be clearly represented and delineated on some streets, on other streets they may be missing or weakly defined. Functional Zones are illustrated in Figure C.6.

DG 139. Functional Zone Priorities. The widths of the sidewalk functional zones should vary in response to context, but sidewalk width should be distributed amongst the three zones according to the following priorities: pedestrian (highest), amenity (middle), frontage (lowest). See guidelines for each zone for minimum allowable widths.

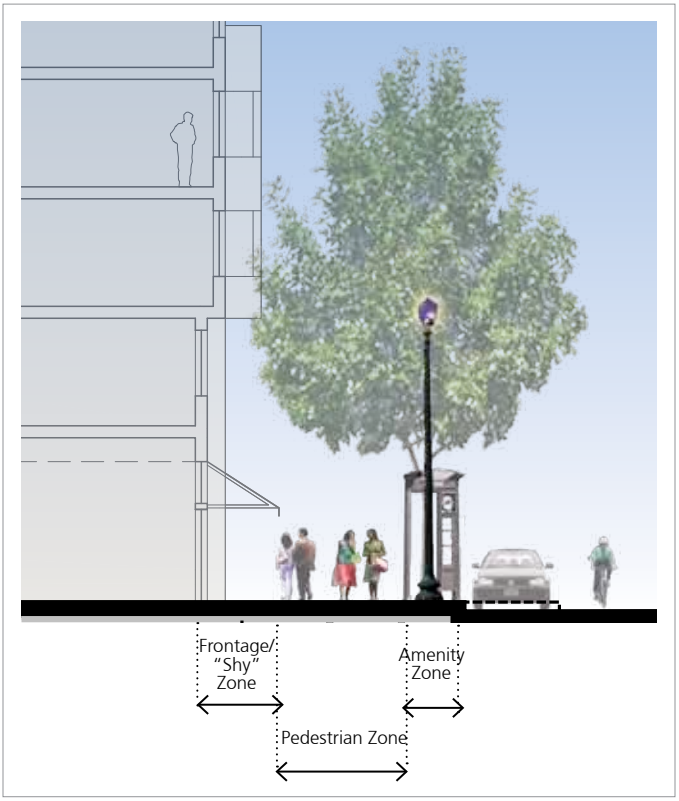


FIGURE C.6: PEDESTRIAN REALM FUNCTIONAL ZONES

Pedestrian Zone

DG 140. Clearance. Ensure that a minimum sidewalk width for pedestrian through-traffic is not obstructed with street furniture, utility poles, traffic signs, trees, etc. Streetscape amenities generally should be located in the Public Amenity Zone to maintain a clear walking zone.

DG 141. Width Proportions. The pedestrian zone should comprise at least 50 percent of the sidewalk width (i.e., 8 feet for the standard 16-foot sidewalk), but never be less than 5 1/2 feet, whichever is greater. This excludes a 1 ½ to 2-foot frontage/"shy" zone.



The functional zones of the public sidewalk include a building frontage zone, an amenity zone, and a pedestrian zone. (DG 139)



Wide sidewalks ensure that there is adequate room for public amenities without constraining pedestrian movement. (DG 140)

DG 142. Minimum Vertical Clearance. The pedestrian zone should maintain a minimum vertical height clearance of 96" (i.e., 8'0"), clear of overhanging tree limbs, protruding fixtures such as awnings, signs, or other horizontal obstruction.

DG 143. Transitions. To ensure pedestrian safety and smooth flow of traffic, transitions in the width of the pedestrian zone should not be abrupt and should be signaled by some sort of transitional element.

Frontage/ "Shy" Zone

DG 144. Private Furnishings. Private furnishings permitted in the frontage zone may include seating and tables, merchandise displays, planters, art, and portable signage (e.g., menu stand).

DG 145. Width Proportions. The frontage/ "shy" zone should be maintained at 1 ½ to 2 feet.

DG 146. Decorative Elements. On streets with commercial frontages, businesses are encouraged to provide decorative elements (e.g., plantings, potted plants, etc.) that activate the public streetscape, visually enhance the building frontage, identify building entrances, and generally engage the public realm, without constricting the flow of pedestrian traffic.

DG 147. Sidewalk Cafes. Sidewalk cafes are encouraged within the frontage zone as a use that activates and energizes the public realm.

DG 148. Extension into Amenity Zone. In certain situations sidewalk cafes and other commercial activities may be allowed to extend into the amenity zone rather than the frontage zone, or where extra wide sidewalks occur in both the frontage and amenity zones. Such use will require special findings to ensure such use and facilities enhance the overall quality of the public realm and do not impede pedestrian traffic or conflict with access to on-street parking.

