

BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

Planning Commission
October 16, 2013



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BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

TODAY'S PRESENTATION

- *Background*
- *Overview of Planning Area*
- *The Specific Plan*
- *Regulatory and Policy Framework*
- *Design Guidelines*
- *Environmental Review*
- *Next Steps and Schedule*



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BACKGROUND

- *In 2006-2007, City commissions two retail studies - **Citywide Retail Enhancement Strategy**, and the companion **Upper Broadway Strategy***
- *The retail studies identify Oakland as the nation's largest under-served city for comparison goods*
- *Oakland loses an estimated \$1 billion in retail sales annually, and an estimated \$10 million in lost sales tax revenue annually*
- *Lost potential for 10,400 jobs*



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: Prepare Draft Specific Plan and EIR, Zoning and General Plan Amendments*



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
- 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



OBJECTIVES

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



OVERALL LAND USE CONCEPT

Overall Broadway Valdez District:

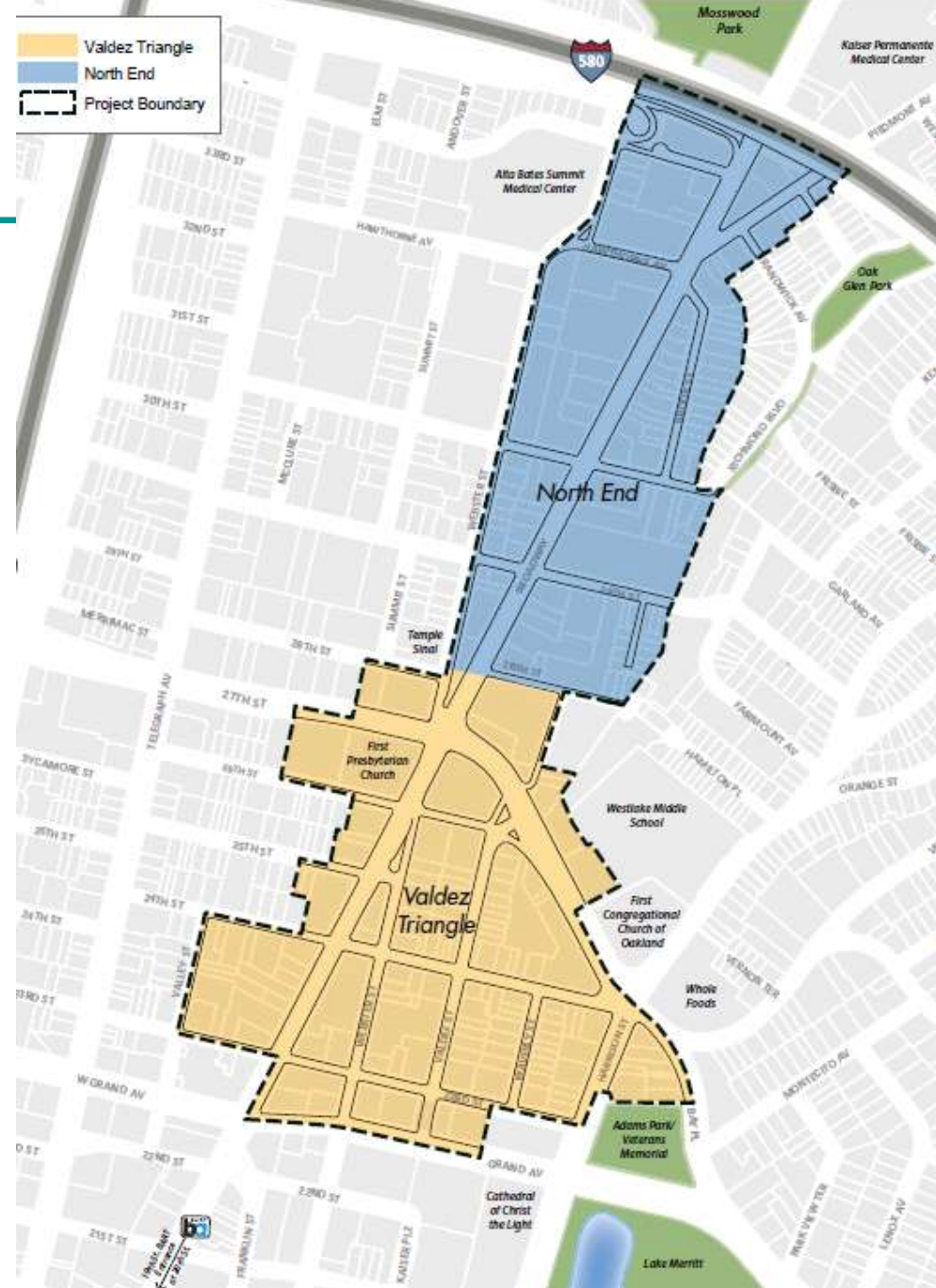
- 95.5 acres (35.1 acres right-of ways + 60.4 acres developable land)

