

Alternatives Analysis Report

Broadway/Valdez District Specific Plan Oakland, California



December 2009
DRAFT



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1 Introduction

Project Goals and Context

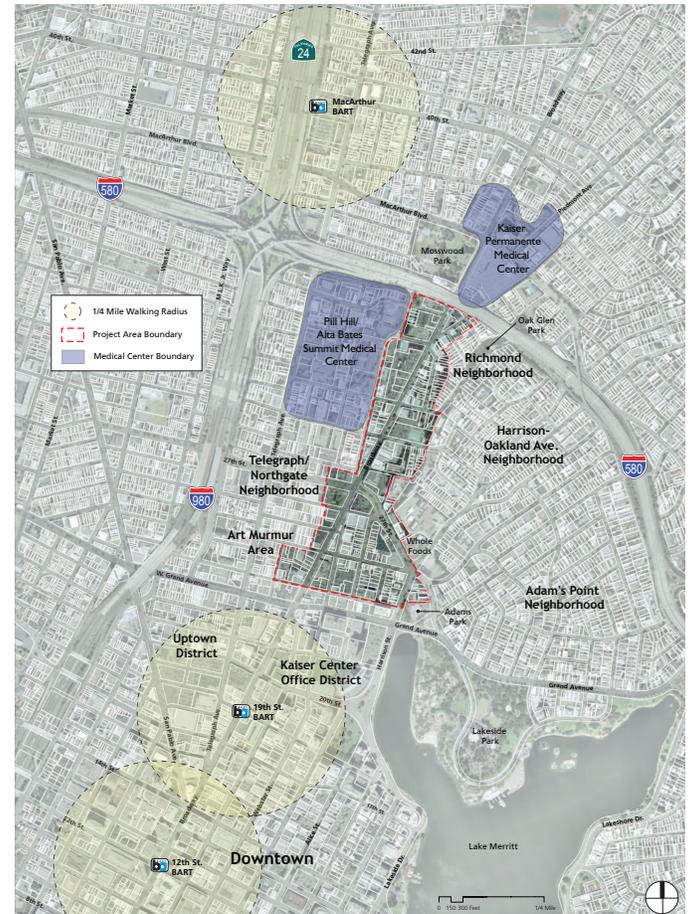
The exploration of alternative development scenarios presented in this report is the second phase in an iterative process that ultimately will lead to the preparation of a Specific Plan for the Broadway/Valdez District. The alternatives in this report have been structured to achieve multiple objectives. However, the primary objective guiding their formulation is to implement the City's objective to create a major retail district anchored by comparison goods type retail in the Project Area per the Upper Broadway Strategy (Conley, 2007).

The *Citywide Retail Enhancement Strategy* (Conley, 2006) and the companion *Upper Broadway Strategy – A Component of the Oakland Retail Enhancement Strategy* (Conley, 2007) identified the City's need to re-establish major destination retail in Oakland as a means of stemming the extreme retail leakage and associated loss of tax revenue that the City suffers annually. The reports identified the Project Area as the City's best opportunity to re-establish a retail core with the type of comparison shopping that once served Oakland and nearby communities, and that the City currently lacks. Broadway was targeted for several reasons, including:

- good freeway access,
- availability of transit service,
- proximity to a rejuvenated downtown,
- the decline in the automotive sales and repair uses that have historically occupied the area,
- the adjacency to the Kaiser and Summit/Alta Bates medical campuses, and
- Broadway's significance as the City of Oakland's historic "Main Street."

As a key implementation recommendation of the *Oakland Retail Enhancement Strategy*, the Broadway/Valdez District Specific Plan will provide a vision and redevelopment strategy for transforming the historic Auto Row section of Broadway into a major retail destination. In addition to providing for new retail opportunities, the Broadway/Valdez District Specific Plan will provide for new housing, employment, and transportation choices for Oakland residents while helping to

Local Context



minimize traffic, enhance existing neighborhoods, and protect the environment. Through the formulation and analysis of alternatives, the Specific Plan process is intended to re-confirm the appropriateness of establishing comparison goods retail in the Broadway area, determine the appropriate mix of retail and other uses, quantify the area's development potential, and identify the appropriate location and distribution of those uses.

Based on input from the City and the community, the following preliminary goals have guided the formulation of the alternatives:

- Creation of a major retail district anchored by comparison goods shopping as the City's highest priority for the Broadway/Valdez District
- Identification of a land use mix and development intensities that support redevelopment, are responsive to market realities, and enhance the economic vitality and vibrancy of the retail environment

- Creation of an economically and socially sustainable mixed use retail neighborhood/district
- Creation of an attractive, pedestrian-oriented retail neighborhood/district
- Integration of housing as a complementary use that contributes to the vitality of the future district and supports the financial feasibility of redevelopment
- Preservation and reuse of historic buildings to contribute to a distinctive identity and character for the area
- Creation of a district that is well-served by and supportive of transit
- Integration of new development in a manner that protects and enhances neighboring uses
- Promotion of new development that meets the above goals while minimizing impacts to the environment.

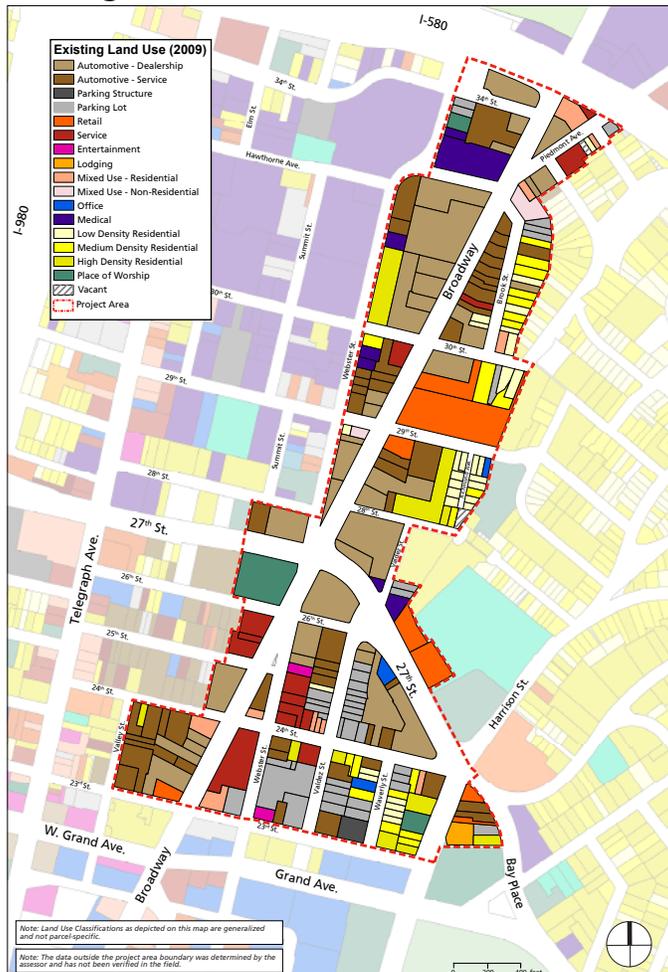
Alternatives Development

Building upon information and public input gathered during the Existing Conditions Phase, three sub-area and three composite areawide alternatives for redevelopment of the Project Area have been formulated. The draft alternatives are informed by the findings of the Existing Conditions Report, including factors such as:

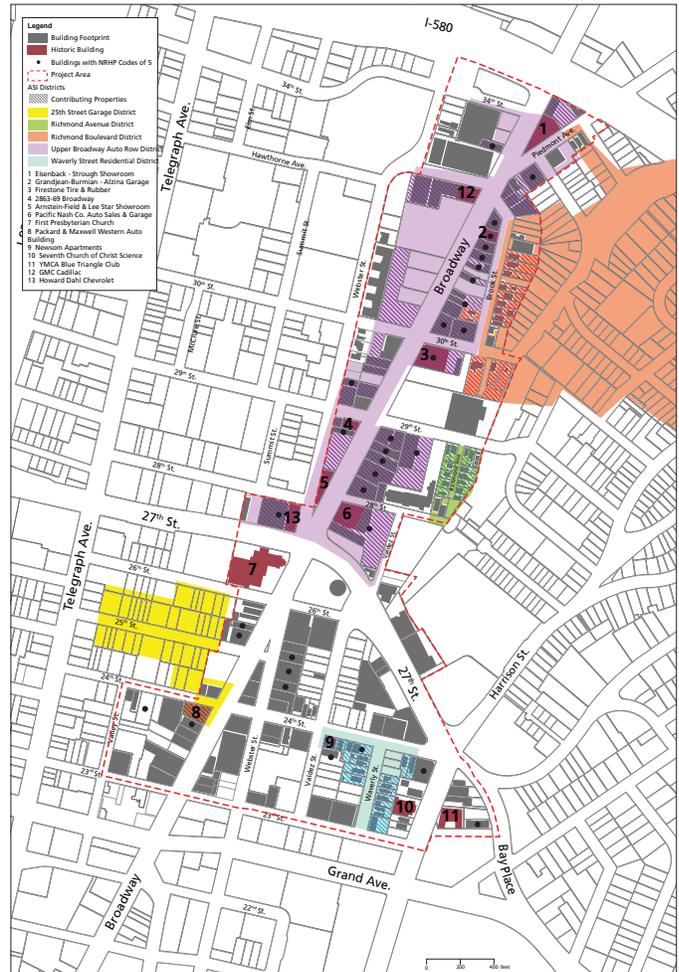
- the presence of significant historic resources;
- the highly fragmented ownership and parcelization patterns;
- the prevalence of vacant buildings and under-utilized parking and automobile sales lots; and
- the availability of transit and regional vehicular access.

They are also shaped by input from relevant City and regional agencies, stakeholders, and members of the general public.

Existing Land Use



Historic Resources Summary



The draft alternatives have been developed collaboratively amongst the consultant team with input from City staff. The purpose of the alternatives is to inform discussion on the future of the area and to understand the implications of different scenarios. Feedback on the alternatives will be solicited from the Technical Advisory Committee (TAC), the Community Stakeholder Group (CSG), and the wider community through public workshops. Based on this input, a preferred redevelopment concept for the planning area will be developed and refined.

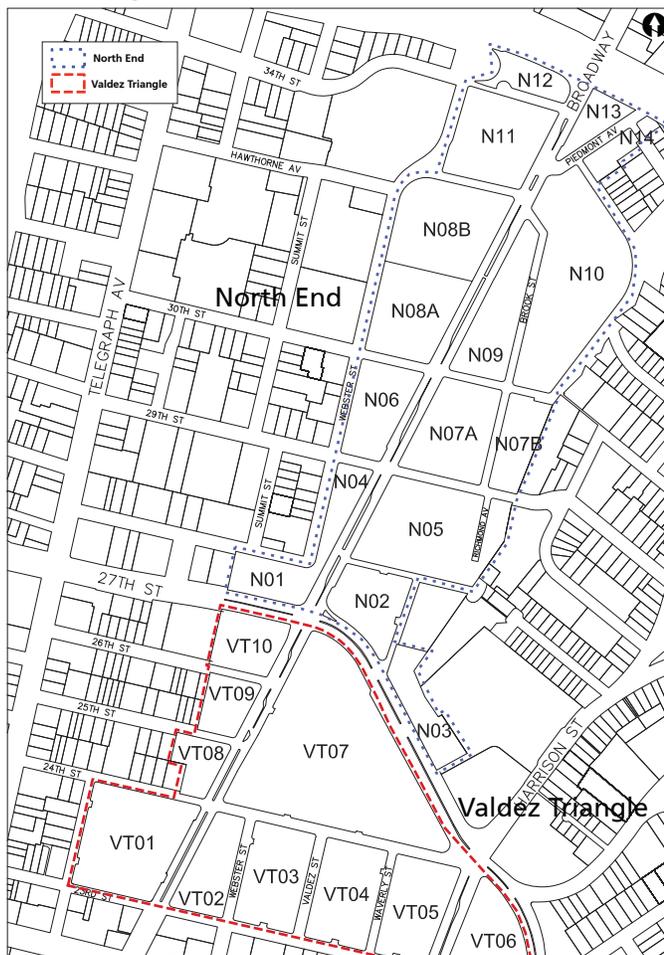
The formulation of the Broadway/Valdez District alternatives is a two-part process. The first part, presented in this document, focuses on distribution and intensity of uses necessary to establish a significant new retail district. The second part, which will follow, will focus on the design of the public realm and circulation and access strategies. Given market analyses that indicate that at least 800,000 to 1,000,000 square feet of retail needs to be introduced into

the area to establish a successful retail destination (due to the absence of any significant retail presence in downtown Oakland and the generally negative public perception of the area), the alternatives explore how that amount of retail can be introduced in a manner that is both financially feasible and functionally viable. The alternatives also explore how other uses, such as residential and office, can be compatibly integrated with the retail to complement the retail activity and enhance the character, quality, and vibrancy of the future neighborhood.

Given the long, linear nature of the project area and the desire to establish pedestrian-oriented retail development, it is assumed that the Project Area will not develop as a single district with a single center, but is more likely to have at least two centers of activity, one south of 27th Street (Valdez Triangle) and one north of 27th Street (North End). As a result, separate alternatives have been developed for the Valdez Triangle and for the North End of Broadway. Generally the scenarios for the north and south ends of the project area can be considered independently of each other, but have been paired to create alternatives that provide comprehensive scenarios with slightly different land use/development emphasis.

Based on a number of factors, including the size and configuration of the area, its adjacency to the burgeoning Uptown District, and its accessibility from transit and regional routes, the market feasibility analysis identified the Valdez Triangle as the area with the best potential for establishing a concentration of destination retail. As a result, the alternatives explore major redevelopment of the Valdez Triangle to create such a retail district. At the north end of planning area, the alternatives explore a couple key concepts, including how to: take advantage of a couple larger sites to create a focus of activity that will counteract the linearity of the corridor; complement the concentration of health care uses on Pill Hill; and incorporate and reuse historic building stock to maintain a distinct character for the area.

Block Key



Report Content and Organization

This *Alternatives Analysis Report* presents the preliminary conceptual development alternatives formulated for the Broadway/Valdez District and provides a summary evaluation of the scenarios according to their implications for land use and urban design, market feasibility, transportation/circulation, and infrastructure. The report discusses the alternatives' relative merits and implementation challenges in achieving the project goals and objectives.

This *Alternatives Analysis Report* is a working document for use in the formulation of the preferred concept. The conceptual alternatives presented herein are preliminary concepts that are intended to inform discussion of a preferred direction, and are not final recommendations. Considerable discussion and additional development and refinement of the concepts will be needed to identify a preferred direction for the Specific Plan.

This *Alternatives Analysis Report* is organized into the following chapters:

1. Introduction
2. Conceptual Development Alternatives
3. Land Use and Urban Design
4. Market Feasibility
5. Transportation
6. Infrastructure
7. Summary of Findings

Chapter 2 describes each of the alternatives and their basic characteristics with respect to the development program, land use mix, circulation changes, parking strategy, open space features, and historic resources. Chapter 3 discusses the possible land use and urban design implications of each redevelopment alternative. Chapters 4-6 summarize the technical analyses conducted by the consultant team. Chapter 7 provides a brief summary of findings and conclusions.

2

Conceptual Development Alternatives

Introduction

This chapter presents a series of conceptual redevelopment scenarios for the Broadway/Valdez District. The alternative scenarios are presented first by subarea, and then as areawide scenarios. The two project subareas include the area referred to as the Valdez Triangle, which consists of the project area south of 27th Street, and the North End, which includes the project area north of 27th Street (see map).

Alternatives Development Program

The starting point in the formulation of these alternatives was “Alternative I” from the Upper Broadway Strategy Report prepared by Conley Consulting Group (2007, page 26-27, Figure 3), which was endorsed by the Oakland City Council as the preferred redevelopment direction to be pursued in the Project Area. This Alternative, which is characterized as “Urban Mixed Use with Major Retail,” calls for the development of comparison goods retail in a lifestyle or regional retail center format as the primary use in the Project Area, with residential uses on the upper floors. The scenario calls for approximately 1,000,000 square feet of retail, 1,760 residential units, and 8,400 parking spaces. The retail program includes up to four large-floorplate (50,000 square feet or more) anchor stores in a multi-story format, numerous minor anchors (floorplates from 10,000 to 50,000 square feet), a complement of smaller stores, and convenient parking.

Subsequent analysis as part of the Specific Plan process further developed and refined this direction, suggesting that the Valdez Triangle area south of 27th Street offered the best opportunity for establishing such a lifestyle retail district (“Lifestyle” retail has a variety of definitions, but typically occurs in an open air or street-oriented environment, includes a mix of food and entertainment uses with retail, and emphasizes the social aspects of shopping.). The area has the size (20+ acres) to accommodate major anchor stores and the complement of mid-size and minor anchors and smaller

retailers necessary to support them. It provides a multi-block area with a system of streets that can support walkable, street-oriented retail. The area is easily accessible by transit and regional freeways and is adjacent to the Downtown and established neighborhoods. The market analysis also suggests that a million square feet of retail will be needed just in the Valdez Triangle (compared to a million square feet for the entire area) in order to provide the critical mass necessary to establish a successful retail district, given the absence of a strong retail base in the Downtown. The recommended composition of that million square feet of retail would include 700,000 to 800,000 square feet of comparison goods retailers and 200,000 to 300,000 square feet of complementary entertainment and dining, arts/culture, and convenience type uses. Ideally, the Valdez District will include a mix of national and local retailers and at least two department stores (or similar anchors) to attract shoppers.

While the Valdez Triangle is identified as the best opportunity for establishing a lifestyle retail district, the North End is also envisioned as a future retail destination that can supplement the Valdez district and expand and diversify shopping opportunities in Oakland. The more linear nature of the North End, the small and irregular configuration of parcels, and the presence of numerous historic buildings suggest a smaller, lower intensity retail presence (450,000 to 650,000 s.f. range) than in the Valdez District and one that emphasizes reuse of existing buildings to preserve a sense of local character and authenticity. The two or three larger sites located near the center of the district provide opportunities for larger format retailers that can provide a retail focus and catalyst for the corridor. If the focus of the Valdez district is on the middle- and upper-middle income market, the North End offers opportunities for local tenants and some value-oriented and convenience retail and services.

Characteristics of A Successful Retail Destination

In addition to the type and amount of retail, the market analysis identified a number of other characteristics that will be important to developing the Valdez Triangle and North End as successful retail destinations, including:

- A unique, Oakland-based “place”
- Authentic, street-oriented development
- A pedestrian-oriented environment
- High-quality architecture
- Safe and attractive of public spaces
- Vibrant, active sidewalks and public areas
- Solar access to shopping streets and public areas
- A complementary mix of uses that supports around-the-clock activity
- A core of comparison shopping-type retail is a priority
- A critical mass of retail and complementary commercial uses that establishes the area as an attractive and competitive destination
- Major retail that is developed and managed as a unit (given the interdependence of anchors and smaller retailers, it is unlikely that a comparison shopping retail district can happen incrementally)
- A mix of uses and development intensity that creates high enough value to offset high land costs—benefits best captured on an areawide (rather than parcel by parcel) basis
- Public sector participation to assist in implementation of a project of such complexity and public value

Conceptual Alternatives

The following alternatives were developed to explore how to best achieve the objectives set forth in the Upper Broadway Retail Strategy, including:

- The type, density, and distribution of uses and building necessary to achieve the development program;
- Areas appropriate for locating major retail anchors and the distribution of mid-size and minor anchors and smaller retailers that will support them;
- Techniques for mixing/integrating new residential uses with new retail uses;
- Distribution of parking and the size and character of necessary structures;

- Strategies for preserving/re-using historic structures; and
- Locations for new public spaces that enhance and activate the new retail district.

At this point, the alternatives illustrate general land use and development patterns. While specific locations and configurations of major and minor retail anchors and smaller retailers are shown, the alternatives are not detailed designs, and are not intended to suggest specific uses or building designs. The intent is to illustrate the area’s development capacity and how a standard mix of retail components might be configured to create a successful district. Retail development tends to follow well-tested formulas regarding their size, tenant mix, and physical organization, so the alternatives have been developed to show how the traditional retail development concerns can be addressed in the Project Area. This is not to say that the project area must build out in exactly this manner. Retailing is being greatly affected by changes in our economy and technological innovations such as the internet. With on-line sales increasing annually, the number of viable department stores shrinking, and shopping patterns shifting, it is difficult to predict the future of traditional “brick and mortar” retail. Thus, while the current alternatives have been structured around the presence of major anchor stores, the ultimate development may have a different structure and organization. It is assumed that the Specific Plan will need to build in flexibility to ensure that the project area can respond to changes in the retail market as long as it does not compromise the City’s vision for establishing comparison shopping retail district.

The alternative concepts will be further advanced during the subsequent task, preparation of the Access Plan and Public Realm Design Standards and Guidelines, to address the quality and character of the development, including:

- Enhancements to the transit, bicycle, and pedestrian systems to create “complete” streets;
- Special treatments for landmark sites, gateways, and important connections and corridors; and
- The form and character of open space and park elements.

The following alternatives discussion is organized first by subarea and then for the overall area. Three alternatives are presented for the Valdez Triangle (V1, V2, and V3) and the North End (N1, N2, and N3). An overview of the major elements is provided for each alternative, including Land Use, Historic Resources, Circulation Changes, and Parking. Following the discussion of the subarea alternatives, the three alternatives for each subarea (V1 and N1, V2 and N2, V3 and N3) are combined to create three composite alternatives that illustrate potential cumulative development programs for the entire Project Area.

Retail Nomenclature

The alternatives discussion includes a number of retail terms that are helpful to understand when reviewing the scenarios. Primary among these is the basic concept of a “lifestyle” retail center/district. For purposes of the Broadway/Valdez Specific Plan a lifestyle district refers to the creation of a mixed-used commercial development that combines traditional retail functions with food and entertainment uses and emphasizes the social aspects of shopping. The lifestyle district is a street-oriented, open-air environment with leisure amenities that encourage shoppers to sit and relax, rather than just shopping and leaving. Thus, more emphasis is placed on the character and quality of the design of streetscapes, public spaces, and buildings.

Three categories of retail tenant are discussed as components of the retail district: “major retail”, “minor retail”, and “other retail”. These designations refer primarily to the size of a retailer (see adjoining table for the size parameters for each category and examples of retailers in each category). 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 and malls. Major anchor stores are typically located as far from each other as possible within a district to create a shopping environment that maximizes the amount of exposure for other stores when shoppers walk from one anchor to another. Minor 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.

Historic Resources

The Project Area has a number of older buildings that contribute to the character of the area (refer to the Broadway/Valdez District Specific Plan Historic Resources Inventory Report, July 2009, for complete discussion). The alternatives consider preservation of as much of the historic building fabric as possible a real asset for future development. For this reason, the alternatives assessment identifies the number and type of historic buildings that might be affected by each alternative. For purposes of the alternatives analysis, three types of historic building resources are discussed:

- Historic Buildings—those buildings that have been designated as local historic resources under the City of Oakland Historic Preservation Element
- Code 5 Buildings—those buildings that have the potential to be designated as local historic resources but require further evaluation and documentation
- Contributing Structures—those buildings that are not considered historic structures but contribute to the overall character of an Area of Secondary Importance, which is considered a district of local interest but not a historic resource.

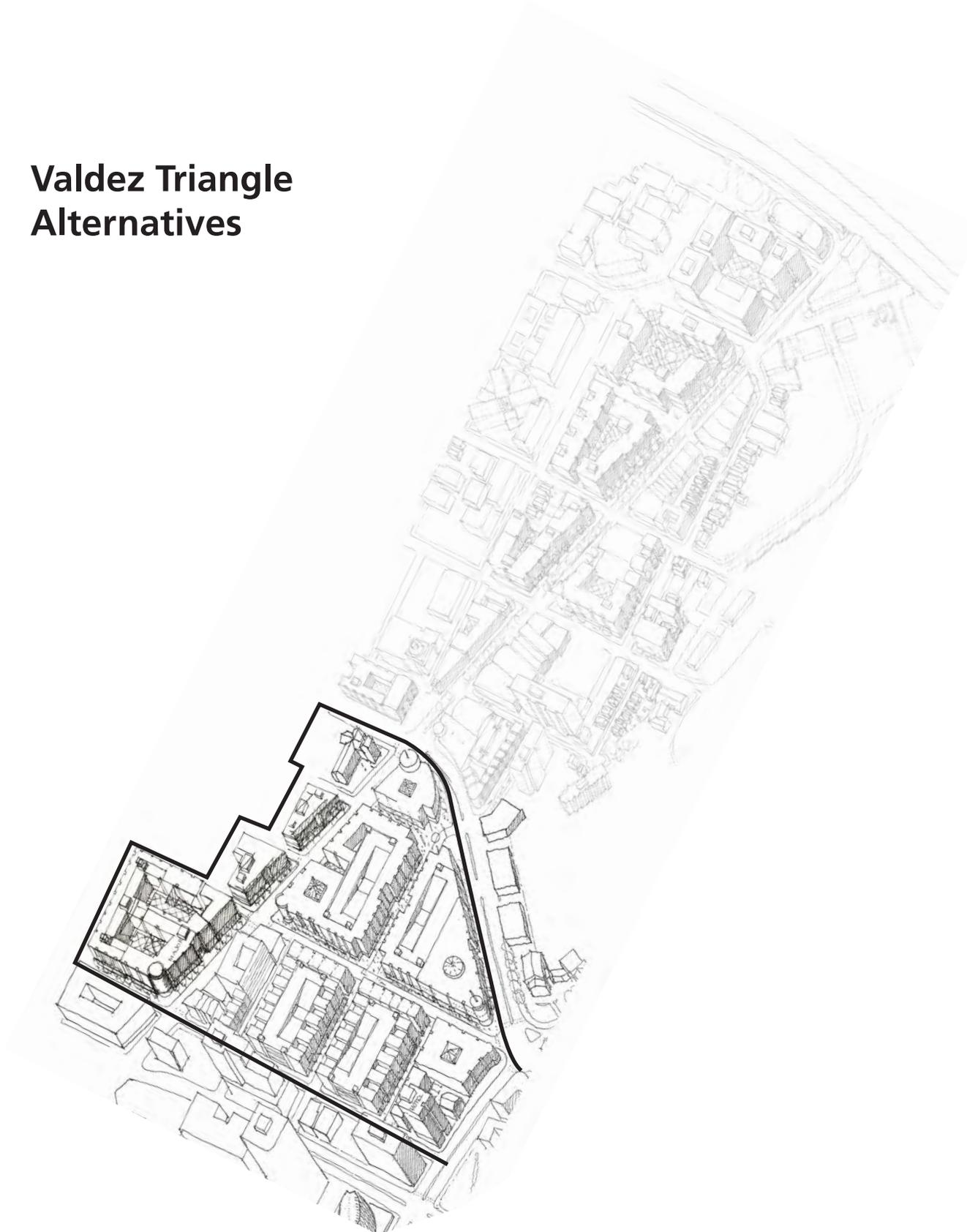
A range of potential strategies exist for addressing historic resources, including preservation, modification, relocation, and demolition. In some instances, the alternatives suggest which strategy is most likely, but at this stage in the planning process it is premature to attempt to be definitive about what the appropriate action might be.

Retail Nomenclature By Size of Space

Category	Size	Examples of Comparison Retailers
Major Retail/Anchor	75,000+ sf	Nordstrom, Macy's, Target, Kohl's, McCaulou's
Minor Retail/Anchors	10,000-75,000 sf	
Mid-size	30,000-75,000 sf	Crate & Barrel, Barnes & Noble, Borders, Best Buy, Bed Bath & Beyond, REI, TJ Maxx, Ross, Sports Authority
Minor	10,000-30,000 sf	Gap, Banana Republic, Old Navy, Anthropologie, Container Store, Urban Outfitters, Patagonia, Apple, Sony, Loehmann's, 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/small shops	<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

- Notes:
- Retail space identified for the Alternatives is presented for the three categories listed above in bold type. Space identified for Other Retail can include a mix of mid-size and minor anchors.
 - Food and dining tenants will fall in the two smaller size categories above (minor anchors and other retail).
 - Retail clusters/themes of smaller shops and minor anchors can serve as a mid-size or even major anchor.

