

# BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

Planning Commission  
May 21, 2014



CITY OF OAKLAND

# TODAY'S PRESENTATION

- *Background*
- *Overview of Planning Area*
- *Major Issues/What's Changed*
  - ***The Specific Plan***
  - ***Regulatory and Policy Framework***
  - ***Design Guidelines***
- *Next Steps and Schedule*



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# BACKGROUND

- *In 2006, Council adopts citywide retail enhancement strategy*
- *Report identifies Oakland as the nation's largest under-served city for comparison goods*
- *Market Demand Study Analysis 2009/2010*
- *Oakland loses an estimated \$1 billion in retail sales annually*
- *An estimated \$10 million in lost sales tax revenue annually*
- *Lost potential for jobs*
- *Updated Analysis 2010 – 2013 confirms the lost sales tax revenue conditions continues*



# SPECIFIC PLAN PROGRESS

- *2008: Council adopts Broadway Overlay Zone to Promote Retail Uses*
- *2009-2011: Explore Alternatives*
- *2012: Work on Specific Plan and EIR*
- *2013: Draft Specific Plan and DEIR, Planning Code and General Plan Amendments, Zoning and Height Area Maps, and Design Guidelines*
  - October 14 – Landmarks Preservation Advisory Board (LPAB)
  - October 16 & 30 – Planning Commission (PC)
  - November 13 – Design Review Committee (DRC)
  - November 21 – Bicycle & Pedestrian Advisory Committee (BPAC)
  - December 4 – Parks and Recreation Advisory Committee (PRAC)
  - December 11 – Zoning Update Committee (ZUC)
- *2014: Jan – April: Staff and Consultant Worked on Changes to Draft from Comments Received*
- ***2014: May 1: Final Specific Plan and Final EIR Published***

# PLANNING CONTEXT

## The Broadway Corridor

Broadway connects key retail and employment destinations:

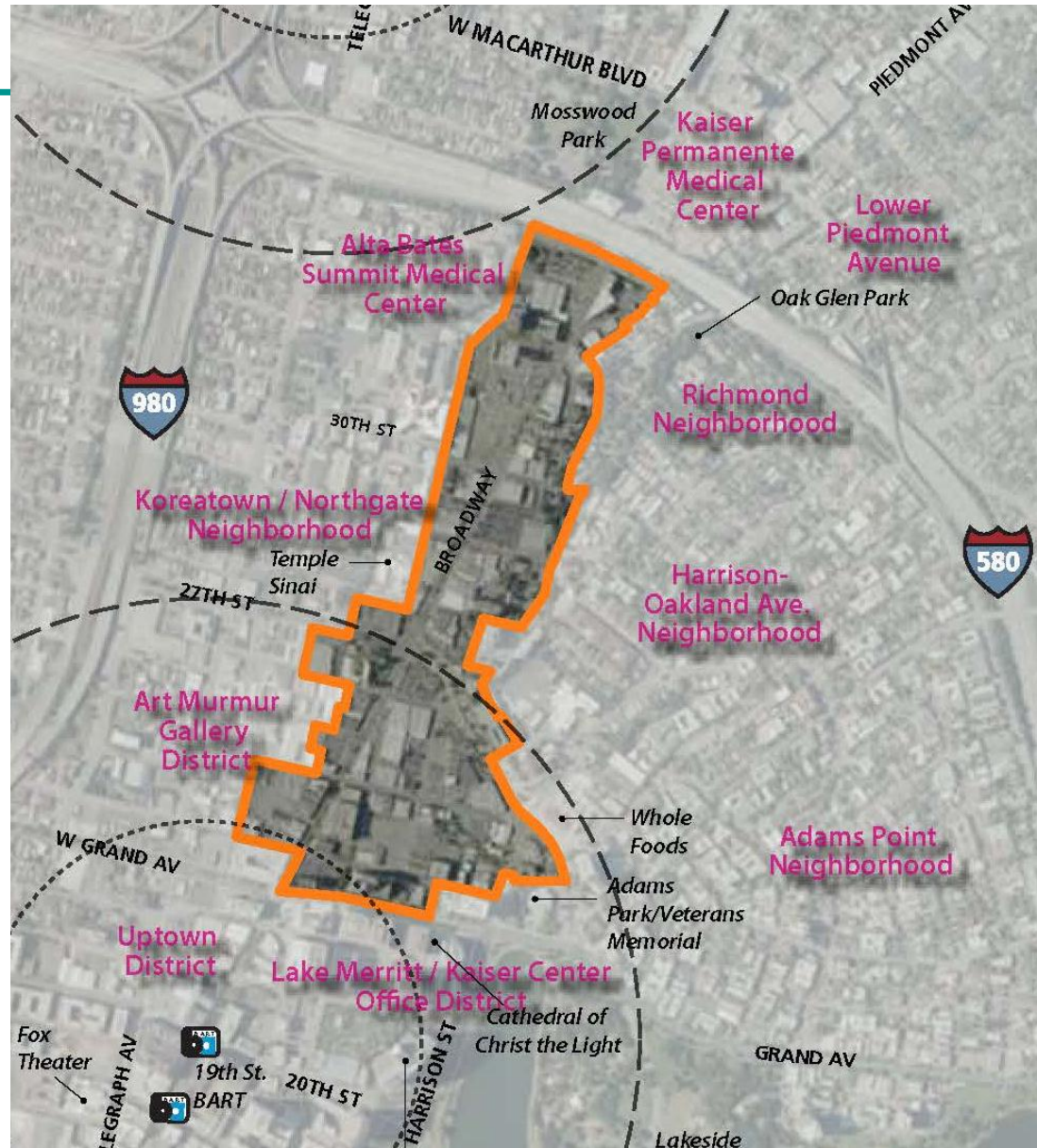
- *Jack London Square*
- *Chinatown*
- *Old Oakland*
- *Downtown*
- *Uptown*
- *Pill Hill Medical Centers*
- *Piedmont and College Avenue retail districts*
- *Upper Broadway / Pleasant Valley*