DG 149. Vertical Clearance. Awnings, canopies, and umbrellas used within the frontage zone should provide adequate vertical clearance so they do not infringe upon the pedestrian travel zone.



The frontage/"shy" zone allows for design features and uses from private development to engage the public realm. (DG 144)

DG 150. Delineating Sidewalk Cafes. Sidewalk cafes that have more formal dining facilities (i.e., offer waiter service to their tables) or more than a single row of tables should provide a decorative element, such as a railing, rope divider, etc., that delineates the café from pedestrian travel zone (This is a state requirement for serving alcohol). Such delineation is not required for less formal eateries such as cafes, coffee shops, and sandwich shops that have a single row of chairs and tables.

Amenity Zone

DG 151. Location. Public utilities and street furniture generally should be consolidated in the amenity zone to keep them from becoming obstacles to pedestrian movement. This includes, but is not limited to street trees, planting strips, street furniture, bicycle parking, utility poles, signal poles, signal and electrical cabinets, signs, fire hydrants, etc.

DG 152. Width Proportions. Ideally, the public amenity zone should comprise at least 35 percent of the sidewalk width (i.e., 4.9 feet for the standard 14-foot sidewalk), but never be less than 30 percent, or 4 feet, whichever is greater.

DG 153. Distribution and Concentration. Whereas the function of features such as light standards, street trees, and parking meters requires an even distribution along the length of a street, street furniture should generally be located in high activity areas where people can be expected to congregate, such as transit stops, major building entrances, plazas, and retail and entertainment zones.

DG 154. Opportunities at Intersections. The amenity zones at intersections, particularly where they have been expanded by necked down intersections, are ideal locations for streetscape elements that serve high levels of pedestrian traffic, such as transit shelters, informational kiosks, and news racks. Benches and seating areas should typically be located in mid-block locations where there is less potential conflict with pedestrian traffic flow.

DG 155. Consolidate Parking Meters and News Racks. In order to reduce clutter within the amenity zone, facilitate on-street parking, and increase parking revenues, the City should continue to install multi-space and pay-and-display parking meters that require one meter for every 3 or more parking spaces. The consolidation of newspaper racks is discussed under Street Furnishings guidance.

DG 156. Setback from Curb. To the degree feasible, elements within the Amenity Zone generally should be setback at least 3 feet from the face of the street curb to avoid conflict with on-street parking (e.g. car doors, passenger loading, etc.), but no less than 1.5 feet.

DG 157. Location of Utilities. Where practical, handholes, vaults, and other utility access points should be located on private property, and not in the public sidewalk. Above ground



Utility hook-ups should be located out of the public realm and screened from public view. (DG 157)

utility boxes, control panels, etc. should be discouraged or located outside of the pedestrian realm of the sidewalk zone.

DG 158. Undergrounding of Utilities. In order to reduce conflict with pedestrian movement, increase space for tree planting, and improve the aesthetic character of the public realm, utilities should be undergrounded whenever feasible.

DG 159. Stormwater Management. The use of permeable or porous pavement and landscape designed to treat and attenuate stormwater flow in the amenity zone is encouraged whenever feasible as a means of reducing stormwater runoff rates and volumes.

DG 160. ADA Clearance at Bus Stops. Maintain a 5-foot by 8-foot clear zone at bus stops for boarding of wheelchair users.

3.1.3 STREET ELEMENTS & FURNISHINGS

In order to establish a vibrant and active pedestrian environment, it is important that the Plan Area's streetscapes be appropriately furnished. Streetscape amenities such as benches and seating areas, kiosks, newsstands, newspaper racks, drinking fountains, water features, bike racks, transit facilities, trash receptacles, and public art will all help to animate the pedestrian realm, support public use, and contribute to the social and economic vitality of the Broadway Valdez Plan Area.

Streetscape furnishings also will have much to do with establishing the character and identity of an area. Their quality, durability, and location will influence the perception and use of an area. Streetscape furniture also includes both public and private furnishings. The public furnishings are the elements that provide continuity and predictability from block to block, while private furnishings are generally contribute variety to the streetscape with their focus being on enriching and enlivening a particular building or use.

3.1.4 GENERAL GUIDELINES

DG 161. Unified Design Identity. Street furnishings should provide a continuity of streetscape features along the length of a street. At a district scale, coordinated design, type, color, quality, and material of street furniture contributes to a sense of community identity, and reflects and strengthens the local character of the Plan Area.