Valdez Triangle Alternatives



Illustrative Drawing - Alternative 1

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Valdez Triangle - Alternative V1



V1

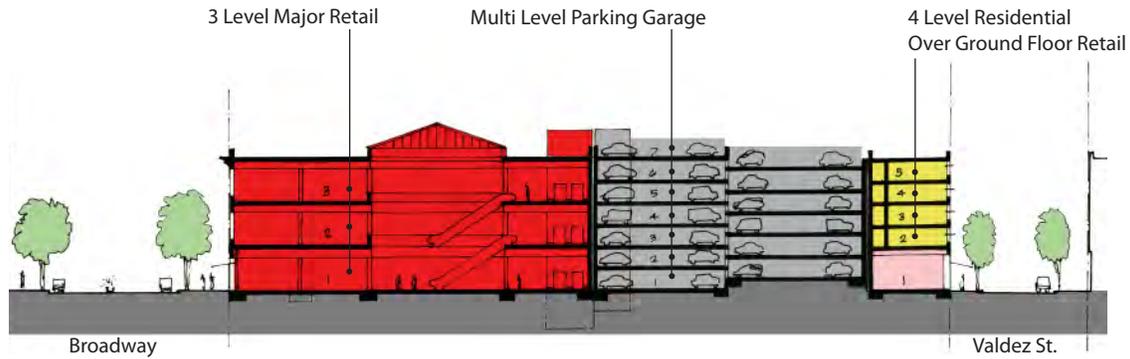
Axonometric - Alternative V1



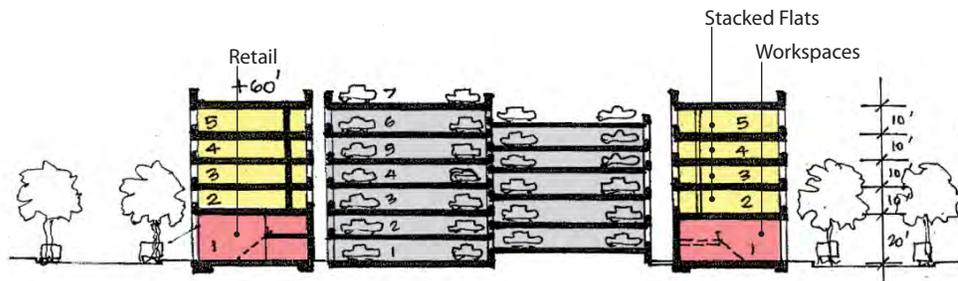
Ground Floor Plan - Alternative V1



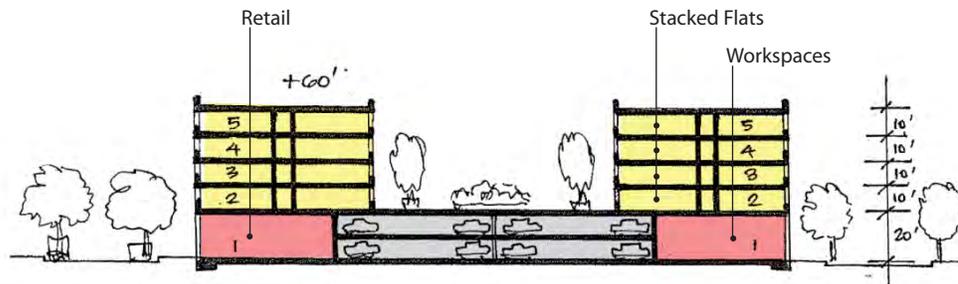
Typical Sections - Valdez Triangle



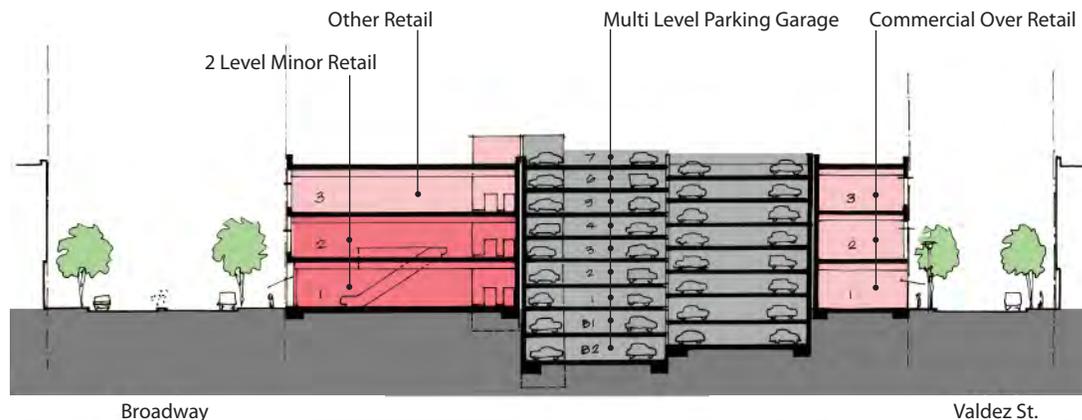
Major Anchor and Mixed Use Building with Mid-Block Garage



Residential over Small Retail w/ Mid-Block Parking Garage



Residential over Small Retail w/ Courtyard Over Parking Podium

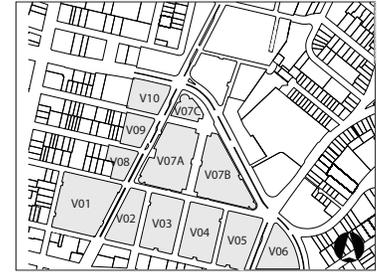


Other Commercial over Minor Anchor and Small Retail



Redevelopment Potential - Alternative V1

Block	Height ⁽¹⁾	# of Stories		Retail (SF)				Office (SF)	Residential (DU)	Hotel (SF)
		Retail	Total	Major Retail	Minor Retail	Other Retail	Total			
V01	60'	1	5			24,000	24,000		255	
V02	60'	1	5			7,000	7,000		12	
V03	60'	1	5			43,000	43,000		120	
V04	60'	1	5			43,000	43,000		120	
V05	40'/180	2	12		75,000	10,000	85,000		24	120,000
V06							0			
V07A	60'	1-3	5	100,000		60,000	160,000		140	
V07B	60'	1-3	5	160,000		31,000	191,000		92	
V07C	40'	2	5		60,000		60,000			
V08	40'	2	2		60,000		60,000			
V09	40'	2	2		44,000		44,000			
V10							0			
Total				260,000	239,000	218,000	717,000	0	763	120,000



Block Number Keymap

Parking - Alternative V1

Block	Parking (Spaces)							Parking Types			
	Req'd for Retail ⁽²⁾	Req'd for Office ⁽³⁾	Req'd for Resid. ⁽⁴⁾	Req'd for Hotel ⁽⁵⁾	Total Required	Total Provided	Difference	Above Ground (spaces / levels)		Below Ground (spaces / levels)	
V01	96	0	255	0	351	440	89	220	1	220	1
V02	28	0	12	0	40	0	-40		5		
V03	172	0	120	0	292	800	508	800			
V04	172	0	120	0	292	800	508	800			
V05	340	0	24	200	564	0	-564				
V06	0	0	0	0	0	0	0				
V07A	640	0	140	0	780	800	20	800	6		
V07B	764	0	92	0	856	700	-156	700	6		
V07C	240	0	0	0	240	0	-240				
V08	240	0	0	0	240	0	-240				
V09	176	0	0	0	176	0	-176				
V10	0	0	0	0	0	0	0				
Total	2,868	0	763	200	3,831	3,540	-291	3,320		220	

NOTES

* Estimated Numbers are an order of magnitude calculation for the purpose of comparing alternatives.

They are not intended for detailed calculation.

(1) All Heights are approximate

(2) 4 Spaces per 1,000 s.f. for Retail/Commercial

(3) 3 Spaces per 1,000 s.f. for Office

(4) 1 Space per Dwelling Unit

(5) Hotel Parking Ratio : 0.75 Space per Room

Overview - Alternative V1

Concept

The key concept guiding Alternative #V1 is the creation of a strong retail core for the district in the triangle of land bounded by Broadway, 24th, and 27th Streets. While retail is distributed broadly to activate the entire Triangle area, anchor stores are located at each corner of the triangle bounded by Broadway, 24th Street, and 27th Street to help define and announce the district. Smaller shops fill the ground floor areas between the anchors and along all the area's street frontages, providing active retail façades throughout the Triangle. A mid-rise hotel is located in the southeast corner of the district to take advantage of lake views.

Along the south edge of this core, 24th Street would form a pedestrian-oriented east/west retail spine linking Broadway and Harrison Street, and Valdez Street would form a pedestrian-oriented north/south retail spine linking Grand Avenue and the Uptown District to 27th Street. Major plazas are located on Valdez Street at 24th Street and at 27th Street, and serve as key gateways into the heart of the retail district. 26th Street between Broadway and Valdez Street is converted into a pedestrian promenade that connects Broadway to the northernmost plaza.

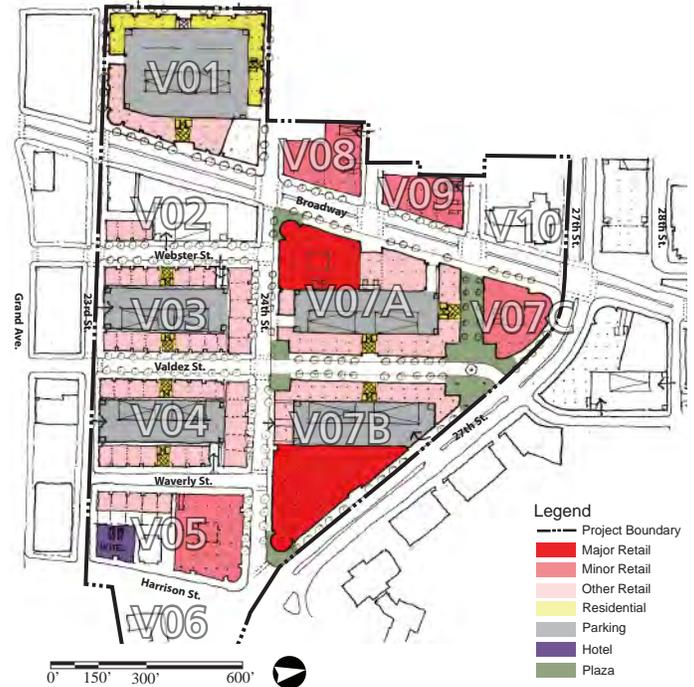
In order to accommodate the proposed retail development, Alternative #V1 assumes almost complete redevelopment of the Valdez Triangle area, with only a few existing buildings (e.g., Presbyterian Church, Seventh Church of Christ Scientist, Western Auto Building, YMCA, etc.) preserved. One designated historic building (Newsom Apartments) and several contributing structures (e.g., Biffs) would be removed to accommodate new development.

The development program assumes that all new development will provide ground-level retail or complementary commercial uses. Building heights are five stories or less. The majority of the buildings are four to five stories (i.e., up to 70 feet) tall with above grade parking structures located internal to the blocks. Except for two locations along 23rd Street, the parking structures are wrapped with retail and residential uses so that they are not visible from public streets. The major and minor retail anchors are assumed to be single use buildings (i.e., not mixed use buildings), with the major anchors assumed to be 3

Axonometric - Alternative V1



Ground Floor Plan - Alternative V1



stories tall and the minor anchors assumed to be 2 stories. All other buildings are assumed to have upper floor uses. These upper floor uses are assumed to be primarily residential to help activate the area, address probable market strengths, and limit parking demand, but upper floor retail and office are options if determined to be viable.

Land Use

Retail

Alternative #V1 proposes the following retail program:

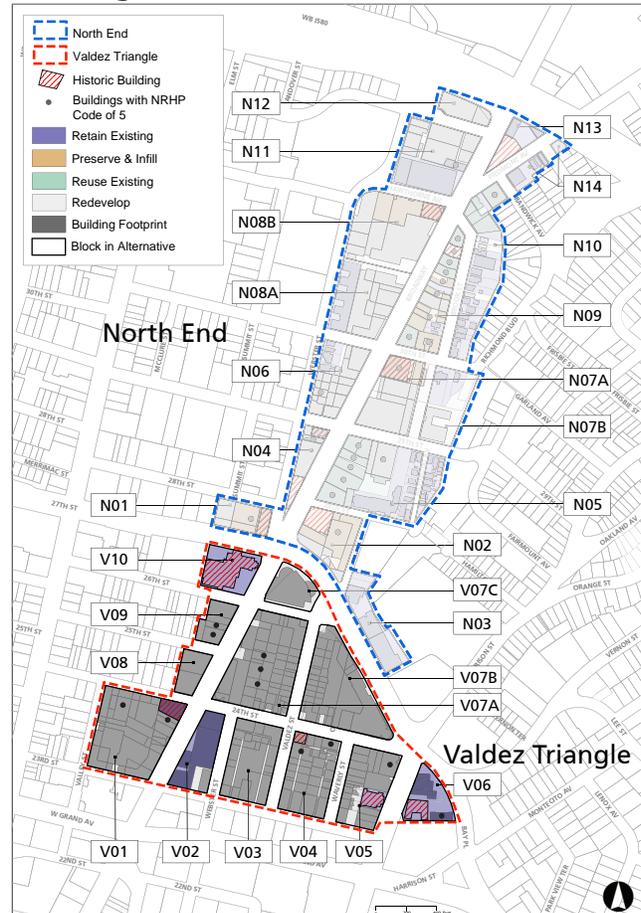
- Pedestrian-oriented retail spine along 24th Street with major anchors at either end
- Two (2) sites for major anchors:
 - Broadway/24th Street (northeast quadrant)
 - 24th & 27th Street (northwest quadrant)
- Four (4) sites for minor anchors (potential for multiple anchors/site):
 - West side of Broadway between 24th and 25th Streets
 - West side of Broadway between 25th and 26th Streets
 - Broadway & 27th Street (southeast quadrant)
 - 24th & Harrison Streets (southwest quadrant)
- Other ground floor retail along:
 - West side of Broadway between 23rd & 24th Streets
 - East side of Broadway between 25th & 26th Streets
 - 24th Street (both sides) between Webster and Waverly Streets
 - 26th Street Between Broadway and Valdez
 - Valdez Street between 23rd & 27th Streets
 - Waverly Street between 23rd & 24th Streets
 - Webster Street between 23rd & 24th Streets
- Mid-rise hotel in northwest quadrant of 23rd and Harrison Streets

Residential

Alternative #V1 proposes residential uses in the following locations:

- The Broadway/Grand Phase II site for residential (including ground floor units along 23rd, 24th, and Valley Streets)
- The two blocks south of 24th Street between Webster & Waverly (including along the west side of Webster and east side of Waverly)
- Southeast quadrant of Harrison & 27th Streets (above ground floor retail)
- Above all non-anchors along 24th Street, Valdez Street, 26th Street, and east side of Broadway between 25th and 26th Streets

Building Status - Alternative V1



For full page map, see Comprehensive Alternatives section later in this chapter.

Open Space

Alternative #V1 proposes the following open space improvements:

- Transform 26th Street between Broadway and Valdez into a pedestrian street (i.e., either pedestrian-only or limited access street)
- Major plaza at the intersection of Valdez, 26th and 27th streets
- Entry plazas at 25th & Broadway, 24th and Valdez and 24th & Harrison

Historic Resources

Alternative #V1 would:

- Preserve the following structures with historic value:
 - Seventh Church of Christ Science
 - YMCA Blue Triangle Club
 - Packard & Maxwell – Western Auto Building

- Remove or relocate the following structures with historic value:
 - Newsom Apartments (@ 24th & Valdez)
 - Biffs (@ 27th & Valdez)
 - 10 NRHP Code 5 buildings
 - 14 contributing structures in the Waverly Street ASI

Circulation Changes

Alternative #V1 proposes the following changes in the existing circulation system:

- Close Webster Street between 24th and 25th Streets, and reclaim right-of-way for development
- Reclaim public right-of-way along east side of Broadway between 25th and 26th Streets for development
- Transform 26th Street between Broadway and Valdez Street to a pedestrian-only or limited access street

Parking

Alternative #V1 proposes the following parking improvements:

- Create five (5) mid-block parking structures to accommodate public (i.e., retail) and private (i.e., residential) uses, including:
 - 2-level, 440-space structure on Block VO1
 - 6-level, 800-space structure on Block V03
 - 6-level, 800-space structure on Block V04
 - 6-level, 800-space structure on Block V07A
 - 7-level, 700-space structure on Block V07B
- To support development feasibility, all structures are assumed to be above grade.
- All structures are wrapped with residential and retail uses.

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Valdez Triangle - Alternative V2

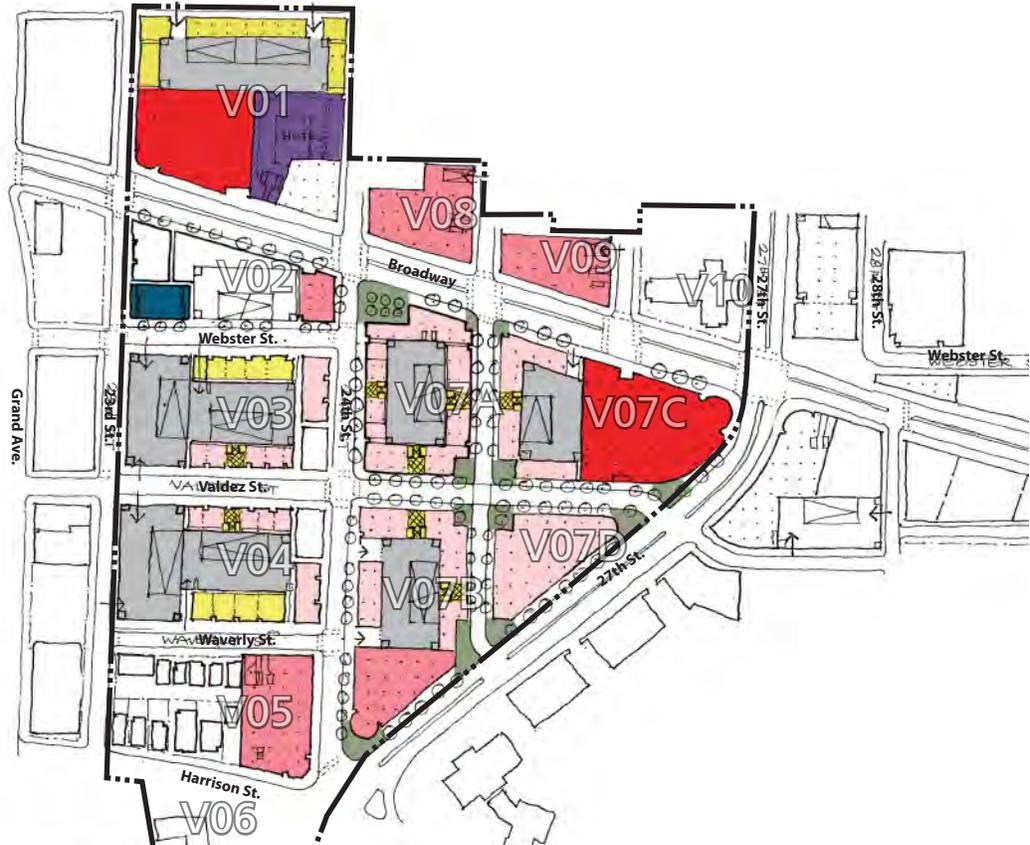


V2

Axonometric - Alternative V2



Ground Floor Plan - Alternative V2



Legend

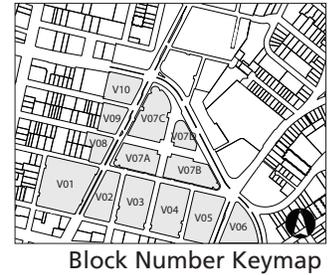
- Project Boundary
- Major Retail
- Minor Retail
- Other Retail
- Residential
- Parking
- Hotel
- Gym
- Plaza

0' 100' 200' 400'



Redevelopment Potential - Alternative V2

Block	Height ⁽¹⁾	# of Stories		Retail (SF)				Office (SF)	Residential (DU)	Hotel (SF)
		Retail	Total	Major Retail	Minor Retail	Other Retail	Total			
V01	75'	3	5	140,000			140,000		76	85,000
V02	40'	2	2		14,000		14,000			
V03	60'	1	5			16,000	16,000		72	
V04	60'	1	5			16,000	16,000		72	
V05	40'	2	2		72,000		72,000			
V06							0			
V07A	60'	1	5			33,000	33,000		112	
V07B	60'	2	5		50,000	22,000	72,000		84	
V07C	60'	3	5	160,000		19,000	179,000		64	
V07D	60'	1	5			36,000	36,000		64	
V08	40'	2	2		60,000		60,000			
V09	40'	2	2		44,000		44,000			
V10							0			
Total				300,000	240,000	142,000	682,000		544	85,000



Parking - Alternative V2

Block	Parking (Spaces)							Parking Types			
	Req'd for Retail ⁽²⁾	Req'd for Office ⁽³⁾	Req'd for Resid. ⁽⁴⁾	Req'd for Hotel ⁽⁵⁾	Total Req'd	Total Provided	Difference	Above Ground (spaces / levels)		Below Ground (spaces / levels)	
V01	560	0	76	150	786	750	-36	750	6		
V02	56	0	0	0	56	0	-56				
V03	64	0	72	0	136	800	664	800	4		
V04	64	0	72	0	136	800	664	800	4		
V05	288	0	0	0	288	0	-288				
V06	0	0	0	0	0	0	0				
V07A	132	0	112	0	244	500	256	500	6		
V07B	288	0	84	0	372	500	128	500	6		
V07C	716	0	64	0	780	400	-380	400	6		
V07D	144	0	64	0	208	0	-208				
V08	240	0	0	0	240	0	-240				
V09	176	0	0	0	176	0	-176				
V10	0	0	0	0	0	0	0				
Total	2,728	0	544	150	3,422	3,750	328	3,750		0	

NOTES
 * Estimated Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
 (1) All Heights are approximate
 (2) 4 Spaces per 1000 s.f. for Retail/Commercial
 (3) 3 Spaces per 1,000 s.f. for Office
 (4) 1 Space per Dwelling Unit
 (5) Hotel Parking Ratio : 0.75 Space per Room

Overview - Alternative V2

Concept

The key concept guiding Alternative #V2 is the development of Broadway as the primary retail spine, with 24th Street serving as a complementary, smaller scale pedestrian-oriented retail street. Major retail anchors are located on Broadway at 23rd Street and 27th Street to create a strong north/south retail spine that extends the energy of the Uptown District north along Broadway. Minor anchors along 24th Street at Broadway and at 27th/Harrison Street create an east/west retail street that extends the retail district east to Harrison Street. Smaller shops fill the areas between the anchors, providing active retail façades along Valdez, 24th, 25th, and Broadway. Waverly and Webster streets south of 24th Street are generally maintained as residential streets (with minor retail wrapping the corners at the north end). A mid-rise hotel is located on Broadway adjacent to the proposed retail anchor and the existing Western Auto building to take advantage of market synergies with the existing entertainment uses in the Uptown District.

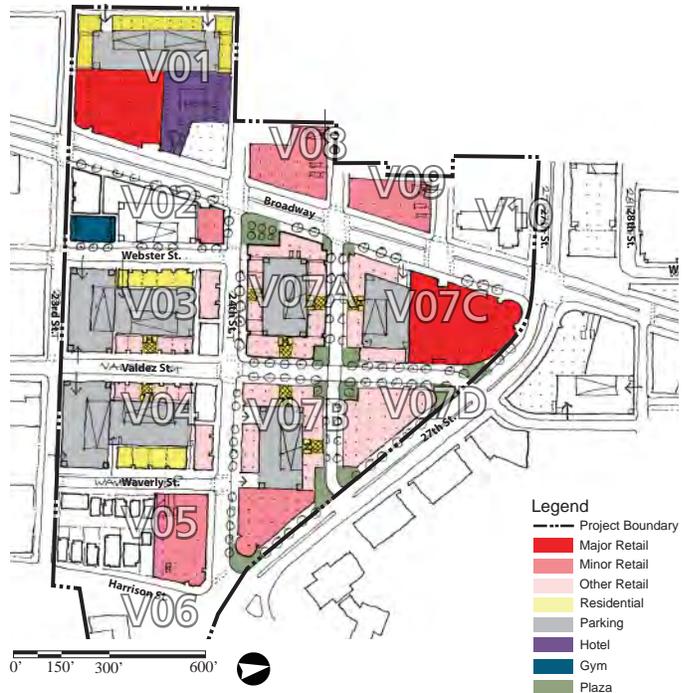
A major plaza is located on the east side of Broadway at 24th Street, midway between the two major anchors. The intent of the plaza is to activate and provide a public gathering space on Broadway, as well as to serve as a gateway to the retail along 24th Street. Entry plazas are located at the intersections of 25th & Broadway, 27th & Valdez, 24th & 27th streets, to provide pedestrian gateways into the district. Small plazas are located on each corner of the intersection of 25th and Valdez with the idea that this internal intersection at the heart of the district could be closed and converted into a major public space for special occasions.

Alternative #V2 assumes significant redevelopment of the Valdez Triangle area, but balances new retail development potential with the desire to limit the removal of existing historic buildings and residential uses. In this scenario, all four of the designated historic buildings (i.e., Seventh Church of Christ Scientist, Western Auto Building, YMCA Blue Triangle Club, and Newsom Apartments) and seven of 16 contributing structures in the Waverly Street ASI are preserved. In addition to the Addison Apartments, the existing residential uses on the southern portion of the block between Waverly and Harrison (Block V05) would be preserved.

Axonometric - Alternative V2



Ground Floor Plan - Alternative V2



In this alternative, the existing YMCA building would be reconfigured to use the corner of Broadway and 24th Street for new minor retail anchor that would establish retail on both sides of Broadway and establish a connection to the 24th Street retail. The YMCA would continue to use its existing entrance on Broadway and parking garage on Webster, but the gym and pool functions now located at Broadway and 24th would be relocated to the northeast corner of 23rd and Webster Streets.

The development program assumes that new buildings typically will be up to five stories (i.e., up to 70 feet) tall and parking structures will be above grade. The major and minor anchors are assumed to be single use buildings (i.e., not mixed use buildings), with the major anchors assumed to be 3 stories tall and the minor anchors assumed to be 2 stories. All other buildings offer the potential for upper floor uses. These upper floor uses are assumed to be primarily residential to help activate the area, address probable market strengths, and limit parking demand, but upper floor retail and office are also options if determined to be viable.

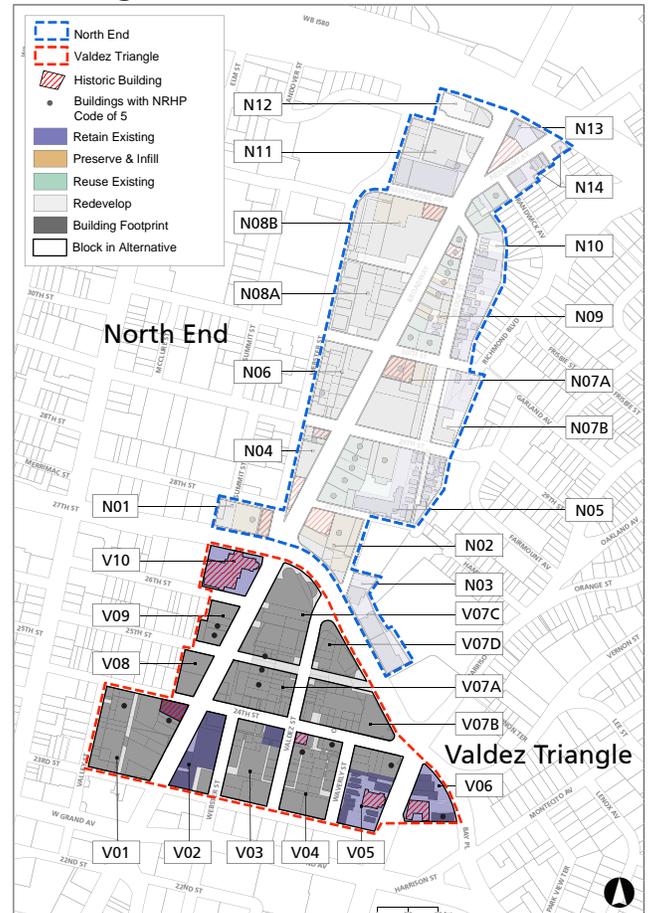
Land Use

Retail

Alternative #V2 proposes the following retail program:

- Pedestrian- and transit-oriented retail spine along Broadway with major anchors at either end (i.e., 23rd and 27th streets)
- Concentrate the majority of the retail north of 24th Street
- Two (2) sites for major anchors:
 - Broadway/23rd Street (northwest quadrant)
 - Broadway & 27th Street (southeast quadrant)
- Four (4) sites for minor anchors (potential for multiple anchors/site):
 - West side of Broadway between 24th and 26th Streets
 - Broadway & 24th Street (southeast quadrant)
 - 24th & 27th Streets (northwest quadrant)
 - 24th Street & Harrison (southwest quadrant)
- Small ground-floor retailers:
 - East side of Broadway between 24th & 26th Streets
 - 24th Street between Broadway and Waverly (primarily along north side, and south side as can be accommodated by existing buildings)
 - 25th Street between Broadway and Harrison
 - Valdez Street between 23rd & 27th Streets
- Mid-rise hotel at Broadway & 24th Street (wrap around existing Western Auto building on corner)

Building Status - Alternative V2



For full page map, see Comprehensive Alternatives section later in this chapter.

