

BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

Planning Commission
October 30, 2013



CITY OF OAKLAND

PLANNING COMMISSION 10-30-13

BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

TODAY'S PRESENTATION

Continue Overview of:

- *Specific Plan*
- *Regulatory and Policy Framework*
- *Environmental Review*
- *Next Steps and Schedule*



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BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

OVERALL LAND USE CONCEPT

Overall Broadway Valdez District:

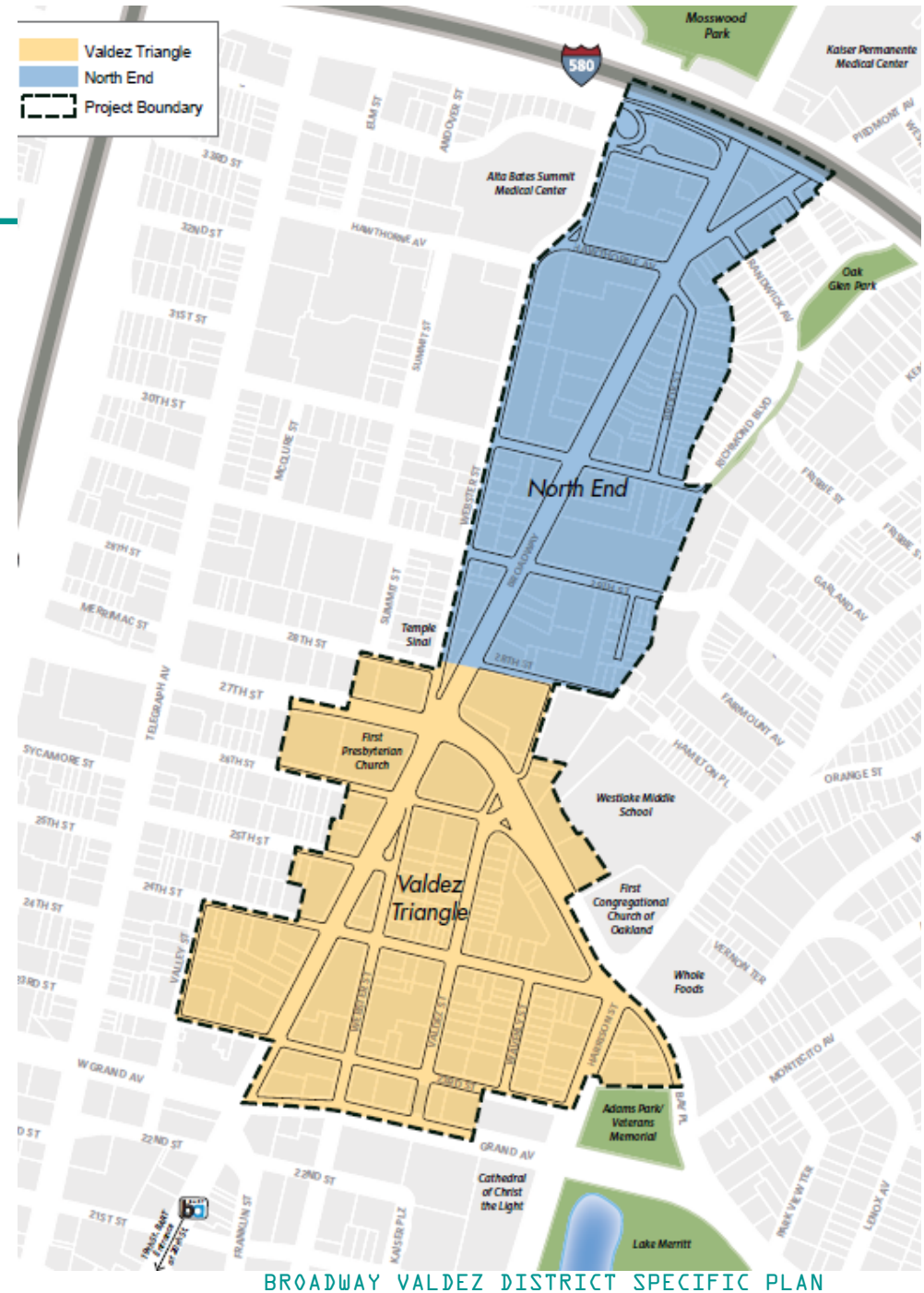
- 95.5 acres (35.1 acres right-of ways + 60.4 acres developable land)

Plan Subareas:

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

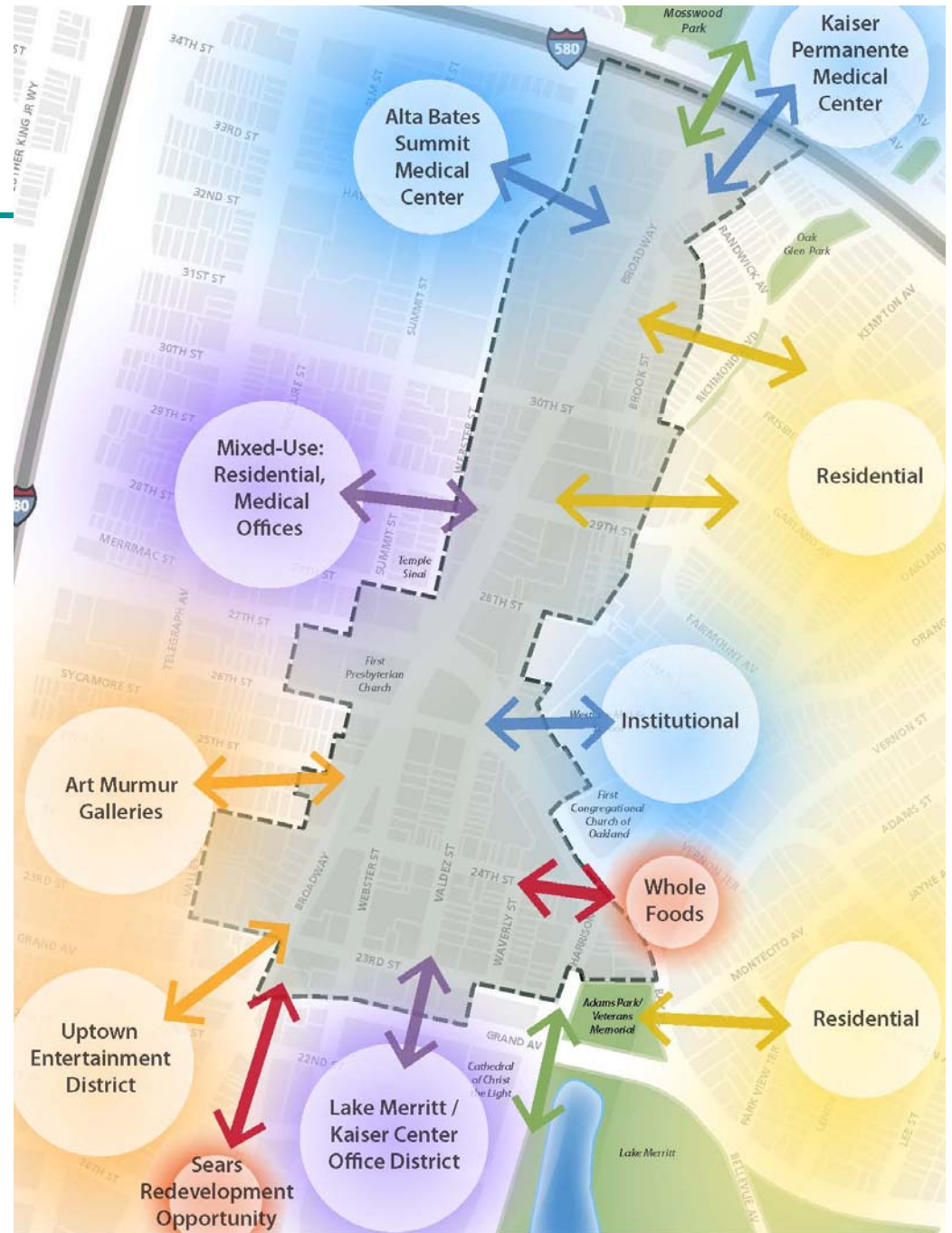
Development Program:

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



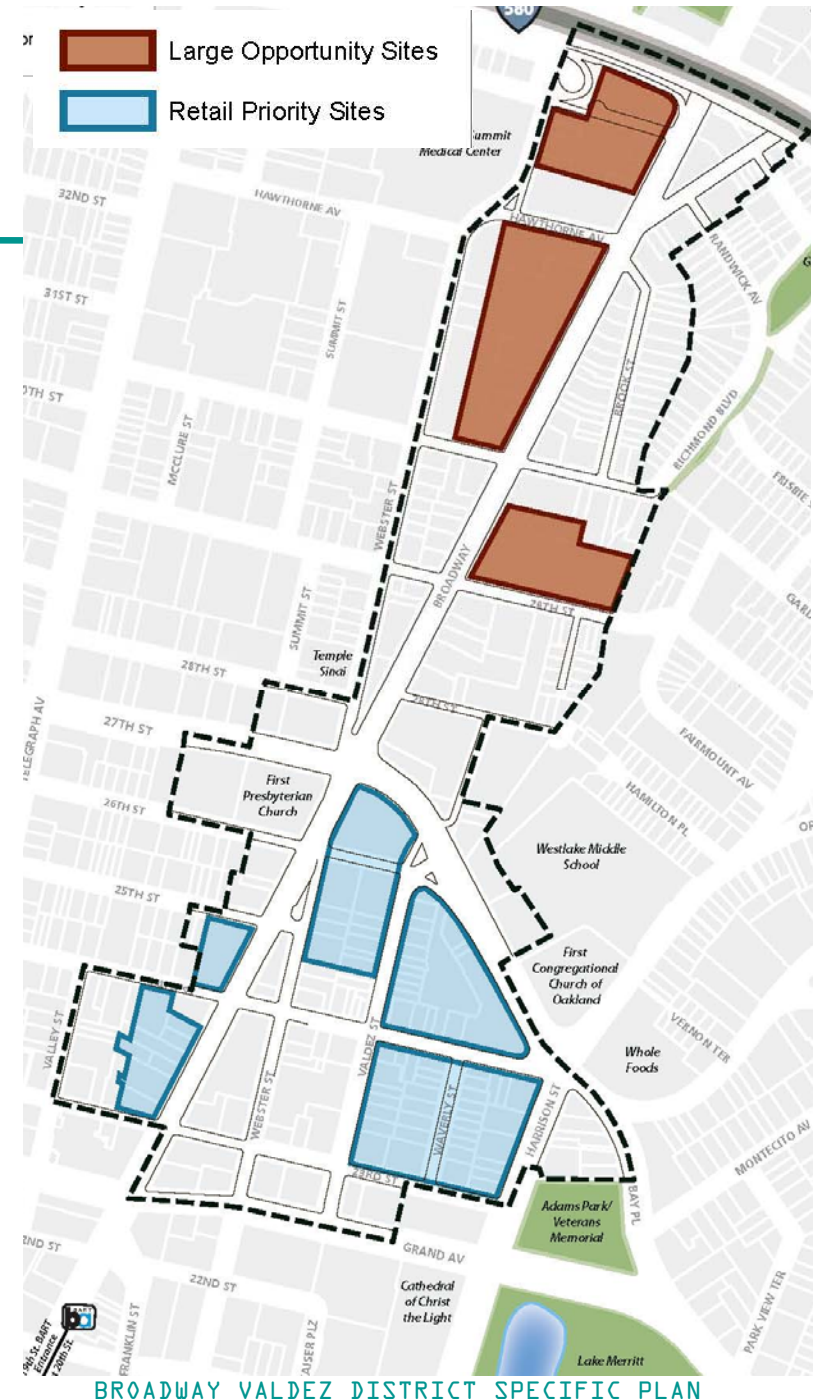
SURROUNDING LAND USE

- Residential neighborhoods
- Alta Bates Summit and Kaiser Oakland Medical Centers
- Uptown and Art Murmur/Garage District mixed-use areas
- Central Business District and Lake Merritt Office District



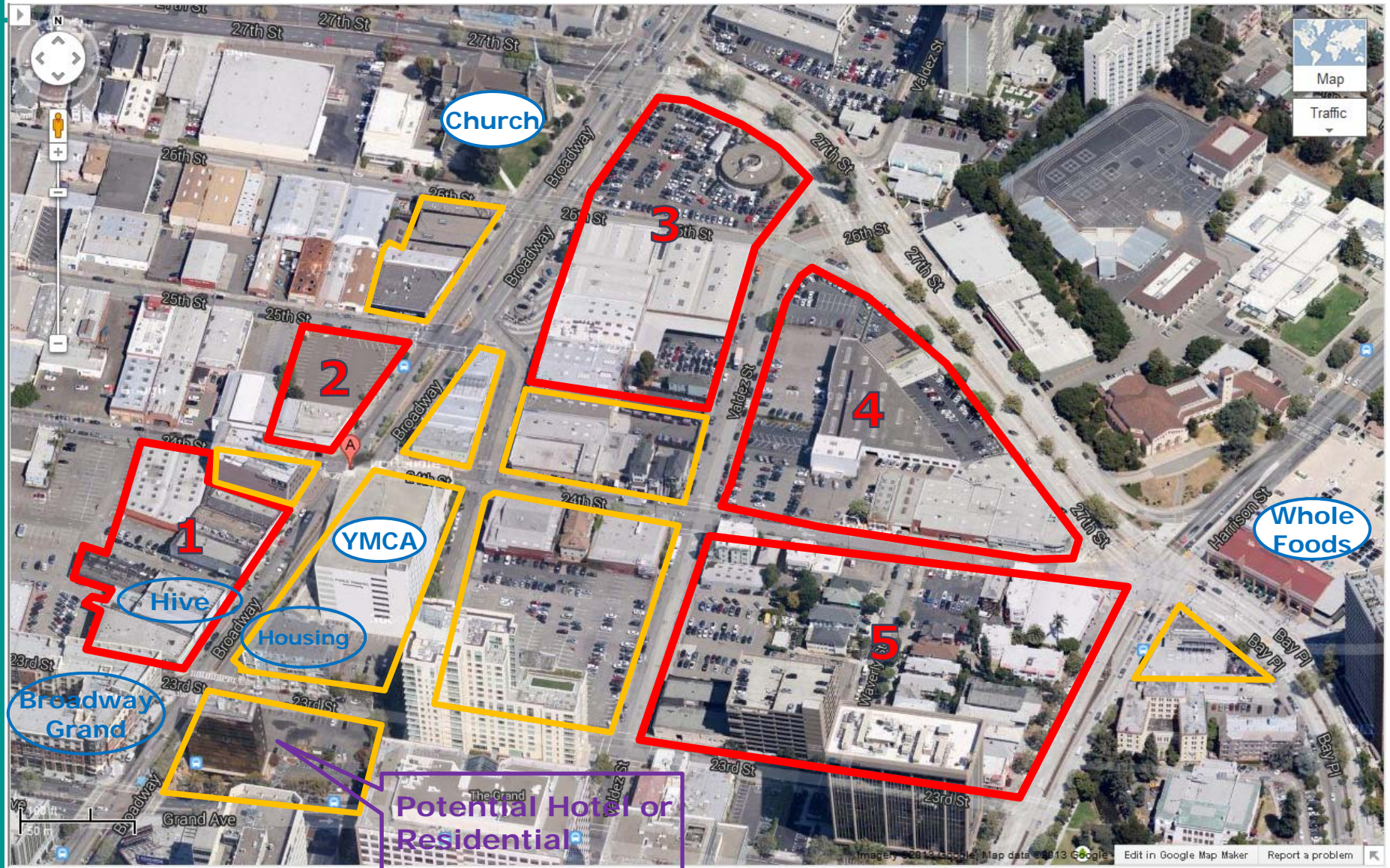
DESTINATION RETAIL DISTRICT

- Focus is on creating a destination retail district over long term
- Plan created with input from community members & stakeholders, developers, retail industry experts, & design professionals
- Identifies development program and opportunity sites, not building footprints
- Plan focuses on building the market and partnering with property owners to overcome challenges