# SURROUNDING LAND USE

- Residential neighborhoods
- Medical Centers bring employees & visitors
- Vibrant Uptown and Art Murmur/ Garage District mixed-use areas
- Central Business District and Lake Merritt



# OBJECTIVES

- *Destination Retail*
- *A “Complete” Neighborhood*
- *Diverse Housing Opportunities*
- *Providing quality jobs*
- *An Authentic Oakland Place With Mix of New Buildings and Creative Reuse of Historic Buildings*
- *A Walkable District*
- *Transit-Oriented*
- *Managed Parking*





# OVERALL LAND USE CONCEPT

## Overall Broadway Valdez District:

- 95.5 acres (35.1 acres right-of ways + 60.4 acres developable land)

## Plan Subareas:

- North End - "*Mixed Use Boulevard*"
- Valdez Triangle - "*Destination Retail*"

## Development Program:

- 1.1 million sq. ft. retail
- 700,000 sq. ft. office
- 1,800 housing units





# MAJOR ISSUES & CHALLENGES

How do we:

- Create a destination retail district?
- Retain auto dealerships?
- Preserve historic resources?
- Obtain affordable housing?



# DESTINATION RETAIL DISTRICT

- **Within the Retail Priority Sites:**
- Build a minimum square footage of retail before housing is permitted
- Housing is the bonus for building retail and helps make a project financially feasible
- **Rationale:**
- Housing “out-prices” retail development
- Encourage different landowners to work together and aggregation of small parcels





