

# BROADWAY VALDEZ DISTRICT SPECIFIC PLAN

Landmarks Preservation Advisory Board  
May 12, 2014



CITY OF OAKLAND

LPAB 5-12-14

# 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, 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:

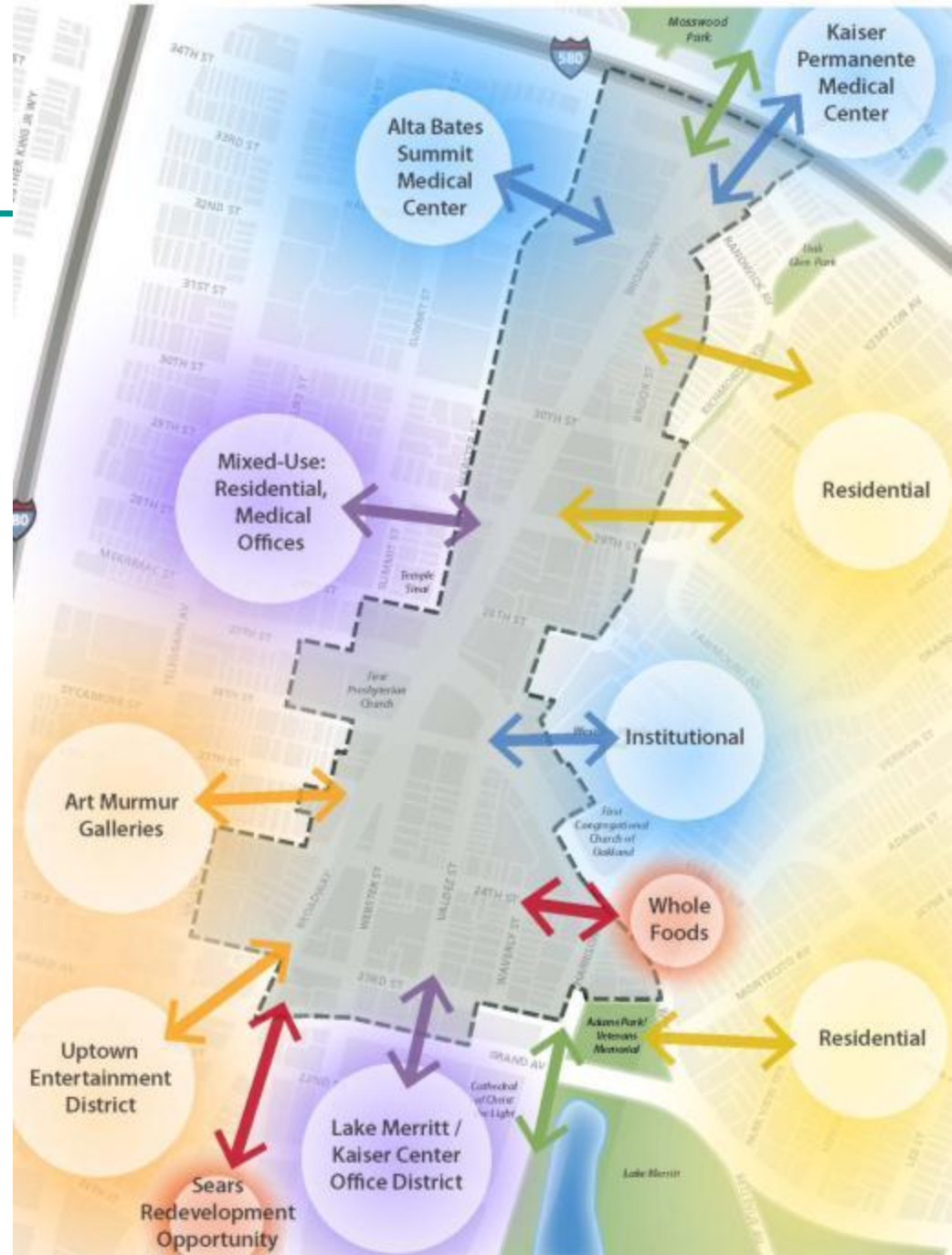
- *Jack London Square*
- *Chinatown*
- *Old Oakland*
- *Downtown*
- *Uptown*
- *Pill Hill Medical Centers*
- *Piedmont and College Avenue retail districts*
- *Upper Broadway / Pleasant Valley*





# 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



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# 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