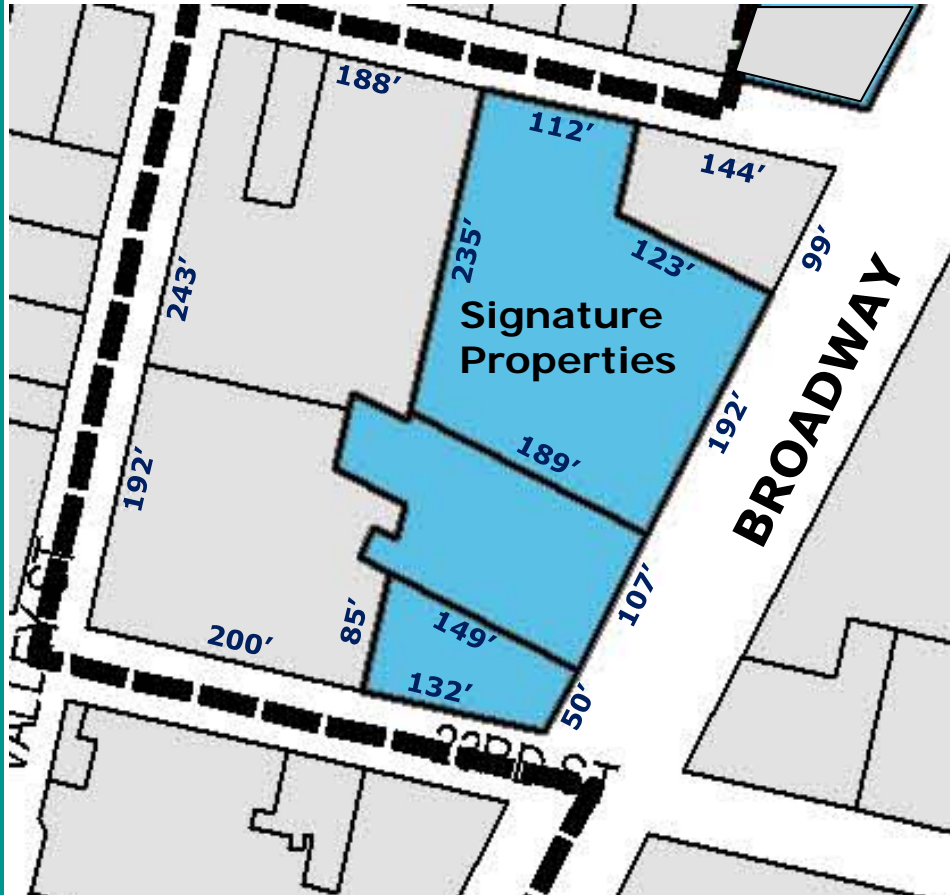


Retail Priority Sites: Context

- Retail Required Ground Floor
- Retail Priority Sites



Retail Priority Site: 1



Development Opportunities:

- Site approved for reuse as the “**Hive**” – office, restaurants, retail (under construction)
- Single-owner development of parcels

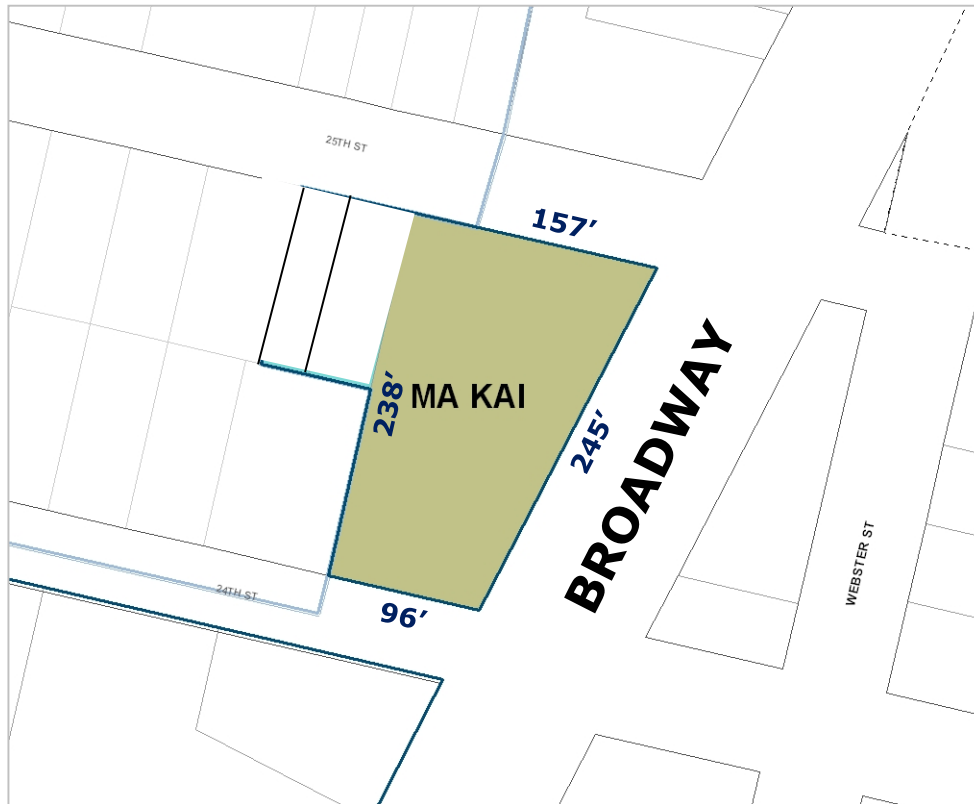
Half of Block: 77,411 sq ft (1.77 acres)

Owner	Site Size
Signature Properties	77,411
Total	77,411



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Retail Priority Site: 2



Private Property: 29,583 sq ft (0.68 acres)



Development Opportunities:

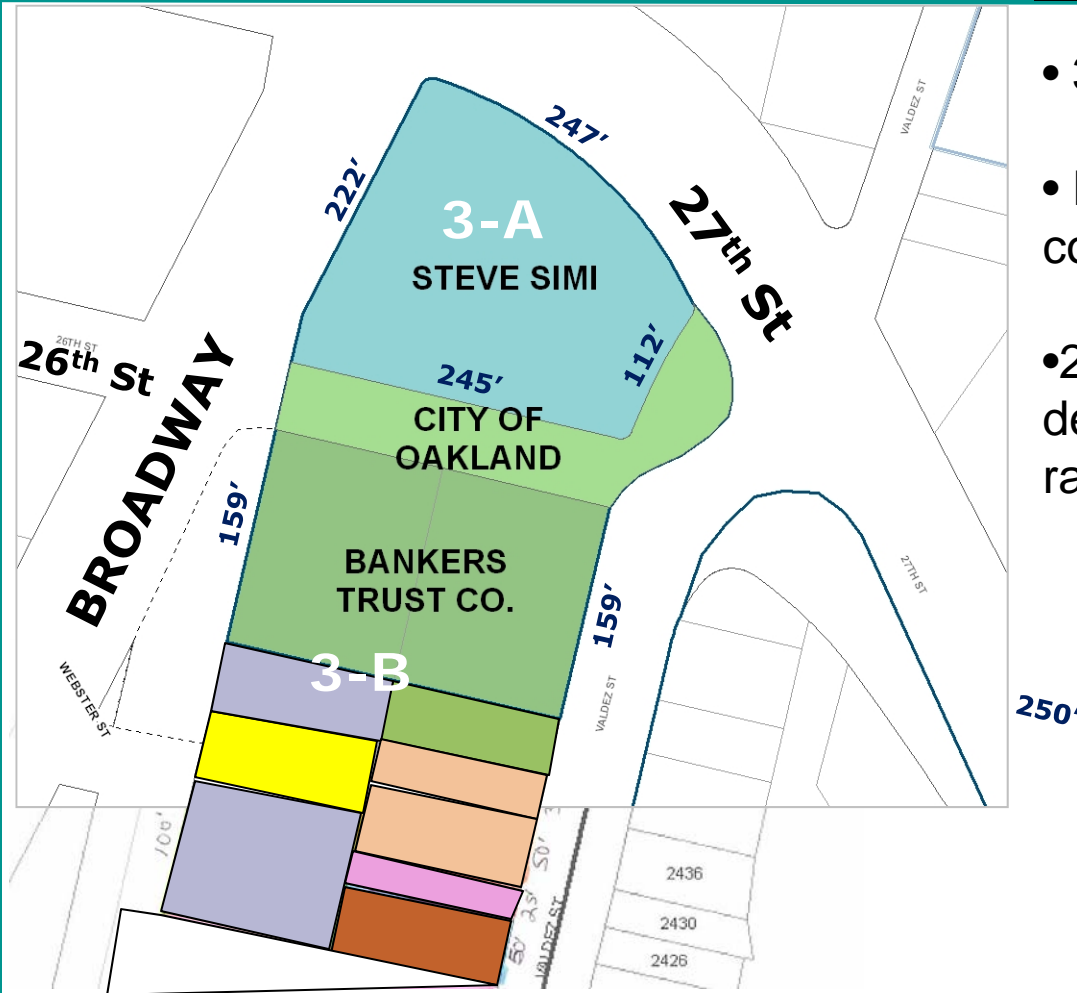
- Site is well located to build upon the “Art Murrur”-related uses activating 25th Street
- Arts, Food, and Entertainment
- Retail fronting Broadway
- Site is currently used as auto showroom and surface lot display
- New project could combine use of existing building on corner and new building on parking lot