# DESTINATION RETAIL DISTRICT

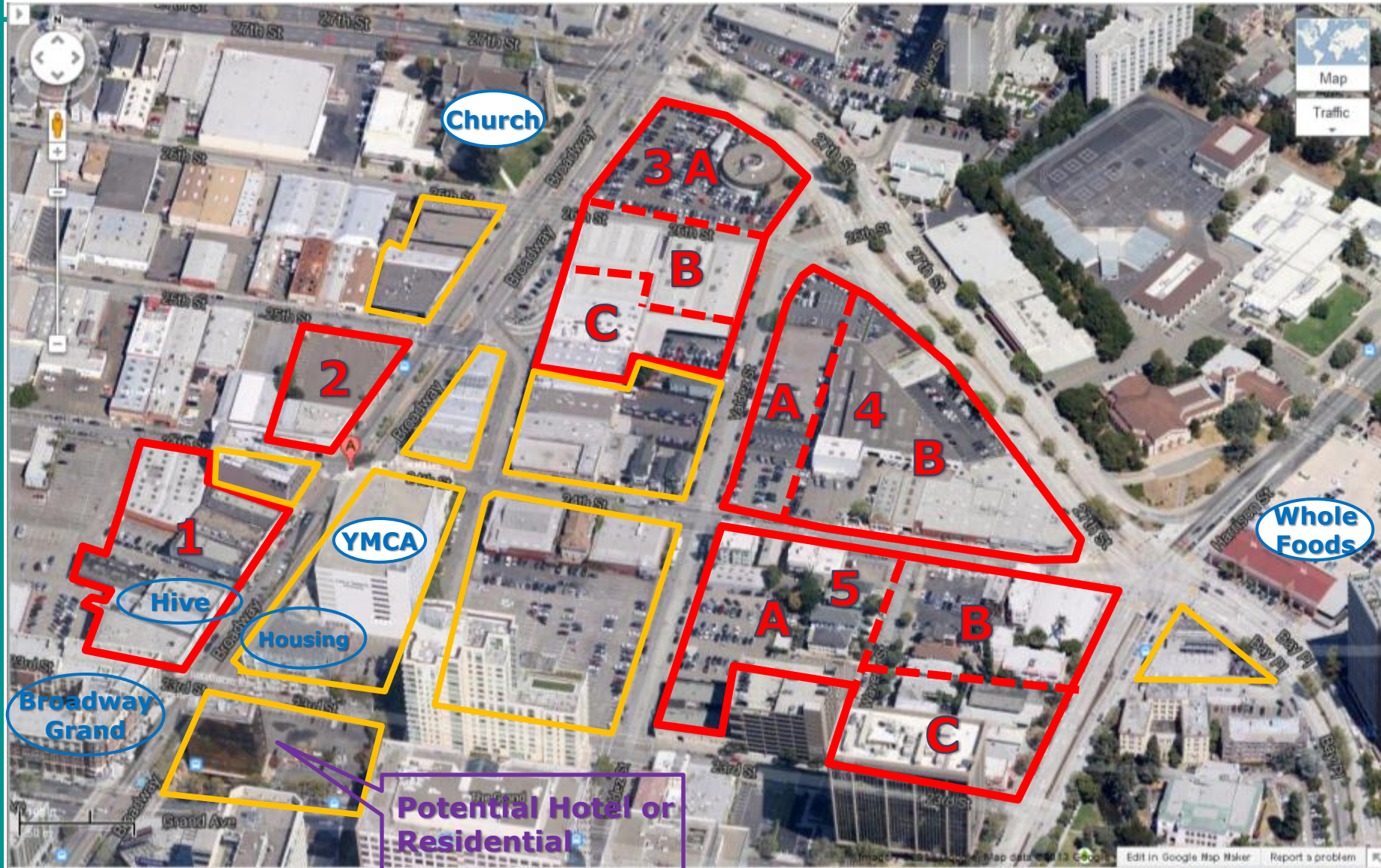
**The Retail Priority Sites were identified based on a number of factors including:**

- Market studies identifying Broadway Valdez District as good site for a comparison goods-based retail district
- Need a “critical mass” of comparison goods retail
- Sites in close proximity to each other—retailers are “herd animals”
- Location at key “gateways” to the Valdez Triangle (close to other activity generators such as Uptown, “Art Murmur/Gallery District,” Hive Project, & Whole Foods)
- Landowner intentions for their properties; and
- Groupings of properties susceptible to change due to vacancy or absence of existing development.



# Retail Priority Sites: Context

- Retail Required Ground Floor
- Retail Priority Sites





# WHAT'S CHANGED...IN THE PLANNING CODE

- ***In Retail Priority Sites:***

- Minimum retail square footage required reduced (from Draft Specific Plan) and based on equal percentage of each Retail Priority Site
- Transfer of Development Rights for residential to other Retail Priority Sites
- Exceptions to not meet the minimum retail square footage if a project would be infeasible due to operational and/or site constraints
- Incentives for preserving existing buildings/historic resources and for affordable housing (as discussed in previous slides)



# AUTO DEALERSHIPS

- Important tax revenue
- Encourage in the North End
- Move toward urban format/parking offsite or non-surface storage of inventory
- Develop citywide auto dealership strategy



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# HISTORIC RESOURCES & PRESERVATION

**Goal LU-11:** *Creative reuse of historic buildings that maintains a link to the area's heritage while accommodating contemporary uses to establish a vibrant & visually distinctive retail & mixed use district*

**Policy LU-11.1:** Encourage adaptive reuse of older buildings to preserve the area's character in Adaptive Reuse Priority Areas

**Policy LU-8.7:** The Triangle will establish a unique shopping district identity by integrating new buildings with renovated historic buildings

**Policy LU-9.6:** Renovation & repurposing of historic garage & auto showrooms along Broadway to preserve link to the corridor's past