DG 162. Seating. As much formal (benches) and informal (seat walls, chairs, etc.) seating as possible should be provided to increase the number of opportunities for people to socialize and spend leisure time outdoors along public streets.

DG 163. Pedestrian Activity Areas. Street furniture and other amenities such as trash receptacles, kiosks, newsstands, should be located in conjunction with active pedestrian areas such as intersections, key building entries, parks and plazas, bus stops, important intersections and pedestrian streets.



Street furnishings should communicate a consistent overall style and aesthetic. (DG 161)



Moveable seating may be included in the public realm if it does not restrict pedestrian movement and is privately maintained. (DG 166)



Fixed seating may be incorporated in a variety of public and private development areas, often paired with landscaping. (DG 167)

3.1.5 BENCHES & OTHER SEATING

DG 164. Seating. High quality and durable benches and other forms of seating should be provided throughout the Plan Area, with more seating provided in areas with ground-level retail frontages and at entrances to major office buildings.

DG 165. Public Benches. Attractively designed City benches should be provided in sidewalks, plazas, parks and other high pedestrian use areas to promote pedestrian use. These benches should be fixed in place and constructed of durable and low-maintenance materials.

DG 166. Movable Chairs. Use of individual, high quality movable chairs in the public realm is encouraged where there is an organization which is willing to manage their use (e.g., secure the seats at night). Such seating provides appealing flexibility that can enhance public use.

DG 167. Seating Alternatives. The creation of seat walls, steps, and planters (designed with seat-like heights and widths) that can serve as informal seating areas is encouraged as a means of expanding the seating potential and providing diverse opportunities for social interaction.

DG 168. Café Furniture. Furniture for sidewalk cafes must leave a minimum of 5½ feet of unobstructed sidewalk available for pedestrian movement and be of high quality.

3.1.6 TRANSIT STOPS AND SHELTERS

DG 169. Transit Stop Facilities. Ideally, transit shelters should be provided at all transit stops, but particularly at those that are heavily used. At a minimum, all transit stops should provide seating, route signage, trash receptacles, and nighttime lighting.

DG 170. Shelter Design. Transit shelters should be designed to be transparent; provide protection from sun, wind, and rain; and should have distinctive architectural design that reflects the quality and character of the Plan Area.

DG 171. Sustainability. Transit shelters should be designed to be energy efficient by incorporating features such as solar panels, LED lights, etc.

DG 172. Schedule Information. Transit stops should include signage that provides all pertinent route and schedule information, including major connecting services and GPS-based real-time arrival information.

3.1.7 BICYCLE PARKING

DG 173. Secure Rack Design. Bike racks should be designed to allow the bicyclist to secure the bicycle frame to the device at two points. Sidewalk and in-street racks should be surface-flange mounted. Appropriate bicycle rack designs include the inverted U, circular rack or other approved designs. (Refer to the City of "Oakland Bicycle Facility Design Guidelines" (Guidelines) for more detail on the siting and installation of bike racks.)

DG 174. Location and Distribution. Bicycle parking should be distributed throughout the commercial areas of the Plan Area and placed conveniently near building entrances (but no further than the closest car parking space where possible). In areas of high pedestrian volumes, racks should be placed such that the minimum sidewalk clearance specified in the Guidelines are met.

DG 175. Sculptural Facilities. Uniquely designed bicycle racks can act as sculptural as well as functional landscape elements. Powder-coated racks are not acceptable because the material is insufficiently durable and hard to maintain. All rack designs must comply with the Design Specifications on page 5 of the Guidelines.

DG 176. In-street Parking. Additional bicycle parking areas may be created by converting one or more on-street car parking spaces to bicycle parking, particularly in locations where space in the public amenity/furnishings zone of the sidewalk is crowded or insufficient to meet demand. In-street bicycle parking areas (aka "bike corrals") should comply with the City's "In-Street Bicycle Parking Corral Program Guidelines."



Transit shelters should be designed to provide protection from the elements, and contribute to community character. (DG 170)



Bicycle racks should be durable and located outside of the pedestrian zone. (DG 174)

3.1.8 NEWSPAPER RACKS

DG 177. Consolidated Locations. Consolidated newspaper racks are encouraged to reduce the physical and visual clutter of individual newspaper boxes.

DG 178. Co-located with Transit. Newspaper racks should be collocated, when possible, with transit stops to provide an amenity to transit riders.

3.1.9 TRASH RECEPTACLES

DG 179. Location. Trash receptacles should be located regularly at intersections, near major building entrances, and adjacent to outdoor seating areas.