Owner	Site Size
Ma Kai	29,583
Total	29,583

Retail Priority Site: 3, A & B

Development Opportunities:

- 3-A: Highly visible, 'Gateway' site
- Excess R.O.W. at 27th street could be converted to public plaza
- 25th Street plaza could be re-designed into a "place for people" rather than just auto display



Priority Site 3-A: 47,686 sq ft (1.09 acres)

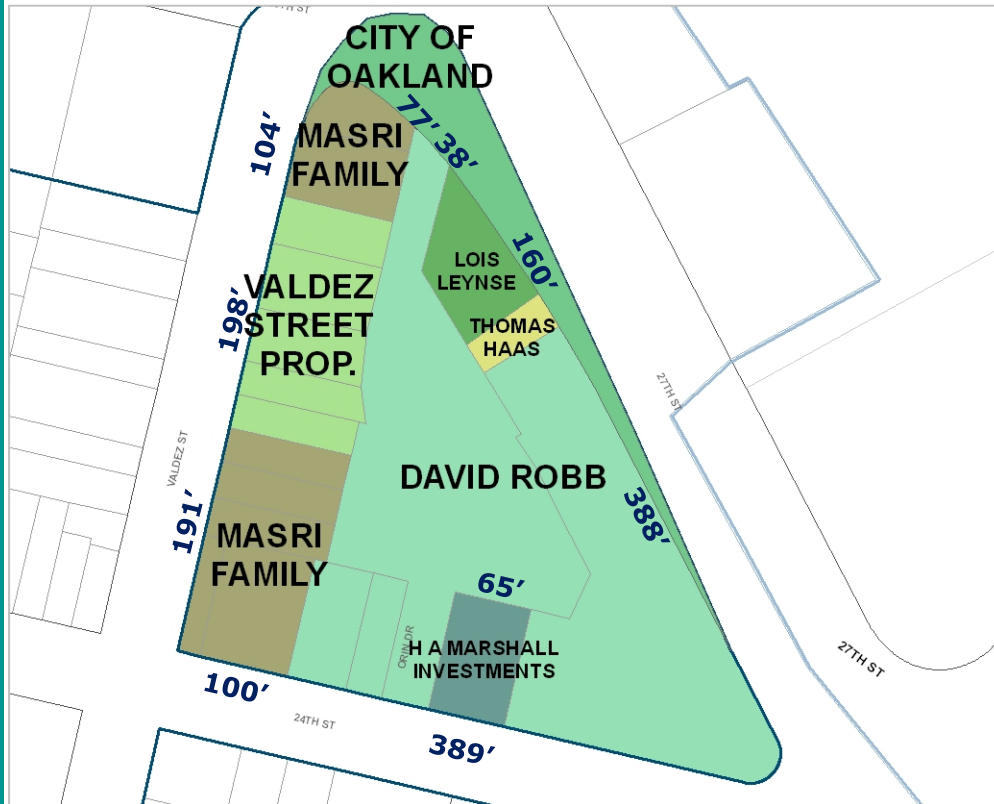
Priority Site 3-B: 89,594 sq ft (2.06 acres)

Priority Site 3: A & B: 137,280 sq ft (3.15 acres)

Priority Site: 3-A, Owner	Site Size
Steve Simi	47,686
Priority Site: 3-B, Owner	Site Size
Bankers Trust Co.	39,610
Chris Kwei	18,738
Marion Matia, Tachiera	10,500
T Hisuk, Sanju Dong	6,246
Union Bank	6,250
Bankers Trust Co.	5,125
Jose Gonzalea	3,125
Total 3-B	89,594
Total Priority Sites: 3 A & 3 B	137,280



Retail Priority Site: 4



With City Property: 174,798 sq ft (4.01 acres)

Private Property: 156,607 sq ft (3.56 acres)



Development Opportunities:

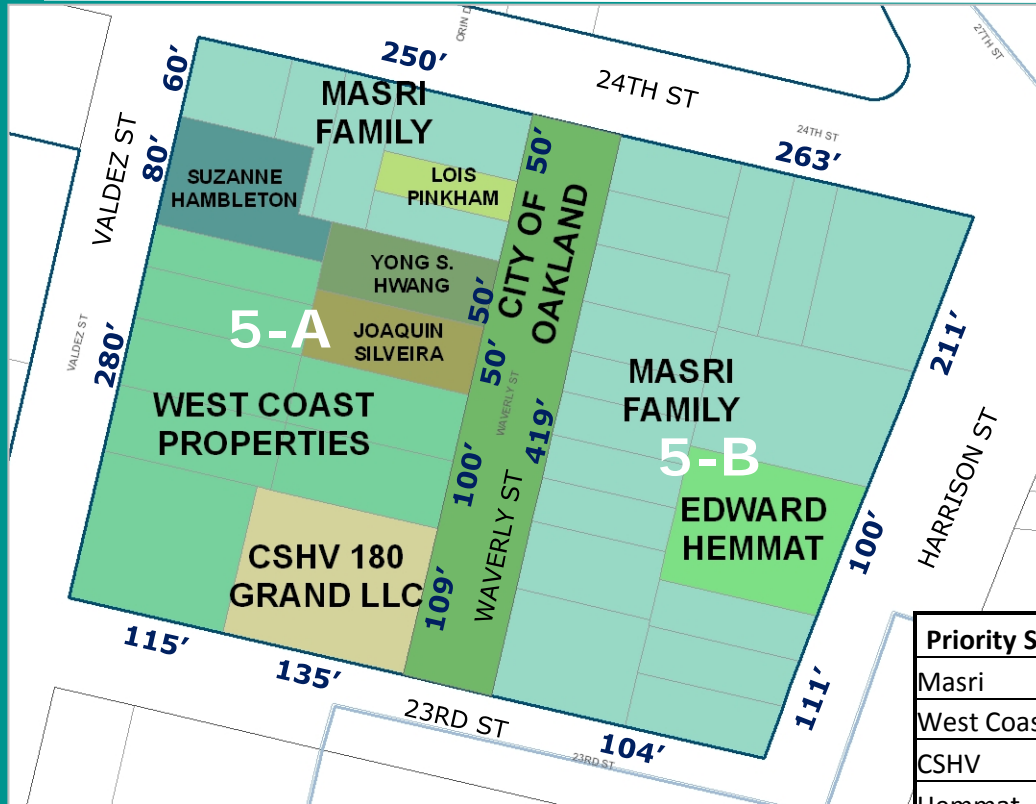
- Site benefits from “*The Whole Foods Effect*” - Proximity to Whole Foods attractive to retailers
- Large portion of block used as parking lot
- Most of block owned by just two property owners