**Policy LU-10.7:** Height zones being responsive to surrounding context by: transitions between buildings of different scales, a consistent scale at street frontages, and respecting historic buildings and public open spaces



# WHAT'S CHANGED... IN THE SPECIFIC PLAN

- ***Related to Historic Resources***
- *New Policy LU-11.2 Support current efforts to establish a state historic tax credit program and related Policy IMP 5-1*
  - Replaced former Policy LU-11.2 (On Retail Priority Sites, new development that furthers Specific Plan goals to provide destination retail uses will take precedence over adaptive reuse)
- *The policy language in Policy CD-3.16 (formerly Policy CD-3.15) is revised to reduce the emphasis on destination retail taking a priority over adaptive reuse of existing buildings and CEQA historic resources.*
- *A variety of incentives under Policy LU-10.9 that are being implemented in the Planning Code (will discuss in next slide)*



# WHAT'S CHANGED...IN THE PLANNING CODE

## ***Multiple incentives to reuse existing buildings such as:***

### ■ *In Retail Priority Sites:*

- An existing building utilized as retail can count towards the minimum required square footage of retail before residential is allowed
- If the existing building is a CEQA Historic Resource, its square footage will count double if used for retail
- Or, if a CEQA Historic Resource is maintained and not used for retail, the square feet of its footprint can be deducted from the overall square footage of retail required before residential is allowed

### ■ *In all areas of the Broadway Valdez District:*

- Potential Designated Historic Property (PDHP) or CEQA Historic Resource
  - No parking or open space requirements when converting from commercial to residential use or vice versa
- If incorporated as part of a larger project, the area incorporated will be exempt from parking and open space requirements