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



BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

MAJOR ISSUES & CHALLENGES

How do we:

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



BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

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



BROADWAY VALDEZ DISTRICT SPECIFIC PLAN



DESTINATION RETAIL DISTRICT

- Housing out-prices retail development
- Within Retail Priority Sites:
 - Build minimum square footage of retail before housing is permitted
 - Housing is the bonus for building retail and helps make a project pencil out
- Auto dealerships:
 - Important tax revenue, type of retail
 - Encourage in the North End
 - Move toward urban format w/ parking offsite or non-surface storage



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RETAIL CONCEPT

- Mix of local and national retailers
- Ground-floor retail designed to activate the street
- Retail required in Retail Priority Sites with residential as a bonus
- Complementary mix of uses
- Managed parking



OVERALL LAND USE CONCEPT

Active Ground-Floor Uses



Proposed Entertainment District



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



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

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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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



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STREET DESIGN IMPROVEMENTS



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

- PLANNING COMMISSION 10-16-13



IMPLEMENTATION

- “Phased” Approach
- Build on what is already working - *food, arts, entertainment, destinations*
- Make the area safe, fun, and active



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IMPLEMENTATION: REGULATORY AND POLICY FRAMEWORK

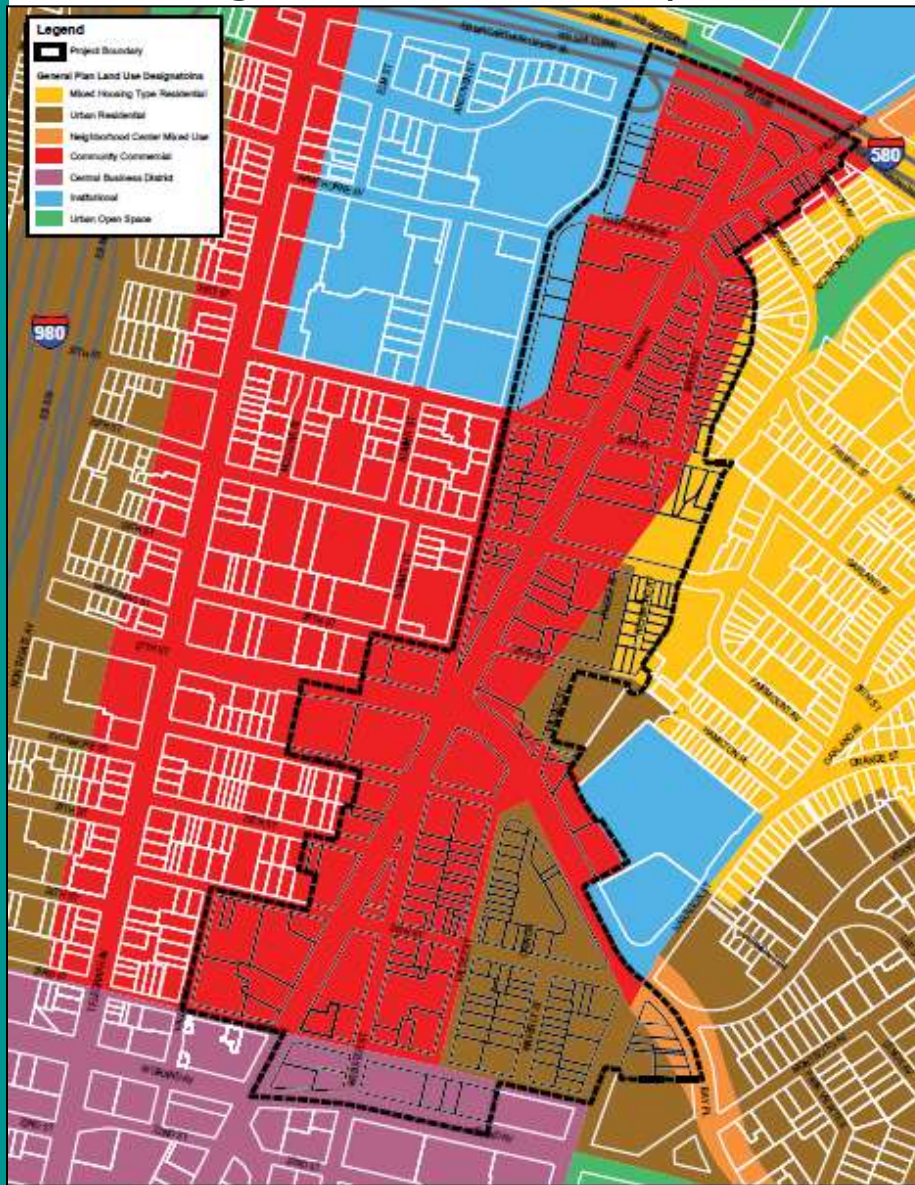
Oakland General Plan

- 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

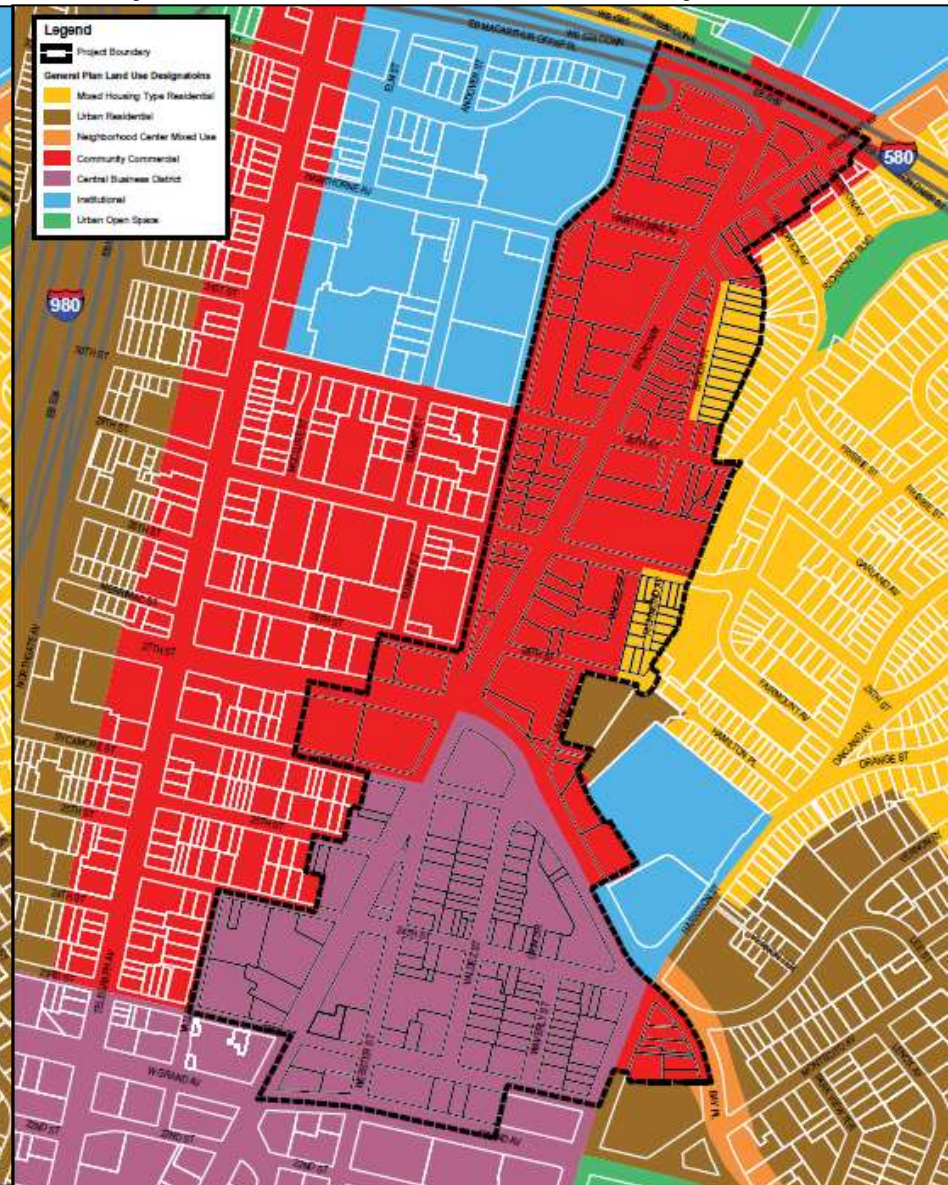


IMPLEMENTATION: REGULATORY FRAMEWORK

Existing General Plan Map



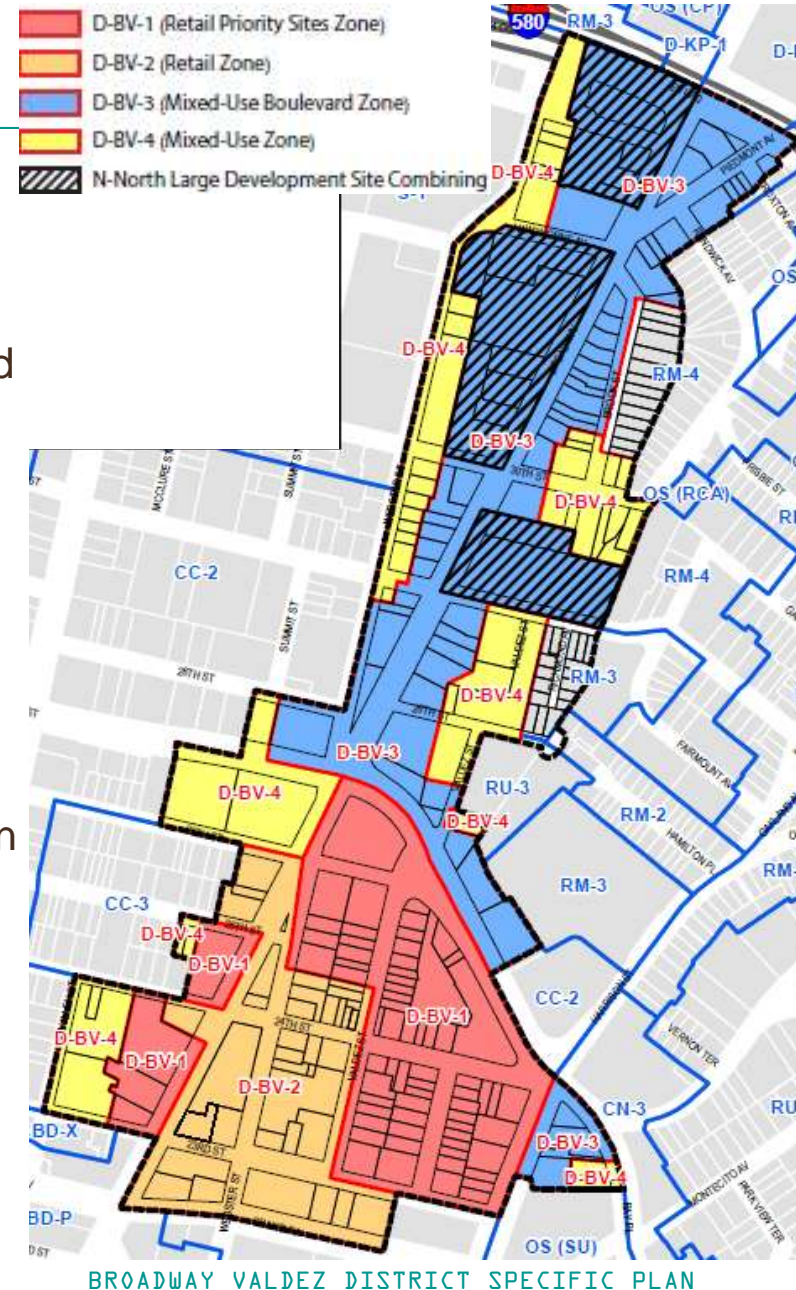