Residential

Alternative #V2 proposes new residential uses at the following locations:

- The western half of the Broadway/Grand Phase II site (including ground floor units along 23rd, 24th, and Valley Streets)
- The northern portion of the two blocks south of 24th Street between Webster & Waverly
- Southeast quadrant of Harrison & 27th Streets (above ground floor retail)
- East side of Broadway between 24th & 26th Streets (above ground floor retail)
- Above all non-anchors along 24th Street, 25th Street, and Valdez Street
- Alternative #V2 would preserve existing residential development on the southern portion of the Waverly/23rd/Valdez/24th Street block

Open Space

Alternative #V2 proposes the following open space improvements:

- Major plaza on the east side of Broadway at 24th Street
- Entry plazas at 25th & Broadway, 27th & Valdez, 24th & 27th streets
- Small plazas at corners of intersection of 25th and Valdez streets

Historic Resources

Alternative #V1 would:

- Preserve the following structures with historic value:
 - Seventh Church of Christ Science
 - YMCA Blue Triangle Club
 - Packard & Maxwell – Western Auto Building
 - Newsom Apartments (@ 24th & Valdez)
- Remove or relocate the following structures with some level of historic value:
 - Biffs (@ 27th & Valdez)
 - Nine (9) NRHP Code 5 buildings
 - Seven (7) contributing structures in the Waverly Street ASI

Circulation Changes

Alternative #V2 proposes the following changes in the existing circulation system:

- Close 26th Street between Broadway and Valdez Street, and reclaim public right-of-way for development
- Close Webster Street between 24th and 25th Streets, and reclaim public right-of-way for development
- Reclaim public right-of-way along east side of Broadway between 25th & 26th Streets for development
- Extend 25th Street as a through street between Broadway and 27th Street

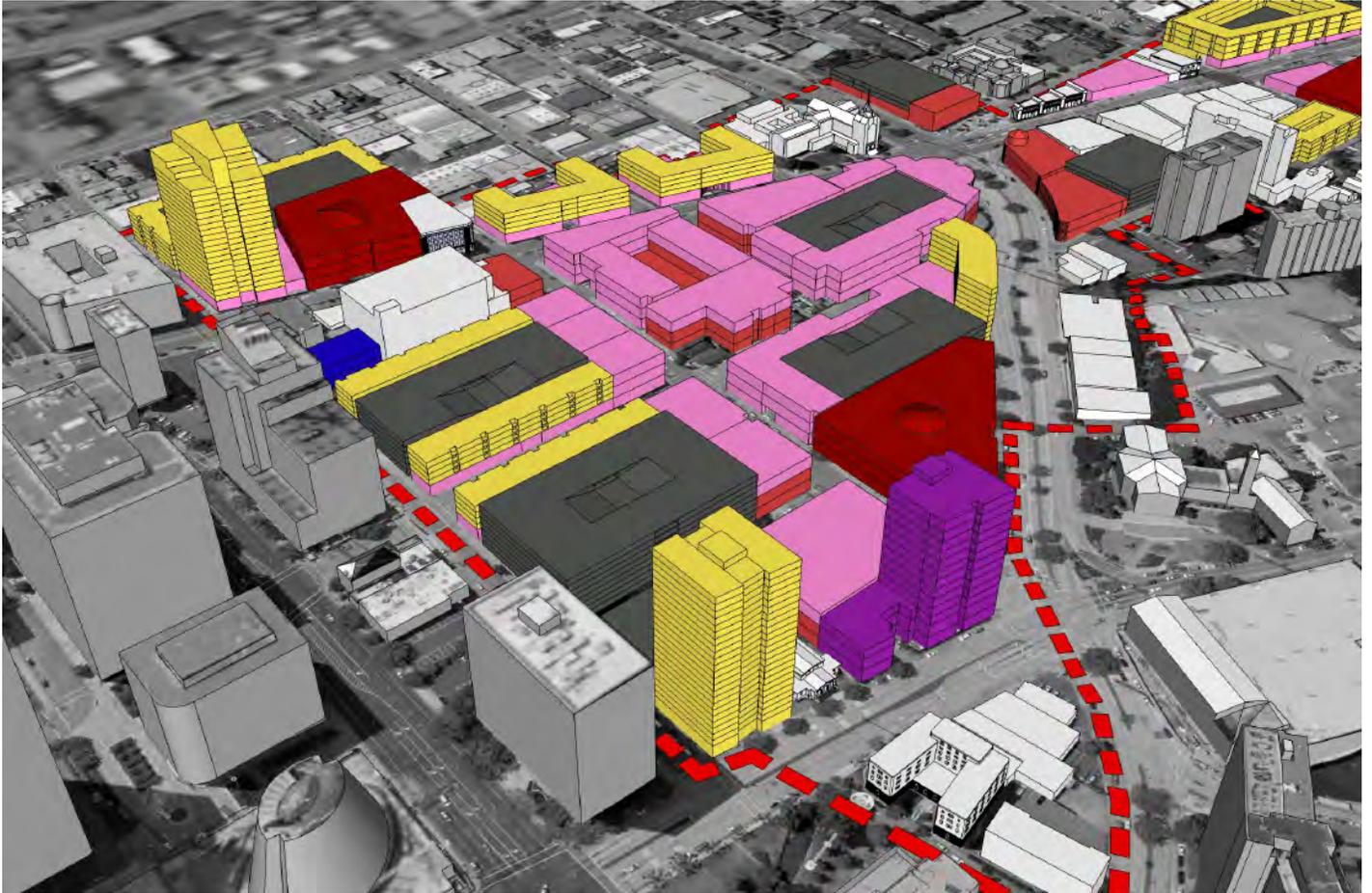
Parking

Alternative #V2 proposes the following parking improvements:

- Four (4) mid-block parking structures to accommodate public (i.e., retail) and private (i.e., residential) uses, including:
 - 6-level, 750-space structure on Block V01
 - 6-level, 500-space structure on Block V07a

- 6-level, 500-space structure on Block V07b
- 6-level, 400-space structure on Block V07c
- Create two (2) free-standing, garages along 23rd Street between Webster and Waverly
 - 4-level, 800-space structure on Block V03
 - 4-level, 800-space structure on Block V04
- To support development feasibility, all structures are assumed to be above grade.
- All of the structures except the two along 23rd Street between Webster and Waverly are wrapped with residential and retail uses.

Valdez Triangle - Alternative V3



V3

Axonometric - Alternative V3



Ground Floor Plan - Alternative V3



Legend

- Project Boundary
- Major Retail
- Minor Retail
- Other Retail
- Residential
- Parking
- Hotel
- Gym
- Plaza

0' 100' 200' 400'



Redevelopment Potential - Alternative V3

Block	Height ⁽¹⁾	# of Stories		Retail (SF)				Office (SF)	Residential (DU)	Hotel (SF)
		Retail	Total	Major Retail	Minor Retail	Other Retail / Comm.	Total			
V01	250'	1-3	25	130,000		24,000	154,000		336	
V02	40'	2	2		14,000		14,000			
V03	60'	3	5			90,000	90,000		72	
V04	60'	3	5		44,000	34,000	78,000		36	
V05	250'/200'	3	25/20		80,000		80,000		140	150,000
V06							0			
V07A	60'	3	3		76,000	109,000	185,000			
V07B	120'/60'	3	12	160,000		100,000	260,000		80	
V07C	60'	3	3		72,000	117,000	189,000			
V08	60'	1	5			27,000	27,000		48	
V09	60'	1	5			30,000	30,000		40	
V10							0			
Total				290,000	286,000	531,000	1,107,000		752	150,000

Parking - Alternative V3

Block	Parking (Spaces)							Parking Types			
	Req'd for Retail ⁽²⁾	Req'd for Office ⁽³⁾	Req'd for Resid. ⁽⁴⁾	Req'd for Hotel ⁽⁵⁾	Total Required	Total Provided	Difference	Above Ground (spaces / levels)		Below Ground (spaces / levels)	
V01	616	0	336	0	952	1120	168	720	6	400	2
V02	56	0	0	0	56	0	-56				
V03	360	0	72	0	432	600	168	600	6		
V04	312	0	36	0	348	1440	1092	900	6	540	2
V05	320	0	140	250	710	350	-360	350	7		
V06	0	0	0	0	0	0	0				
V07A	740	0	0	0	740	0	-740				
V07B	1040	0	80	0	1,120	1050	-70	500	5	550	2
V07C	756	0	0	0	756	900	144	700	7	200	2
V08	108	0	48	0	156	0	-156				
V09	120	0	40	0	160	0	-160				
V10	0	0	0	0	0	0					
Total	4,428	0	752	250	5,430	5,460	30	3,770		1,690	

NOTES
 * Estimated Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
 (1) All Heights are approximate
 (2) 4 Spaces per 1000 s.f. for Retail/Commercial
 (3) 3 Spaces per 1,000 s.f. for Office
 (4) 1 Space per Dwelling Unit
 (5) Hotel Parking Ratio : 0.75 Space per Room



Block Number Keymap

Overview - Alternative V3

Concept

The key concepts guiding Alternative #V3 is the creation of a strong retail spine along 24th Street between Broadway and Harrison, with Broadway serving as a secondary spine. In addition to the different arrangement of the retail uses, the alternative also explores how to:

- accommodate higher density development that can better offset the area’s high land values, and
- provide a higher percentage of retail development that does not have upper-floor residential uses in order to simplify development implementation.

Given the limited land area, a key implication of higher densities will be the need to employ more expensive below-grade parking to accommodate the resulting increases in parking demand, and to introduce residential towers to accommodate the residential component of the program.

As in Alternative #V1, retail is distributed broadly to activate the entire Triangle area, and a major and a minor anchor are located at each end of 24th Street to create a strong east/west retail spine that links Broadway and Harrison Street. Minor retail anchors are located along the east side of Broadway at 24th, 25th, and 27th Streets to create a strong retail presence that extends the energy of the Uptown District north along Broadway. Smaller shops fill the areas between the anchors, providing active retail façades along Valdez, 24th, 25th, and Broadway. Webster Street only has ground floor retail along the east side of 24th Street, and Waverly does not have ground floor retail on the southern half of the block.

Unlike Alternatives #V1 and #V2, this alternative proposes more multi-level commercial development. Alternative #V3 proposes that the core commercial area along 24th Street and in the triangle north of 24th Street (i.e., the area bounded by Broadway, 27th and 24th streets) include buildings that accommodate up to three levels of commercial use, with ground floor retail and complementary commercial uses (restaurants, services, office, etc.) above, but no upper floor residential. The development program assumes that all of the retail/commercial buildings in this area that do not have residential as an upper floor use will be 3 stories (i.e., up to 65 feet high to accommodate 20’ floor heights plus parapet).

Axonometric - Alternative V3



Ground Floor Plan - Alternative V3



Mixed use buildings, such as those proposed along Webster and Valdez south of 24th Street, along the west side of Broadway, and along the east side of Valley Street typically will be four to five stories (i.e., up to 70 feet) tall, and, with the exception of Valley Street, include ground floor retail with upper floor residential uses.

Three residential towers are included in Alternative #V3, and are strategically located to visually anchor the corners of the Valdez Triangle district and take advantage of adjacent structured parking. The alternative shows two 25-story towers, one at Broadway and 23rd and one at Harrison and 23rd, and a 12-story tower at 27th and Valdez streets. In addition, a 15-story hotel is shown at the corner of 24th and Harrison Streets that would provide lake views and convenient lakeside access, and announce the entrance to the district from Harrison Street.

A major plaza is located on the north side of 24th Street at Valdez Street, at the midpoint of the 24th Street shopping street. The intent of the plaza is to activate and provide a public gathering space in the heart of the district, and to serve as a gateway from 24th Street to the retail along Valdez Street. Entry plazas are located at the intersections of 24th & Broadway, 27th & Valdez, 24th & 27th streets, to provide pedestrian gateways into the district. Small plazas are located on each corner of the intersection of 25th and Valdez with the idea that this internal intersection at the heart of the district could be closed and converted into a major public space for special occasions.

As in Alternative #V1, Alternative #V3 assumes almost complete redevelopment of the Valdez Triangle area, with only a few existing buildings (e.g., Seventh Church of Christ Scientist, Western Auto Building, etc.) preserved. No designated historic building would be removed, although several contributing structures would be. In this alternative, the existing YMCA building would be reconfigured to use the corner of Broadway and 24th Street for new retail anchor that would establish a continuous retail frontage from the west side of Broadway all the way to Harrison Street. The YMCA would continue to use its existing entrance on Broadway and parking garage on Webster, but the gym and pool functions would be relocated from Broadway and 24th to the northeast corner of 23rd and Webster Streets.

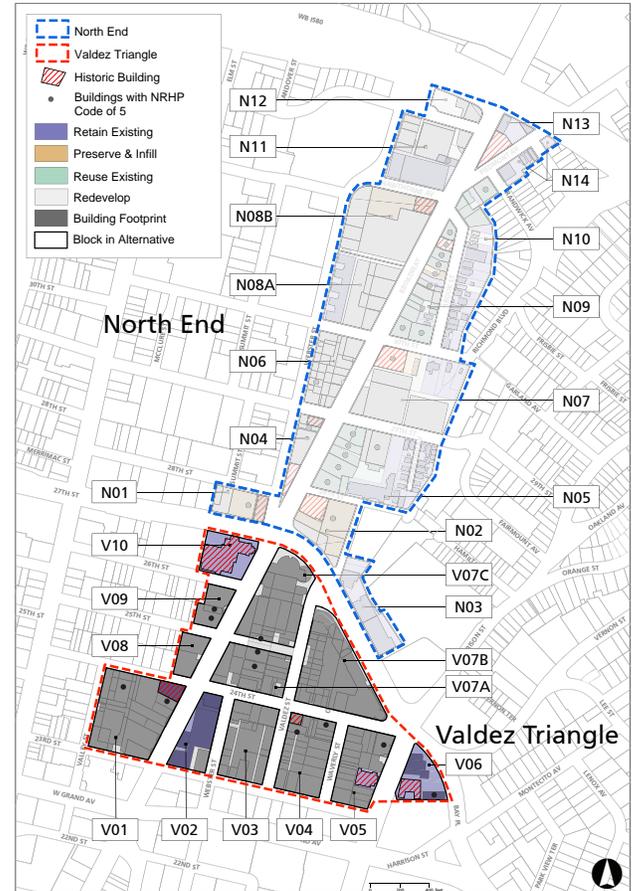
Land Use

Retail

Alternative #V3 proposes the following retail program:

- Primary pedestrian-oriented retail spine along 24th Street with major anchors at either end

Building Status - Alternative V3



For full page map, see Comprehensive Alternatives section later in this chapter.

- Secondary pedestrian- and transit-oriented retail spine along Broadway with major and minor anchors
- Two (2) sites for major anchors:
 - Broadway/24th Street (southwest quadrant—wrapped around remaining building)
 - 24th & 27th Street (northwest quadrant)
- Six (6) sites for minor anchors (potential for multiple anchors/site):
 - Broadway & 24th Street (southeast quadrant)
 - Broadway & 25th Street (northeast quadrant)
 - Broadway & 27th Street (southeast quadrant)
 - West side of Valdez Street between 24th & 25th Streets (southeast quadrant)
 - South side of 24th Street between Valdez and Waverly
 - 24th & Waverly Streets (southeast quadrant)
- Small ground-floor retailers:
 - Broadway (both sides) between 23rd & 26th Streets
 - 24th Street (both sides) between Broadway and Harrison

- 25th Street between Broadway and Valdez
- Valdez Street between 23rd & 27th Streets
- Webster Street between 23rd & 24th Streets
- Upper-floor retail/commercial:
 - 24th Street (both sides) between Broadway and Harrison Street
 - Valdez Street (both sides) between 24th and 27th streets
 - 25th Street between Broadway and Valdez Street
- High-rise hotel in southwest quadrant of 24th and Harrison Streets

Residential

Alternative #V3 proposes residential uses in the following locations:

- 25-story tower at Broadway and 23rd Street (northwest quadrant)
- 25-story tower at Harrison and 23rd streets (northwest quadrant)
- 12-story tower at Valdez and 27th Streets (southeast quadrant)
- 5-story building(s) on west half of Broadway/Grand Phase II site for residential (including ground floor units along 23rd, 24th, and Valley Streets)
- 4 stories of residential over ground-floor retail on:
 - The two blocks south of 24th Street between Webster & Waverly (ground floor retail along Valdez and Webster only)
 - West side of Broadway between 24th & 26th Streets

Open Space

Alternative #V3 proposes the following open space improvements:

- Major plaza at the intersection of Valdez with 24th Street
- Entry plazas at 24th & Broadway, 27th & Valdez, 24th & 27th streets
- Small plazas on each corner of the intersection of 25th and Valdez

Historic Resources

Alternative #V3 would:

- Preserve the following structures with historic value:
 - Seventh Church of Christ Science

- YMCA Blue Triangle Club
- Packard & Maxwell – Western Auto Building
- Remove or relocate the following structures with some level of historic value:
 - Newsom Apartments (@ 24th & Valdez)
 - Biffs (@ 27th & Valdez)
 - Nine (9) NRHP Code 5 buildings
 - All sixteen (16) contributing structures in the Waverly Street ASI

Circulation Changes

Alternative #V3 proposes the following changes in the existing circulation system:

- Close Webster Street between 24th and 25th Streets, and reclaim public right-of-way for development
- Close 26th Street between Broadway and 27th Street, and reclaim public right-of-way for development
- Extend 25th Street east between Broadway and Valdez Street as a through street
- Reclaim public right-of-way along east side of Broadway between 25th and 26th Streets for development

Parking

Alternative #V3 proposes the following parking improvements:

- Create 5 or 6 parking structures to accommodate public (i.e., retail) and private (i.e., residential) uses, including:
 - 8-level, 1,120-space structure on Block V01 (6 levels above and 2 below grade)
 - 6-level, 600-space structure on Block V03 (6 levels above grade)
 - 8-level, 1,440-space structure on Block V04 (6 levels above and 2 below grade)
 - 7-level, 350-space structure on Block V05 (7 levels above grade)
 - 7-level, 1,050-space structure on Block V07B (5 levels above and 2 below grade)
 - 7-level, 900-space structure on Block V07C (5 levels above and 2 below grade)
- All of the parking structures are wrapped with residential and retail uses, except along 23rd Street and Waverly Street.

North Broadway Alternatives



Illustrative Drawing - Alternative 2

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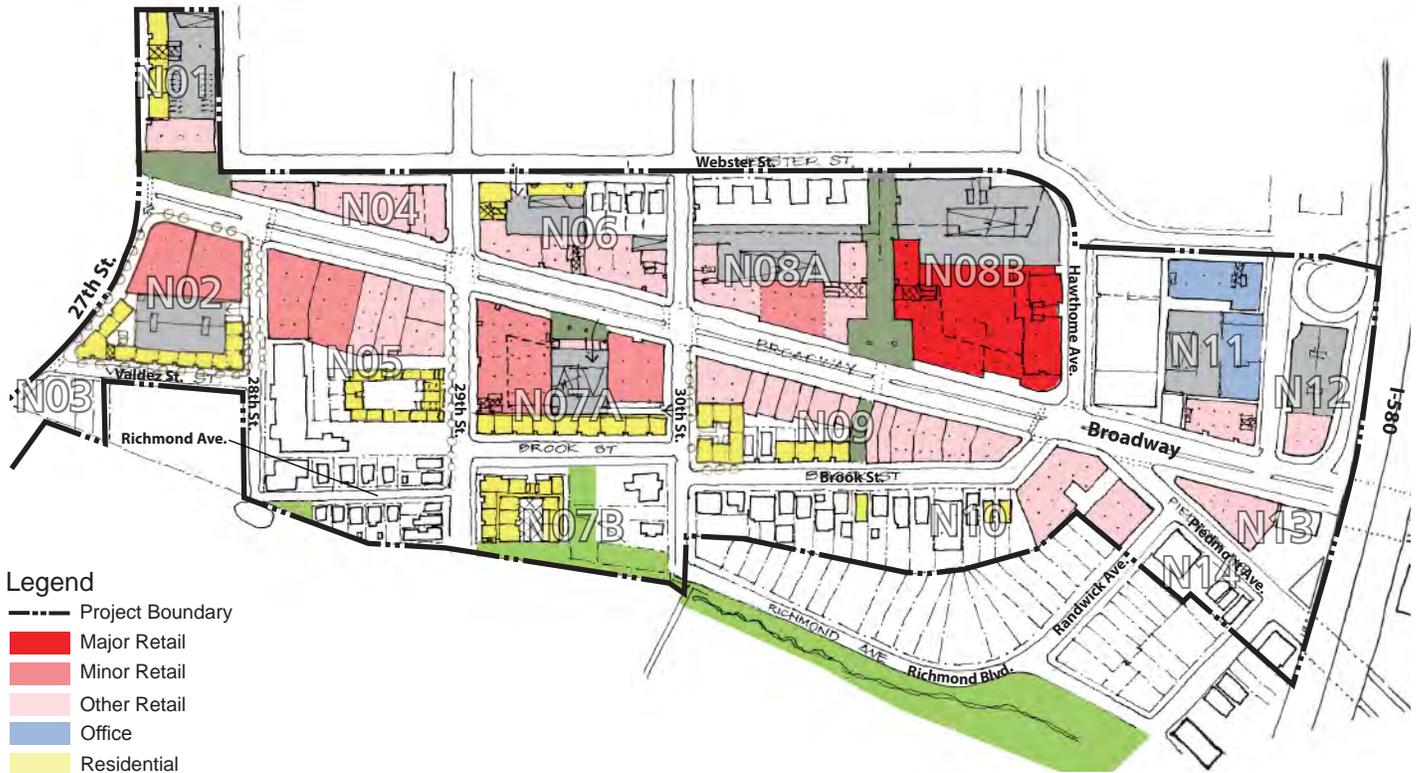
North Broadway - Alternative N1



Axonometric - Alternative N1



Ground Floor Plan - Alternative N1



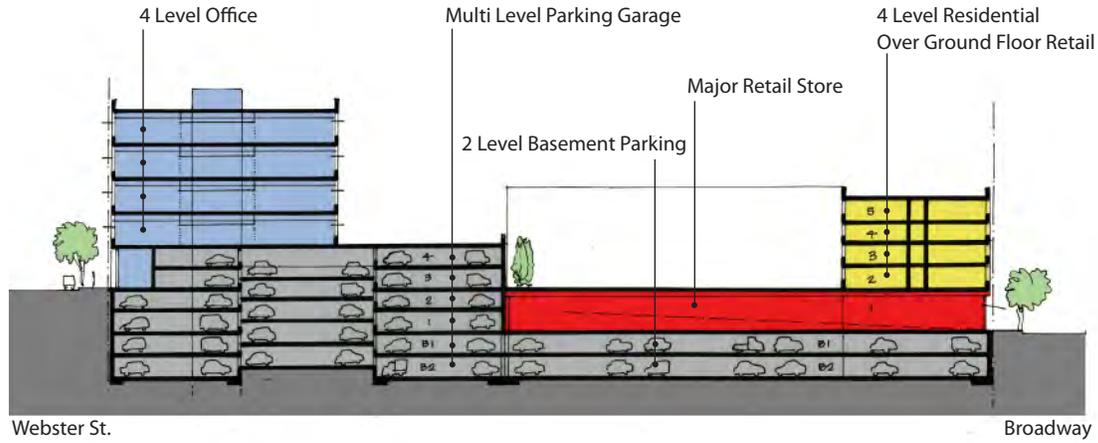
- Legend**
- Project Boundary
 - Major Retail
 - Minor Retail
 - Other Retail
 - Office
 - Residential
 - Parking
 - Park / Greenway
 - Plaza

0' 100' 200' 400'

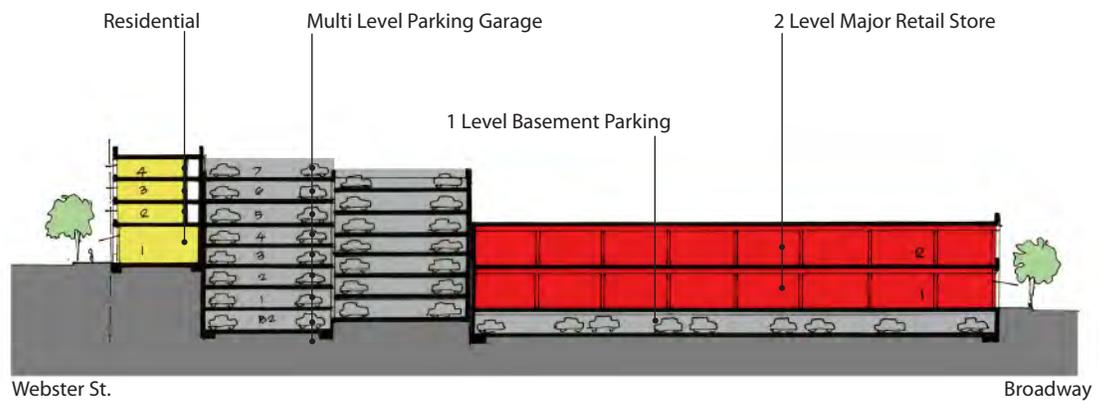


N1

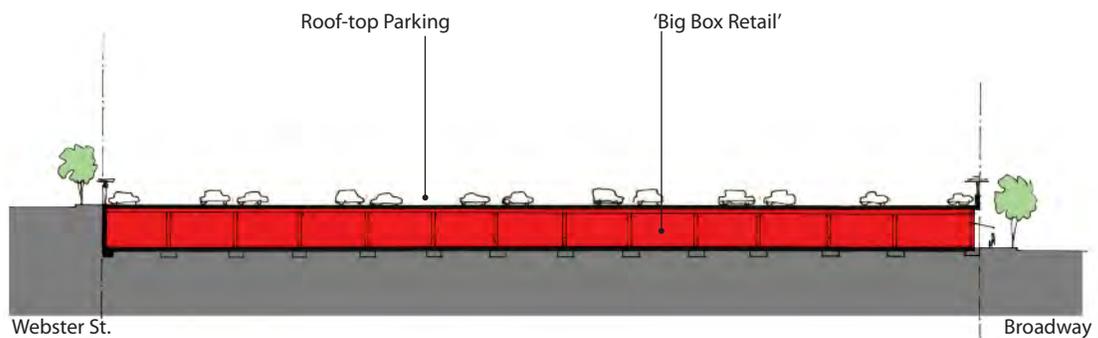
Typical Sections - North End



Alternative N1 - Major Retail with Residential Above



Alternative N2 - Multi-level Major Retail

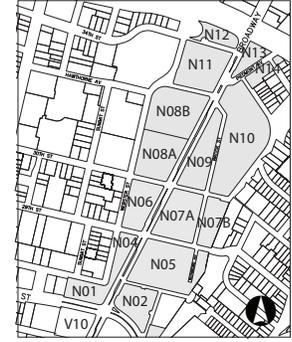


Alternative N3 - Single-level "Big Box" with Roof Parking



Redevelopment Potential - Alternative N1

Block	Height ⁽¹⁾	# of Stories		Retail (SF)				Office (SF)	Residential (DU)	Hotel (SF)
		Retail	Total	Major Retail	Minor Retail	Other Retail	Total			
N01	40'	1	3			16,000	16,000		18	
N02	40'	2	3		54,000		54,000		30	
N03										
N04	20'	1	1			27,000	27,000			
N05	40'	1	4		35,000	27,500	62,500		40	
N06	60'	1	4			35,000	35,000		52	
N07A	40'	1	5		60,000	3,000	63,000		102	
N07B	40'	0	4						48	
N08A	60'	1	5		15,000	18,000	33,000		80	
N08B	75'	1	5	75,000			75,000	100,000	120	
N09	40'	1	2			60,000	60,000		22	
N10	40'	1	2			27,000	27,000		3	
N11	120'	1	8			10,000	10,000	185,000		
N12	50'	1	3			4,000	4,000	25,000		
N13	40'	1	1			13,000	13,000			
N14										
Total				75,000	164,000	240,500	479,500	310,000	515	



Block Number Keymap

Parking - Alternative N1

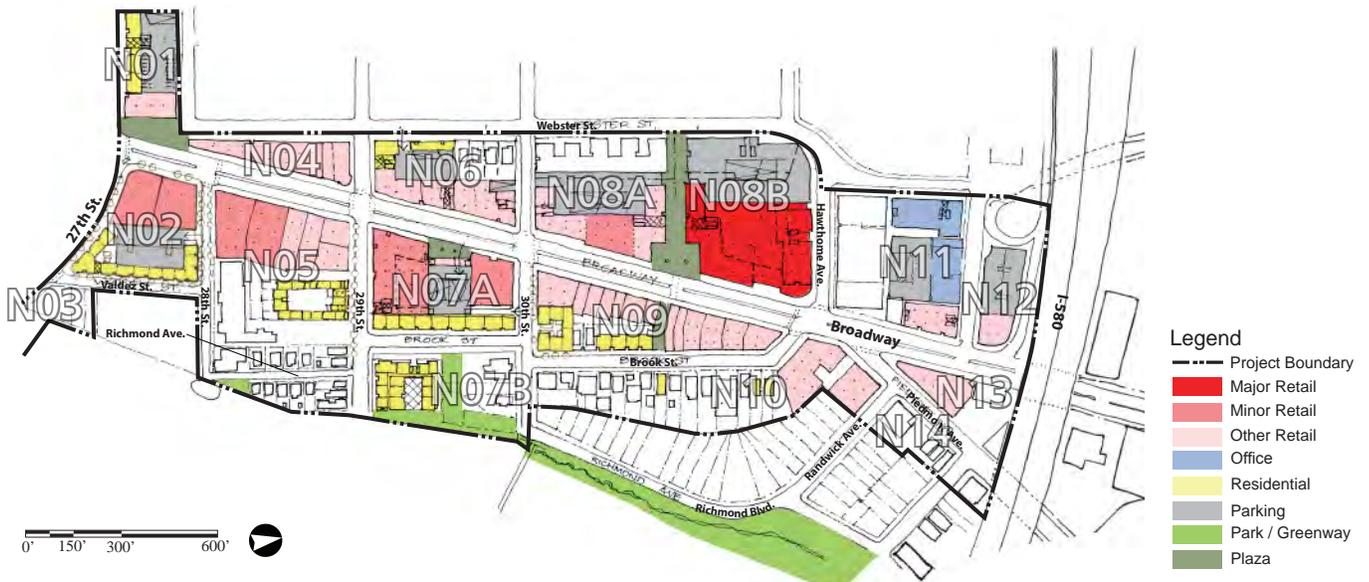
Block	Parking (Spaces)							Parking Types			
	Req'd for Retail ⁽²⁾	Req'd for Office ⁽³⁾	Req'd for Hotel	Req'd for Residential ⁽⁴⁾	Total Req'd	Total Provided	Difference	Above Ground (spaces / levels)		Below Ground (spaces / levels)	
N01	64	0	0	18	64	120	56	120	2		
N02	216	0	0	30	216	280	64	280	5		
N03	0	0	0	0	0	0	0				
N04	108	0	0	0	108	0	-108				
N05	250	0	0	40	250	60	-190	60	1		
N06	140	0	0	52	140	70	-70	70	2		
N07A	252	0	0	102	252	360	108	360	6		
N07B	0	0	0	48	0	48	48	48	1		
N08A	132	0	0	80	132	85	-47	85	1		
N08B	300	300	0	120	600	1,275	675	555	3	720	2
N09	240	0	0	22	240	22	-218				22
N10	108	0	0	3	108	3	-105				3
N11	40	555	0	0	595	630	35	630	7		
N12	16	75	0	0	91	200	109	200	4		
N13	52	0	0	0	52	0	-52				
N14	0	0	0	0	0	0	0				
Total	1,918	930	0	515	2,848	3,153	305	2,408		745	

NOTES
 * Estimated Numbers are an order of magnitude calculation for the purpose of comparing alternatives.
 They are not intended for detailed calculation.
 (1) All Heights are approximate
 (2) 4 Spaces per 1,000 s.f. for Retail/Commercial
 (3) 3 Spaces per 1,000 s.f. for Office
 (4) 1 Space per Dwelling Unit

Axonometric - Alternative N1



Ground Floor Plan - Alternative N1



Overview - Alternative N1

Concept

The retail strategy in Alternative #N1 has three primary objectives:

- to create a strong second node of destination retail at the north end of Broadway;
- to complement and expand the Valdez Triangle retail district by adding retail anchors to the north side of the Broadway/27th Street intersection; and
- to combine re-use of historic garage and showroom structures with selective infill to provide for distinctive retail, dining and entertainment uses.