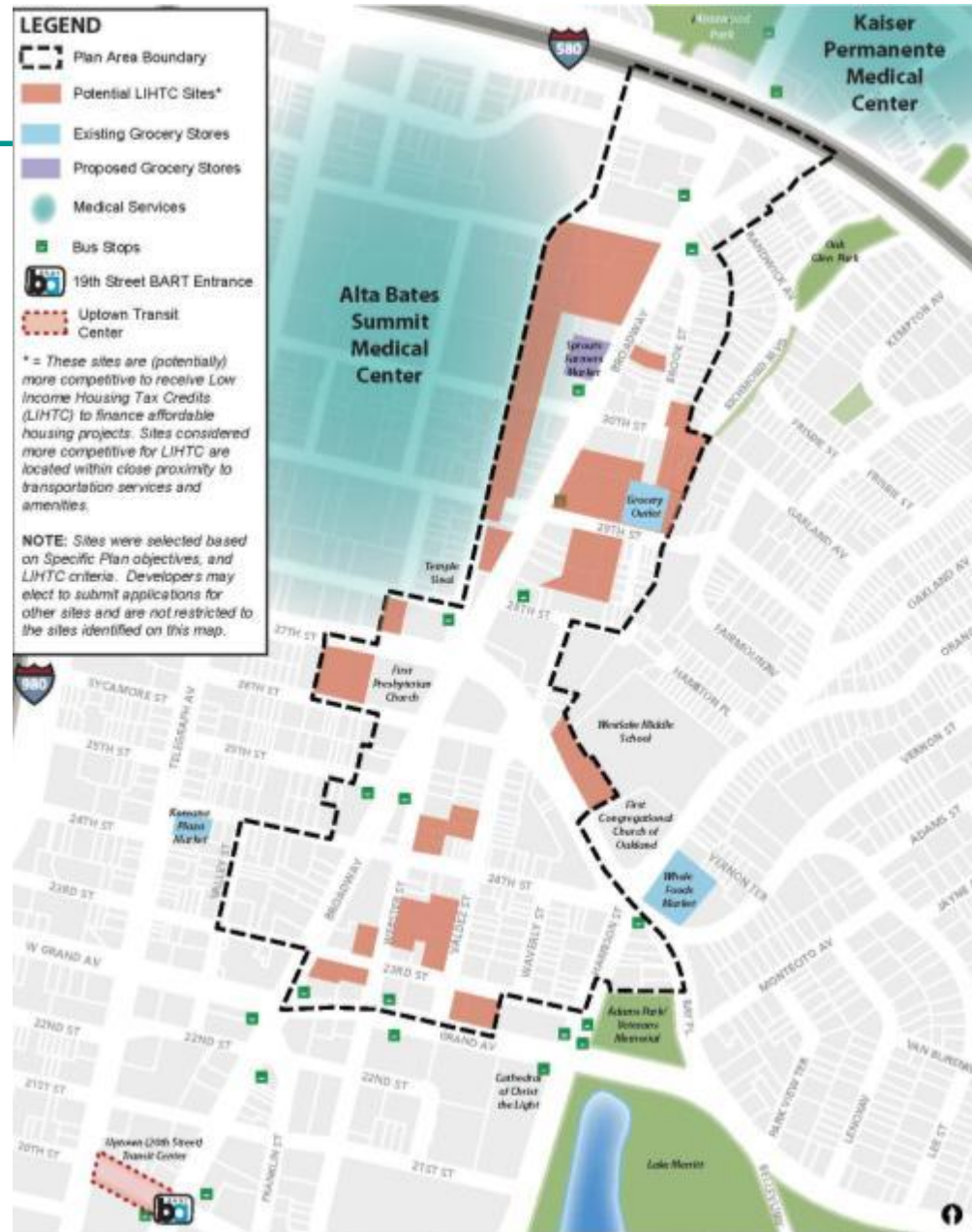
# AFFORDABLE HOUSING

**Goal IMP-4:** Develop 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.

**Policy IMP-4.1:** Continue to explore, in coordination with affordable housing stakeholders, innovative and creative ways to support the production of affordable housing.

**Policy IMP-4.2:** Fully utilize the state-mandated bonus and incentive program for housing affordable and advocate for increases to federal/state/local funding.

**Policy IMP-4.3:** Explore a comprehensive citywide affordable housing policy.



# WHAT'S CHANGED... IN THE SPECIFIC PLAN

- ***Related to Affordable Housing***
- *Additions were made to 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”*
  - Develop citywide policy on how to fund affordable housing, such as:
    - *An affordable housing impact fee, which would include a nexus study*
    - *A Housing Overlay Zone (HOZ)*



# WHAT'S CHANGED... IN THE SPECIFIC PLAN

- **Related to Affordable Housing** (*new text in highlight and underline*)
- *Additions were made to Section 4.4.7, Policy LU-10.9*
  - **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 the North End, in the Height Area Map there are two Height Areas that have been put in place of 85/135 and 135/200 where a Conditional Use Permit is required to obtain the higher height. This has been put in place to allow for future findings and conditions of approval for the higher height only if community benefits and/or affordable housing are provided. This future requirement will be added once a Citywide program has been analyzed and established.





# WHAT'S CHANGED... IN THE SPECIFIC PLAN

- ***Related to Affordable Housing*** *(new text in highlight and underline)*
- 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 will analyze, as part of a citywide policy, to require large developments in ~~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,~~ such as Priority Development Areas (PDAs), to make contributions to assist in the development of affordable housing and other community benefits, such as open space. Options that may be included, but not limited to, are: impact fees, land dedication, and a Housing Overlay Zone (HOZ). ~~and could most likely provide affordable housing and other community benefits, such as open space. Among other actions, the City will conduct a nexus study and an economic feasibility study to evaluate new programs to achieve this objective, including inclusionary zoning and impact fees for new housing development. 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.*



# WHAT'S CHANGED...IN THE PLANNING CODE

- ***Incentives for Affordable Housing:***
- *In Retail Priority Sites:*
  - An additional residential bonus of 35% is granted if 15% affordable housing is provided as part of the project, either within that Retail Priority Site or on another Retail Priority Site
- *In all areas of the Broadway Valdez District*
  - *No longer requires a Conditional Use Permit (CUP) to have reduced parking for senior housing*
  - *Reduces parking requirements for the provision of affordable housing*
  - *Reduces open space requirements for both senior and affordable housing*



# COMMUNITY DESIGN FRAMEWORK

- Highlight and enhance key gateways into district through building design and street/sidewalk improvements
- Enhance streetscapes, plazas, open space
- Improve pedestrian connections