Owner	Site Size
David Robb	93,676
Masri	27,726
Valdez Street Properties	19,277
H A Marshall Investments	6,500
Leynse	7,251
Haas	2,177
Total	156,607
Oakland	18,190
Total	174,797

Retail Priority Site: 5, A & B

Development Opportunities:

- Proximity of site to Whole Foods
- Potential to incorporate portions of City Right-of-Way
- Existing parking garage at Waverly & 23rd St.
- 5-A: Two property owners own most of block
- 5-B: One property owner owns most of block



Priority Site 5-A: 104,795 sq ft (2.41 acres)

Priority Site 5-B: 97,745 sq ft (2.24 acres)

Priority Site 5: A & B Together

Private Property: 202,540 sq ft (4.65 acres)

With City Property: 230,198 sq ft (5.28 acres)

Priority Site 5: A & B, Owner	Site Size
Masri	104,576
West Coast Properties	46,362
CSHV	14,800
Hemmat	12,547
Hambleton	8,750
Hwang	6,252
Silveira	6,252
Pinkham	3,001
Total	202,540
Oakland	27,658
Total	230,198

Priority Site: 5 - A, Owner	Site Size
West Coast Properties	46,362
Masri	19,378
CSHV	14,800
Hambleton	8,750
Hwang	6,252
Silveira	6,252
Pinkham	3,001
Total	104,795
Oakland	27,658
Priority Site: 5 - B, Owner	
Masri	85,198
Hemmat	12,547
Total	97,745

DESTINATION RETAIL DISTRICT

- Challenge: Housing out-prices retail development
- Retail Strategy within Priority Sites:
 - Housing will be bonus for building retail and help make projects pencil out
- Auto dealerships:
 - Important source of sales tax revenue - recognized as type of retail
 - Encouraged in North End
 - Work with dealerships to move toward urban sales format, with auto storage either offsite or structured on-site



BROADWAY VALDEZ DISTRICT SPECIFIC PLAN



HISTORIC RESOURCES

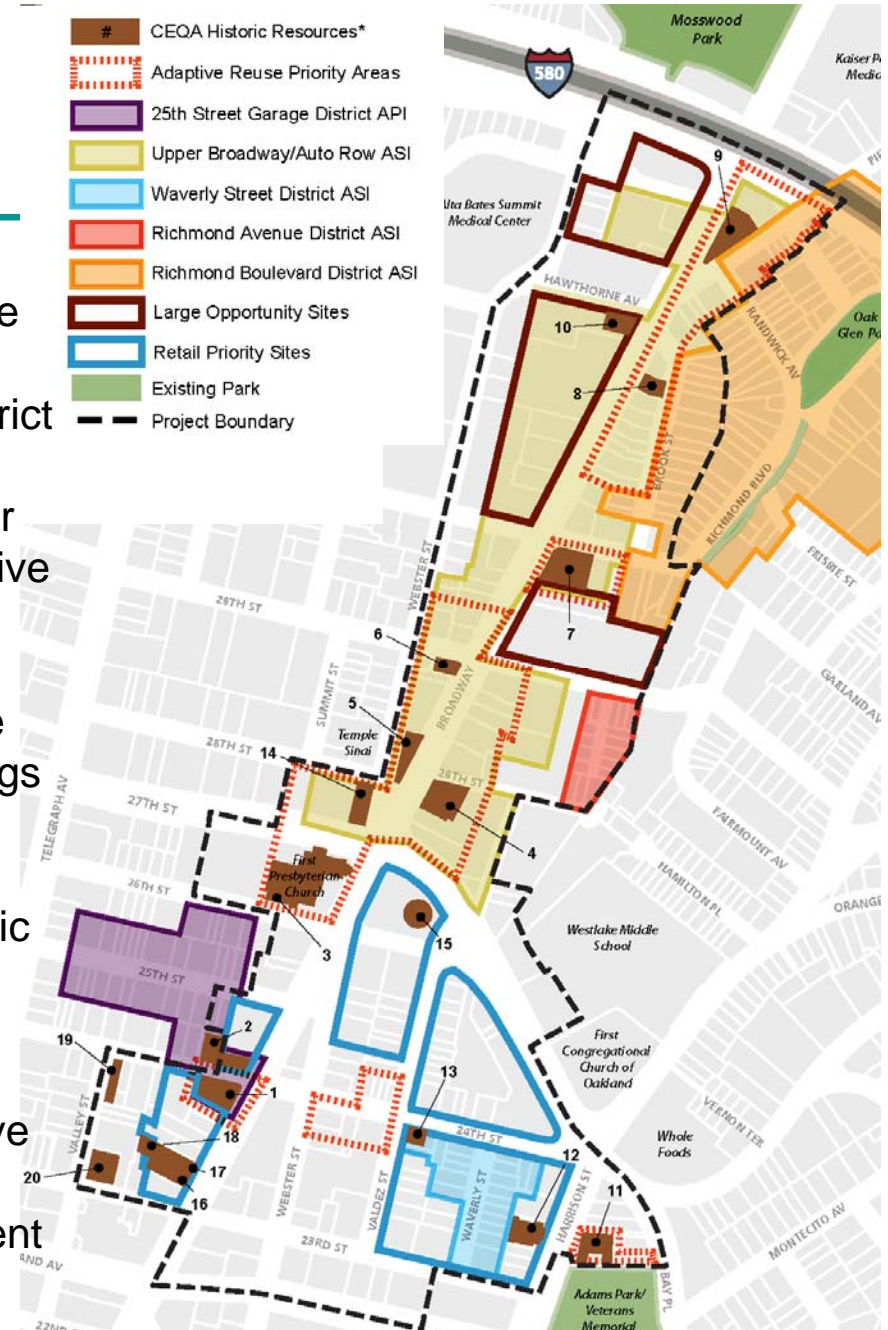
Goal LU-11: Encourage creative reuse of historic buildings that maintains link to area's heritage while accommodating contemporary uses to establish a vibrant & visually distinctive retail & mixed use district

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 should be responsive to surrounding context by: transitioning between buildings of different scales, maintaining a consistent scale at street frontages, and respecting historic buildings and public open spaces



BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

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-9.1: Encourage new affordable housing within plan area through a menu of creative options.

Policy IMP-9.2: Continue to explore, in coordination with affordable housing stakeholders, innovative and creative ways to support the production of affordable housing.

Policy IMP-9.3: Fully utilize the state-mandated bonus and incentive program for housing affordable and advocate for increases to federal/state/local funding.

Policy IMP-9.4: Explore a comprehensive citywide affordable housing policy.