Alternative #N1 establishes a retail node along Broadway in the three blocks between 29th and Hawthorne Streets, with sites for larger anchor-type users located on opposite sides of Broadway at each end of the node (i.e., the Grocery Outlet site on the south and the Bay Bridge Motors sites on the north), and sites for smaller retailers in between, and along the corridor to the north and south.

Using a combination of new and existing buildings, a series of minor anchors are proposed just north of 27th Street to complement Valdez Triangle retail district, help to physically define the important 27th Street/Broadway intersection, and to link the north and south ends of the planning area.

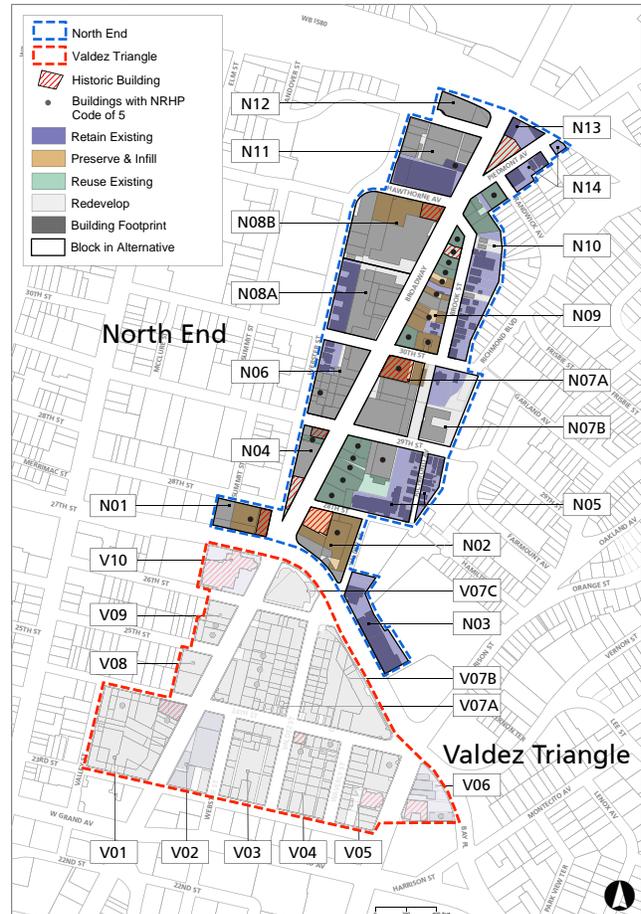
All of the projected retail, except the proposed minor anchors just north of 27th Street, is assumed to be single-level, ground-floor space.

In the core of the district, between 29th and Hawthorne streets, all new retail buildings are assumed to be mixed use buildings with ground floor retail and up to four (4) floors of residential and/or office uses on the upper floors above the retail (Blocks NO6, 7A, 8A and 8B). Existing buildings that are reused for new retail are generally assumed to maintain their existing one- and occasionally 2-story configurations.

In addition to retail, Alternative #N1 also includes major components of office and housing to both activate and diversify the district, including:

- A cluster of office development, particularly medical office, at the north end of the corridor along Webster and 34th Street would provide complementary uses not only for the retail development, but also for the Alta

Building Status - Alternative N1



For full page map, see Comprehensive Alternatives section later in this chapter.

Bates Summit and Kaiser medical centers, supporting the concept of an expanded and full-service “health care district” around the two hospitals.

- Housing as a primary use over new retail development, particularly in the center of the district (between 29th and Hawthorne streets), and infill housing along the east side of the district to repair and enhance the existing residential neighborhood.

Unlike the redevelopment envisioned for the Valdez Triangle, the degree to which existing buildings in the North End are removed and replaced with new development is expected to be much more limited. The alternative assumes that most of the former garages and auto showrooms, which comprise the majority of the existing building inventory, will be retrofitted and re-used rather than replaced given their distinctive character and small parcel sizes. Only two blocks are large enough to warrant major redevelopment to accommodate large comparison retail-type anchors: the Grocery Outlet site (Block 7) and the Bay Bridge Motors site (Blocks 8A and B).

All eight (8) designated historic buildings are retained and reused under Alternative #N1, although some (e.g., the GMC Cadillac and Volkswagen buildings) may be modified (e.g., façade preservation) to incorporate new development. In addition, over 80% of the contributing structures to the Auto Row ASI District would be retained and reused.

The alternative assumes a number of streetscape and open space improvements to enhance the pedestrian environment and support pedestrian activity, including substantial streetscape improvements to Broadway and key side streets; two new plazas along Broadway in the district's core; two new pedestrian streets to provide important east/west connections; a new greenway and neighborhood park along the creek; and a new pocket park

Land Use

Retail

Alternative #N1 proposes the following retail program:

- Pedestrian- and transit-oriented retail spine along Broadway
- One (1) site for a major anchor:
 - Broadway & Hawthorne Street (southwest quadrant)
- Four (4) sites for minor anchors (potential for multiple anchors/site):
 - Broadway & 27th Street (northeast quadrant)
 - Broadway & 28th Street (northeast quadrant)
 - Broadway & 30th Street (southeast quadrant)
 - West side of Broadway midway between Hawthorne and 30th Street
- Small ground-floor retailers:
 - West side of Broadway from 27th Street to north of 30th Street
 - East side of Broadway from 30th Street to I-580
 - Broadway & 29th Street (southeast quadrant)
 - Broadway & 34th Street (southwest and northwest quadrants)

Residential

Alternative #N1 proposes residential uses in the following locations:

- Upper floor residential:
 - Broadway/27th Street (northwest quadrant—NO1)
 - 27th Street/Valdez Street (northeast quadrant—NO2)
 - West side of Broadway between 29th and Hawthorne Streets (NO6, NO8A, and NO8B)
 - Southern half of Block NO7A (north of 29th Street)
- Stand-alone residential:
 - West side of Brook Street north of 30th Street (infill behind existing commercial development)
 - West side of Brook Street extension between 30th and 29th Streets
 - 29th Street and Brook Street extension (northeast quadrant)
 - South side of 29th Street west of the Brook Street extension

Office

Alternative #N1 proposes office, particularly medical office, uses in the following locations:

- Ground floor and upper floor use adjacent to Alta Bates Summit Hospital:
 - West side of Block NO8A along Webster Street
 - North side of Block NO11 along Webster, 34th Street, and Broadway
 - East side of Block NO12 along Broadway at 34th Street

Open Space

Alternative #N1 proposes the following open space improvements:

- Streetscape improvements, including features such as wider sidewalks, sidewalk bulb-outs at intersections, new street trees and landscaping, and enhanced transit stops
- A major plaza on the west side of Broadway midway between 30th and Hawthorne and a new east/west pedestrian street that links Broadway and Pill Hill (Blocks NO8A and B)

- An east/west pedestrian street directly across from the proposed major plaza on Broadway that connects Broadway to Brook Street (NO9)
- A smaller plaza located on the east side of Broadway between 29th and 30th Streets (Block NO7A)
- Improvements to the existing plaza in front of the Howard Automobile – Dahl Chevrolet Showroom at 27th & Broadway to make it more appealing for people use (rather than a showcase for car sales) (Block NO1)
- Creation of a linear pedestrian greenway along the west side of Glen Echo Creek that will provide a continuous connection from Oak Glen Park to 29th Street
- A small neighborhood park between 29th and 30th streets, that links the creek to the proposed Brook Street extension (Block NO7B)
- A small pocket park on the currently vacant parcel at the east end of 28th Street and the south end of a proposed Richmond Avenue extension.

Historic Resources

Alternative #N1 would:

- Preserve and reuse seven (7) of eight designated historic buildings:
 - Eisenback-Strough Showroom (current Honda at 3304-60 Broadway)
 - Grandjean-Burmian-Alzina Garage (3074 Broadway)
 - Firestone Tire & Rubber (current Mercedes at 2946 Broadway)
 - Howard Dahl Chevrolet (former Chrysler at 2735 Webster Street)
 - Arnstein-Field and Lee Star Showroom (former KIA at 2801-25 Broadway)
 - Queen Anne building at Broadway and 29th Street (2863-69 Broadway)
 - Pacific Nash Co. Auto Sales and Garage (current Volkswagen at 2740 Broadway)
- Modify and reuse one (1) of eight designated historic buildings:
 - McConnell GMC Pontiac Cadillac (3093 Broadway)
- Preserve all contributing structures in designated Areas of Secondary Importance (ASI) except for:
 - Five (5) buildings located in the Auto Row ASI on the Broadway/29th/Webster/30th Street block (NO6)

- One (1) building in the Auto Row ASI along 30th Street just east of Broadway (NO5)
- One (1) building in the Auto Row ASI along east side of Broadway south of 34th Street (NO11)
- One (1) building in the Richmond Boulevard ASI along 30th Street at Glen Echo Creek (NO7B)

Circulation Changes

- Alternative #N1 proposes the following changes in the existing circulation system:
 - Extend Brook Street south between 30th and 29th Streets (street alignment to jog to west south of 30th Street to avoid an existing residence)
 - Extend Richmond Avenue south of 29th Street to provide a through connection with 28th Street
 - Convert Valdez Street between 27th and 28th streets to two-way traffic (instead of current one-way south)
 - Create a mid-block pedestrian street between Brook and Broadway on the block bounded by Broadway, Brook and 30th Street
 - Create a mid-block pedestrian street between Webster and Broadway on the block bounded by Broadway, 30th Street, Webster, and Hawthorne.

Parking

Alternative #N1 proposes the following parking improvements:

- Create 8 parking structures to accommodate shared public (i.e., retail) and private (i.e., residential, office) use, including:
 - 2-level, 120-space structure on Block NO1
 - 5-level, 280-space structure on Block NO2
 - 2-level, 70-space structure on Block NO6
 - 6-level, 360-space structure on Block NO7a
 - 1-level, 85-space structure on Block NO8a
 - 5-level (2 below grade), 1,275-space structure on Block NO8b
 - 7-level, 630-space structure on Block NO11
 - 4-level, 200-space structure on Block NO12
- All of the parking structures are wrapped with residential and retail uses, except on Block NO12 adjacent to 34th Street and on Block NO1 adjacent to 28th Street.

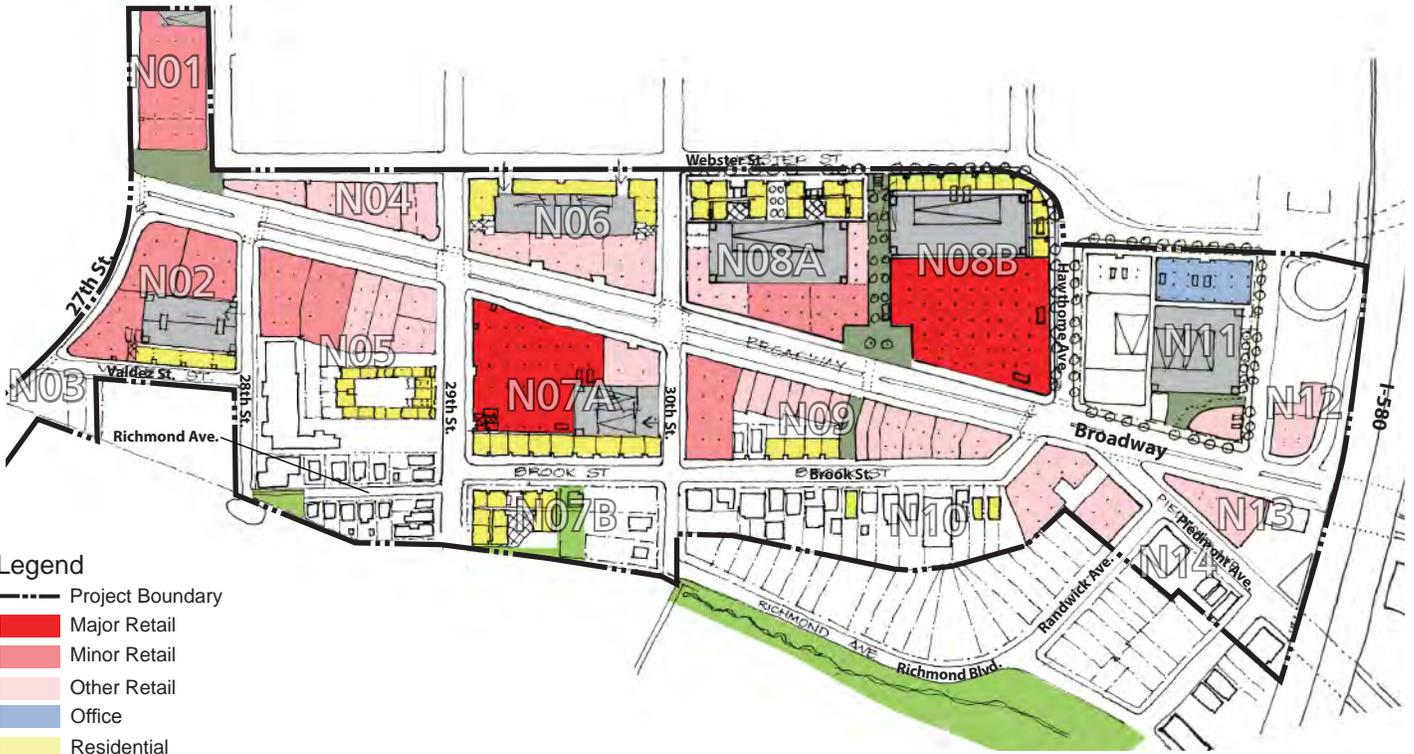
North Broadway - Alternative N2



Axonometric - Alternative N2



Ground Floor Plan - Alternative N2



Legend

- Project Boundary
- Major Retail
- Minor Retail
- Other Retail
- Office
- Residential
- Parking
- Park / Greenway
- Plaza

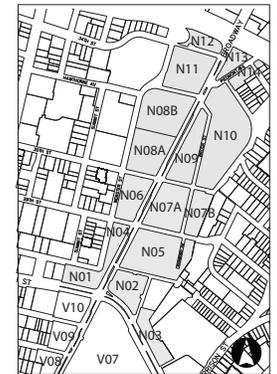
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N2

Redevelopment Potential - Alternative N2

Block	Height ⁽¹⁾	# of Stories		Retail (SF)				Office (SF)	Residential (DU)	Hotel (SF)
		Retail	Total	Major Retail	Minor Retail	Other Retail	Total			
N01	40'	2	2		35,000		35,000			
N02	40'	2	2		84,000		84,000		12	
N03										
N04	20'	1	1			25,000	25,000			
N05	40'	1	4		35,000	27,500	62,500		40	
N06	60'	1	4			30,000	30,000		150	
N07A	40'	2	2	65,000		7,000	72,000		22	
N07B	40'	-	4						36	
N08A	60'	2	5		25,000	55,000	80,000		48	
N08B	60'	2	4	150,000			150,000		45	
N09	40'	1	2		20,000	50,000	70,000		4	
N10	40'	1	2			27,000	27,000		3	
N11	90'	1	6			6,500	6,500	119,000		
N12	50'	1	3			10,000	10,000	20,000		
N13	20'	1	1			13,000	13,000			
N14										
Total				215,000	199,000	251,000	665,000	139,000	360	0



Block Number Keymap

Parking - Alternative N2

Block	Parking (Spaces)						Parking Types			
	Req'd for Retail ⁽²⁾	Req'd for Office ⁽³⁾	Req'd for Residential ⁽⁴⁾	Total Required	Total Provided	Difference	Above Ground (spaces / levels)		Below Ground (spaces / levels)	
N01	140	0	0	140	180	40	180	3		1
N02	336	0	12	348	300	-48	300	5		
N03	0	0	0	0	0	0				
N04	100	0	0	100	0	-100				
N05	250	0	40	290	60	-230	60	1		
N06	120	0	150	270	140	-130	140	2		
N07A	288	0	22	310	408	98	408	5		
N07B	0	0	36	36	36	0	36	1		
N08A	320	0	48	368	475	107	475	5		
N08B	600	0	45	645	1,050	405	735	7	315	1
N09	280	0	4	284	4	-280	4	1		
N10	108	0	3	111	3	-108	3	1		
N11	26	357	0	383	630	247	630	7		
N12	40	60	0	100	40	-60	40	1		
N13	52	0	0	52	0	-52				
N14	0	0	0	0	0	0				
Total	2,660	417	360	3,437	3,326	-111	3,011		315	

NOTES

- * Estimated Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
- (1) All Heights are approximate
- (2) 4 Spaces per 1000 s.f. for Retail/Commercial
- (3) 3 Spaces per 1,000 s.f. for Office
- (4) 1 Space per Dwelling Unit

Axonometric - Alternative N2



Ground Floor Plan - Alternative N2



Overview - Alternative N2

Concept

The retail strategy in Alternative #N2 has the same three primary objectives as Alternative #N1, including:

- to create a strong second node of destination retail at the north end of Broadway;
- to complement and expand the Valdez Triangle retail district by adding retail anchors to the north side of the Broadway/27th Street intersection; and
- to combine re-use of historic garage and showroom structures with selective infill to provide for distinctive retail, dining and entertainment uses.

However, Alternative #N2 also proposes a denser, more urban retail configuration that has the potential to accommodate nearly twice as much retail space. Conversely, the alternative also accommodates 30% fewer residential units and 60% less office space.

While the general distribution of retail under Alternatives #N1 and #N2 is essentially the same, the retail configuration differs. As in Alternative #N1, Alternative #N2 establishes a retail node along Broadway in the three blocks between 29th and Hawthorne Streets, with sites for larger anchor-type users located on opposite sides of Broadway at each end of the node (i.e., the Grocery Outlet site on the south and the Bay Bridge Motors sites on the north), and sites for smaller retailers

in between, and along the corridor to the north and south. Similarly, minor anchors are proposed at the Broadway/27th Street intersection to complement Valdez Triangle retail district, help to physically define the important 27th Street/Broadway intersection, and to link the north and south ends of the planning area.

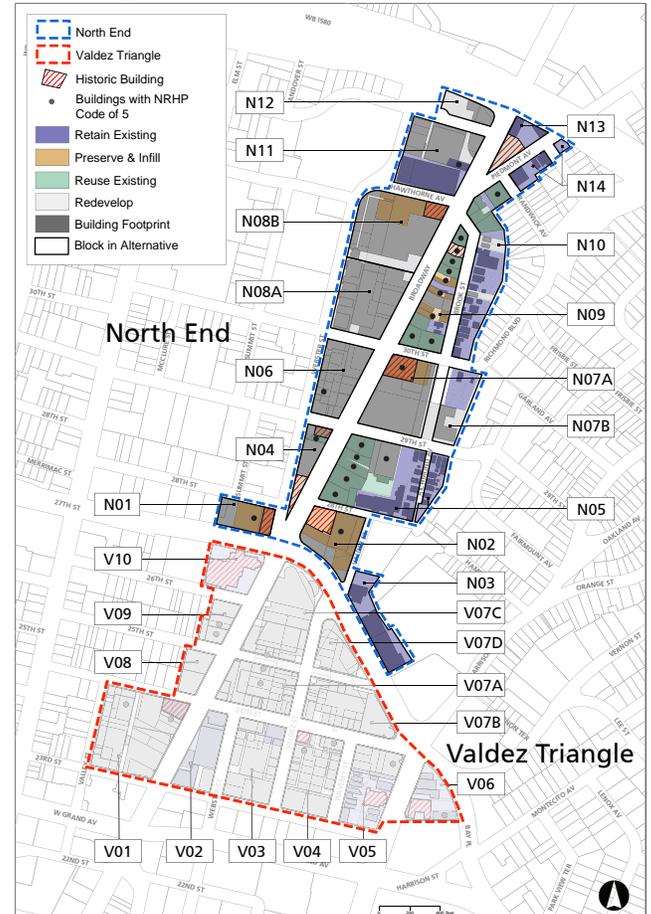
However, unlike Alternative #N1, Alternative #N2 generally assumes fewer mixed use buildings that place housing or office over retail. The majority of the retail occurs in single use (retail only) buildings. Also, rather than assuming that all retail will consist of ground-level stores, Alternative #N2 proposes limited areas with multi-level retail. Specifically, two-story retail is proposed on the two large sites in the district core (Blocks NO7 and NO8) that can accommodate larger anchor stores, and for the sites that frame Broadway at 27th Street (Blocks NO1 and NO2). Throughout the rest of the North End retail is assumed to be accommodated in single-level, ground-floor space, and existing buildings that are reused for new retail are generally assumed to maintain their existing one- and occasionally 2-story configurations.

Alternative #N2 includes smaller components of office and housing than Alternative #N1 but both uses would still serve to activate and diversify the district.

- The cluster of office development, which is limited to Webster north of 30th Street and along 34th Street, and is reduced by 36% below Alternative #N1, would still provide complementary uses for both the proposed retail development and the Alta Bates Summit medical centers.
- Housing is generally located more to the edges of the district and used more as a transitional use between new retail and existing neighborhoods, rather than being a primary use over new retail development. Alternative #N2 also assumes that the existing assisted living facility at 30th and Webster streets will eventually be redeveloped with a newer, higher density assisted living facility, replaced with higher density housing, or some combination of the two.

Unlike the redevelopment envisioned for the Valdez Triangle, the degree to which existing buildings in the North End are removed and replaced with new development is expected to be much more limited. The alternative assumes that most of the former garages and auto showrooms, which comprise the majority of the existing building inventory, will be retrofitted

Building Status - Alternative N2



For full page map, see Comprehensive Alternatives section later in this chapter.

and re-used rather than replaced given their distinctive character and small parcel sizes. Only two blocks are large enough to warrant major redevelopment to accommodate large comparison retail-type anchors: the Grocery Outlet site (Block 7) and the Bay Bridge Motors site (Blocks 8A and B).

All eight (8) designated historic buildings are retained and reused under Alternative #N2, although some (e.g., the GMC Cadillac and Volkswagen buildings) may be modified (e.g., façade preservation) to incorporate new retail development. In addition, over 80% of the contributing structures to the Auto Row ASI District would be retained and reused.

The alternative assumes a number of streetscape and open space improvements to enhance the pedestrian environment and support pedestrian activity, including substantial streetscape improvements to Broadway and key side streets; two new plazas along Broadway in the district's core; two new pedestrian streets to provide important east/west connections; a new greenway and neighborhood park along the creek; and a new pocket park.

Land Use

Retail

Alternative #N2 proposes the following retail program:

- Pedestrian- and transit-oriented retail spine along Broadway
- Two (2) sites for major anchors:
 - Broadway & Hawthorne Street (southwest quadrant)
 - Broadway & 29th Street (northeast quadrant)
- Five (5) sites for minor anchors (potential for multiple anchors/site):
 - Broadway & 27th Street (northeast and northwest quadrants)
 - Broadway & 28th Street (northeast quadrant)
 - Broadway & 30th Street (northeast quadrant)
 - West side of Broadway midway between Hawthorne and 30th Street
- Small ground-floor retailers:
 - West side of Broadway from 27th Street to north of 30th Street
 - East side of Broadway from 30th Street to I-580
 - Broadway & 29th Street (southeast quadrant)
 - Broadway & 34th Street (southwest and northwest quadrants)

Residential

Alternative #N2 proposes residential uses in the following locations:

- Upper floor residential:
 - West side of Broadway between 29th and 30th streets (Block NO6)
- Stand-alone residential:
 - East side of Webster Street between 30th and Hawthorne streets (Blocks NO8A and NO8B)
 - West side of Valdez Street (Block NO2)
 - West side of Brook Street north of 30th Street (infill behind existing commercial development)
 - West side of the Brook Street extension between 30th and 29th Streets
 - 29th Street and Brook Street extension (northeast quadrant)
 - South side of 29th Street west of the Brook Street extension

Office

Alternative #N2 proposes office, particularly medical office, uses in the following locations:

- Ground floor and upper floor use adjacent to Alta Bates Summit Hospital:
 - West side of Block NO11 along Webster
 - East side of Broadway at 34th Street (northwest and southwest quadrants)

Open Space

Alternative #N2 proposes the following open space improvements:

- Streetscape improvements, including features such as wider sidewalks, sidewalk bulb-outs at intersections, new street trees and landscaping, and enhanced transit stops
- A major plaza on the west side of Broadway midway between 30th and Hawthorne and a new east/west pedestrian street that links Broadway and Pill Hill (Blocks NO8A and B)
- An east/west pedestrian street directly across from the proposed major plaza on Broadway that connects Broadway to Brook Street (NO9)
- A smaller plaza located on the east side of Broadway between 29th and 30th Streets (Block NO7A)
- Improvements to the existing plaza in front of the Howard Automobile – Dahl Chevrolet Showroom at 27th & Broadway to make it more appealing for people use (rather than a showcase for car sales) (Block NO1)
- Creation of a linear pedestrian greenway along the west side of Glen Echo Creek that will provide a continuous connection from Oak Glen Park to 30th Street
- A small neighborhood park between 29th and 30th streets, that links the creek to the proposed Brook Street extension (Block NO7B)
- A small pocket park on the currently vacant parcel at the east end of 28th Street and the south end of a proposed Richmond Avenue extension.