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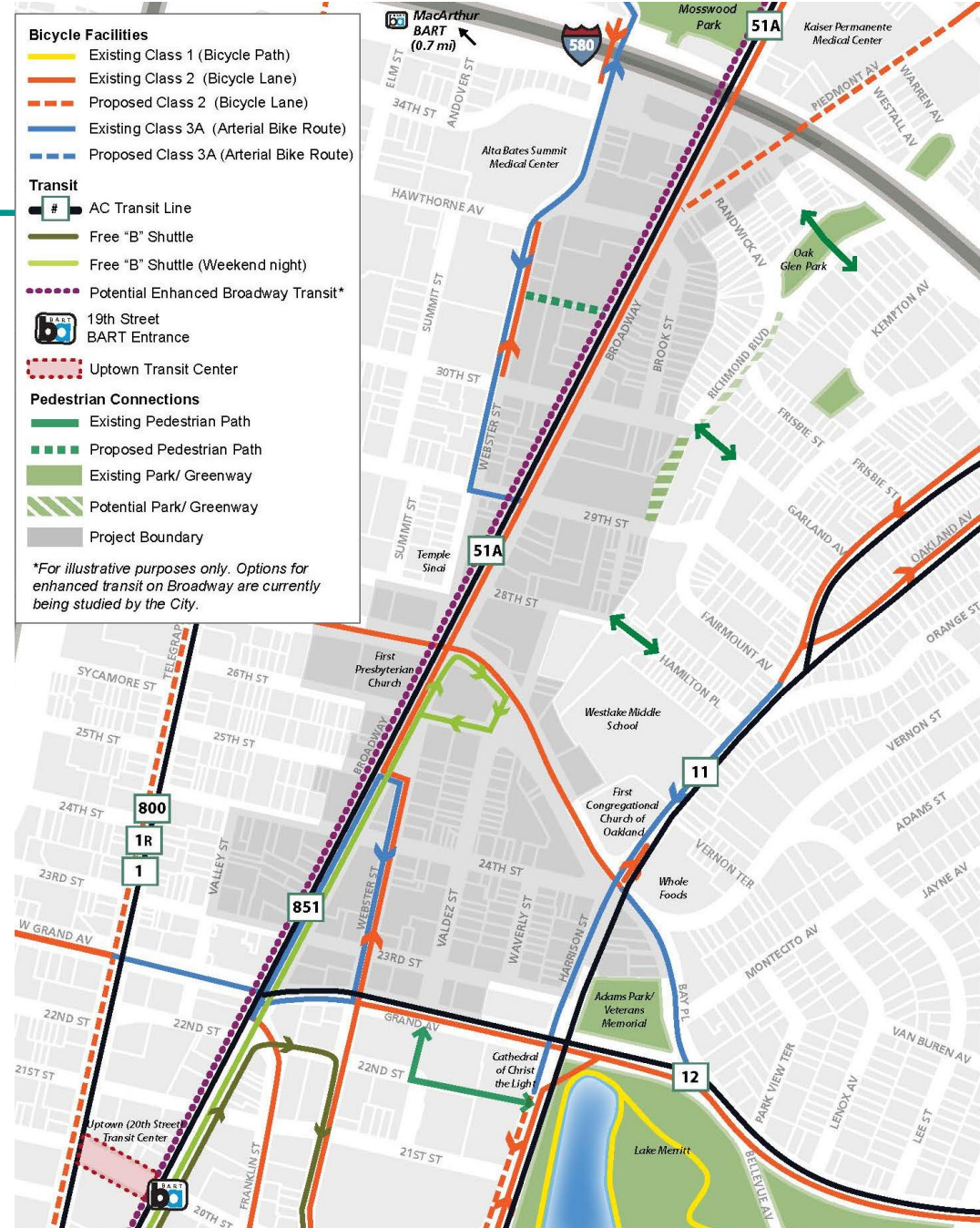
# WHAT'S CHANGED...IN THE SPECIFIC PLAN & CODE

- ***For Open Space/Plazas:***
- ***Voluntary open space in-lieu fee***
  - *Money received can be used to pay for new or existing improvements for open space/plazas*



# CIRCULATION & ACCESS

- Balanced circulation system to connect and support future development
- “Complete” streets with safety and convenience for all users
- Expanded transit (Free “B” extension, streetcar study, upgraded facilities)
- New and enhanced pedestrian and bicycle facilities
- Policy C-4.4: Minimize cut-through traffic on residential streets by implementing traffic calming.
  - As the Plan Area develops, traffic volumes & speeds on nearby residential streets including Harrison/Oakland, should be monitored & if warranted, traffic calming measures should be installed.