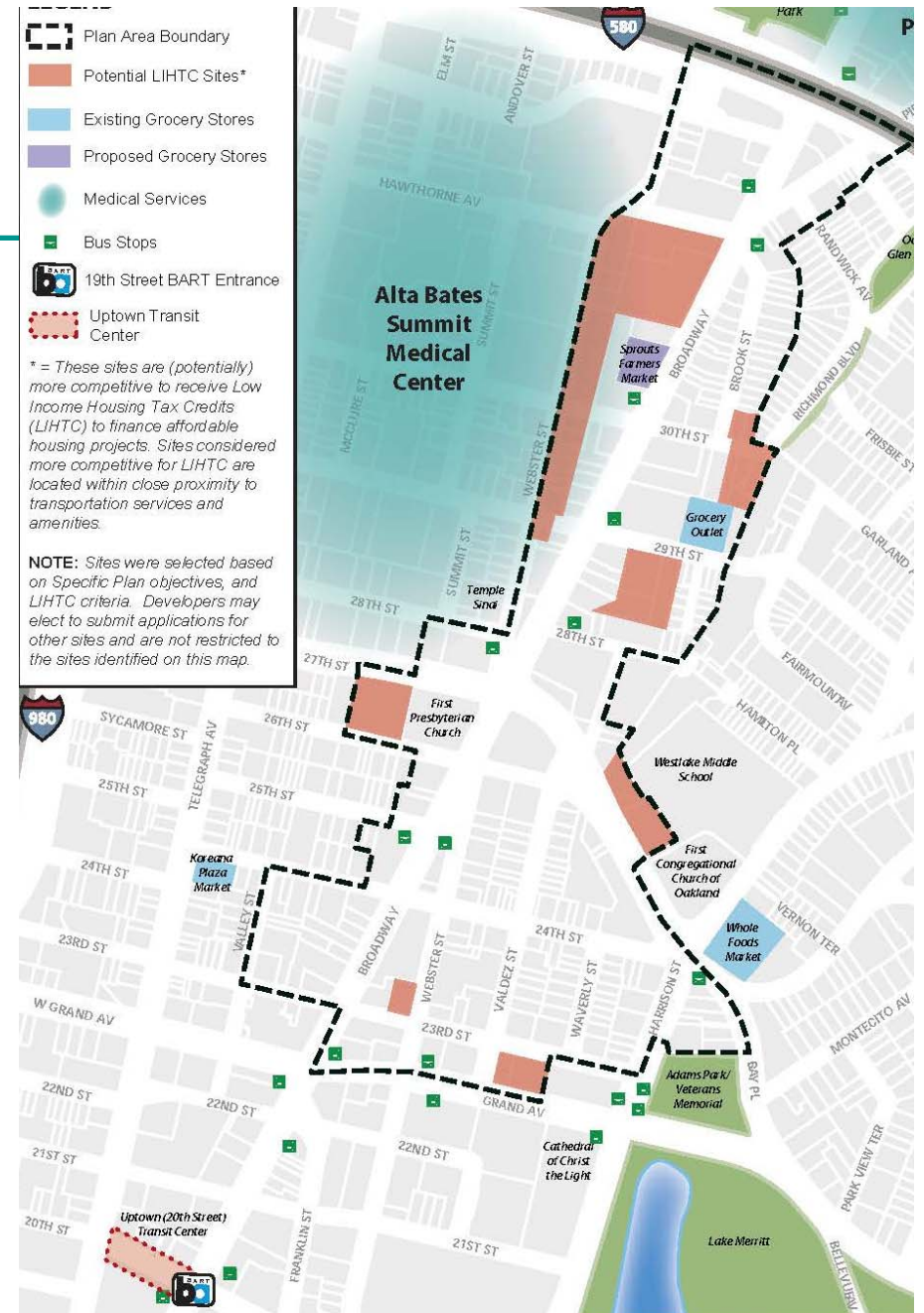


FIGURE 8.8: POTENTIALLY COMPETITIVE SITES FOR LOW INCOME HOUSING TAX CREDITS

BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

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



Legend:

- Broadway Corridor
- Primary Access Street
- Neighborhood Street
- Shopping Street
- Streetscape Improvements
- Existing Pedestrian Connection
- Potential Pedestrian Connection
- Temporary or Permanent Street Closure
- Primary Gateway
- Secondary Gateway
- Proposed Plaza/ Public Space
- Existing Plaza
- Existing Park
- Potential Park/ Greenway
- Improved Freeway Undercrossing
- Retail Priority Sites
- Large Opportunity Sites
- Project Boundary

Map Labels: Elm St, Alameda St, 34th St, Hawthorne Ave, Summit St, Webster St, Broadway, 28th St, 27th St, 26th St, 25th St, 24th St, 23rd St, 22nd St, 1st St, Merrimac St, Sycamore St, Telegraph Ave, W Grand Ave, Franklin St, Kaiser Plz, Temple Sinai, First Presbyterian Church, Westlake Middle School, First Congregational Church of Oakland, Whole Foods, Adams Park/ Veterans Memorial, Cathedral of Christ the Light, Lake Merritt, Mosswood Park, Kaiser Permanente Medical Center, Oak Glen Park, Fremont Ave, Westfall Ave, Warren Ave, Kirtland Ave, Frisbie St, Garfield Ave, Oakland Ave, Vernon St, Adams St, Jayne Ave, Park View Ter, Lenox Ave, Lee St, Morrell Ave, Fairmount Ave, Frisbie St, Garfield Ave, Oakland Ave, Vernon St, Adams St, Jayne Ave, Park View Ter, Lenox Ave, Lee St, Morrell Ave, Fairmount Ave.

Map Features: The map shows a grid of streets with various colored overlays indicating different types of infrastructure and improvements. A legend in the top left corner defines the symbols: Broadway Corridor (thick purple line), Primary Access Street (thick orange line), Neighborhood Street (yellow line), Shopping Street (red line), Streetscape Improvements (green dashed line), Existing Pedestrian Connection (green solid line), Potential Pedestrian Connection (green dashed line), Temporary or Permanent Street Closure (red hatched area), Primary Gateway (red dashed circle), Secondary Gateway (blue dashed circle), Proposed Plaza/ Public Space (red star), Existing Plaza (blue star), Existing Park (green solid area), Potential Park/ Greenway (green hatched area), Improved Freeway Undercrossing (dark blue rectangle), Retail Priority Sites (pink area), Large Opportunity Sites (light blue area), and Project Boundary (black dashed line). The map includes labels for major landmarks like Alta Bates Summit Medical Center, Kaiser Permanente Medical Center, Westlake Middle School, and Lake Merritt. It also shows the locations of various churches, schools, and parks. The map is oriented with North at the top, and the Broadway Corridor runs diagonally from the bottom left to the top right.

BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

IMPLEMENTATION: REGULATORY AND POLICY FRAMEWORK

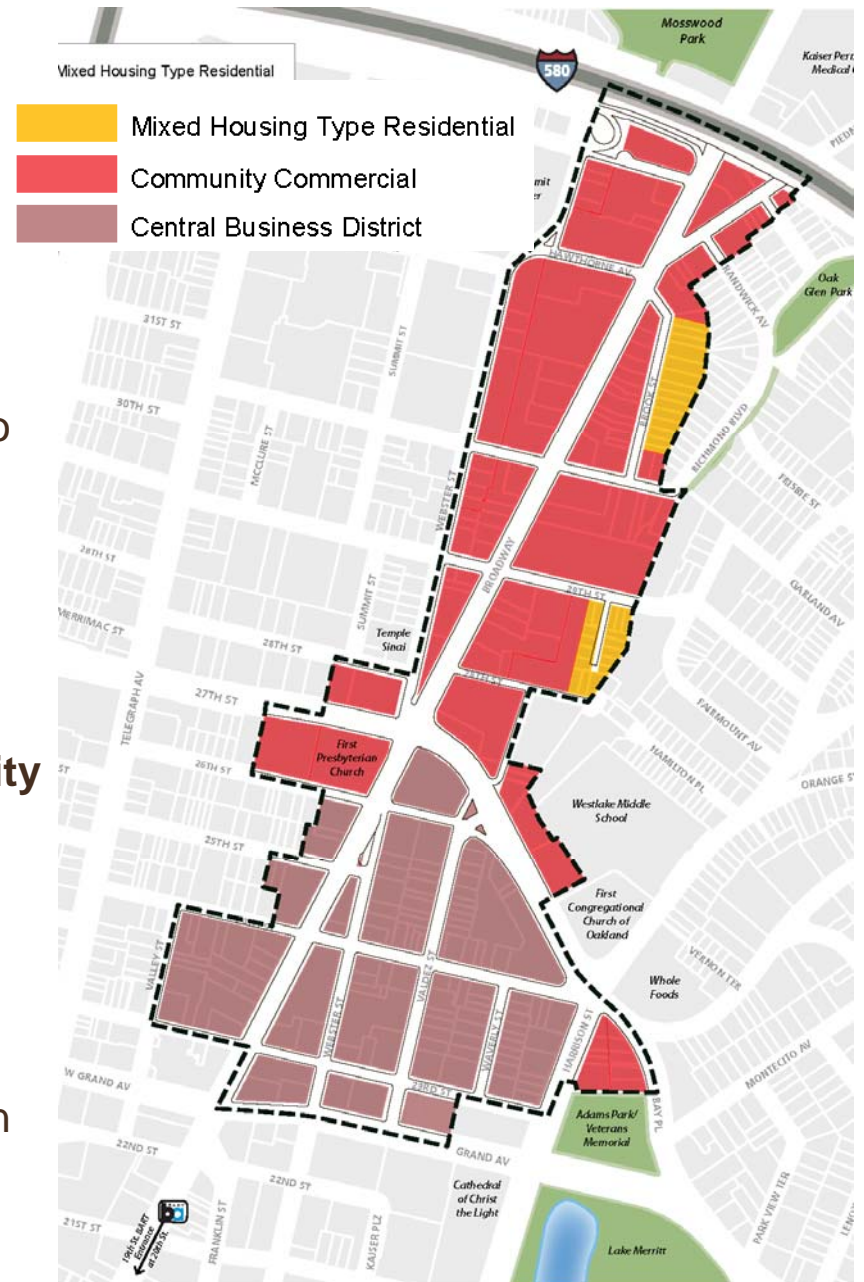
Oakland General Plan

- 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 27th 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 29th and 30th Street