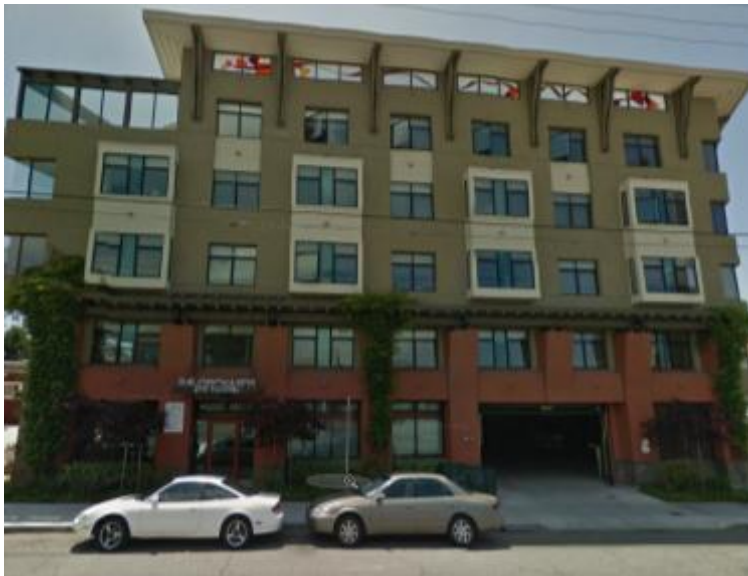




# MAJOR ISSUES & CHALLENGES

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:**

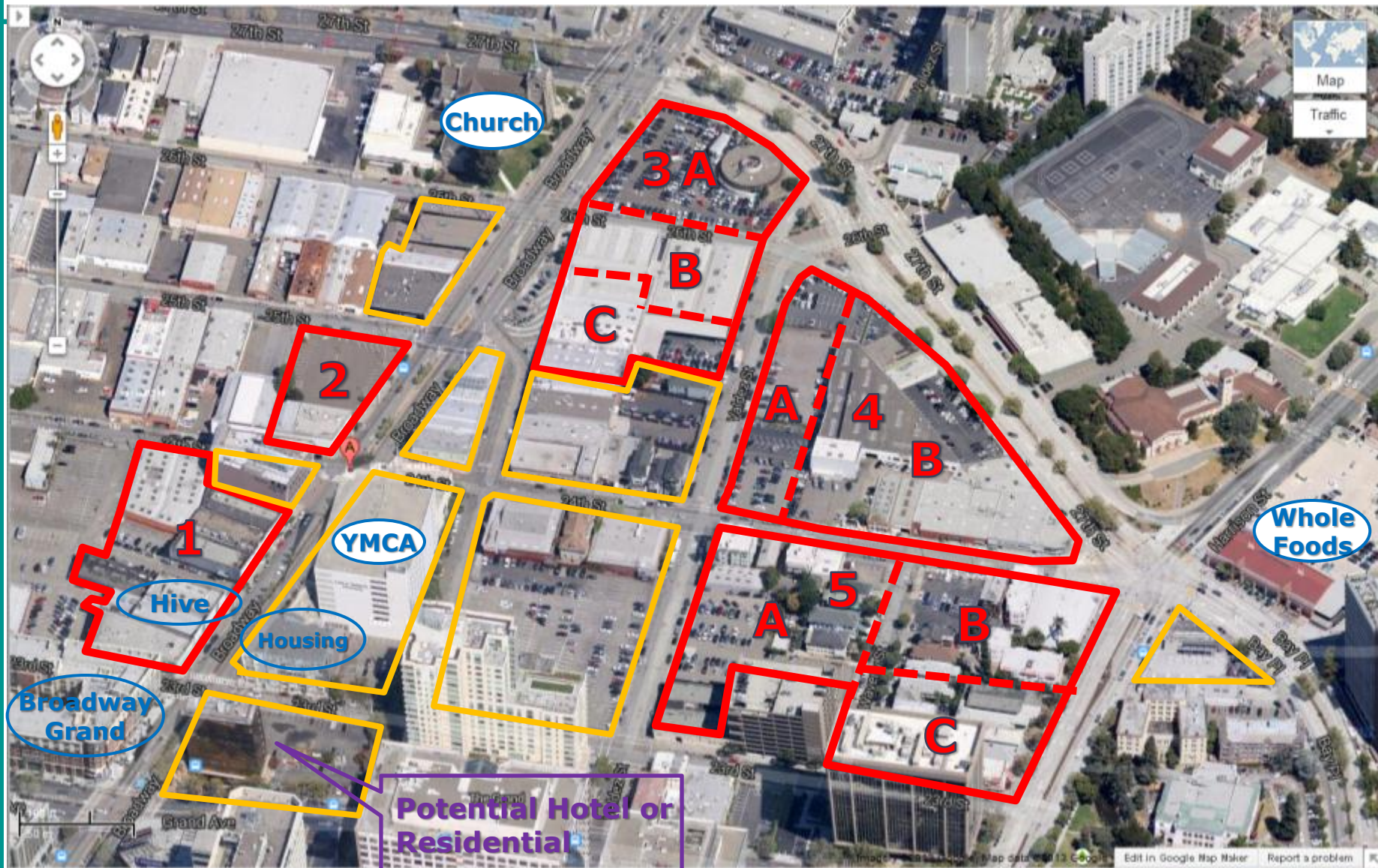
- Market studies identifying Broadway Valdez District as good site for a comparison goods-based retail district
- Need a “critical mass” of comparison goods retail
- Sites in close proximity to each other—retailers are “herd animals”
- Location at key “gateways” to the Valdez Triangle (close to other 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