Historic Resources

Alternative #N2 would:

- Preserve and reuse six (6) of eight designated historic buildings:
 - Eisenback-Strough Showroom (current Honda at 3304-60 Broadway)
 - Grandjean-Burmian-Alzina Garage (3074 Broadway)
 - Howard Dahl Chevrolet (former Chrysler at 2735 Webster Street)
 - Arnstein-Field and Lee Star Showroom (former KIA at 2801-25 Broadway)
 - Queen Anne building at Broadway and 29th Street (2863-69 Broadway)
 - Pacific Nash Co. Auto Sales and Garage (current Volkswagen at 2740 Broadway)
- Modify and reuse two (2) of eight designated historic buildings:
 - McConnell GMC Pontiac Cadillac (3093 Broadway)
 - Firestone Tire & Rubber (current Mercedes at 2946 Broadway)
- Preserve all contributing structures in designated Areas of Secondary Importance (ASI) except for:
 - Five (5) buildings located in the Auto Row ASI on the Broadway/29th/Webster/30th Street block (NO6)
 - One (1) building in the Auto Row ASI along 30th Street just east of Broadway (NO5)
 - One (1) building in the Richmond Boulevard ASI along 30th Street at Glen Echo Creek (NO7B)

- Create a mid-block pedestrian street between Brook and Broadway on the block bounded by Broadway, Brook and 30th Street
- Create a mid-block pedestrian street between Webster and Broadway on the block bounded by Broadway, 30th Street, Webster, and Hawthorne.

Parking

Alternative #N2 proposes the following parking improvements:

- Create six (6) parking structures to accommodate shared public (i.e., retail) and private (i.e., residential, office) use, including:
 - 3-level, 180-space structure on Block NO1
 - 5-level, 300-space structure on Block NO2
 - 1-level, 60-space structure on Block NO5
 - 2-level, 140-space structure on Block NO6
 - 5-level, 408-space structure on Block NO7A
 - 1-level, 36-space structure on Block NO7B
 - 5-level, 475-space structure on Block NO8a
 - 8-level (one below grade), 1,050-space structure on Block NO8b
 - 7-level, 630-space structure on Block NO11
- All of the parking structures are wrapped with residential and retail uses, except on Block NO12 adjacent to 34th Street.

Circulation Changes

Alternative #N2 proposes the following changes in the existing circulation system:

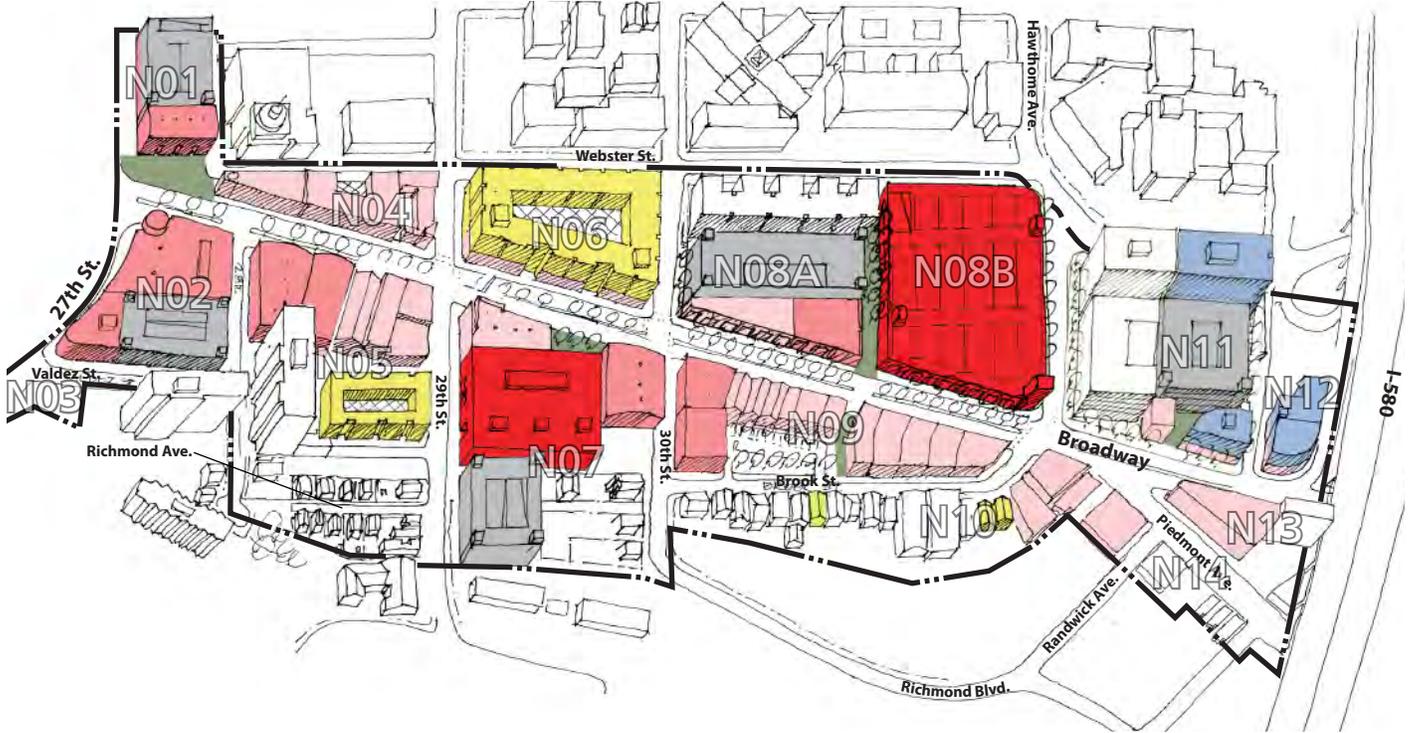
- Extend Brook Street south between 30th and 29th Streets (relocate residence on south side of 30th Street to accommodate extension)
- Add a pedestrian/bicycle trail connection between the south end of Richmond Avenue to 28th Street to provide a link with 29th Street
- Convert Valdez Street between 27th and 28th streets to two-way traffic (instead of current one-way south)

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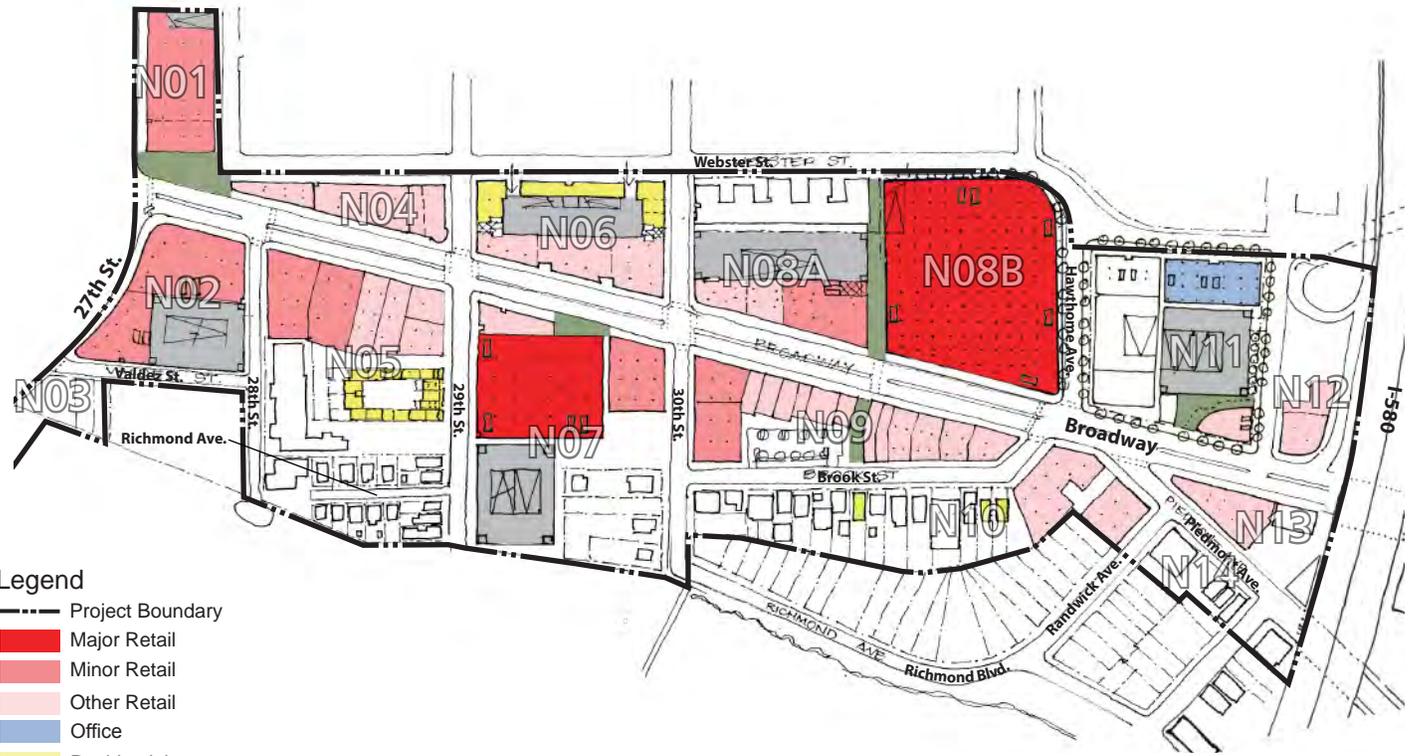
North Broadway - Alternative N3



Axonometric - Alternative N3



Ground Floor Plan - Alternative N3



Legend

- Project Boundary
- Major Retail
- Minor Retail
- Other Retail
- Office
- Residential
- Parking
- Park / Greenway
- Plaza

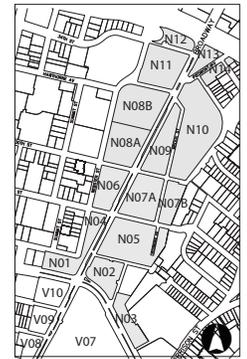
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N3

Redevelopment Potential - Alternative N3

Block	Height ⁽¹⁾	# of Stories		Retail (SF)				Office (SF)	Residential (DU)	Hotel (SF)
		Retail	Total	Major Retail	Minor Retail	Other Retail	Total			
N01	40'	1	1		35,000		35,000			
N02	40'	2	2		84,000		84,000			
N03										
N04	20'	1	1			25,000	25,000			
N05	40'	1	4		35,000	27,500	62,500		40	
N06	60'	1	4			30,000	30,000		150	
N07	20'	1	1	55,000	17,000	8,000	80,000			
N08A	20'	1	1		16,000	12,000	28,000			
N08B	20'	1	1	148,000			148,000			
N09	40'	1	2		20,000	50,000	70,000		4	
N10	20'	1	1			27,000	27,000		3	
N11	90'	1	6			6,500	6,500	119,000		
N12	50'	1	3			10,000	10,000	20,000		
N13	20'	1	1			13,000	13,000			
N14										
Total				203,000	207,000	209,000	619,000	139,000	197	0



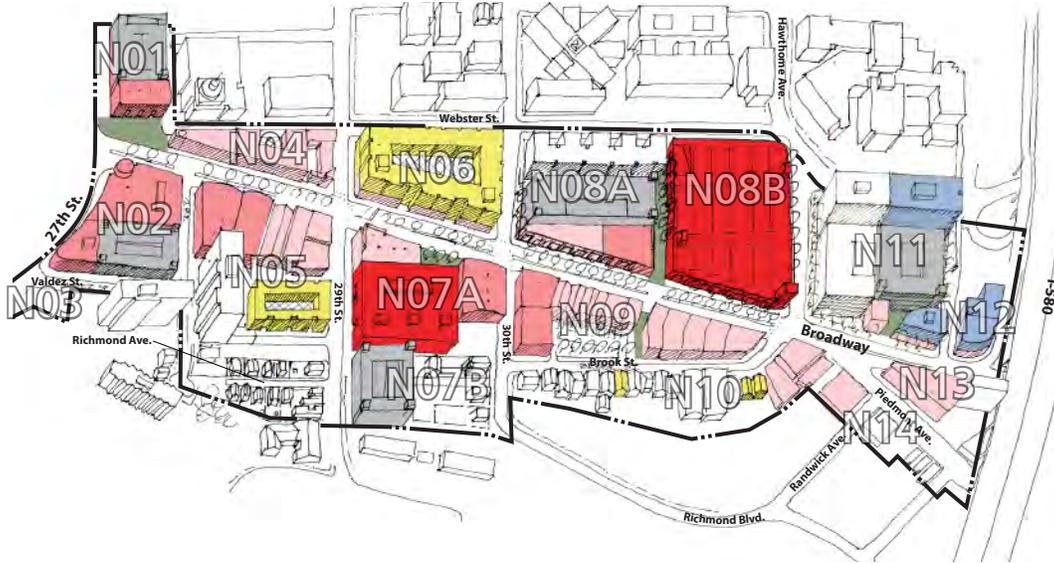
Block Number Keymap

Parking - Alternative N3

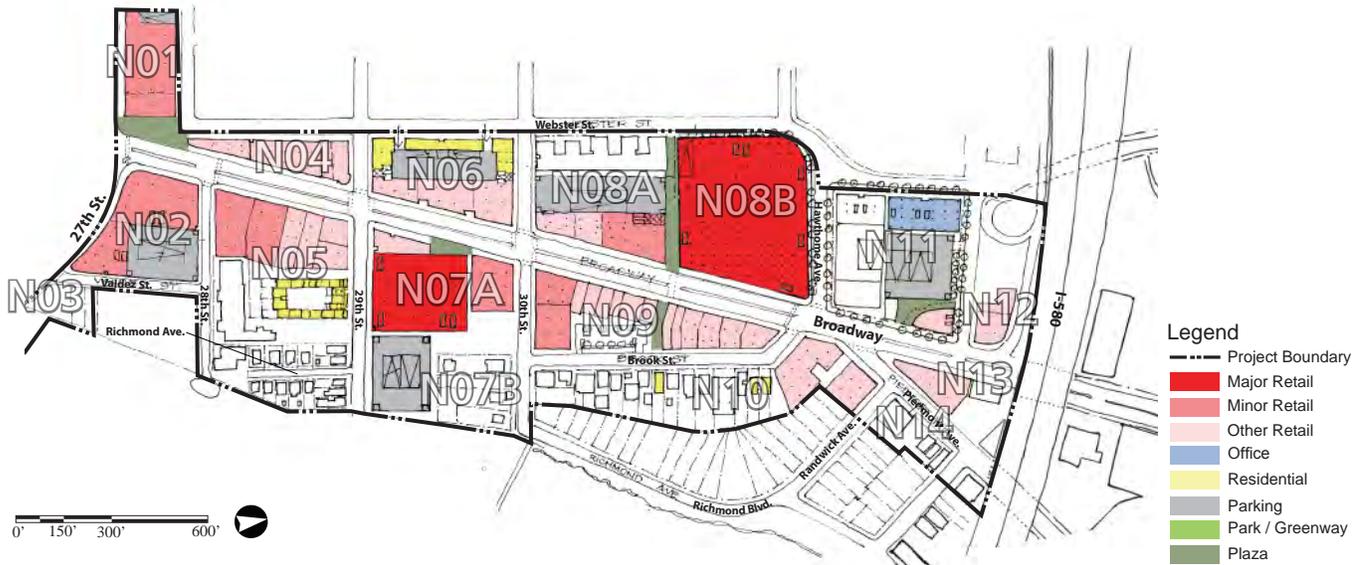
Block	Parking (Spaces)						Parking Types			
	Req'd for Retail ⁽²⁾	Req'd for Office ⁽³⁾	Req'd for Residential ⁽³⁾	Total Required	Total Provided	Difference	Above Ground (spaces / levels)		Below Ground (spaces / levels)	
N01	140	0	0	140	270	130	270	3		
N02	336	0	0	336	400	64	400	5		
N03	0	0	0	0	0	0				
N04	100	0	0	100	0	-100				
N05	250	0	40	290	60	-230	60	1		
N06	120	0	150	270	140	-130	140	2		
N07	320	0	0	320	600	280	600	6		
N08A	112	0	0	112	400	288	400	4		
N08B	592	0	0	592	425	-167	425	1		
N09	280	0	4	284	4	-280	4	1		
N10	108	0	3	111	3	-108	3	1		
N11	26	357	0	383	630	247	630	7		
N12	40	60	0	100	40	-60	40	1		
N13	52	0	0	52	0	-52				
N14	0	0	0	0	0	0				
Total	2,476	417	197	3,090	2,972	-118	2,972			0

NOTES
 * Estimated Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
 (1) All Heights are approximate
 (2) 4 Spaces per 1000 s.f. for Retail/Commercial
 (3) 3 Spaces per 1,000 s.f. for Office
 (4) 1 Space per Dwelling Unit
 (5) Parking is located on roof

Axonometric - Alternative N3



Ground Floor Plan - Alternative N3



Overview - Alternative N3

Concept

The retail strategy in Alternative #N3 has the same three primary objectives as the other two alternatives, including:

- to create a strong second node of destination retail at the north end of Broadway;
- to complement and expand the Valdez Triangle retail district by adding retail anchors to the north side of the Broadway/27th Street intersection; and

- to combine re-use of historic garage and showroom structures with selective infill to provide for distinctive retail, dining and entertainment uses.

Whereas Alternative #N1 explores retail in a mixed use format (i.e., housing and office over retail) and Alternative #2 explores retail in a multi-level, single-use format (i.e., 2-story retail with no uses above), Alternative #N3 explores retail in a single-use, single-level format. The focus of Alternative #N3 is exploring the feasibility of accommodating a couple large floorplate retailers (e.g., Target, Best Buy, etc.) in the

retailer’s more traditional single-level, big box format. While Alternative #N3 accommodates similar levels of retail and office as Alternative #N2, it also results in capacity for 45-62% fewer residential units than #N2 or #N1 respectively.

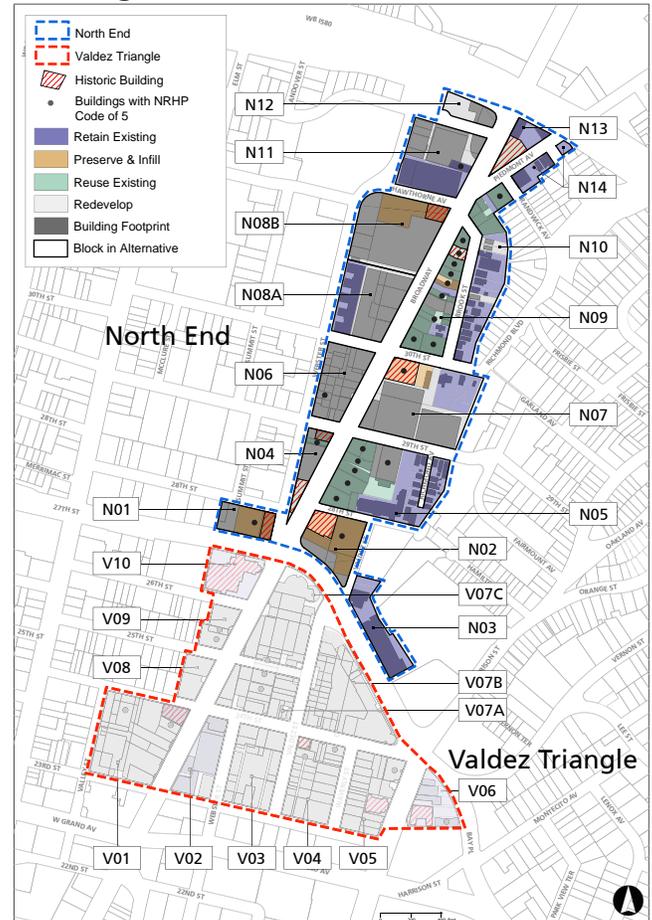
While the general distribution of retail under Alternative #N3 is essentially the same as the other two alternatives, the building configuration on the two large sites suitable for retail anchors differs. As in the other alternatives, Alternative #N3 establishes a retail node along Broadway in the three blocks between 29th and Hawthorne Streets, with sites for larger anchor-type users located on opposite sides of Broadway at each end of the node (i.e., the Grocery Outlet site on the south and the Bay Bridge Motors sites on the north), and sites for smaller retailers in between, and along the corridor to the north and south. As in Alternative #N2, minor anchors are proposed at the Broadway/27th Street intersection to complement Valdez Triangle retail district, help to physically define the important 27th Street/Broadway intersection, and to link the north and south ends of the planning area.

Alternative #N3 generally assumes no mixed use buildings that place housing or office over retail. The majority of the retail occurs in single use (retail only) buildings. Alternative #N3 proposes single-level retail throughout (i.e., no multi-level retail buildings). Specifically, single-level big box stores are proposed on the two large sites in the district core (Blocks NO7 and NO8) that can accommodate larger anchor stores. Throughout the rest of the North End retail is assumed to be accommodated in single-level, ground-floor space, and existing buildings that are reused for new retail are generally assumed to maintain their existing one- and occasionally 2-story configurations.

Alternative #N3 includes the same configuration of office as in Alternative #N2. Housing is limited to a stand-alone infill project on the south side of 29th Street east of Broadway and in the block bounded by 29th, Webster, 30th, and Broadway where it is included as above retail along Broadway and as ground-level use along Webster.

Like the other two alternatives, Alternative #N3 assumes that most of the former garages and auto showrooms, which comprise the majority of the existing building inventory, will be retrofitted and re-used rather than replaced given their

Building Status - Alternative N3



For full page map, see Comprehensive Alternatives section later in this chapter.

distinctive character and small parcel sizes.

All eight (8) designated historic buildings are retained and reused under Alternative #N2, although some (e.g., the GMC Cadillac and Volkswagen buildings) may be modified (e.g., façade preservation) to incorporate new retail development. In addition, over 80% of the contributing structures to the Auto Row ASI District would be retained and reused.

The alternative assumes a number of streetscape and open space improvements to enhance the pedestrian environment and support pedestrian activity, including substantial streetscape improvements to Broadway and key side streets; two new plazas along Broadway in the district’s core; and two new pedestrian streets to provide important east/west connections.

Land Use

Retail

Alternative #N3 proposes the following retail program:

- Pedestrian- and transit-oriented retail spine along Broadway
- Two (2) sites for major anchors:
 - Broadway & Hawthorne Street (southwest quadrant)
 - Broadway & 29th Street (northeast quadrant)
- Six (6) sites for minor anchors (potential for multiple anchors/site):
 - Broadway & 27th Street (northeast quadrant)
 - Broadway & 27th Street (northwest quadrant)
 - Broadway & 28th Street (northeast quadrant)
 - Broadway & 30th Street (southeast quadrant)
 - Broadway & 30th Street (northeast quadrant)
 - West side of Broadway midway between Hawthorne and 30th Street
- Small ground-floor retailers:
 - West side of Broadway from 27th Street to north of 30th Street
 - East side of Broadway from 30th Street to I-580
 - Broadway & 29th Street (northeast & southeast quadrants)
 - Broadway & 34th Street (southwest and northwest quadrants)

Residential

Alternative #N3 proposes residential uses in the following locations:

- Upper floor residential:
 - West side of Broadway between 29th and 30th Streets (NO6)
- Stand-alone residential:
 - Brook Street north of 30th Street (infill on east side of street only)
 - South side of 29th Street west of Broadway

Office

Alternative #N3 proposes office, particularly medical office, uses in the following locations:

- Ground floor and upper floor use adjacent to Alta Bates Summit Hospital along Webster (Block NO11)
- Upper floor office use along Broadway at 34th Street (Blocks NO11 and NO12)

Open Space

Alternative #N3 proposes the following open space improvements:

- Entry plaza and pedestrian street (paseo) near the center of the Broadway/30th/Webster/Hawthorne Street block (NO8A)
- Pedestrian street (paseo) between Brook and Broadway on the Broadway/Brook/30th Street block (NO9)
- Entry plaza on east side of Broadway between 29th and 30th streets (Block NO7A)
- Enhance the plaza in front of the Howard Automobile – Dahl Chevrolet Showroom at 27th & Broadway (Block NO1)

Historic Resources

Alternative #N3 would:

- Preserve and reuse six (6) designated historic buildings:
 - Eisenback-Strough Showroom (current Honda at 3304-60 Broadway)
 - Grandjean-Burmian-Alzina Garage (3074 Broadway)
 - Firestone Tire & Rubber (current Mercedes at 2946 Broadway)
 - Howard Dahl Chevrolet (former Chrysler at 2735 Webster Street)
 - Arnstein-Field and Lee Star Showroom (former KIA at 2801-25 Broadway)
 - Queen Anne building at Broadway and 29th Street (2863-69 Broadway)
- Modify and reuse two (2) designated historic buildings:
 - McConnell GMC Pontiac Cadillac (3093 Broadway)
 - Pacific Nash Co. Auto Sales and Garage (current Volkswagen at 2740 Broadway)
- Preserve all contributing structures in designated Areas of Secondary Importance (ASI) except for:
 - Five (5) buildings located in the Auto Row ASI

on the Broadway/29th/Webster/30th Street block (NO6)

- One (1) building in the Auto Row ASI along 30th Street just east of Broadway (NO5)
- Relocate the 2 Victorian residences (contributing structures) on the west side of Brook Street north of 30th Street to fill in gaps in the residential fabric on the east side of Brook Street

Circulation Changes

Alternative #N3 proposes the following changes in the existing circulation system:

- Convert Valdez Street between 27th and 28th streets to two-way traffic (instead of current one-way south)
- Create a mid-block pedestrian street between Brook and Broadway on the block bounded by Broadway, Brook and 30th Street
- Create a mid-block pedestrian street between Webster and Broadway on the block bounded by Broadway, 30th Street, Webster, and Hawthorne.

Parking

Alternative #N3 proposes the following parking improvements:

- Create 8 parking structures to accommodate shared public (i.e., retail) and private (i.e., residential, office) use, including:
 - 3-level, 270-space structure on Block NO1
 - 5-level, 400-space structure on Block NO2
 - 2-level, 140-space structure on Block NO6
 - 6-level, 600-space structure on Block NO7
 - 4-level, 400-space structure on Block NO8a
 - 1-level, 425-space on roof of building on Block NO8b
 - 7-level, 630-space structure on Block NO11
- Four (4) of the parking structures would front directly onto public streets (i.e., not wrapped with other uses):
 - Block NO2 adjacent to Valdez and 28th Streets
 - Block NO7 adjacent to 29th Street
 - Block NO8A adjacent to 30th Street
 - Block NO11 adjacent to 34th Street

The alternatives for the Valdez Triangle and North End have been combined to create a set of comprehensive, area-wide alternatives. Together, Alternatives #V1 and #N1 form Alternative #1, Alternatives #V2 and #N2 form Alternative

#2, and Alternatives #V3 and #N3 form Alternative #3.

Axonometric drawings and summary tables are provided for each.

It is important to note that the alternatives for the Valdez Triangle and North Broadway are generally independent of each other. The direction of development in one area will influence, but will not dictate, the direction of development in the other. Thus, the alternatives can be combined in different ways depending on one's desired objective or preference. The intent of the combined alternatives is to provide a more comprehensive picture of redevelopment of the entire planning area.

As can be seen from the tables, the three alternatives describe a range of development potentials, including:

- 1.2 – 1.7 million square feet of retail
- 900 – 1,300 residential units
- 139,000 – 310,000 square feet of office

Each combined alternative provides its own set of physical characteristics and resulting development programs:

- Alternative #1 provides a consistent mixed use approach to combining retail, residential, and office across both the Triangle and the North End resulting the lowest potential retail space (1.2 million s.f.) and highest number of residential units (1,278 d.u.) and office space (310,000 s.f.)
- Alternative #3 represents the most contrast between approaches to the Triangle and North End, combining the most intense and diverse development scenario for the Triangle with the least intense and least diverse development scenario for the North End, resulting in the highest retail potential (1.7 million s.f.) but a lower number of residential units (950 d.u.).
- Alternative #2 represents somewhat of a middle ground between the two, combining mixed use and density in a manner that generates retail potential (1.4 million s.f.) that falls between the other two alternatives and the lowest number of residential units (900 d.u.), but also preserves the largest number of existing buildings.