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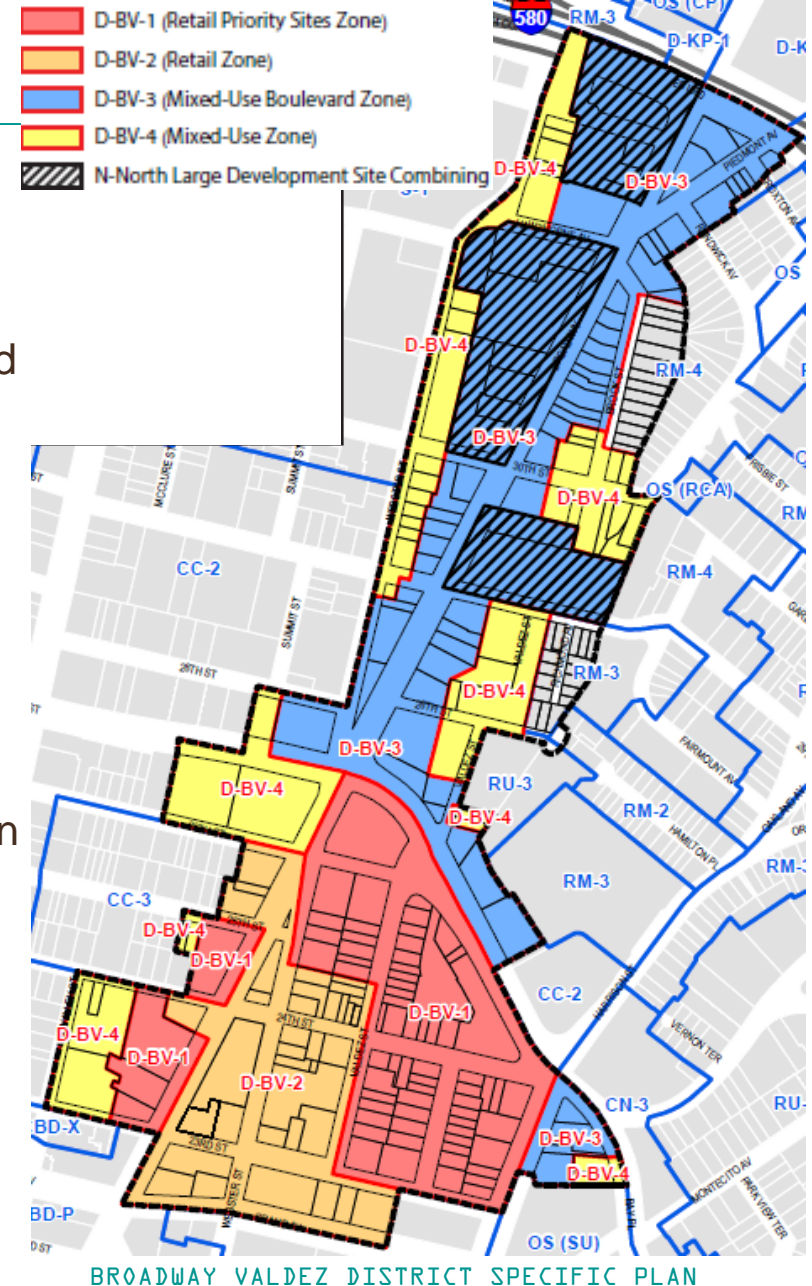


BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

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**
 - Active retail required on the ground floor
 - **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**
 - Larger depths of active ground floor retail



ENVIRONMENTAL REVIEW

Draft Environmental Impact Report (DEIR)

Environmental Topics Analyzed Include:

- Aesthetics, Shadow and Wind
- Air Quality
- Biological Resources
- Cultural Resources
- Geology, Soils and Geohazards
- Greenhouse Gases and Climate Change
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use, Plans and Policies
- Noise
- Population, Housing and Employment
- Public Service, Parks and Recreation Facilities
- Transportation and Circulation
- Utilities and Service Systems



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ENVIRONMENTAL REVIEW

Significant and Unavoidable Impacts

Topic	Impact	Mitigation
Aesthetic, Shadow, & Wind	<u>Impact AES-4:</u> New shadow on the Temple Sinai in the early morning hours (prior to 9:00 am) in the spring, summer, & fall.	<u>Mitigation AES-4:</u> Project sponsors shall conduct a shadow study to evaluate the shadowing effects on the Temple Sinai in the morning. If a shadow is detected, the project sponsors shall, if feasible, modify project designs.
Project & Cumulative	<u>Impact AES-5:</u> Potential for adverse wind conditions for structures 100 ft. or taller.	<u>Mitigation AES-5:</u> Within the Central Business District, project sponsor for buildings \geq 100 ft. shall conduct a detailed wind study.
	<u>Impact AES-6:</u> Cumulative	
	<u>All 3 Impacts, Conservatively Significant & Unavoidable</u>	<u>Mitigation AES-6:</u> Implement Mitigation AES-4 and AES-5 (see above).



ENVIRONMENTAL REVIEW

Significant and Unavoidable Impacts

Topic	Impact	Mitigation
<p>Air Quality</p> <p>Project & Cumulative</p>	<p><u>Impact AIR-1:</u> Construction would result in average daily emissions in excess of 54 pounds per day of ROG emissions from application of architectural coatings.</p> <p><u>Impact AIR-2:</u> Operational average daily emissions of more than 54 pounds per day of ROG, No_x, or PM_{2.5} or 82 pounds per day of PM₁₀; or result in maximum annual emissions of 10 tons per year of ROG, No_x, or PM_{2.5} or 15 tons per year of PM₁₀</p> <p><u>Impact AIR-4:</u> Cumulative.</p> <p><u>All 3 Impacts, Conservatively Significant & Unavoidable:</u></p> <p>Although only a plan-level analysis is legally required, the City undertook a more detailed, project-level analysis, making conservative assumptions which generally overstates impacts, in order to streamline future CEQA review for development projects under the Specific Plan.</p>	<p>AIR-1 <u>Standard Condition of Approval (SCA) A:</u> Construction-Related Air Pollution Controls (Dust & Equipment Emissions) <u>Mitigation AIR-1:</u> Project applicant shall require contractor to use prefinished materials and colored stucco, as feasible.</p> <p>AIR-2 <u>SCA 25:</u> Parking and Transportation Demand Management <u>Mitigation AIR-2:</u> Use selected measures from 2012 BAAQMD CEQA Guidelines for projects over 50,000 sf. or 325 dwelling units</p> <ul style="list-style-type: none"> - Employee transportation coordinator - Increase building efficiency by 20% - Require electrical landscape equipment - Natural gas hearths in residential units - Low VOC architectural coatings maintenance - Smart meters & programmable thermostats - Solar water heaters <p>Air-4 <u>Standard Condition of Approval A: (see above)</u> <u>Mitigation AIR-4:</u> Risk Reduction Plan for projects with a backup generator.</p>