DG 180. Design. Each receptacle should accommodate recycling, prevent wind and rain from entering the container, facilitate side access to the liner, have the option of being anchored to the pavement, and be self-compacting where feasible.

3.1.10 STREET LIGHTS

DG 181. Unified Design Identity. Street lighting should be used to create a unifying scheme of illumination throughout the Broadway Valdez Plan Area to reinforce district identity and ensure that public safety and security criteria are met. A single consistent style and size of pole and fixture should be used along a given street. It is recommended that the same '20-foot Candelabra Pole' street light (center image below) that is currently employed south of 23rd Street and in the Uptown area be utilized along the rest of Broadway; and that the 'Washington Luminaire' street light (right image below) be utilized along shopping and neighborhood streets in the Plan Area.

DG 182. Height of Light Fixtures. The height of light fixtures generally should be kept low to promote a pedestrian scale to the public realm and to minimize light spill to adjoining properties. In active and more intimately scaled pedestrian zones (e.g., 24th Street, Valdez Street) pole-mounted fixtures should not exceed twelve (12) to fifteen (15) feet in height from grade to light source. On larger streets (e.g., Broadway, 27th Street), at major intersections, a mounting height of up to eighteen (18) feet may be acceptable.

DG 183. Limit Light Pollution. Illumination generally should be focused down toward the ground, avoiding unnecessary lighting of the night sky.



Trash receptacles should accommodate recycling, and be resistant to the elements and vandalism. (DG 180)



Street lighting should be used to create a unifying scheme of illumination for the Broadway Valdez District. (DG 181)

In addition to standard street light poles, light sources that are mounted closer to and focus illumination directly onto the ground plane, such as bollard-mounted lighting, stair lighting, and wall- and bench-mounted down-lighting, are desirable. Light fixtures should include internal reflector caps, refractors, or shields that provide an efficient and focused distribution of light and avoid glare or reflection into upper stories of adjacent buildings.

DG 184. Levels of Activity and Illumination. Levels of illumination should be responsive to the type and level of anticipated activity, without over-illuminating the area (i.e., bright, uniform lighting of all public right-of-ways is not desirable). Thus, commercial shopping streets, such as Broadway, 24th and 27th streets should have higher levels of illumination than side streets that are more residential in character and have lower levels of nighttime activity.

DG 185. Illumination of Pedestrian Realm. Street lighting should focus on illuminating the pedestrian zone (e.g., sidewalks, pedestrian passages, plazas, alleys, transit stops), rather than the vehicular zone (i.e., the street).



Street lighting should focus on illuminating pedestrian areas. (DG 185)

DG 186. Illumination of Conflict Areas. Higher lighting levels should be provided in areas where there is potential for conflict between pedestrians and vehicles, such as intersections and crosswalks.

DG 187. Color Balance. Color-balanced lamps that provide a warm white illumination and realistic color rendition are recommended.

DG 188. Energy Efficiency. In order to conserve energy and reduce long-term costs, energy-efficient, Energy Star-certified lamps should be used for all public realm lighting, and hours of operation should be monitored and limited to avoid waste.

3.1.11 STREET TREES

Street trees can contribute significantly to the character, identity, and comfort of the Plan Area's streets.

DG 189. Unified Planting Scheme. To optimize their aesthetic and functional benefits, a consistent and formal planting scheme that employs a single, regularly spaced dominant tree species should be established and maintained along each of the major corridors in the Plan Area. The London Plane tree is recommended along Broadway, Valdez Street, and 27th Street. The recommended street tree for Webster Street is the Saratoga bay laurel (sweet bay); and for 24th Street, the Crape Myrtle.

DG 190. Tree Spacing. In order to reduce the build-up of radiant heat in paved surfaces and create a comfortable pedestrian experience, the Plan Area's street trees should provide sufficient canopy cover to provide shading to the pedestrian zone. Spacing of trees will be dependent on species selected, but should be based on the ability to reasonably achieve shading of at least 35 percent of the public right-of-way within ten (10) years of planting.

DG 191. Tree Location. Wherever feasible, street trees should be planted a minimum distance of two-and-a-half feet (2.5') from the street curb edge, and a minimum distance of eight feet (8') from the adjacent building face.

DG 192. Tree Grates. Flush-mounted, tree grates should be used in all tree wells that are surrounded by paving, unless the wells are specifically designed for accent planting. Tree grates should be cast iron and placed in metal frames set into poured-in-place concrete, and allow for integrated tree guards, decorative up-lighting, or auxiliary power (for special events, holiday lighting, or maintenance) as appropriate. The existing or future Community Benefit Districts (CBDs) in the Plan Area can be directed to help maintain the trees within the grates.