Proposed General Plan Map



IMPLEMENTATION: REGULATORY AND POLICY FRAMEWORK

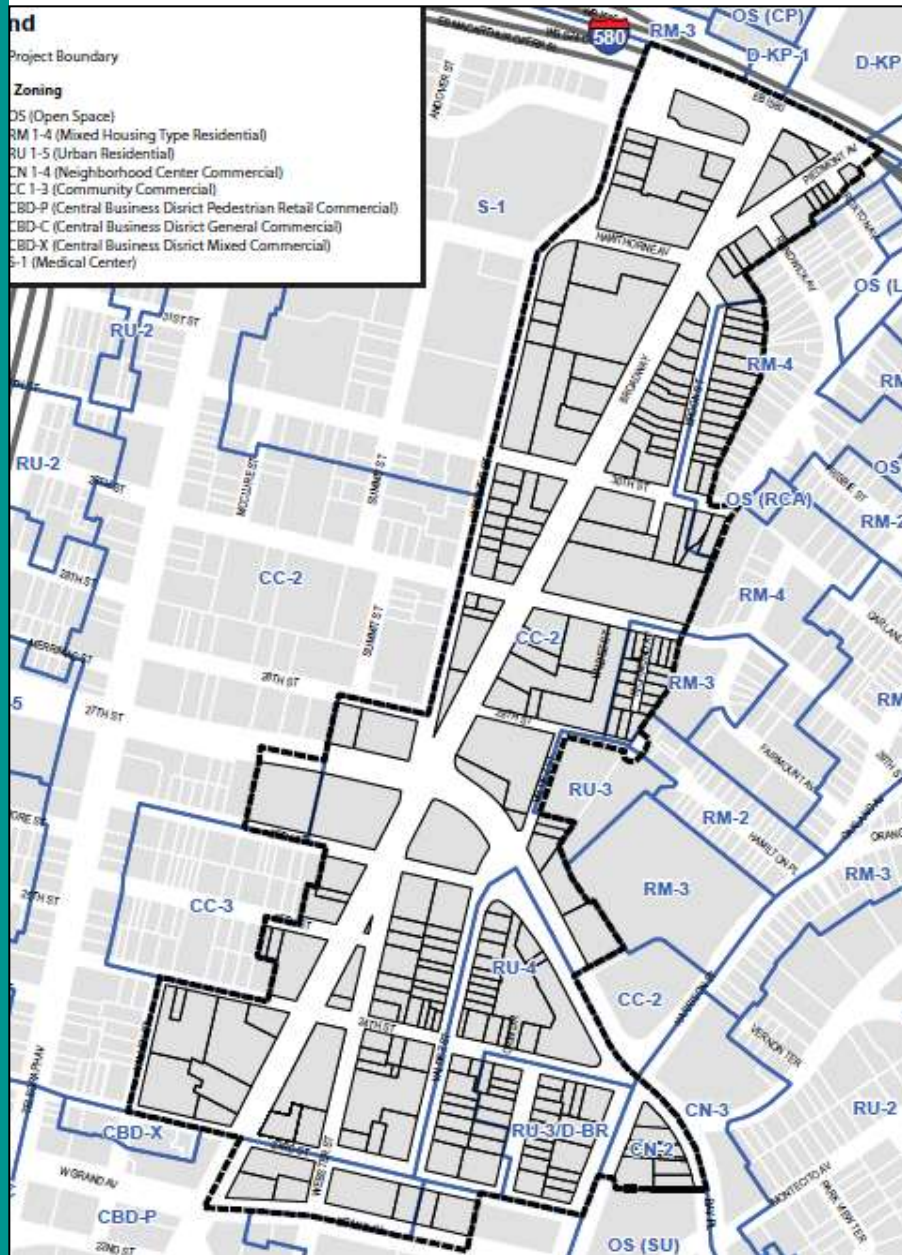
Oakland Planning Code

- 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

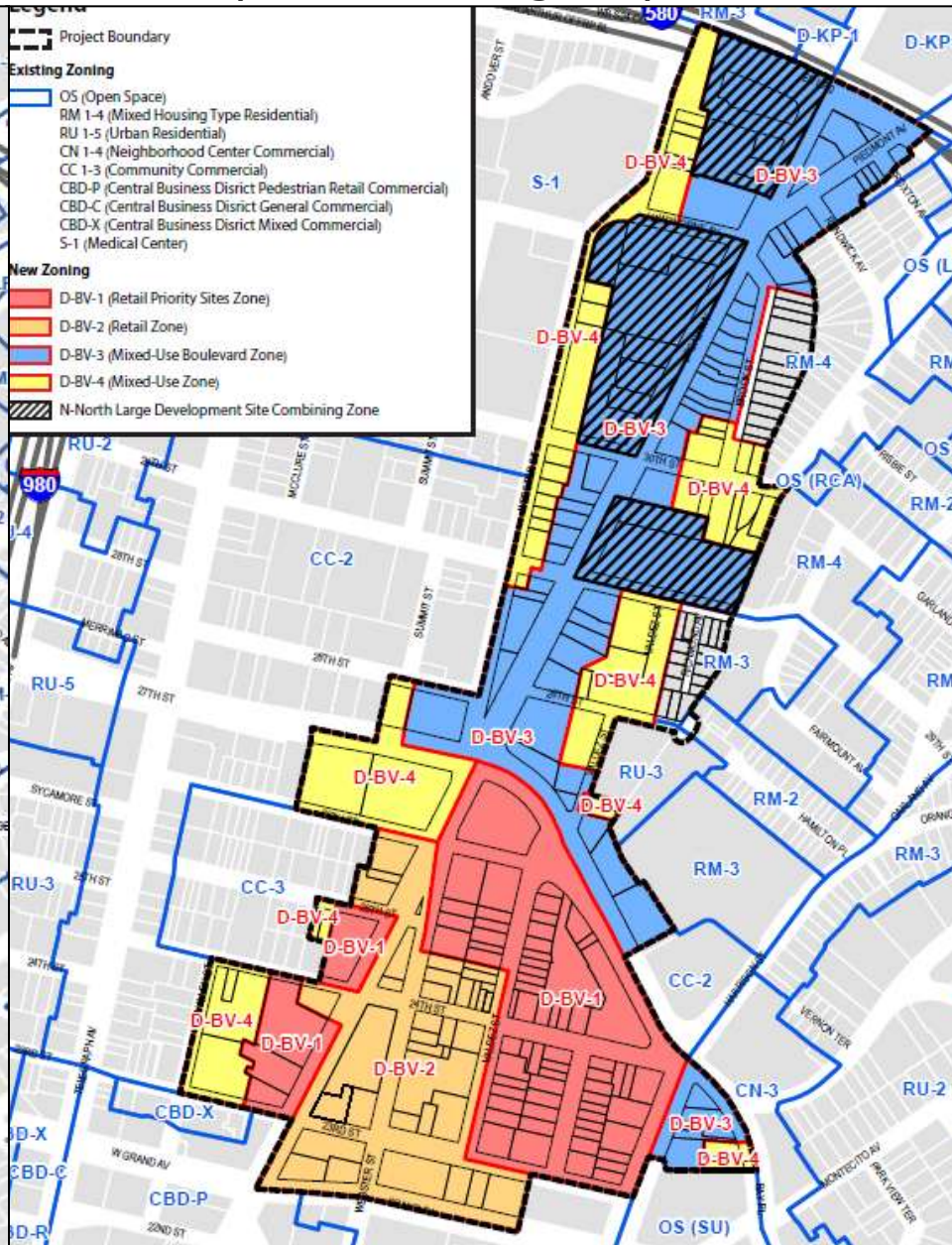


IMPLEMENTATION: NEW REGULATORY FRAMEWORK

Existing Zoning Map



Proposed Zoning Map



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



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



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
Air Quality Project & Cumulative	<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
Cultural Resources Project & Cumulative	<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 CO_{2e} per year that would exceed the project-level threshold of 4.6 metric tons of CO_{2e} 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>	<p><u>None Feasible</u></p>

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
NO _x	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)
NO _x	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
NO _x	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. 4** - Comments Due on Draft EIR and Draft Specific Plan
- **Nov. 13** - Zoning Update Committee Meeting
- **Nov. 21** - Bicycle Pedestrian Advisory Board Meeting
- **Dec. 4** - Parks and Recreation Advisory Board 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



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