# 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





# HISTORIC RESOURCES

**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





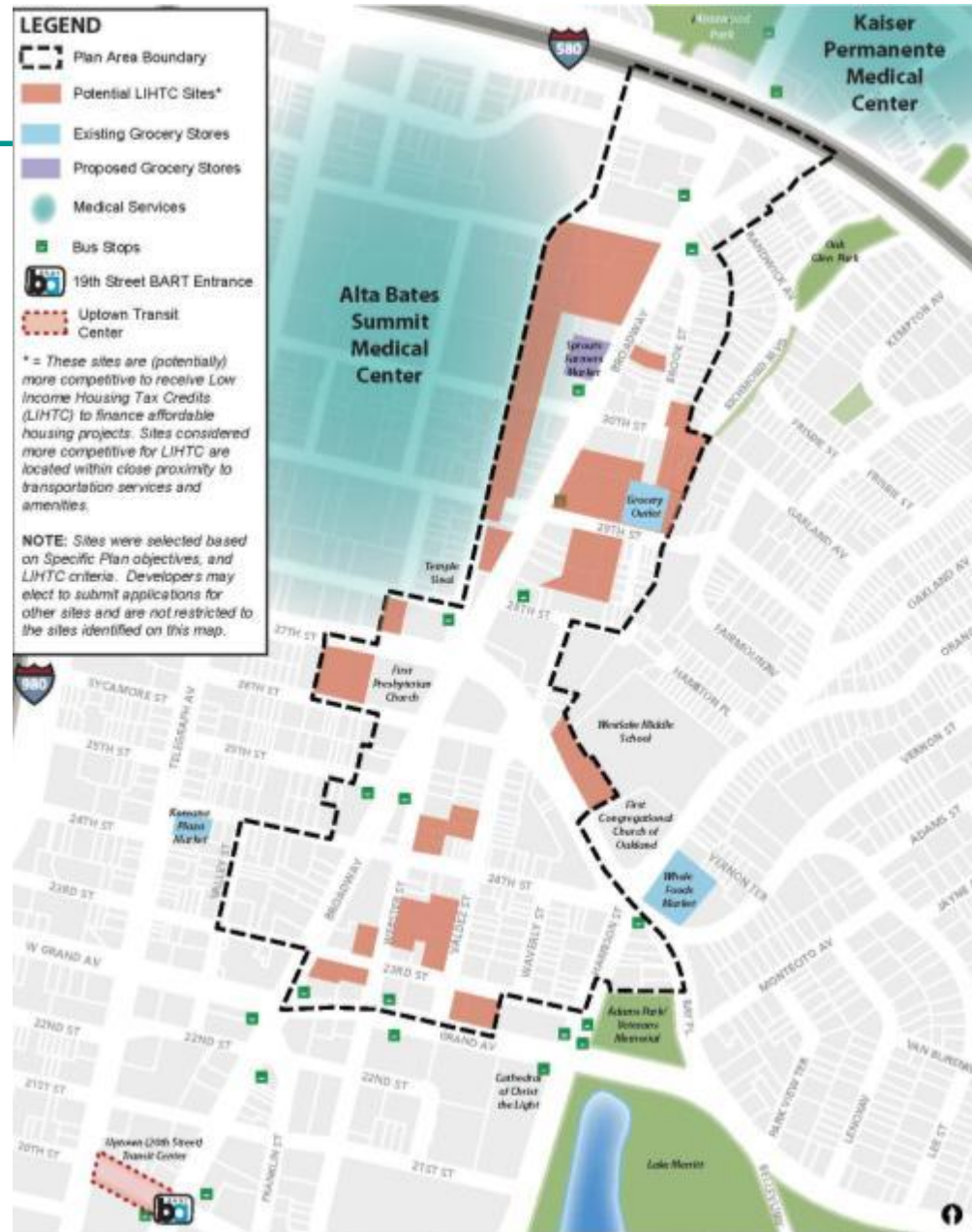
# AFFORDABLE HOUSING

**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.



# 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





# 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: 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**



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# DESIGN GUIDELINES

## Historic Resource Design Guidelines

- Reinforce the Street Wall
- Complement Existing Building Character
- Complement and Reinforce Architectural Details
- Building Form
- Adaptive Reuse
- Upper Broadway Auto Row District ASI
- Richmond Boulevard Residential District ASI
- Richmond Avenue Residential ASI
- Waverly Street Residential ASI
- 25<sup>th</sup> Street Garage District API



# 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





# 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*
    - *A Housing Overlay Zone (HOZ)*



# 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*





# 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)



# ENVIRONMENTAL REVIEW

## Seven CEQA Historic Resources within Retail Priority Areas:

Key	Historic Name
2	Pacific Kissel Kar Salesroom and Garage
12	Seventh Church of Christ Science
13	Newsom Apartments
15	Biff's II Coffee Shop
16	Dinsmore Brothers Auto Accessories Building
17	Kiel (Arthur) Auto Showroom
18	J.E. French Dodge Showroom

## One Local Register of Historic Resources within Large Opportunity Sites

Key	Historic Name
10	Connell GMC/Pontiac/Cadillac Auto Showroom





# ENVIRONMENTAL REVIEW

- ***In the City of Oakland, an historical resource under CEQA is a resource that meets any of the following criteria:***
  - 1) A resource listed in, or determined to be eligible for listing in, the California Register of Historical Resources;
  - 2) A resource included in Oakland's Local Register of historical resources (A or B Rating or Area of Primary Importance - API), unless the preponderance of evidence demonstrates that it is not historically or culturally significant;
  - 3) A resource identified as significant (e.g., rated 1-5) in a historical resource survey recorded on Department of Parks and Recreation Form 523, unless the preponderance of evidence demonstrates that it is not historically or culturally significant;