DG 193. Tree Wells. To maintain their long-term health, street trees should be planted in tree wells that are not less than 24 square feet (e.g., 4' x 6') and provided with a minimum cubic feet of soil volume to be established by the City Tree Division. Ideally, even where tree grates are used, continuous planting trenches, such as Silva Cells, should be installed to provide maximum soil area for roots. The sections of trench between tree wells can be covered with metal grating, cantilevered concrete, or pavers to accommodate pedestrian movement and amenities while also allowing air and water to penetrate.

DG 194. Canopy Clearance. Street trees should be selected that have a high enough branching pattern and canopy—generally fourteen (14) feet or higher—so that trees do not obscure commercial signage and storefront windows or conflict with truck access.



Street trees should be consistently planted in order to create an appealing street environment. (DG 189)



The above style tree grate should be used in commercial and mixed-use areas to protect trees and contribute to neighborhood character. (DG 192)



Use of deciduous trees is encouraged to provide shade in the summer and solar access in the winter. (DG 196)

DG 195. Tree Roots. In order to avoid damage to pavement (e.g., heaving), any tree planted in a sidewalk or hardscape plaza should incorporate one or more methods to reduce soil compaction and the associated impacts to tree health, such as structural soil or the use of Silva Cell or similar brand.

DG 196. Deciduous Trees. Given temperate climate in Oakland, use of deciduous street trees is encouraged to allow for solar access to sidewalks, storefronts and public open space areas during the winter, while also providing shade during the summer.

3.1.12 PUBLIC ART

DG 197. Public Realm Improvement Projects. All public realm improvement projects, should explore the integration of public art into the design. Public art should not just be freestanding pieces, but should be integrated into the design of buildings and streetscape elements (e.g., plazas, paving, street furniture, transit shelters, lighting, bike racks, wall murals, etc.). Public art projects or gifts of art which are to be placed on City or Caltrans property, or funded by the City, must be reviewed by the City's Public Art Program and the Public Art Advisory Committee, and must comply with the City of Oakland Public Art Ordinance (11086 C.M.S.). Additionally, proposed modifications to any existing work of art should be vetted through the Public Art Program to ensure that the work is properly executed (legally and technically).

DG 198. Location. Public art should be located where it can be enjoyed by a large number of people, including sidewalks, intersections, plazas, and medians.

DG 199. Enhancing Pedestrian Connections. Public art should be used to animate potentially difficult pedestrian transition zones, such as the connections under the I-580 freeway, to facilitate pedestrian use by enhancing and animating these spaces.

DG 200. Interactive Art. Interactive art is encouraged; examples include pieces that either invite user participation or provide sensory stimulation through touch, movement, or sound.

DG 201. Local and Interpretive Art. Public art should be used as a means of enhancing community understanding of Oakland's and Auto Row's history. Local artists and themes should be highlighted to emphasize the City's unique cultural assets and build on the influence of the adjacent Art Murmur gallery district.



Incorporating public art into district design is encouraged as a way to create a distinctive identity and stimulating environment. (DG 197)

DG 202. Permanent and Temporary. Public art may consist of both permanent and temporary installations.

DG 203. Unified Design Identity. The design and placement of public art should enhance and be coordinated with other streetscape improvements to ensure a coherent character for the Plan Area.

DG 204. Driver Safety. Placement of public art and monuments should not obstruct drivers' view of traffic control devices, be a distraction, or be located in a manner that could create a roadside hazard to motorists.

DG 205. Pedestrian Safety. No artwork, whether permanent or temporary, should obstruct the flow of pedestrian movement. In addition, all artwork must conform to the most current requirements of the Americans with Disabilities Act (ADA) and all other federal, state, and local codes and regulations regarding accessibility.

3.1.13 WAYFINDING SIGNAGE

DG 206. Wayfinding System. An attractive wayfinding signage system should be developed for the Plan Area to enhance visitors understanding of the area's resources and how to navigate efficiently within and from outside the area.

DG 207. Wayfinding Signs. As has been done in Chinatown and the Fruitvale Plan Areas, wayfinding signs should be designed as an attractive and coordinated system of maps and signs that are strategically located to enhance wayfinding, but which also serve as distinctive streetscape elements that contribute to the pedestrian scale and character of the Plan Area and enhance the efficient flow of traffic. In addition to pedestrian scaled signage, signs should also be included outside of the Plan Area to direct visitors arriving by car from entry points including freeways, Broadway, and Grand, Telegraph, and Harrison Avenue from downtown.