# WHAT'S CHANGED...IN THE SPECIFIC PLAN & CODE

- ***For Parking:***
- ***Reductions in parking requirements for:***
  - *commercial development (ground floor vs. upper floor)*
  - *residential development*
  - *senior and affordable housing*
- ***Increased requirements for bicycle parking***
- ***Requirement to “unbundle” parking***
- ***Voluntary parking in-lieu fee***
  - *Fees can be used to increase parking supply or decrease parking demand*





# JOBS

## ***Goals Overview and 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-4:*** Enhanced economic potential of the Plan Area resulting from the revitalization and redevelopment of existing underutilized areas

***Goal C-1:*** 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.



# WHAT'S CHANGED...IN THE SPECIFIC PLAN

## ■ ***For Jobs:***

- ***Goal LU-4:*** Enhanced economic potential of the Plan Area resulting from the revitalization and redevelopment of existing underutilized areas, will add the following policies:
- ***Policy LU-4.4:*** Encourage a mix of land uses and development that will generate a range of job and career opportunities, including permanent, well-paying, and green jobs that could provide work for local residents.
- ***Policy LU-4.5:*** Support the provision of local job training opportunities for jobs being developed both in the Planning Area and the region, particularly those accessible via the transit network.
- ***Policy LU-4.6:*** Support local and/or targeted hiring for contracting and construction jobs for implementation of the Plan (i.e., construction of infrastructure).
- ***Policy LU-4.7:*** Continue to support job training and readiness services through the Workforce Investment Board by providing information about resources that are available, and encourage that these services are publicized and in a manner that is accessible to Planning Area Oakland residents.
- ***Policy LU-4.8:*** Encourage local businesses to offer internship, mentoring and apprenticeship programs to high school and college students.

# WHAT'S CHANGED...IN THE SPECIFIC PLAN

- ***For Jobs:*** (new text in highlight and underline)
  - **Goal LU-4:** Enhanced economic potential of the Plan Area resulting from the revitalization and redevelopment of existing underutilized areas, will add the following policies:
  - **Policy LU-4.4:** Encourage a mix of land uses and development that will generate a range of job and career opportunities, including permanent, well-paying, and green jobs (including short-term, prevailing wage construction jobs and living wage-permanent jobs) that could provide work for local residents.
  - **Policy LU-4.5:** Support the provision of local job training opportunities for jobs being developed both in the Planning Area and the region, particularly those accessible via the transit network.
  - **Policy LU-4.6:** Support local and/or targeted hiring for contracting and construction jobs, including pathways to apprenticeships for local residents, for implementation of the Plan (i.e., construction of infrastructure).
  - **Policy LU-4.7:** Continue to support job training and readiness services through the Workforce Investment Board by providing information about resources that are available, and encourage that these services are publicized and in a manner that is accessible to Planning Area Oakland residents.
  - **Policy LU-4.8:** Encourage local businesses to offer internship, mentoring and apprenticeship programs to high school and college students.
  - **Policy LU-4.9:** Encourage consideration of Project Labor Agreements (PLAs) for projects that involve City subsidy.



# IMPLEMENTATION: REGULATORY AND POLICY FRAMEWORK

## Oakland General Plan

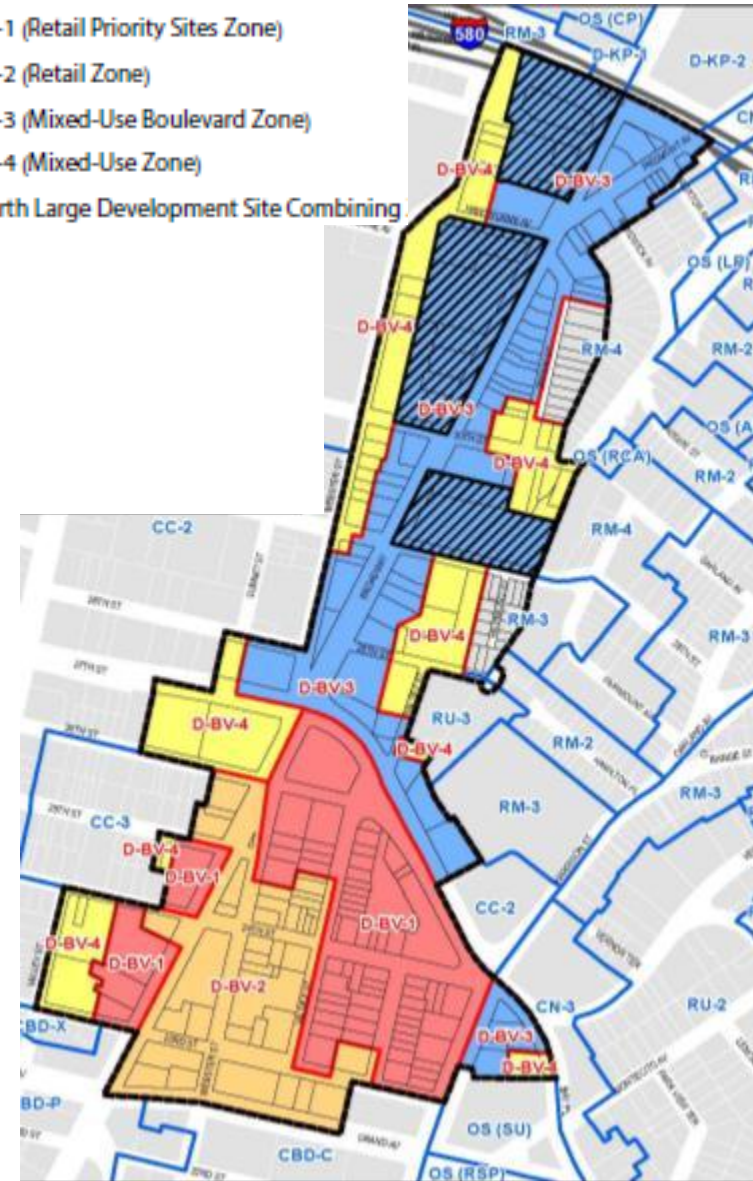
- Amend the Land Use and Transportation Element (LUTE):
  - Change to allow for higher FAR (from 5.0 to 8.0 FAR) in **Community Commercial** in BVDSP only
  - Extend **Central Business District** to 27<sup>th</sup> Street
  - Change area east of Harrison to **Community Commercial**
  - Remove **Institutional** from North End and change to **Community Commercial**
  - Change some **Mixed Housing Type Residential** to **Community Commercial** in the North End between 29<sup>th</sup> and 30<sup>th</sup> Street