ENVIRONMENTAL REVIEW

Significant and Unavoidable Impacts

Topic	Impact	Mitigation
<p>Cultural Resources</p> <p>Project & Cumulative</p>	<p><u>Impact CUL-1:</u> Could result in the physical demolition, destruction, relocation, or alteration of historical resources</p> <p><u>Impact CUL-5:</u> Cumulative</p> <p><u>Significant & Unavoidable</u></p>	<p>CUL-1 <u>Standard Condition of Approval 56:</u> Property Relocation Rather than Demolition <u>Mitigation CUL-1:</u> a) Avoidance, Adaptive Reuse, or Appropriate Relocation of Historically Significant Structures b) Future Site-specific Surveys & Evaluations c) Recordation & Public Interpretation d) Financial Contributions</p> <p>CUL-5 <u>Standard Condition of Approval:</u> 52: Archaeological Resources, 53: Human Remains, 54: Paleontological Resources, 56 Property Relocation Rather than Demolition, & 57: Vibrations Adjacent to Historic Structures <u>Mitigation CUL-5:</u> Implement Mitigation CUL-1</p>

ENVIRONMENTAL REVIEW

Significant and Unavoidable Impacts

Topic	Impact	Mitigation
Greenhouse Gases & Climate Change	<p><u>Impact GHG-1:</u> Would produce greenhouse gas emissions that exceed 1,100 metric tons of CO₂e per year that would exceed the project-level threshold of 4.6 metric tons of CO₂e per service population annually.</p> <p><u>Conservatively Significant & Unavoidable:</u></p>	<p><u>Standard Condition of Approval:</u></p> <p>F: GHG Reduction Plan</p> <p>H: Green Building for Structures</p> <p>I: Green Building for Building & Landscape Projects</p> <p>12: Landscape Plan for New Construction & Certain Additions for Residential</p> <p>13: Landscape for Street Frontages</p> <p>15: Landscape Maintenance (residential)</p> <p>17: Landscape Requirements for Street Frontages</p> <p>18: Landscape Maintenance (new commercial)</p> <p>25: Parking & Transportation Demand Management</p> <p>36: Waste Reduction & Recycling</p> <p>46: Tree Replacement Plantings</p> <p>55: Erosion & Sedimentation Control Plan</p> <p>75: Stormwater Pollution Prevention Plan</p> <p>83: Creek Protection Plan</p>



ENVIRONMENTAL REVIEW

Significant and Unavoidable Impacts

Topic	Impact	Mitigation
Noise	<p><u>Impact NOI-5:</u> Traffic generated could substantially increase traffic noise levels in the Plan Area.</p> <p><u>Impact NOI-6:</u> Traffic generated under the Specific Plan, in combination with traffic from past, present, existing, approved, pending & reasonably foreseeable future projects, could substantially increase traffic noise levels and ambient noise levels.</p> <p><u>Impact NOI-7:</u> Stationary noise sources such as rooftop mechanical equipment & back-up generators in combination with traffic generated by the Specific Plan; & from past, present, existing, approved, pending & reasonably foreseeable future projects; could substantially increase noise levels at sensitive land uses in the Plan Area.</p> <p><u>Significant & Unavoidable</u></p>	<u>None Feasible</u>

ENVIRONMENTAL REVIEW

Significant and Unavoidable Impacts

Topic	Impact	Mitigation
Transportation & Circulation	<u>Existing Plus Project</u>	<u>Mitigation TRANS-2</u>
	2 Intersections:	<u>Mitigation TRANS-6</u>
	- <u>1 Significant & Unavoidable</u>	<u>Mitigation TRANS-10</u>
	- <u>1 Conservatively Significant & Unavoidable</u>	<u>Mitigation TRANS-12</u>
		<u>Mitigation TRANS-21</u>
	<u>2020 Plus Project</u>	<u>Mitigation TRANS-22</u>
	5 Intersections:	<u>Mitigation TRANS-24</u>
	- <u>4 Significant & Unavoidable</u>	<u>Mitigation TRANS-26</u>
	- <u>1 Conservatively Significant & Unavoidable</u>	<u>Mitigation TRANS-28</u>
		<u>Mitigation TRANS-29</u>
	2 Roadway Segment:	
	- <u>Significant & Unavoidable</u>	
	<u>2035 Plus Project</u>	
	12 Intersections:	
	- <u>11 Significant & Unavoidable</u>	
	- <u>1 Conservatively Significant & Unavoidable</u>	
	9 Roadway Segments:	
	- <u>Significant & Unavoidable</u>	

ENVIRONMENTAL REVIEW

Summary of Alternatives Table

- Environmentally Superior Alternative is Alternative 2 - The Partially Mitigated Alternative.
 - *After the No Project Alternative (#1)*
 - *Alternative 2 is considered the environmentally superior alternative as it would avoid and/or substantially reduce SU impacts*



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TABLE 5-1
SUMMARY OF ALTERNATIVES TO THE PROJECT

	Broadway Valdez Development Program	No Project Alternative 1	Partially Mitigated Alternative 2 (Including the Historic Preservation Sub-Alternative)	Maximum Theoretical Buildout Alternative 3
Residential Units	1,800	1,400	1,800	5,400
Office (sq. ft.)	700,000	120,000	300,000	2,090,000
Retail (sq. ft.)	1,100,000	140,000	150,000	1,670,000
Hotel Rooms	180	0	0	540
Non-Residential Development (sq. ft.)	1,800,000	260,000	600,000	3,760,000
Estimated Daily Trip Generation	40,301	12,908	17,293	65,953
Service Population				
Employees	4,500	650	1,210	10,400
Residents	3,230	2,500	3,230	9,690
Total	7,740	3,160	4,440	20,090
GHG Emissions				
Total Emissions (CO ₂ e)	38,116 MT/yr	<u>12,648 MT/yr</u>	<u>17,943 MT/yr</u>	77,693 MT/yr
GHG Emissions by Service Population (CO ₂ e)	4.9 MT/yr	<u>4.0 MT/yr</u>	<u>4.0 MT/yr</u>	<u>3.9 MT/yr</u>
Average Daily Construction Emissions (lb/day) (Worst Case Year)				
ROG	120 pounds per day (lb/day)	<u>72 lb/day</u>	<u>75 lb/day</u>	691 lb/day
NOx	55 lb/day	<u>40 lb/day</u>	<u>42 lb/day</u>	75 lb/day
Average Daily Operational Emissions (lb/day)				
ROG	181 pounds per day (lb/day)	<u>73 (lb/day)</u>	<u>99 (lb/day)</u>	404 (lb/day)
NOx	197 (lb/day)	<u>66 (lb/day)</u>	<u>90 (lb/day)</u>	348(lb/day)
PM ₁₀	253(lb/day)	<u>87(lb/day)</u>	<u>119 (lb/day)</u>	443(lb/day)
Maximum Annual Operational Emissions (ton/year)				
ROG	31 tons per year (ton/yr)	<u>13 ton/yr</u>	<u>17 ton/yr</u>	70 ton/yr
NOx	36 ton/yr	<u>12 ton/yr</u>	<u>16 ton/yr</u>	63 ton/yr
PM ₁₀	37 ton/yr	<u>13 ton/yr</u>	<u>17 ton/yr</u>	65 ton/yr

Bold and underlined formatted text indicates value is less than would occur with the Specific Plan.

NEXT STEPS

- **Nov. 12** - Comments Due on Draft EIR and Draft Specific Plan
- **Nov. 13** – Design Review Committee Meeting
- **Nov. 21** - Bicycle Pedestrian Advisory Board Meeting
- **Dec. 4** - Parks and Recreation Advisory Board Meeting
- **Dec. 11** - Zoning Update Committee Meeting
- **Feb. 2014** – Landmarks Board, Final Specific Plan and EIR
- **Feb. 2014** – City Planning Commission, Final Specific Plan and EIR
- **March 2014** - City Council, Adoption of Final Specific Plan and EIR



CONTACT US

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Project Contact Information / ...

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