Wayfinding signage should provide information about destinations while communicating the district's design identity. (DG 206)

DG 208. Destinations. Wayfinding signage should identify key destinations and facilities, e.g., public parking structures, parks and open space areas, transit routes and stops, and major destinations and attractions. The wayfinding system should be used to integrate the district with surrounding areas and resources such as the Uptown Plan Area, the Art Murmur gallery Plan Area, Pill Hill, and Lake Merritt.

3.2 STREETSCAPE DESIGN—VEHICULAR ZONE

In order to create a comfortable and safe pedestrian environment, the locations at which pedestrians and vehicles come into potential conflict must be carefully designed to balance the flow of vehicular traffic with the protection of pedestrians. These locations are primarily intersections, but can also occur at mid-block locations. Traffic-calming devices such as curb extensions and enhanced crosswalks are recommended throughout the Plan Area (Also refer to Chapter 6: Circulation), especially along Broadway, 24th Street, and Valdez Street where balancing a free flow of pedestrian and vehicular traffic will work together to enhance the commercial environment. The vehicular zone is illustrated in Figure C.5.



Curb extensions should be incorporated at intersections to reduce crossing distances and improve pedestrian safety. (DG 209)

3.2.1 CURB EXTENSIONS

DG 209. Curb Extensions. Often called "bulb-outs" or "neckdowns", curb extensions should be designed into intersections in order to reduce the crossing distance for pedestrians and alert motorists to the presence of pedestrians.

DG 210. Mid-block Crossings. Curb extensions should also be installed wherever mid-block crosswalks are provided. This includes the existing mid-block crossing on Broadway between 30th Street and Hawthorn Avenue.

DG 211. Transit Stops. Wherever feasible, curb extensions should be provided at AC Transit stops along Broadway to provide additional sidewalk space to accommodate transit users and facilities without constraining pedestrian flow on the public sidewalk.



Crossing zones crossings should be well marked and highly visible, including lighting if necessary. (DG 213)

DG 212. Amenity Zone. Curb extensions increase the space available for pedestrian amenities by expanding the public sidewalk. They therefore can be ideal areas for locating streetscape elements that serve high levels of pedestrian traffic, such as transit shelters, informational kiosks, wayfinding signage, bike racks and news racks. They can also provide locations for plantings and stormwater management features such as rain gardens.

3.2.2 CROSSWALKS

DG 213. Crossing Zones. High visibility crosswalk markings should be provided at all controlled intersections and at intersections with significant pedestrian activity both to alert drivers of the potential presence of pedestrian and to guide pedestrians to use only designated crossing points.

DG 214. Crosswalk Markings. Crosswalks should employ a hierarchy of markings that responds to the level of pedestrian and vehicular traffic. At intersections where pedestrian crossing is anticipated to be highest, the City should explore the use of special paving materials, colors and/or patterns for the crosswalks to heighten visibility, contribute to district identity, and provide drivers with visual and tactile cues to pedestrian activity.

DG 215. ADA Compliance. All crosswalks should have ramps and warning strips that comply with Americans with Disabilities Act (ADA) standards.

DG 216. Crosswalk Lighting. Special lighting—either flashing pavement markings or overhead fixtures—should be considered at key intersections to further enhance pedestrian visibility during evening hours.



Crosswalks should be designed to highlight and enhance the pedestrian zone. (DG 214)

4.0 PUBLIC OPEN SPACE

A key component of a creating walkable retail district in an urban setting is having public spaces where people can stop to rest, people watch, meet with friends, or just enjoy a book or the weather. The Broadway Valdez Plan Area identifies a number of public plazas that will help establish the area as one whose design actively supports the public life of the street by providing attractive places where people can gather.

4.1 SITE PLANNING

DG 217. Functional Considerations. Plazas should be designed to balance their role as key activity nodes that can accommodate larger gatherings of people during special events and peak shopping hours with their function as public spaces where individuals feel comfortable to sit quietly by themselves and enjoy their surroundings. This means providing smaller, well-defined seating areas as well as larger, more flexible open areas.

DG 218. Visual Access. In order to activate the public realm and enhance public security, open space areas should be designed to be visually accessible from the adjacent sidewalks and streets, allowing passersby to see directly into the space. Walls, fences and dense planting



Open space should complement and support adjacent businesses and feature a variety of distinct gathering places. (DG 220)

that visually obscure the interior of the space from the sidewalk should be avoided.