  - 4) Meets the criteria for listing on the California Register of Historical Resources; or
  - 5) A resource that is determined by the Oakland City Council to be historically or culturally significant even though it does not meet the other four criteria listed above.
- ***An Area of Secondary Importance (ASI) is not a CEQA Historic Resource pursuant to State Law and Oakland's Historic Preservation Element***

# ENVIRONMENTAL REVIEW

## Significant and Unavoidable Impacts Related to Cultural Resources

Topic	Impact	Standard Condition of Approval (SCA) / Mitigation
<b>Aesthetic, Shadow, &amp; Wind</b>  Project & Cumulative	<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>Impact AES-6:</u> Cumulative <u>Both Impacts, Conservatively Significant &amp; Unavoidable</u>	<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.
<b>Cultural Resources</b>  Project & Cumulative	<u>Impact CUL-1:</u> Could result in the physical demolition, destruction, relocation, or alteration of historical resources <u>Impact CUL-5:</u> Cumulative <u>Both Impacts, Significant &amp; Unavoidable</u>	SCA 56: 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 (and SCA 52, 53, 54 and 57)

# ACTIONS TO BE TAKEN

- **Staff recommends that the Landmarks Preservation Advisory Board:**
- *Take public testimony, close the public hearing, and provide cultural-resource related comments on the Final Environmental Impact Report (FEIR), Final Specific Plan, and associated Related Actions*
- *Comments from the Board as a whole will be relayed to the Planning Commission*





# NEXT STEPS

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- ***May 21 – City Planning Commission***
- ***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)



# NEXT STEPS

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- **The BVDSP does not propose any specific private developments**
- **Following Plan adoption, any project would need to go through the following subsequent review:**
  - *Conditional Use Permit (if it involves a Retail Priority Site)*
  - *Design Review*
  - *Review and comment by LPAB per existing regulations if it involved alteration of a historic property in the Central Business District zones or demolition or removal of a Potentially Designated Historic Property (PDHP) or Designated Historic Property*

# CONTACT US

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**City of Oakland, Planning and Building Department  
Strategic Planning Division**

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