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Comprehensive Alternatives



Illustrative Drawing - Alternative 1

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Comprehensive Alternative 1



Axonometric - Alternative 1



Redevelopment Potential - Alternative 1

Area	Retail (sf)				Office (sf)	Residential		Hotel (sf)
	Major Retail	Minor Retail	Other Retail	Total		Dwelling Units	Square Feet	
Valdez Triangle	260,000	239,000	218,000	717,000	0	763	763,000	120,000
North Broadway	75,000	164,000	240,500	479,500	310,000	515	515,000	0
Total	335,000	403,000	458,500	1,196,500	310,000	1,278	1,278,000	120,000

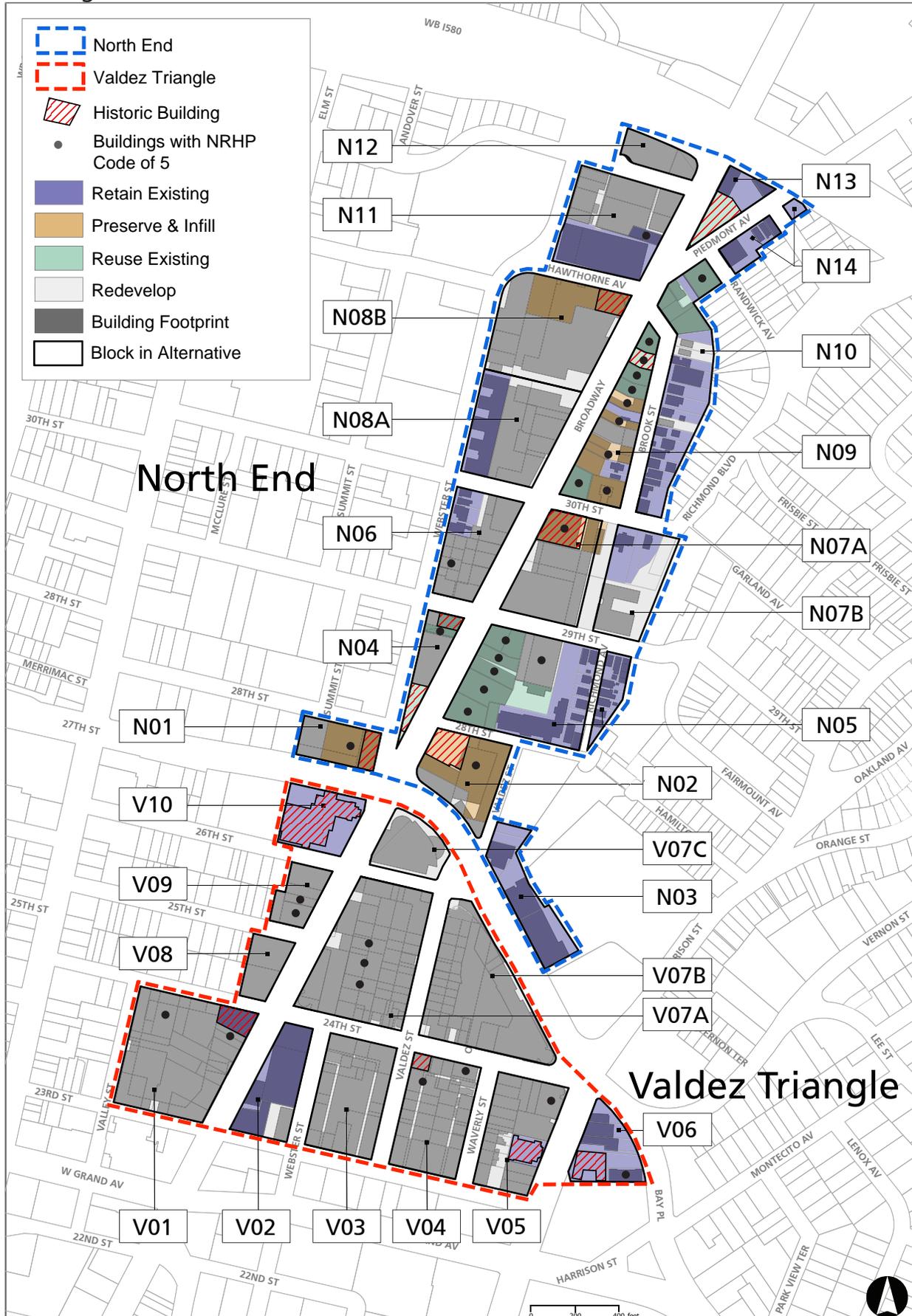
Parking - Alternative 1

Area	Parking (Spaces)						
	Req'd for Retail ⁽¹⁾	Req'd for Office	Req'd for Residential ⁽²⁾	Req'd for Hotel	Total Req'd	Total Provided	Difference
Valdez Triangle	96	0	763	200	3,831	3,540	(291)
North Broadway	1,918	930	515	0	2,848	3,153	305
Total	2,014	930	1,278	200	6,679	6,693	14

NOTES

- (1) Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
- (2) 1 Space per 250 s.f. for Retail/Commercial
- (3) 1 Space per Dwelling Unit
- (4) Hotel Parking Ratio : 0.75 Space per Room

Building Status -- Alternative 1



Land Use Summary - Alternative 1

	Resid. Units	Commercial	Office	Hotel	Other
Valdez Triangle					
Existing	120	524,064	12,107	17,445	233,162
Redevelopment Potential	763	717,000	0	120,000	0
Remaining	24	155,954	0	17,445	87,424
Total	787	872,954	0	137,445	87,424
Difference	667	348,889	-12,107	120,000	-145,738
North End					
Existing	308	630,668	127,728	0	5,313
Redevelopment Potential	515	479,500	310,000	0	0
Remaining	304	185,141	113,834	0	0
Total	819	664,641	423,834	0	0
Difference	511	33,973	296,107	0	-5,313
Project Total					
Existing	428	1,154,732	139,835	17,445	238,475
Redevelopment Potential	1,278	1,196,500	310,000	120,000	0
Remaining	328	341,095	113,834	17,445	87,424
Total	1,606	1,537,595	423,834	137,445	87,424
Difference	1,178	382,862	284,000	120,000	-151,051

Land Use Summary by Block - Alternative 1

		Alternative 1									
		Potential Redevelopment					Total				
	Block #	Resid.	Comm.	Office	Hotel	Other	Resid.	Comm.	Office	Hotel	Other
Valdez Triangle	V01	255	24,000	-	-	-	255	72,595	-	-	-
	V02	12	7,000	-	-	-	12	97,638	-	-	-
	V03	120	43,000	-	-	-	120	43,000	-	-	-
	V04	120	43,000	-	-	-	120	43,000	-	-	-
	V05	24	85,000	-	120,000	-	24	85,000	-	120,000	17,445
	V06	-	-	-	-	-	24	16,720	-	17,445	-
	V07	232	411,000	-	-	-	232	441,000	-	-	-
	V08	-	60,000	-	-	-	-	60,000	-	-	-
	V09	-	44,000	-	-	-	-	44,000	-	-	-
	V10	-	-	-	-	-	-	-	-	-	69,979
North End	N01	18	16,000	-	-	-	18	16,000	-	-	-
	N02	30	54,000	-	-	-	30	54,000	-	-	-
	N03	-	-	-	-	-	-	31,066	6,168	-	-
	N04	-	27,000	-	-	-	-	34,219	-	-	-
	N05	40	62,500	-	-	-	217	62,500	2,255	-	-
	N06	52	35,000	-	-	-	54	35,000	11,411	-	-
	N07	150	63,000	-	-	-	151	63,000	-	-	-
	N08	200	108,000	100,000	-	-	296	108,000	100,000	-	-
	N09	22	60,000	-	-	-	24	90,163	-	-	-
	N10	3	27,000	-	-	-	27	78,186	-	-	-
	N11	-	10,000	185,000	-	-	-	23,804	279,000	-	-
	N12	-	4,000	25,000	-	-	-	4,000	25,000	-	-
	N13	-	13,000	-	-	-	-	55,889	-	-	-
	N14	-	-	-	-	-	2	8,813	-	-	-
Total	1,278	1,196,500	310,000	120,000	-	1,606	1,567,595	423,834	137,445	87,424	
Valdez Triangle	763	717,000	-	120,000	-	787	902,954	-	137,445	87,424	
North End	515	479,500	310,000	-	-	819	664,641	423,834	-	-	

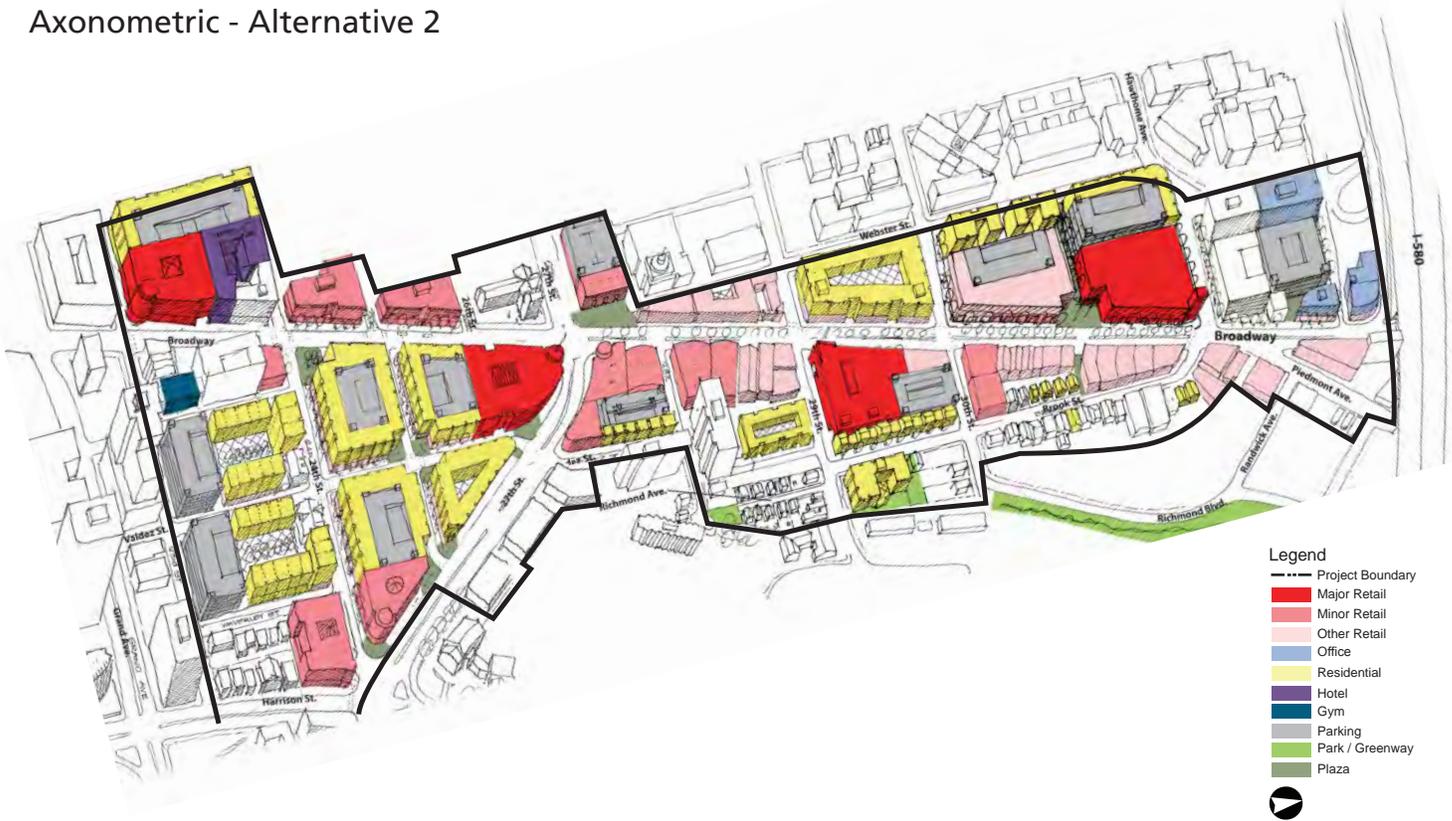
NOTES

- (1) Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
- (2) Potential redevelopment includes reuse of existing buildings.
- (3) Total development includes remaining existing land uses.
- (4) Residential assumes 1,000 sf average apartment.
- (5) Other includes place of worship, parking structure, and exempt land uses.

Comprehensive Alternative 2



Axonometric - Alternative 2



Redevelopment Potential - Alternative 2

Area	Retail (sf)				Office (sf)	Residential		Hotel (sf)
	Major Retail	Minor Retail	Other Retail	Total		Dwelling Units	Square Feet	
Valdez Triangle	300,000	240,000	142,000	682,000	0	544	544,000	85,000
North Broadway	215,000	199,000	251,000	665,000	139,000	360	360,000	0
Total	515,000	439,000	393,000	1,347,000	139,000	904	904,000	85,000

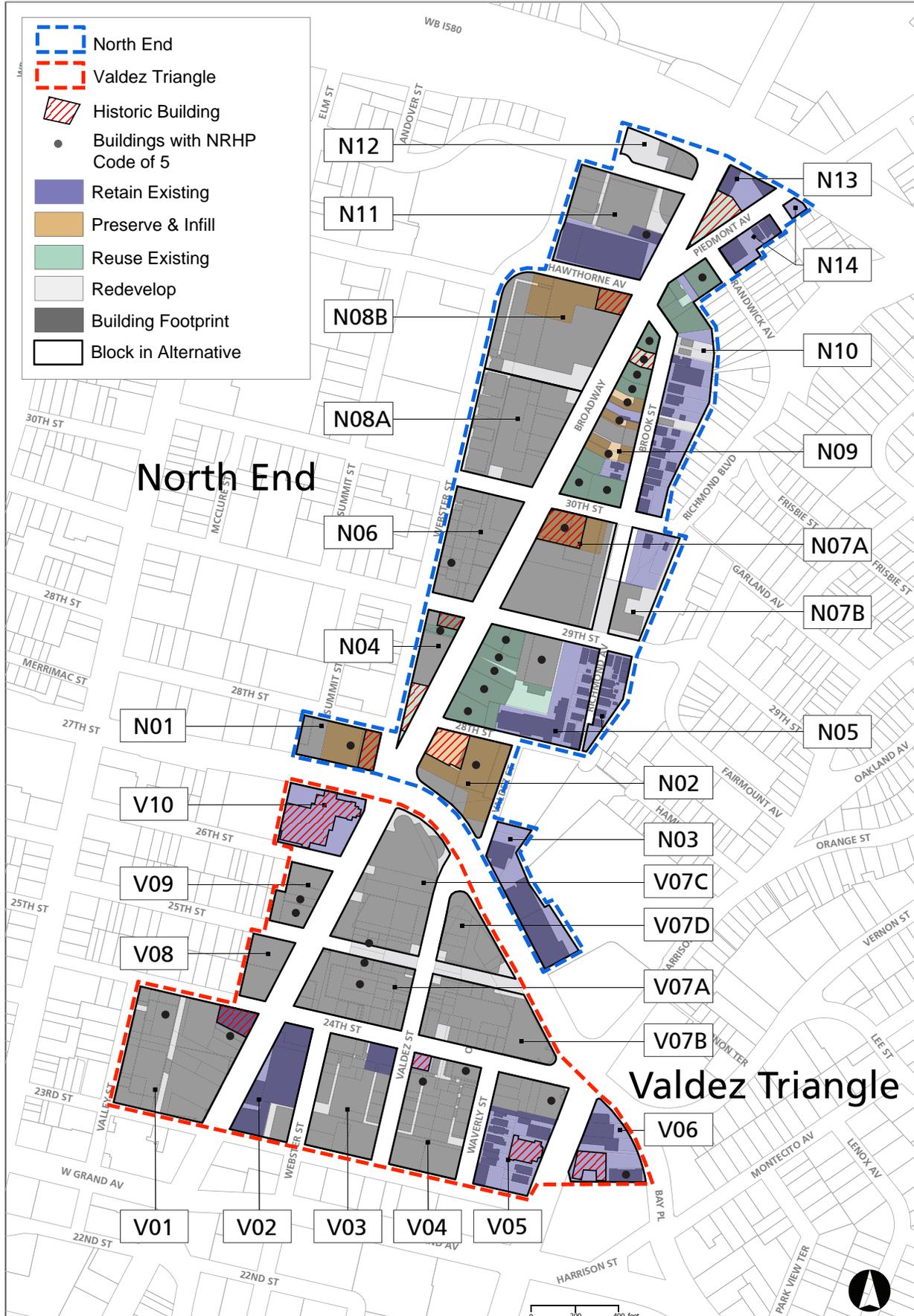
Parking - Alternative 2

Area	Parking (Spaces)						
	Req'd for Commercial ⁽¹⁾	Req'd for Retail	Req'd for Residential ⁽²⁾	Req'd for Hotel	Total Req'd	Total Provided	Difference
Valdez Triangle	2,728	0	544	150	3,422	3,750	328
North Broadway	2,660	417	360	0	3,437	3,326	(111)
Total	5,388	417	904	150	6,859	7,076	217

NOTES

- (1) Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
- (2) 1 Space per 250 s.f. for Retail/Commercial
- (3) 1 Space per Dwelling Unit
- (4) Hotel Parking Ratio : 0.75 Space per Room

Building Status -- Alternative 2



Land Use Summary - Alternative 2

	Resid. Units	Commercial	Office	Hotel	Other
Valdez Triangle					
Existing	120	524,064	12,107	17,445	233,162
Redevelopment Potential	544	682,000	0	85,000	0
Remaining	66	165,945	0	17,445	69,979
Total	610	847,945	0	102,445	69,979
Difference	490	323,881	-12,107	85,000	-163,183
North End					
Existing	308	630,668	127,728	0	5,313
Redevelopment Potential	360	665,000	139,000	0	0
Remaining	207	185,141	102,424	0	0
Total	567	850,141	241,424	0	0
Difference	259	219,473	113,696	0	-5,313
Project Total					
Existing	428	1,154,732	139,835	17,445	238,475
Redevelopment Potential	904	1,347,000	139,000	85,000	0
Remaining	273	351,086	102,424	17,445	69,979
Total	1,177	1,698,086	241,424	102,445	69,979
Difference	749	543,354	101,589	85,000	-168,496

Land Use Summary by Block - Alternative 2

		Alternative 2									
		Potential Redevelopment					Total				
	Block #	Resid.	Comm.	Office	Hotel	Other	Resid.	Comm.	Office	Hotel	Other
Valdez Triangle	V01	76	140,000	-	85,000	-	76	188,595	-	85,000	-
	V02	-	14,000	-	-	-	-	104,638	-	-	-
	V03	72	16,000	-	-	-	72	25,992	-	-	-
	V04	72	16,000	-	-	-	86	16,000	-	-	-
	V05	-	72,000	-	-	-	28	72,000	-	-	-
	V06	-	-	-	-	-	24	16,720	-	17,445	-
	V07	324	320,000	-	-	-	324	320,000	-	-	-
	V08	-	60,000	-	-	-	-	60,000	-	-	-
	V09	-	44,000	-	-	-	-	44,000	-	-	-
	V10	-	-	-	-	-	-	-	-	-	69,979
North End	N01	-	35,000	-	-	-	-	35,000	-	-	-
	N02	12	84,000	-	-	-	12	84,000	-	-	-
	N03	-	-	-	-	-	-	31,066	6,168	-	-
	N04	-	25,000	-	-	-	-	32,219	-	-	-
	N05	40	62,500	-	-	-	217	62,500	2,255	-	-
	N06	150	30,000	-	-	-	150	30,000	-	-	-
	N07	58	72,000	-	-	-	62	72,000	-	-	-
	N08	93	230,000	-	-	-	93	230,000	-	-	-
	N09	4	70,000	-	-	-	4	100,163	-	-	-
	N10	3	27,000	-	-	-	27	78,186	-	-	-
	N11	-	6,500	119,000	-	-	-	20,304	213,000	-	-
	N12	-	10,000	20,000	-	-	-	10,000	20,000	-	-
	N13	-	13,000	-	-	-	-	55,889	-	-	-
	N14	-	-	-	-	-	-	2	8,813	-	-
Total	904	1,347,000	139,000	85,000	-	1,177	1,698,086	241,424	102,445	69,979	
Valdez Triangle	544	682,000	-	85,000	-	610	847,945	-	102,445	69,979	
North End	360	665,000	139,000	-	-	567	850,141	241,424	-	-	

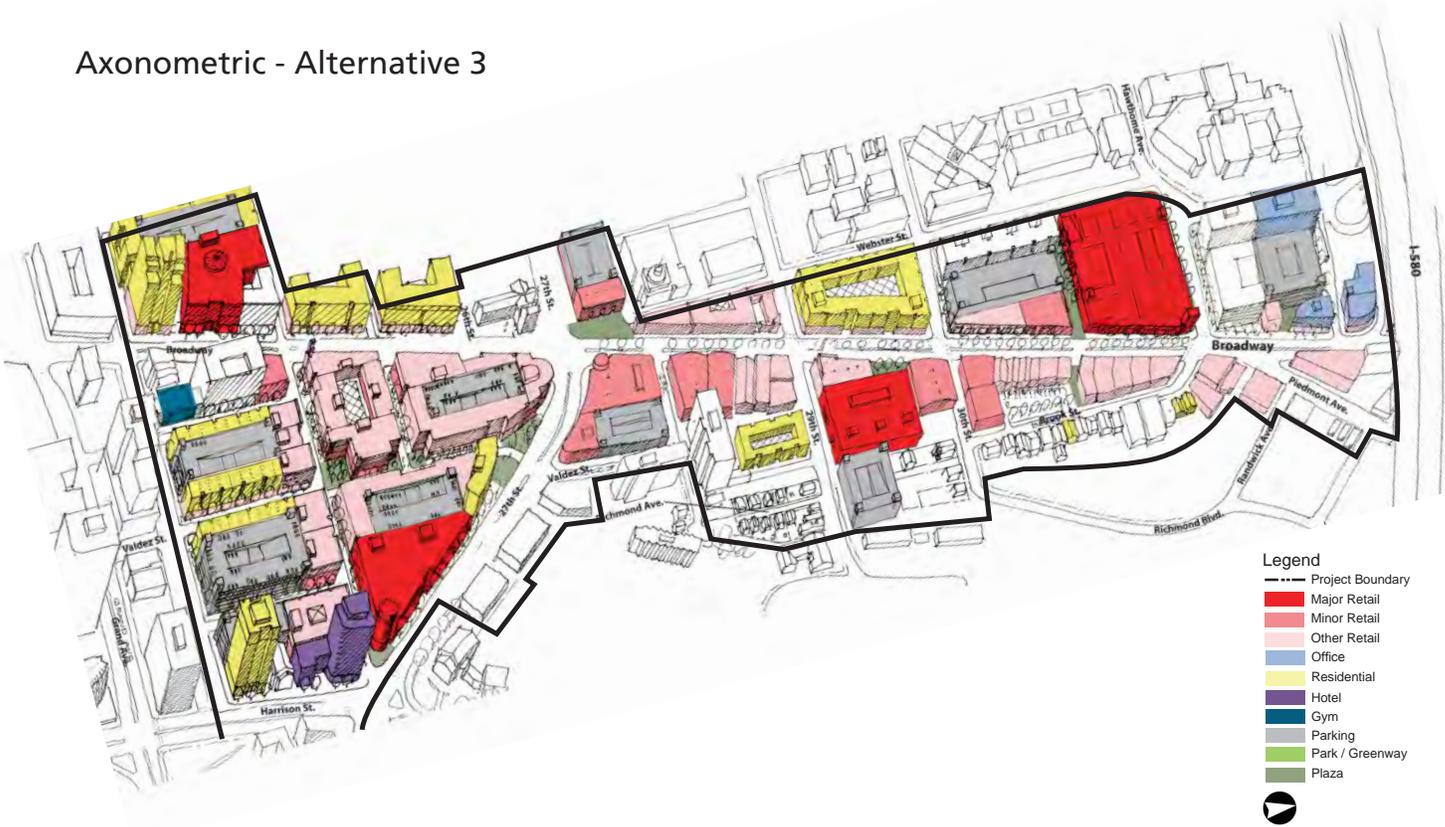
NOTES

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- (2) Potential redevelopment includes reuse of existing buildings.
- (3) Total development includes remaining existing land uses.
- (4) Residential assumes 1,000 sf average apartment.
- (5) Other includes place of worship, parking structure, and exempt land uses.

Comprehensive Alternative 3



Axonometric - Alternative 3



Redevelopment Potential - Alternative 3

Area	Retail (sf)			Office (sf)	Residential		Hotel (sf)	
	Major Retail	Minor Retail	Other Retail		Total	Dwelling Units		Square Feet
Valdez Triangle	290,000	286,000	531,000	1,107,000	0	752	752,000	150,000
North Broadway	203,000	207,000	209,000	619,000	139,000	197	197,000	0
Total	493,000	493,000	740,000	1,726,000	139,000	949	949,000	150,000

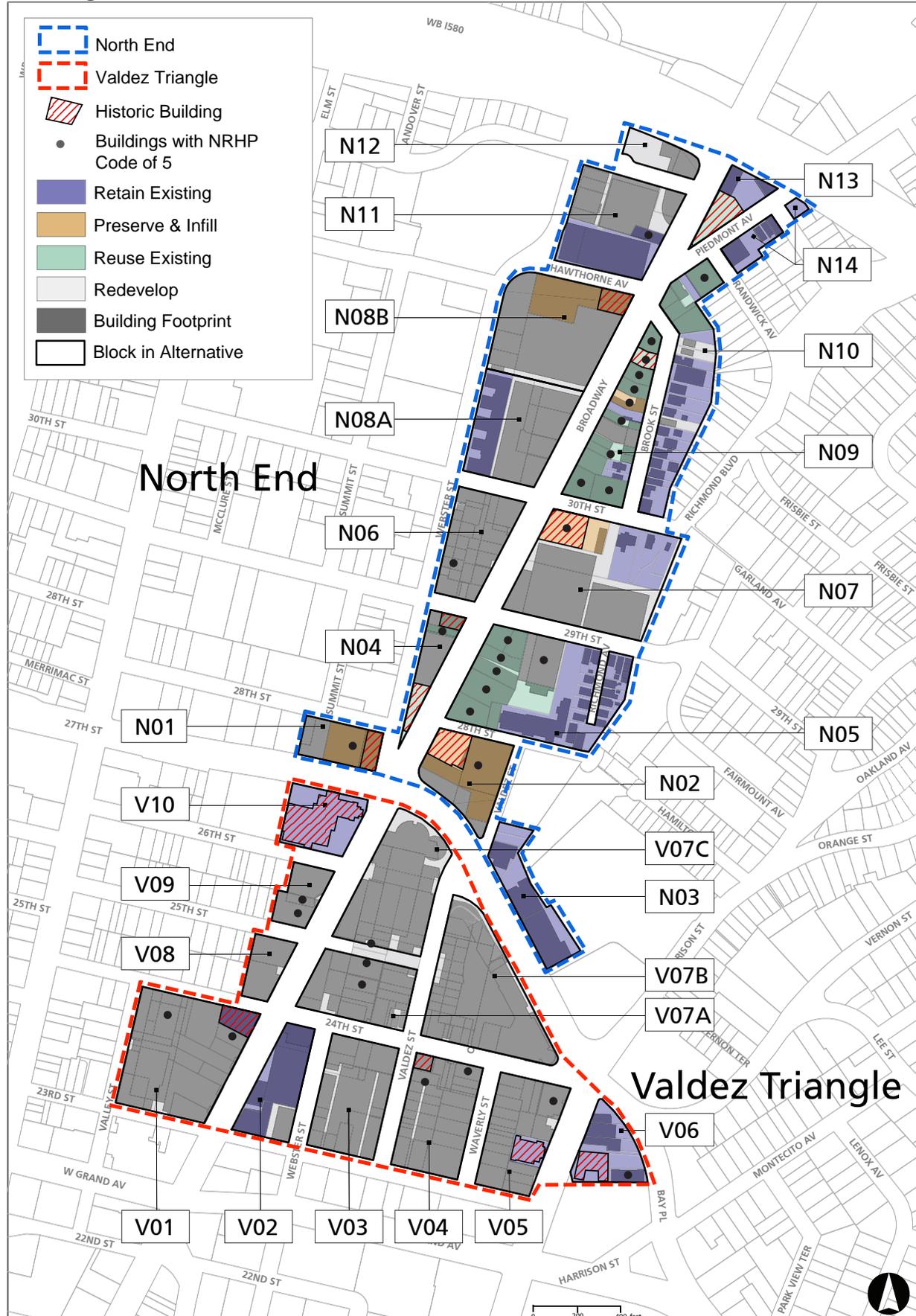
Parking - Alternative 3

Area	Parking (Spaces)						
	Req'd for Retail ⁽¹⁾	Req'd for Office	Req'd for Residential ⁽²⁾	Req'd for Hotel	Total Req'd	Total Provided	Difference
Valdez Triangle	4,428	0	752	250	5,430	5,460	30
North Broadway	2,476	417	197	0	3,090	2,972	(118)
Total	6,904	417	949	250	8,520	8,432	-88

NOTES

- (1) Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
- (2) 1 Space per 250 s.f. for Retail/Commercial
- (3) 1 Space per Dwelling Unit
- (4) Hotel Parking Ratio : 0.75 Space per Room

Building Status -- Alternative 3



Land Use Summary - Alternative 3

	Resid. Units	Commercial	Office	Hotel	Other
Valdez Triangle					
Existing	120	524,064	12,107	17,445	233,162
Redevelopment Potential	752	1,107,000	0	150,000	0
Remaining	24	155,954	0	17,445	87,424
Total	776	1,262,954	0	167,445	87,424
Difference	656	738,889	-12,107	150,000	-145,738
North End					
Existing	308	630,668	127,728	0	5,313
Redevelopment Potential	197	619,000	139,000	0	0
Remaining	305	185,141	113,834	0	0
Total	502	850,141	241,424	0	0
Difference	194	219,473	113,696	0	-5,313
Project Total					
Existing	428	1,154,732	139,835	17,445	238,475
Redevelopment Potential	949	1,726,000	139,000	150,000	0
Remaining	329	341,095	113,834	17,445	87,424
Total	1,278	2,113,095	241,424	167,445	87,424
Difference	850	958,362	101,589	150,000	-151,051

Land Use Summary by Block - Alternative 3

		Alternative 3									
		Potential Redevelopment					Total				
	Block #	Resid.	Comm.	Office	Hotel	Other	Resid.	Comm.	Office	Hotel	Other
Valdez Triangle	V01	336	154,000	-	-	-	336	202,595	-	-	-
	V02	-	14,000	-	-	-	-	104,638	-	-	-
	V03	72	90,000	-	-	-	72	90,000	-	-	-
	V04	36	78,000	-	-	-	36	78,000	-	-	-
	V05	140	80,000	-	150,000	-	140	80,000	-	150,000	17,445
	V06	-	-	-	-	-	24	16,720	-	17,445	-
	V07	80	634,000	-	-	-	80	634,000	-	-	-
	V08	48	27,000	-	-	-	48	27,000	-	-	-
	V09	40	30,000	-	-	-	40	30,000	-	-	-
	V10	-	-	-	-	-	-	-	-	-	69,979
North End	N01	-	35,000	-	-	-	-	35,000	-	-	-
	N02	-	84,000	-	-	-	-	84,000	-	-	-
	N03	-	-	-	-	-	-	31,066	6,168	-	-
	N04	-	25,000	-	-	-	-	32,219	-	-	-
	N05	40	62,500	-	-	-	217	62,500	2,255	-	-
	N06	150	30,000	-	-	-	152	30,000	11,411	-	-
	N07	-	80,000	-	-	-	2	80,000	-	-	-
	N08	-	176,000	-	-	-	96	176,000	-	-	-
	N09	4	70,000	-	-	-	6	100,163	-	-	-
	N10	3	27,000	-	-	-	27	78,186	-	-	-
	N11	-	6,500	119,000	-	-	-	20,304	213,000	-	-
	N12	-	10,000	20,000	-	-	-	10,000	20,000	-	-
	N13	-	13,000	-	-	-	-	55,889	-	-	-
	N14	-	-	-	-	-	2	8,813	-	-	-
Total		949	1,726,000	139,000	150,000	-	1,278	2,067,095	252,834	167,445	87,424
Valdez Triangle		752	1,107,000	-	150,000	-	776	1,262,954	-	167,445	87,424
North End		197	619,000	139,000	-	-	502	804,141	252,834	-	-

NOTES

- (1) Numbers are an order of magnitude calculation for the purpose of comparing alternatives. They are not intended for detailed calculation.
- (2) Potential redevelopment includes reuse of existing buildings.
- (3) Total development includes remaining existing land uses.
- (4) Residential assumes 1,000 sf average apartment.
- (5) Other includes place of worship, parking structure, and exempt land uses.