DG 219. Physical Access. The Plan Area's public plazas should be seamlessly integrated with the public streetscape to optimize area available for pedestrian use and enhance accessibility and public use. Plazas shall be designed for universal accessibility to allow for use by the broadest cross-section of the community. Elements such as plantings, bollards, and low walls can be strategically employed to provide definition and direct the flow of pedestrian traffic without significantly restricting public access.

DG 220. Relation to Business. Plazas should be designed to complement and enhance the function and character of adjacent commercial uses by providing an attractive transition from the public streetscape to the private business. However, the primary function of public open space should be to accommodate people's relaxation and enjoyment, rather than private commerce. The practice of using public plazas as display areas for automobiles is not consistent with the vision for the Plan Area. Vendors can be permitted, with approval from the City, to use public open space as long as they are contributing to the vitality of the public realm. Vendors should generally not occupy more than 20 percent of the total area of the open space.

4.2 SITE DESIGN

DG 221. Seating. Public open space should provide as many seating opportunities as possible, in a variety of formats and configurations that provide flexibility of use. In addition to benches, low site walls such as those around planter beds and water features also provide excellent seating. Seating walls generally should be not more than 30 inches in height or less than 12 inches, and not less than 16 inches in depth. Moveable chairs are also encouraged, but require an entity that will be responsible for their management.

DG 222. Planting. Planting should be used to enhance the aesthetic and functional character of public open space by providing color and texture that softens and complements the hardscape, and by providing shade that enhances user comfort by mitigating solar exposure, glare and heat build-up. As a rule of thumb, plaza designs should include between 15 to 40 percent as landscaped area (i.e., planted materials).



Seating areas can provide interesting opportunities for public art. (DG 221)



Open space areas should include a combination of hardscape, planting, and areas for seating and social interaction. (DG 222)

DG 223. Planting Materials. Planting materials generally should be low-maintenance, climate appropriate, drought-resistant, and require minimal irrigation. Refer to Alameda County's Bay-Friendly Landscaping guidelines for further direction.

DG 224. Lighting. Public plazas should have adequate lighting to promote evening use of public space and ensure user comfort and safety. Nighttime lighting of public spaces should:

- Provide continuity in light levels between streetscapes and adjoining open spaces in order to support nighttime use.
- Avoid general and uniform overhead lighting, and instead use a modulated lighting scheme that gives definition to the space by focusing greater emphasis on key areas such as entries, pedestrian paths and key use areas.
- Limit glare and light spillover into adjacent properties and minimize ambient lighting of the night sky.
- Add visual interest by varying the type and location of illumination and highlighting focal features (e.g., uplighting of street trees and public art, under-lighting of benches, wall washers, ground level bollard, step, and walkway lighting, etc.).
- Lighting along Glen Echo Creek should focus on ensuring public safety while not over-illuminating the natural area along the creek by using low mounted trail and stair lights and pole mounted lights with cut-off fixtures that focus the light toward the ground.



Stormwater management features can be integrated into open space design. (DG 229)

DG 225. Gateway Features. Plazas are located at key activity nodes and entry points in the Plan Area. Plazas should be designed to include prominent visual features (e.g., art, landscape, water feature, structure, etc.) that signify their function as public gathering places and key gateways to the Plan Area.

DG 226. Site Furnishings. Site furnishing such as seating, trash receptacles, drinking fountains, tables, bike racks, etc. will encourage people to use the Plan Area's public open space areas. Generally, such furnishings should:

- Be designed with high-quality, durable materials that are easy to maintain and cost-effective in the long-term, and
- Be part of a unified system of street and public area furnishings that unify and contribute to the identity of the area, while also facilitating City maintenance and replacement.

DG 227. Hardscape. The use of distinctive, high quality paving materials that convey the importance of the public realm to the life of the community and contribute to Plan Area identity is strongly encouraged. Such materials should:

- Be durable to stand up to heavy urban traffic, and easy to maintain, including materials such as colored concrete, brick, concrete unit pavers, and unpolished stone;
- Be safe, with surfaces suitable for use by all ages (i.e., neither too slick or too rough); and
- Provide a decorative quality and attention to detail that is compatible with, but distinct from the public streetscape.

DG 228. Public Art. The incorporation of public art into the design of public open space is strongly encouraged as a way to enhance Plan Area identity and community pride. Refer to public art guidelines in the Public Streetscape section for further guidelines.