# IMPLEMENTATION: REGULATORY AND POLICY FRAMEWORK

## Oakland Planning Code

- Create Four New Zoning Districts:
  - **D-BV-1 Retail Priority Sites Zone**
    - Retail required before residential permitted as bonus
  - **D-BV-2 Retail Zone**
    - Retail/active ground floor activities required
  - **D-BV-3 Mixed-Use Boulevard**
    - Wider range of retail and commercial on ground floor
  - **D-BV-4 Mixed-Use Zone**
    - Allows both residential and commercial on ground floor
- + One New Combining Zone:
  - **N – North Large Development Site**
    - 60 foot depth on Broadway of retail and active ground floor activities



# IMPLEMENTATION: REGULATORY AND POLICY FRAMEWORK

## Oakland Planning Code: Height Area Map

- Higher heights near Downtown and I-580
- Lower Heights along Upper Broadway/Auto Row ASI
  - Adaptive reuse potential, restaurant row
- 45\* Retail Priority Sites
  - 45 foot height by right for non-residential activities and facilities
  - Retail required before residential permitted as bonus
  - Bonus of residential and higher height of 200 feet in most areas, 250 feet in area closer to downtown
- Areas with a “/”
  - Higher height requires a CUP





# DESIGN GUIDELINES

- **Site Planning & Building Placement**
- **Parking & Service Elements**
- **Architectural Design Elements, such as:**
  - Massing & Scale
  - Facades
  - Building Materials and Colors
  - Signage
  - Historic Resources
  - Sustainable Design
- **Streetscape**
- **Public Open Space**



# RECOMMENDATION

## ***Staff recommends that the City Planning Commission:***

- **Adopt the CEQA findings for the BVDSP and certify EIR;**
- **Adopt the Standard Conditions of Approval and Mitigation Monitoring Reporting Program;**
- **Recommend the City Council adopt the BVDSP and Related Documents**
- **Authorize staff to make:**
  - Minor ongoing revisions to the adopted Design Guidelines and to return to the Planning Commission for major revisions only
  - Non-substantive, technical conforming edits to the Planning Code
  - Ongoing revisions to the BVDSP Action Plan (Chapter 8, Table 8.6)

# NEXT STEPS

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- ***June 10*** – *City Council Community & Economic Development Committee (CED)*
- ***June 17*** – *City Council*
  - Adoption of Final Specific Plan and Design Guidelines and Certification of Final EIR
  - Introduction/First Reading of Planning Code Amendments, Zoning and Height Area Maps
- ***July 1*** – *City Council*
  - Passage/Second Reading of Planning Code Amendments, Zoning and Height Area Maps (second reading)





# CONTACT US

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Strategic Planning Division**

**Project Website: [www.oaklandnet.com/bvdsp](http://www.oaklandnet.com/bvdsp)**