3

Land Use & Urban Design

The following discussion of alternatives developed for the Broadway/Valdez District Specific Plan addresses the physical character and function of the alternatives as they relate to accommodating destination retail and to creating a healthy, attractive and sustainable mixed use district. By discussing benefits and constraints associated with each alternative, the analysis is intended to support informed discussion and choices among available options. The following discussion does not identify a preferred alternative. At this point in the process, each alternative has positive characteristics as well as less positive ones from an urban design standpoint. These need to be considered and weighed against project goals and the technical input related to transportation, infrastructure, and economics.

The following discussion is organized by Specific Plan subarea. Each subarea discussion is prefaced with a series of General Observations. For each alternative, comments are organized by the following topics: Retail, Residential, Hotel/Office, Public Spaces, Historic Resources, Circulation Changes, and Parking.



Axonometric - Alternative 1



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Valdez Triangle Alternatives



Alternative 1



General Observations - Valdez Alternatives

Location

As discussed in the Existing Conditions Report, the Valdez Triangle is in many ways an ideal location for the development of a major destination retail district. Broadway, Harrison, and 27th Street provide both convenient access to the area and high visibility, and the fine-grained pattern of streets and blocks within the area provides a good physical framework for developing a pedestrian-friendly retail environment. The adjacency to the Uptown District provides an employment and entertainment area that can complement and energize future retail and residential development. Similarly, the adjacency of the 25th Street Garage District with its historic garage structures and burgeoning Art Murmur activities provides an incipient arts district that can also complement and broaden the area's appeal and attraction. In addition, Pill Hill, the Kaiser Medical Center and the well-established neighborhoods surrounding the area provide a built-in source of visitors and potential shoppers who will support and activate the area.

Historic Preservation

There is an inherent tension between the amount of development proposed in the Triangle and the desire to preserve as much of the historic fabric as possible. In order to achieve the amount of retail development that the market analyses indicate is needed to establish a sustainable retail district, essentially the entire Triangle needs to be redeveloped, with only the most significant historic buildings being preserved. Such comprehensive redevelopment is at odds with the concept of preserving the local, historic character. Alternative #V2 illustrates the drop off in retail capacity that occurs when more of the existing building stock is preserved. In addition, buildings such as the Newsom Apartments at 24th and Valdez are not conducive to conversion to retail use and would not contribute to the character or function of 24th as a retail street.

Ownership Patterns

The substantial redevelopment of the Triangle envisioned in all three alternatives also will be difficult to implement given the area's fragmented ownership and parcelization, and is likely to be at odds with at least some landowners' and businesses' plans for their properties. While the development envisioned can clearly be phased, the size and character of the proposed buildings and parking structures will require that entire blocks or multiple blocks will need to be secured and developed at one time, rather than developing a parcel or two at a time.

Parking

Providing the structured parking needed to free up developable land and accommodate projected parking demand, poses both economic and urban design challenges. In all three alternatives numerous large parking structures are required to meet projected demand. The number and size of these structures represents a significant constraint to project viability. In addition, while these garages are generally wrapped with retail and residential uses so they are not visible from the street, in each scenario there are places where parking structures cannot be wrapped and still achieve projected capacities, which results in a less than ideal visual environment. Building fewer, larger garages with more levels below grade would help mitigate the urban design issues, but underground parking structures are significantly more expensive than above ground structures and larger structures would probably require greater land consolidation and control so they would not need to be limited to the confines of a single block. Clearly, reducing the requirement for parking would be the best way to reduce development costs and urban design impacts associated with parking structures.

23rd Street

In all scenarios, the character and quality of the environment along 23rd Street between Broadway and Harrison Street represents a design and land use problem. The existing uses along the south side of 23rd Street generally front onto Grand Avenue and turn their back to 23rd Street (e.g., loading docks, service entrances, etc.). This creates a problem regarding what the appropriate use and orientation of development along the north side of the street should be. This issue is further exacerbated by the parking structure issue discussed above. The combination of the poor orientation of existing development to 23rd Street, and the potential for exposed parking structures associated with future development could result in 23rd Street continuing to be a street lacking in amenity and activity resulting in a gap between the Uptown and the Valdez districts.

YMCA

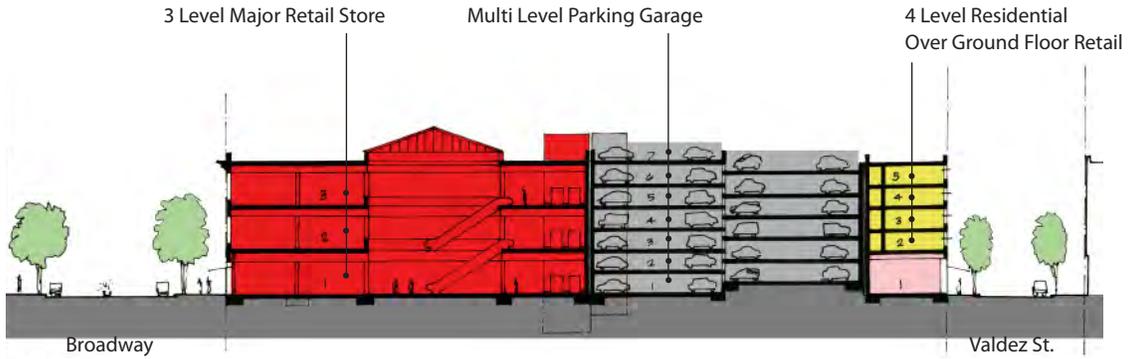
The YMCA and its parking structure represent significant constraints to creating a strong pedestrian environment and active retail frontages along Broadway, 24th Street, and Webster Street. The building's blank facades along 24th and Webster Streets create "dead zones" in the streetscape that lack visual interest or street level activity. Similarly, the elevation of the front entrance on Broadway, creates a similar disconnect from the public realm that enervates rather than energizes the Broadway streetscape. In particular, these characteristics complicate efforts in all alternatives to establish a continuous, pedestrian-oriented retail street along Broadway and 24th Street and ensure that the retail energy of the Valdez District extends across Broadway and does not become inwardly focused within the Triangle.

27th Street

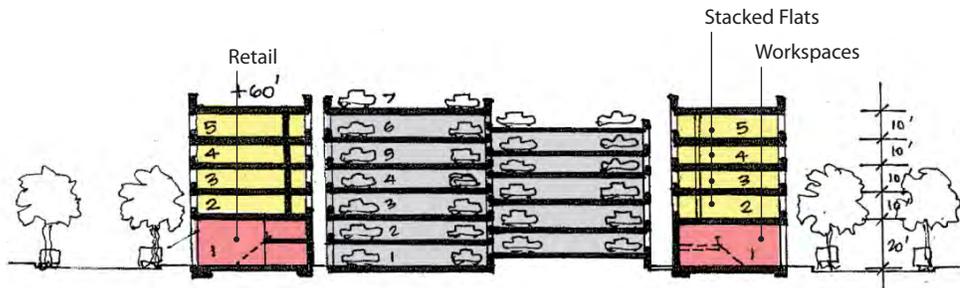
For a number of reasons, 27th Street represents a challenge to creating a walkable and unified district. Due to both its size and traffic volumes, 27th Street forms a de facto barrier that separates the Valdez Triangle from the north end of Broadway, particularly for pedestrians. The combination of topography, parcelization, and current uses contributes to a section of street that is poorly defined and uninviting to pedestrian use. All of the alternatives propose development around the Broadway/27th Street intersection that will help to link the north and south sides of the project area, by giving scale and definition and adding interest and activity to this intersection. The combination of active storefronts along 27th Street and streetscape improvements will help to remedy some of the current conditions. However, the north side of 27th Street represents a challenge because the shallow parcels along the north side of the street between Valdez and the First Congregational Church offer limited opportunity for redevelopment and existing uses/development are not geared toward pedestrian activity.

The following section provides more focused comments on each of the Valdez Triangle alternatives.

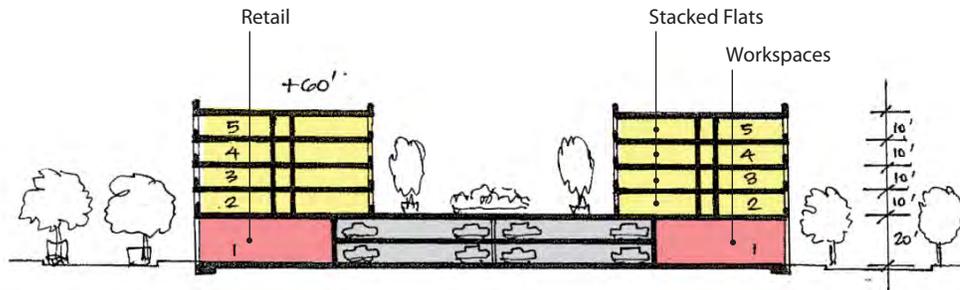
Typical Sections - Valdez Triangle



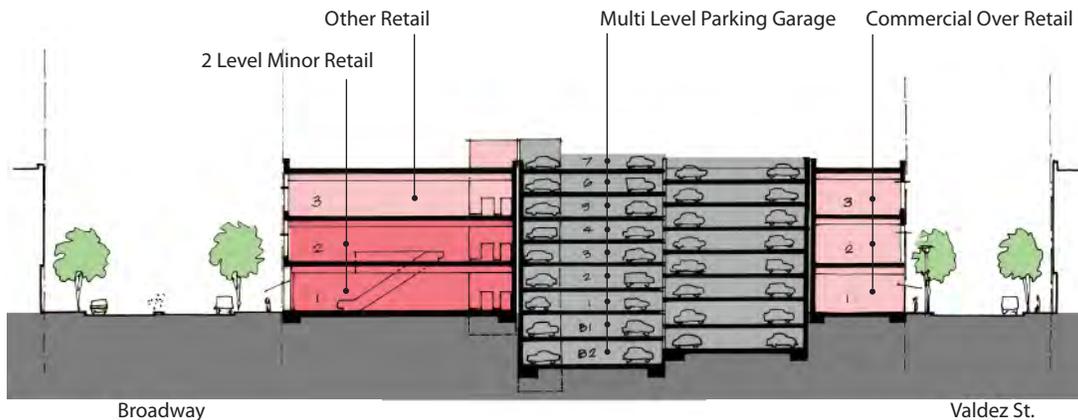
Major Anchor and Mixed Use Building with Mid-Block Garage



Residential over Small Retail w/ Mid-Block Parking Garage



Residential over Small Retail w/ Courtyard Over Parking Podium



Other Commercial Over Minor Anchor and Small Retail



Valdez Triangle – Sub-Alternative V1

Retail

- With 717,000 square feet of retail, the alternative achieves the desired mix of major and minor anchors, but barely achieves the total quantity of retail and complementary commercial uses considered desirable for project viability.
- The distribution of major and minor anchors throughout the area has the potential to activate the entire district with retail uses.
- Location of major anchors at both ends of 24th Street with continuous ground floor retail in-between will create a strong retail street that connects Broadway and Harrison Street and leverages the energy of existing uses such as Whole Foods, the Broadway/Grand project, and Art Murmur. However, the YMCA at the corner of 24th and Broadway contributes to a weak retail presence at the western gateway to the 24th Street shopping street.
- Minor anchors on the west side of Broadway between 24th and 26th streets may have a difficult time getting established with the focus of retail activity concentrated so much to the east of Broadway.
- Location of anchors at 27th and Broadway and 27th and Harrison Street make architectural statements that mark the intersections as “gateways” and announce entry to the district.
- The east/west orientation of 24th Street means the primary retail street will experience an imbalance of sun/shade on either side of street, with the south side of 24th Street being in shade for the majority of the day.

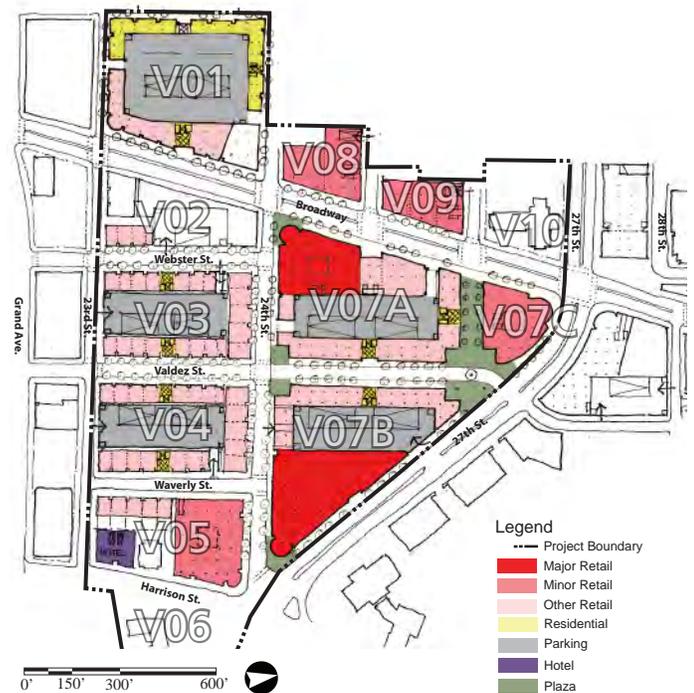
Residential

- Distribution of residential units throughout the area will help establish a neighborhood identity for district as well as supporting and activating the retail environment.
- The commitment to ground floor retail and Type V construction (5 stories or less) will result in a limited variety in the types of residential units provided.

Axonometric - Alternative V1



Ground Floor Plan - Alternative V1



Hotel

- Locating the hotel at 23rd and Harrison relates well to the scale of the adjacent Uptown District and takes advantage of potential views and convenient access to Lake Merritt. However, due to its location on the edge of the district, it also may generate limited benefit or synergy with the retail district.

Public Space

- The conversion of 16th Street into a pedestrian street that is anchored at Valdez/27th by a major plaza has the potential to create an attractive shopping and social environment
- The location of public plazas at each end of the Valdez pedestrian street will help draw people into and through the retail area.
- The location of a plaza at the north end of Valdez Street is intended to provide an attractive pedestrian gateway into the area from 27th Street, but also exposes one side of the plaza to a busy street. The quality and function of this space will be greatly influenced by streetscape improvements to 27th and the nature of development and uses on the north side of 27th Street opposite the plaza.
- The north/south orientation of Valdez Street will optimize solar access to the plazas at either end.

Historic Resources

- The removal of the historic Newsom Apartment building at 24th and Valdez and contributing structures to the Waverly Street ASI will reduce the district's connection to the past, but allows for the creation of a continuous ground floor retail environment along 24th Street.
- The location of a mid-rise hotel and two-story minor anchor on either side of the former Church of Christ Science may pose scale and shading issues for the historic building.

Circulation Changes

- The closure of Webster Street north of 24th and the reclamation of public right-of-way along Broadway will provide additional developable land that the City can use as a redevelopment incentive, and create a more efficient development pattern.

- The conversion of 26th Street to a pedestrian promenade will limit vehicular access into the area, but this segment of street plays primarily a local access function. The promenade can be designed to accommodate delivery and maintenance access as necessary.

Parking

- With the exception of two locations along 23rd Street, retail and residential development would effectively screen the parking structures from public view.
- Accommodating all off-street parking in above-grade structures results in structures that are quite large (7 levels high). While generally not visible from the street, these structures would result in a residential building typology (e.g., blocks V03, V04 and V07) that results in single-aspect units that back onto a parking garage.

Valdez Triangle – Sub-Alternative V2

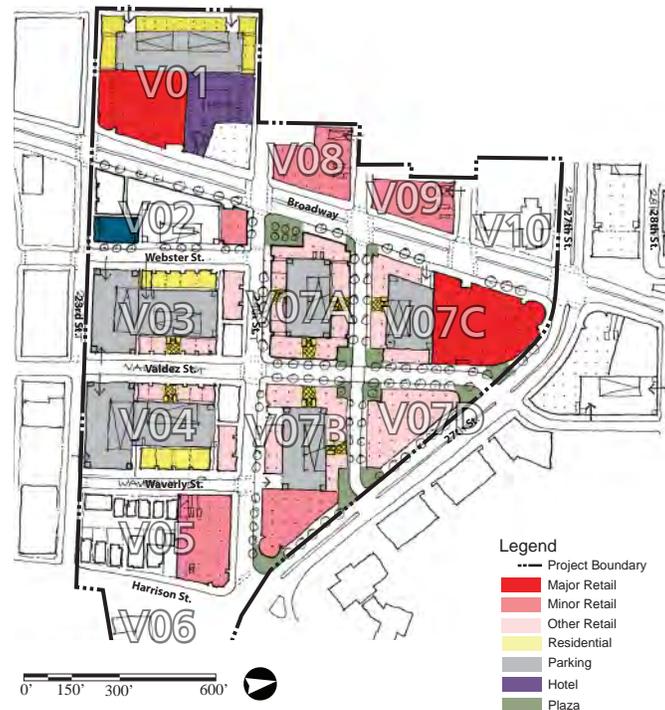
Retail

- With 682,000 square feet of retail, the alternative does not achieve the quantity of retail considered desirable for project viability.
- The distribution of major and minor anchors in Alternative V2 tends to focus retail activity in the area north of 24th Street.
- Locating both major anchors on Broadway with nearly continuous ground floor retail in-between will create a strong retail street that extends the energy of the Downtown and Uptown District northward. While Broadway is a larger and busier street, the concept continues to position Broadway as Oakland’s “main street” and is consistent with the tradition of other big city shopping streets (e.g., 5th Avenue in New York, Michigan Avenue in Chicago, Market Street in San Francisco, etc.).
- Re-configuring the YMCA to relocate its gym and pool facilities from the corner of 24th and Broadway to 23rd and Webster would allow for the development of a minor anchor at 24th and Broadway which would be important for creating retail continuity between Broadway and the Triangle. It would also locate the YMCA’s facilities in a location where the absence of active facades would not be such an important issue.
- Anchoring both ends of 24th Street with minor anchor stores establishes 24th Street as a complementary retail cross-axis that can draw shoppers from Broadway into the Triangle. However, the preservation of the historic Newsom Apartments building and the Creative Growth building along the south side of 24th Street significantly reduces the potential for establishing a continuous retail frontage along the south side of 24th Street. With continuous retail on only the north side of the street, 24th Street is likely to be perceived as a much less important retail street in this alternative.
- In this Alternative, the Valdez and 25th Street pedestrian streets become important shopping streets that serve as pedestrian-oriented complements to Broadway. However, there is the potential for the Triangle area to become too inwardly focused and drawing energy away from retailers on Broadway and 24th Street.

Axonometric - Alternative V2



Ground Floor Plan - Alternative V2



- Location of anchors at 27th and Broadway and 27th and Harrison Street make architectural statements that mark the intersections as “gateways” and announce entry to the district.
- The generally north/south orientation of Broadway means that both sides of the primary retail street will receive good solar access throughout the day.

Residential

- Distribution of residential units throughout the area will help establish a neighborhood identity for district as well as supporting and activating the retail environment.
- The commitment to ground floor retail and Type V construction (5 stories or less) will result in a limited variety in the types of residential units provided.
- The podium parking on Blocks V03 and V04 allows for the creation of internal courtyards on top of the podium for use by residents.

Hotel

- Locating the hotel on Broadway would work with the major anchor to extend the energy of the Uptown District north on Broadway and would help to activate Broadway. The hotel would benefit from the numerous restaurants and entertainment venues in the Uptown District to serve its guests.
- Due to its proximity to existing restaurants and other uses in the Uptown District, the hotel could be developed as soon as the market supported it, and would not be as dependent on redevelopment of the entire Valdez District.

Public Space

- The conversion of Valdez north of 24th Street to a pedestrian street, and the creation of new pedestrian street along the extension of the 25th Street alignment has the potential to create an attractive shopping and social environment in the northern part of the Triangle.
- Locating a major public plaza at the intersection of Broadway and 24th Street would create a focal feature midway between the two anchors on Broadway, and create an attractive gateway to 24th Street.
- Smaller entry plazas at either end of 25th Street, at Valdez and 27th, and at Harrison and 24th would draw people into and through the heart of Triangle shopping area.

- The small plazas on each corner of the 25th and Valdez street intersection would allow for the creation of a major central plaza by closing these two streets to through traffic on special occasions.

Historic Resources

- Alternative #V2 preserves the historic Newsom Apartment building at 24th and Valdez and several contributing structures to the Waverly Street ASI, but as a result potentially compromises the viability of 24th Street as a retail spine. It also creates a remnant residential area on Block V05 that would be somewhat isolated from other residential neighborhoods.

Circulation Changes

- The closure of Webster Street north of 24th and the reclamation of public right-of-way along Broadway will provide additional developable land that the City can use as a redevelopment incentive, and create a more efficient development pattern.
- The extension of 25th Street from Broadway to 27th Street in combination with the closure of 26th Street east of Broadway, would rationalize the street and block pattern in the Triangle area, creating a series of smaller blocks that would be more walkable and efficient to develop.

Parking

- Large, free-standing garages on 23rd Street are not wrapped with other uses so they would be visually prominent. They would also cast shadows over adjacent residential courtyards. Although within walking distance, the garages are also not located adjacent to the retail uses they are intended to serve.
- Accommodating all off-street parking in above grade structures results in structures that are quite large (up to 7 levels high).
- By creating the free-standing garages along 23rd Street, the garages in interior of Blocks V03-V04 need only accommodate residential parking which allows for the development of outdoor open space for the residents on the roof of the parking podium.

Valdez Triangle – Sub-Alternative V3

Retail

- With 1,107,000 square feet of retail, this alternative achieves the both the desired mix of major and minor anchors and the total quantity of retail and complementary commercial uses considered desirable for project viability.
- The distribution of major and minor anchors throughout the area has the potential to activate the entire district with retail uses.
- The key difference between the retail component in this alternative and in the other two is that the majority of the retail in the core of the district will have up to three levels of commercial use with no residential development above it. Removing the residential component will reduce the complexity of implementation, and will create a more vertically oriented retail district where ground floor retail uses are complemented by upper floor uses such as restaurants, offices, spa/health club, theater uses, etc. that do not need the visibility or foot traffic required by retail stores to survive.
- Anchoring of both ends of 24th Street with a major and a minor anchor and having continuous ground floor retail in-between will create a strong retail street that connects Broadway and Harrison Street and leverages the energy of existing uses such as Whole Foods, the Broadway/Grand project, and Art Murrur. However, by locating the major anchor on Broadway closer to 24th Street, the alternative creates a stronger, more direct visual and physical connection to the 24th Street retail spine, particularly with the redevelopment of the YMCA.
- The east/west orientation of 24th Street means the primary retail street will experience an imbalance of sun/shade on either side of street, with the south side of 24th Street being in shade for the majority of the day.

Axonometric - Alternative V3



Ground Floor Plan - Alternative V3



Residential

- Unlike Alternatives #V1 and #V2, this alternative distributes residential development more to the periphery of the district, rather than evenly distributing it throughout.
- The introduction of three (3) high-rise residential towers at corners of the Valdez Triangle provides an increase in the number of residential units, and also frees up the retail development in the core of the district to not have to be mixed use.
- Locating the three towers at the corners of the district also creates visual landmarks that clearly identify the district and its boundaries, particularly from the primary entry corridors—Broadway, Harrison Street, and 27th Street.
- The two southernmost towers relate well to the scale of office buildings in the adjacent Uptown District, and the 12-story tower at 27th Street and Broadway would be the same height as the residential towers just north of 27th Street.
- The high-rise towers will provide residential units that provide expansive views of the Downtown and Lake Merritt that will increase development values.

Hotel

- As in Alternative #V1, locating the hotel at 24th and Harrison relates well to the scale of the adjacent Uptown District and takes advantage of potential views and convenient access to Lake Merritt. Unlike in Alternative #V1, the hotel is located on the primary retail spine and thus will contribute to and benefit from the vitality of the district. The hotel's location at the visual terminus of southbound Harrison Street also makes it a significant visual landmark that announces entry to the district.

Public Space

- The public plaza at the intersection of 24th and Valdez would create a focal feature at the center of the primary shopping street and serve as a gateway to the retail along Valdez Street.
- Smaller entry plazas at either end of 24th and 25th streets would draw people in and through the retail area.
- A plaza at the corner of 27th and Broadway will provide a “companion” open space amenity for the existing plaza at 27th/Broadway/Webster and will help to connect the retail north and south of 27th and humanize/pedestrianize the area around the Broadway/27th Street intersection.

- As in Alternative #V1, the location of a plaza at the north end of Valdez Street is intended to provide an attractive pedestrian gateway into the area from 27th Street, but also exposes one side of the plaza to a busy street. The quality and function of this space will be greatly influenced by the nature of development and uses on the north side of 27th Street opposite the plaza.
- The one block extension of the 25th Street from Broadway to Valdez has the potential to create an attractive shopping street that could on special occasions be closed to vehicular traffic to provide an expanded pedestrian-only zone.

Historic Resources

- As in Alternative #V1, removal of the historic Newsom Apartment building at 24th and Valdez and contributing structures to the Waverly Street ASI will reduce the district's connection to the past, but allows for the creation of a continuous ground floor retail environment along 24th Street.
- The location of a mid-rise hotel and twenty-five story residential tower on either side of the former Church of Christ Science may pose scale and shading issues for the historic building.

Circulation Changes

- As in the other two alternatives, the closure of Webster Street north of 24th and the reclamation of public right-of-way along Broadway will provide additional developable land that the City can use as a redevelopment incentive, and create a more efficient development pattern.
- The extension of 25th Street from Broadway to Valdez Street in combination with the closure of 26th Street east of Broadway, would create a larger and more developable site at the north end of the district, but unlike Alternative #V2 would not extend 25th Street through to 27th Street.