DG 229. Sustainable Design. Public open space design should incorporate strategies to reduce energy use and consumption of resources to the degree feasible. Such strategies include incorporation of stormwater management features (bioswales, rain gardens, permeable paving), drip and moisture-sensitive irrigation systems, solar-powered features (lighting, transit facilities, trash compactors, etc.), recycling and composting compartments with trash receptacles, shading to reduce thermal gain, etc.


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APPENDIX D

ILLUSTRATIVE DEVELOPMENT PROGRAM MAP

NOMA District, Washington, DC

APPENDIX D: ILLUSTRATIVE DEVELOPMENT PROGRAM MAP



FIGURE D.1: ILLUSTRATIVE DEVELOPMENT PROGRAM MAP

TABLE D.1: ILLUSTRATIVE DEVELOPMENT PLAN PROGRAM BY SUBDISTRICT

Site	Site Acres	Site Square Feet	Existing Use	Existing Square Feet	Height Assumption	Units	Square Feet Office	Retail Square Feet (Net)	Hotel Rooms	Parking Structure Square Feet
VALDEZ TRIANGLE										
SUBDISTRICT 1										
1	0.68	29,425	Parking Lot	N/A	8	-	-	12,506	181	-
3	5.75	250,576	Commercial	100,801	Signature	180	-	131,400	-	-
4	0.27	11,745	Service, Mixed-Use, Parking	-	Entitled	24	-	-	-	-
5	1.55	67,403	Parking Lot	-	Entitled	234	-	10,000	-	-
Total	***8.24***	***359,149***	***-***	***100,801***	***-***	***438***	***-***	***153,906***	***181***	***-***
SUBDISTRICT 2										
2	0.57	25,000	Office	33,029	12	131	-	5,000	-	-
6	1.97	85,831	Low Density Res / Parking	38,108	MBH Proposal	118	-	127,733	-	-
7	1.49	65,083	Low Density Res / Parking	46,827	MBH Proposal	118	-	127,733	-	-
11	3.60	156,607	Parking Lot	74,736	MBH Proposal	-	-	127,733	-	-
15	1.45	63,024	Retail	37,234	3	120	-	-	-	-
Total	***9.08***	***395,545***	***-***	***229,934***	***-***	***487***	***-***	***388,200***	***-***	***-***
SUBDISTRICT 3										
8	0.86	37,519	Auto Dealer / Parking	6,375	3	-	31,891	57,407	-	-
9	0.73	31,720	Auto Dealer / Parking	27,706	3	-	26,962	26,218	-	-
10	2.42	105,369	Auto Service	61,271	3	-	57,232	85,084	-	-
12	1.09	47,686	Garage	28,800	1	40	-	-	-	-
13	1.12	48,824	Biffs	6,357	3	-	-	82,689	-	-
Total	***6.22***	***271,118***	***-***	***130,509***	***-***	***40***	***116,085***	***251,398***	***-***	***-***
NORTH END										
SUBDISTRICT 4										
14	0.60	26,048	Auto Dealer	-	4	65	-	-	-	-
16	1.03	45,071	Auto Service	35,880	5	112	-	9,191	-	-
17	0.52	22,775	Auto Service	17,096	5	57	-	(5,709)	-	-
18	3.51	153,046	Commercial / Residential	39,717	5	103	40,513	107,603	-	-
19	0.46	19,992	Low Density Res	3,801	4	50	-	-	-	-
Total	***6.13***	***266,932***	***-***	***96,494***	***-***	***387***	***40,513***	***111,086***	***-***	***-***
SUBDISTRICT 5										
20	1.91	82,986	Auto Dealer / Lot	-	1	-	-	40,000	-	-
21	0.67	29,033	Auto Service	29,034	4	64	-	(14,517)	-	-
22	0.24	10,354	Auto Service	-	1	-	-	8,801	-	-
23	0.11	4,747	Auto Service	787	1	-	-	3,248	-	-
24	3.43	149,343	Auto Dealer	34,396	9	341	-	133,318	-	-
25	0.70	30,424	Parking Lot	16,644	3	40	-	(1,432)	-	-
26	1.71	74,633	Medical / Parking	82,229	11	-	538,291	31,719	-	-
27	0.64	27,978	Surface Parking	-	5	-	-	8,323	-	107,016
Total	***9.40***	***409,498***	***-***	***163,090***	***-***	***445***	***538,291***	***209,460***	***-***	***107,016***
Grand Total	**39.08**	**1,702,242**	**-**	**720,828**	**-**	**1,796**	**694,889**	**1,114,050**	**181**	**107,016**