Parking

- By creating larger garages that include a couple levels below grade, this alternative manages to accommodate the increased parking demand associated with the higher density while minimizing the visual impact of the garage structures.
- With the exception of two locations along 23rd Street, retail and residential development would effectively screen the parking structures from public view.

North Broadway Alternatives



Illustrative Drawing - Alternative 2

General Observations - North End Alternatives

Linear Corridor and Nodes

Compared to the Valdez Triangle, the North End is much more linear in nature. While people's inclination is to assume the North End is best for automobile oriented retail due to its linearity, the intent of the plan is to establish the area as a pedestrian-friendly district. The linear nature of the corridor does present challenges for creating a pedestrian-oriented retail district. First of all, people generally do not want to have to walk long distances to shop. Secondly, on a long corridor there is little differentiation between one part of the corridor and another, as a result there is typically no center of focus or activity. In all three alternatives, the strategy is to try to create a node of higher intensity retail near the middle of the North End that will create a core for a pedestrian-oriented retail district.

Large Opportunity Sites

Only two blocks along the corridor (N07 & N08) are large enough to accommodate major anchors and the parking necessary to support larger retailers. Specifically, the Bay Bridge Motors site and the Grocery Outlet site represent the best opportunities to create a significant retail node along the corridor. While on opposite sides of Broadway, they are close enough together to provide the framework for a walkable retail core.

Historic Resources

The North End includes a large number of historic buildings and contributing structures to the Auto Row ASI. The strategy in both alternatives is to preserve and re-use as many of these buildings as possible in order to preserve a sense of the area's heritage and maintain a diverse and authentic feel to the area's built environment. Most of these buildings were originally automotive garages and sales showrooms. Their scale, both floorplate size and ceiling height, is generally larger than needed for traditional storefronts, so their re-use could be problematic, particularly for the larger buildings. Creative design strategies and regulatory flexibility are likely to be needed to encourage preservation and re-use of these structures.

Existing Residential Uses

Unlike the Valdez Triangle, the North End has residential neighbors that adjoin it that could be impacted by redevelopment of the Broadway corridor, particularly along the east side of the Project Area. Brook Street between 30th and Broadway, and Richmond Avenue south of 29th Street, are both residential streets lined with single-family homes. In both alternatives, the strategy is to protect and enhance these neighborhoods as much as possible by creating appropriate and sensitive transitions, infilling as possible to reinforce their residential character, adding park space, and enhancing connectivity for bicycles and pedestrians between 28th Street and Hawthorne. Two alternatives explore the concept of extending Brook Street south as a residential street and both also explore the concept of creating a through connection, either as a street or a trail, from Richmond Avenue to 28th Street.

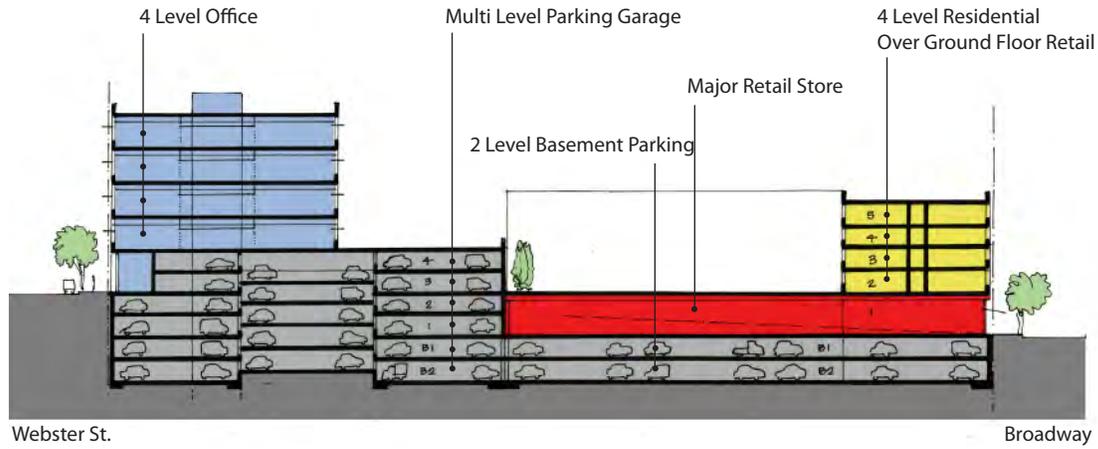
Summit/Alta Bates Medical Center

The Summit/Alta Bates Medical Center on Pill Hill represents a dynamic neighbor whose presence and function influences the design and future function of the North End district. All three alternatives respond to the potential programmatic needs of the medical campus whether it be for medical office or residential uses. The campus also represents a potential source of shoppers, diners, and other visitors to future North End commercial uses, so attention is paid in the alternatives to creating a positive interface and connectivity along Webster Street.

Auto Dealerships

While many auto dealers have left the area, it is not assumed that all dealers want to or will leave the area. The alternatives show that the sales lots for existing dealerships will be redeveloped. This is not to suggest that these dealers are necessarily leaving, but rather that it is anticipated that ultimately remaining dealers will adopt a more urban form of operation that no longer depends on maintaining large surface lots.

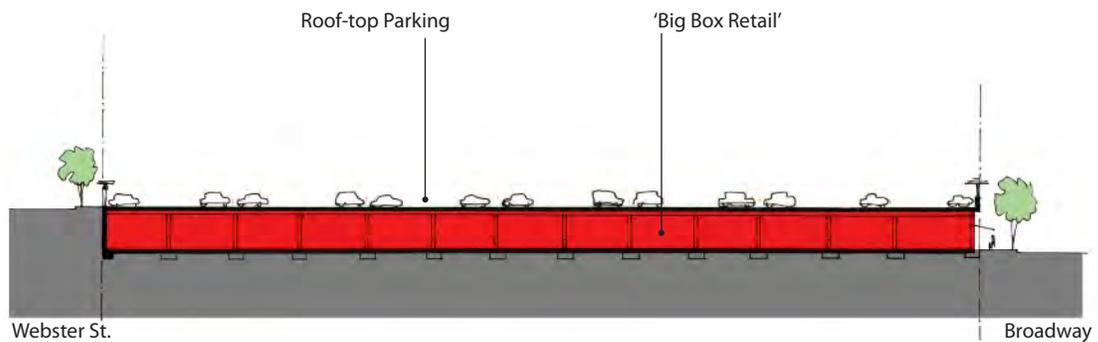
Typical Sections - North End



Alternative N1 - Major Retail with Residential Above



Alternative N2 - Multi-level Major Retail



Alternative N3 - Single-level "Big Box" with Roof Parkings



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Axonometric - Alternative N1



Ground Floor Plan - Alternative N1



North End – Sub-Alternative N1

Retail

- A minor retail anchor on the northeast corner of Broadway and 27th Street will complement the retail in the Valdez Triangle and help frame the Broadway/27th Street intersection. Retail facades wrap the corners, fronting on both Broadway and 27th Street, but do not extend as far east as 27th Street.
- A cluster of large, medium, and small floorplate retailers in the blocks between 29th Street and Hawthorne Street create the core of the North End retail district, including major parking structures that will serve the broader area. The retail at 29th and Broadway (Block N07A) is close enough to the major retail on

- Block N08 to encourage pedestrian movement between the two, which will in turn support smaller shops along both sides of Broadway.
- Block N07A (Grocery Outlet site) provides an opportunity for a single mid-size anchor or a group of minor anchors with residential development above. The Broadway frontage could be lined with a band of smaller storefronts to maintain the rhythm and scale of the rest of the corridor.
- A large floorplate is provided for a major anchor-type retailer on Block N08B with 4-story residential development above and 4-stories of office development over the parking structure at the rear of the site (i.e.,

along Webster). The proposed upper floor development will require structural columns through the ground level floor plate that could make the ground level spaces less appealing to larger retail tenants who require open floor plans. It will also add cost and complicate implementation since market conditions for retail, residential, and office would all need to be in alignment.

- While development on the west side of Broadway would be substantially taller than development on the east side, the proposed 4-5 story development would be shorter than the existing 12-story Broadway/Webster Medical Office Building and proposed Summit Alta Bates development.
- Existing garages and sales showrooms would be reused for retail uses and currently vacant lots infilled to create a continuous retail frontage along both sides of Broadway from 27th Street to I-580.

Residential

- The alternative provides opportunities for a variety of unit types including single family homes, townhouses, ground level walk-ups, and stacked flats and apartments.
- Significant amounts of residential development are proposed in mixed use buildings over retail (Blocks NO1, NO6, NO7, and NO8).
- Stand-alone residential development is proposed on Blocks NO2, NO5, NO7B, NO9, and NO10.
- The extension of Brook Street south to 29th Street would provide an opportunity create a continuous residential neighborhood along the east side of the project area Broadway and Brook Street at the north end to 27th Street and Valdez on the south.
- New residential development would be developed along both sides of the Brook Street extension.
- North of 30th Street, new infill units along both sides of Brook Street will strengthen the architectural character of that street.
- Residential on Block N08 adjacent to the Summit campus would provide opportunities to accommodate Alta Bates student housing, visiting nurses and doctors, and/or general housing within walking distance of the medial campus.
- Residential units along the west side of Valdez will reinforce the residential character of the street, although units would be at a much lower scale than the existing 12-story residential tower across the street.

Office

- The office development proposed in proximity to Pill Hill would provide opportunities to integrate and extend the influence of the Summit Alta Bates Medical Center into the Project Area in a manner that it currently does not. These uses would also support retail along Broadway, but their primary orientation would be to the medical center.
- Office buildings on Blocks N11 and N12 would be compatible with the adjacent freeway and would not be adversely affected by their distance from the center of the retail district.
- The development patterns on Block NO11 along 34th Street extend over a culverted branch of Rockridge Creek. Finding an adequate solution for providing maintenance access, etc. to this culvert may be more expensive than would be appropriate for this development.

Public Space

- Near the center of Block N08, the building frontages have been pulled back from the street to create a major public plaza that will serve as a central gathering place for the North End. A pedestrian street/paseo will extend westward to provide a pedestrian connection to Webster Street, and another will be extended east (on a currently undeveloped parcel) between Broadway and Brook Street.
- Semi-public and/or private open space is provided in the courtyards above the ground-level retail on Block N08. These courtyards would be accessible directly from Webster Street, and could provide opportunities for upper floor uses such as restaurants or bars with outdoor patio seating overlooking the street.
- Creation of an entry plaza on Block NO7A and enhancement of the existing plaza in front of the Howard Automobile—Dahl Chevrolet Showroom at 27th and Broadway will complement the major plaza on NO8 and help establish a series of regularly spaced plazas where people to rest and that provide areas for sidewalk cafés.
- The creation of a continuous linear greenway along Glen Echo Creek from 29th Street to Oak Glen Park would provide an opportunity to leverage the open space value of the creek and the recreation value of Oak Glen Park by providing access and amenities for the public. Creating a continuous greenway would require the acquisition and relocation of an existing

residence that is sited very close to the creek at 30th and Richmond Boulevard.

- A new pocket park on the vacant parcel at the south end of Richmond Avenue at 28th Street and a new neighborhood park midway between 29th and 30th streets would provide significant open space amenity in an area that currently has few.

Historic Resources

- The alternative preserves all historic buildings and the majority of the contributing structures. In some cases, such as the GMC Cadillac showroom preservation and reuse may be limited to preserving the building facades.

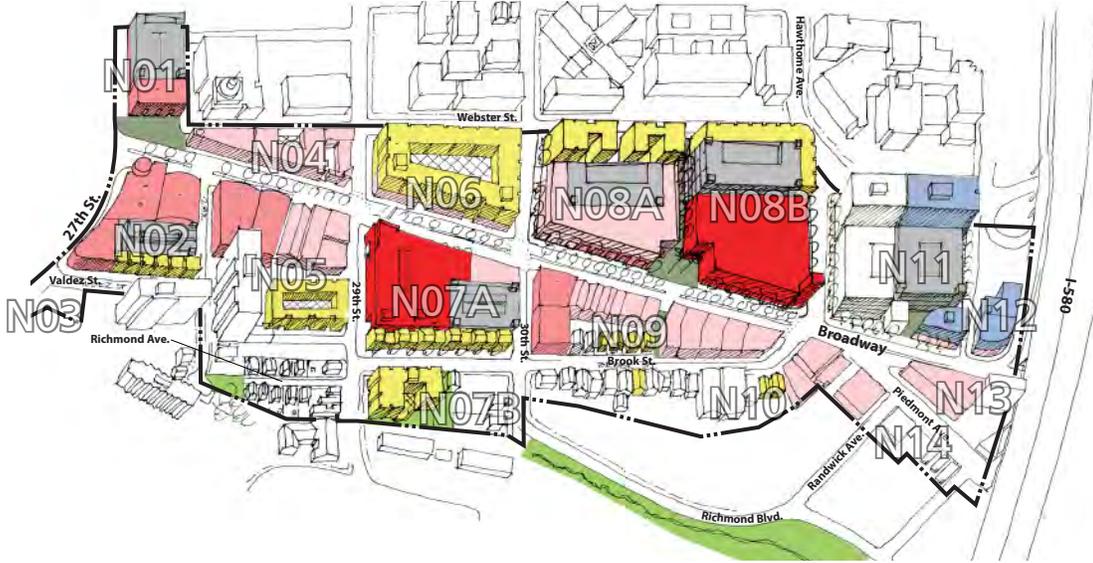
Circulation Changes

- In order to extend Brook Street south, the alignment would jog to the west to avoid the existing single family residence on the south side of 30th Street.
- Extending Richmond Avenue south to connect with 28th Street would provide a through connection between 28th and 29th streets and provide a parallel route to Broadway. The existing narrow street widths would be maintained and other traffic calming features introduced to ensure slow speeds and low volumes.

Parking

- With the exception of the upper levels of the garage on N01 adjacent to 27th Street and the garage on 34th Street adjacent to I580, retail and residential development would effectively screen the parking structures from public view.
- In order to have buildings fronting Webster Street to meet the street at grade, the garages on Block 08B include 2 levels of parking below grade. This minimizes the visual impact of the garage structures, but also substantially increases the cost of development.

Axonometric - Alternative N2



Ground Floor Plan - Alternative N2



North End – Sub-Alternative N2

Retail

- Retail under Alternative #N2 is essentially the same except for the following:
- Blocks NO7 and NO8 have two-story retail with no development above them, rather than the mixed use buildings in Alternative N1. This more urban prototype avoids the complexities of implementing mixed use development over large floorplate retail, but it also requires developers and retailers who are experienced and willing to undertake urban retail.
- This alternative provides two sites large enough to accommodate major anchor stores and/or multiple minor anchors. Development of these sites with large

floorplate retailers will create design issues along Broadway, where the long facades will need to be carefully designed to fit in with the finer grain pattern of storefronts established by the historic showrooms and garages.

- This alternative assumes that the historic Howard Dahl/ Chevrolet showroom and garage at 27th and Broadway would be retrofitted to accommodate a minor anchor that would complement the minor anchors proposed on the other of Broadway. Together the anchors would help extend the retail energy of the Valdez Triangle north of 27th Street and give physical definition to the Broadway/27th Street intersection. Extending the retail along 27th Street will also help activate a section of street that currently lacks pedestrian appeal.

Residential

- Residential under Alternative #N2 is similar to Alternative #N1 except that there is less residential proposed above retail.
- A continuous row of residential is introduced along Webster Street to create a transition to Pill Hill and to visually screen parking structures on Blocks NO6, NO8A and 8B).
- N2 assumes the redevelopment of the assisted care facility on the north side of 30th at Webster Street with either a new assisted care facility, housing, or a combination of the two. Redevelopment of the existing low-profile facility (roof heights do not extend above sidewalk level in some areas) would contribute to a more attractive and active Webster Street, but would also require either the relocation or careful phasing of a new replacement facility to address the needs of the current use.

Office

- The office development proposed in proximity to Pill Hill would provide opportunities to integrate and extend the influence of the Summit Alta Bates Medical Center into the Project Area in a manner that it currently does not. These uses would also support retail along Broadway, but their primary orientation would be to the medical center.
- Office buildings on Blocks N11 and N12 would be compatible with the adjacent freeway and would not be adversely affected by their distance from the center of the retail district.
- Under this alternative, the development patterns on Block NO11 have been modified to avoid the culverted branch of Rockridge Creek. Office buildings in this alternative front on Broadway and Webster, but not on 34th Street. As a result office development intensity has been reduced.

Public Space

- Public space improvements under Alternative #N2 are similar to Alternative #N1 except that:
 - the creekside greenway would not be continuous. The alternative assumes that the existing residence at 30th and Richmond Boulevard will remain.

- An additional plaza is proposed at the north end of the corridor between Hawthorne and 34th Street. A small plaza is proposed in an area that is restricted for development by a subterranean creek culvert.

Historic Resources

- As in Alternative #N1, the alternative preserves all historic buildings and the majority of the contributing structures. The principal difference is that:
 - The redesign of the Howard Dahl/Chevrolet showroom to accommodate a minor retail anchor could modify the interior and garage portion of the building
 - The house on 30th Street is relocated to accommodate the extension of Brook Street (without a jog).

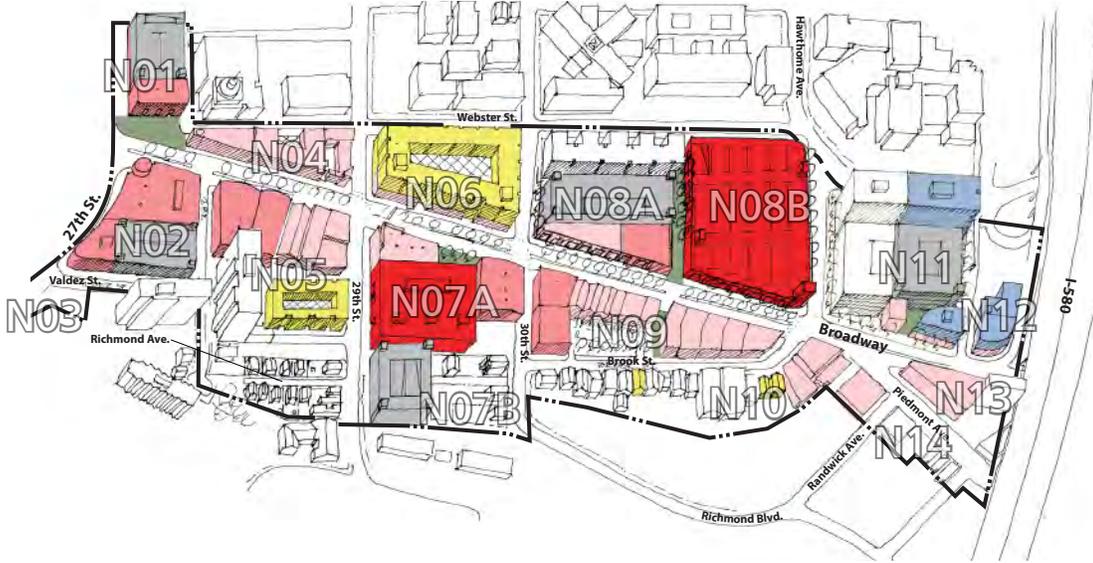
Circulation Changes

- In order to extend the existing alignment of Brook Street south, an existing single family residence would need to be relocated. A straight through alignment of Brook Street on either side of 30th Street would provide a much safer intersection configuration than the off-set intersection proposed in Alternative N1.
- Rather than extending Richmond Avenue south to connect with 28th Street to accommodate vehicular traffic, a trail connection would be provided from the south end of Richmond Avenue to 28th Street. This would facilitate safe pedestrian and bicycle circulation, and would avoid the potential increased vehicle traffic on Richmond Avenue that might occur under Alternative N1.

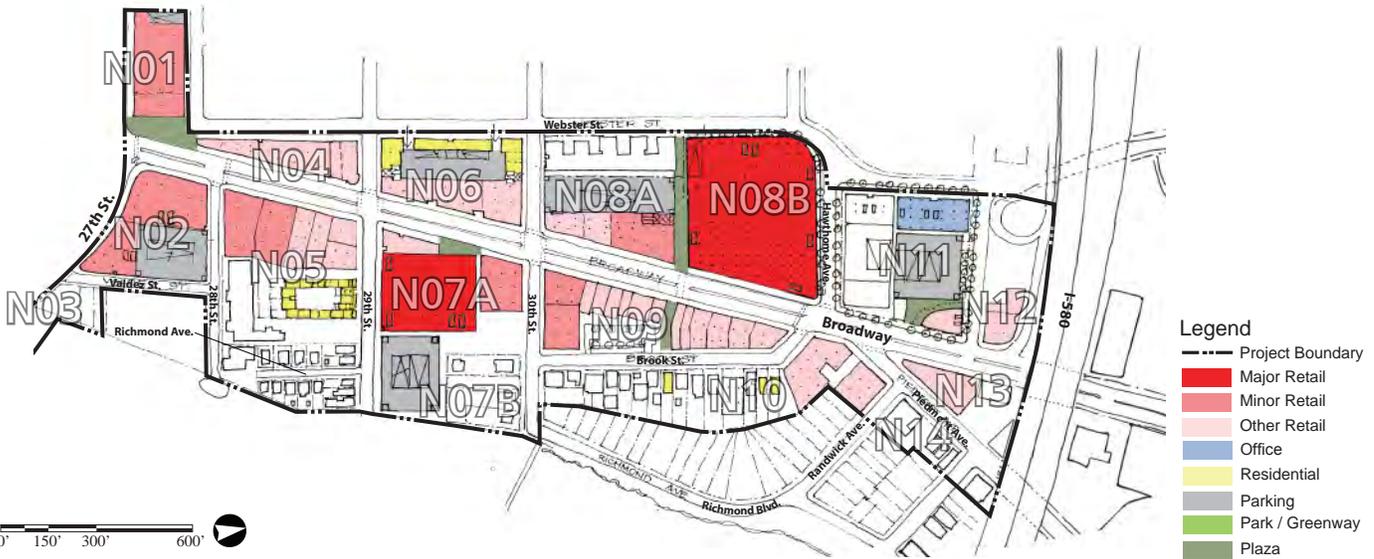
Parking

- The general location of parking improvements under Alternative #N2 is essentially the same as under Alternative #N1, but the size of the structures are generally larger due to significantly greater parking demand associated with the increased retail potential (i.e., approximately 600 more spaces).

Axonometric - Alternative N3



Ground Floor Plan - Alternative N3



North End – Sub-Alternative N3

Retail

- Retail under Alternative #N3 is essentially the same as the other two alternatives except that this alternative provides two sites large enough to accommodate major anchor stores and/or multiple minor anchors in a one-story format. Blocks NO7 and NO8 show one-story retail with no development above them, rather than the mixed use buildings in Alternative N1 or the two-story buildings in N2. This more traditional “big box” development prototype is simpler to build, avoiding the complexities of implementing mixed use development or higher density multi-level development, but also raises a number of issues about implications for community character due to the building type,

transit use and trip generation due to the relatively low intensity use, and the amount of positive retail synergy that would be created by big box retailers for the smaller spaces along the North End corridor (i.e., the former garages and showrooms).

- Development of these sites with large floorplate retailers will create design issues along Broadway, where the large scale of the buildings will result in long facades will need to be carefully designed to fit in with the finer grain pattern of storefronts established by the historic showrooms and garages.
- The one-story structure on Block NO8B will result in a structure whose roof height will be close to the

same grade as Webster Street. While this provides the opportunity to place parking on the roof of this large structure, it also creates a view from Webster Street and Pill Hill of an expansive parking lot, not dissimilar from what currently exists.

- As in Alternative #N2, this alternative assumes that the historic Howard Dahl/Chevrolet showroom and garage at 27th and Broadway would be retrofitted to accommodate a minor anchor that would complement the minor anchors proposed on the other of Broadway. Together the anchors would help extend the retail energy of the Valdez Triangle north of 27th Street and give physical definition to the Broadway/27th Street intersection. Extending the retail along 27th Street will also help activate a section of street that currently lacks pedestrian appeal.

Residential

- The focus on single story retail development and accommodating multiple large floorplate retailers results in Alternative N3 having significantly less housing than the other two alternatives. The alternative clearly provides less housing as an upper floor use. In addition, the larger floorplates consume more land area while also generating more demand for parking. This combination requires larger parking structures that take up space used for residential development in the other alternatives.
- The lack of new residential development along the east and west sides of the project area means the land use transition and physical buffer between retail uses and the existing neighbors that is provided in the other alternatives is absent in Alternative N3. The lack of new residential development also means that the alternative does not create the more complete and continuous residential pattern achieved along Brook Street and the Brook Street extension in the other two alternatives.

Office

- The proposed office development is the same as in N2. Its proximity to Pill Hill would provide opportunities to integrate and extend the influence of the Summit Alta Bates Medical Center into the Project Area in a manner that it currently does not. These uses would also support retail along Broadway, but their primary orientation would be to the medical center.

- Office buildings on Blocks N11 and N12 would be compatible with the adjacent freeway and would not be adversely affected by their distance from the center of the retail district.
- Under this alternative, the development patterns on Block NO11 have been modified to avoid the culverted branch of Rockridge Creek. Office buildings in this alternative front on Broadway and Webster, but not on 34th Street. As a result office development intensity has been reduced.

Public Space

- Alternative #N3 generally provides fewer public space improvements than are proposed under the other two alternatives.
- The lack of significant new residential development along the east side of the project area makes the investment in new parkland along the creek less compelling.
- The big box development prototype is generally not associated with open space amenities that support leisurely public gathering. Thus, it is not clear whether plazas in the core of the district (Blocks NO8 and NO7) would be used or would be supported by the type of retail development.

Historic Resources

- As in Alternative N2, this alternative preserves all historic buildings and the majority of the contributing structures, with the following caveats:
 - The GMC Cadillac showroom preservation and reuse may be limited to preserving the building façade.
 - The redesign of the Howard Dahl/Chevrolet showroom to accommodate a minor retail anchor could modify the interior and garage portion of the building.
- In addition, Alternative N3 could result in significant modifications to the Pacific Nash Co. building (i.e., currently Volkswagen) as a result of developing the northeast corner of Broadway and 27th Street with a single anchor.

Circulation Changes

- Alternative N3 proposes the addition of pedestrian streets between Webster and Brook streets as in the other two alternatives, but makes no other changes to the vehicular, bicycle or pedestrian circulation systems. As a result, the east side of the project area will continue to lack connectivity and effective circulation parallel to Broadway.

Parking

- Alternative #N3 proposes all above grade parking garages, avoiding the extra cost associated with below grade parking. The use of the roof of the large floorplate retailer on Block NO8B would relieve some of the need for additional parking structure capacity, and would be less expensive than either below- or above-grade parking garages. As previously discussed, the roof-top parking would also have a visual impact on views from Pill Hill.
- The use of large, free-standing parking garages creates several areas where the structures would be unbuffered from adjoining uses, creating potentially unattractive conditions from public and private areas. These conditions would occur at:
 - Valdez and 28th Street
 - 29th Street opposite Richmond Avenue
 - 30th Street between Broadway and Webster (and with adjoining assisted living facility), and
 - 34th Street between Broadway and Webster

4

Market & Financial Feasibility

Introduction

This chapter assesses the feasibility of development of the land use alternatives identified for the Project Area, from three perspectives: (1) market feasibility, (2) financial feasibility, and (3) other factors affecting the ease or complexity of development. The assessment focuses on development of major retail so as to meet the City Council’s objective for re-establishing destination retail in Oakland as a means of increasing local shopping opportunities and stemming the large leakage of retail spending and associated tax revenues to areas outside of Oakland. The Project Area has been identified as the City’s best opportunity to re-establish a retail core with the types of comparison shopping that once served Oakland and nearby communities, and that Oakland currently lacks.

The feasibility assessment assumes a more “normal” economic and real estate context for development than exists in 2009. Most new development is not feasible with today’s recessionary market conditions. The assessment takes a longer-term view, and assumes an improved market context in the future. There is still uncertainty as to the timing of market recovery.

The consideration of financial feasibility is based on preliminary feasibility testing to assess relative feasibility among alternatives. It is not possible to provide definitive, quantitative results based on the analysis done thus far. All of the costs cannot yet be estimated, and the full extent of feasibility modeling required is beyond the scope of this task.

Two-Part Retail Strategy for the Project Area

The Broadway/Valdez market analysis identified a two-part retail strategy as the preferred approach for establishing comparison retail shopping in the Project Area.

A. Lifestyle retail district in Valdez Triangle Area

Creation of a retail district in the Valdez Triangle as the primary shopping experience. The district should combine the scale of a regional retail center with the ambiance, “sense of place,” tenants, and mix of uses of a lifestyle retail center/district.

B. Additional new retail along Broadway north of 27th Street, in the North End

Additional new retail in the North End to accommodate larger-format retailers on the large sites, with smaller retailers nearby in new and existing buildings

The two retail concepts complement and support each other and respond to the location and site characteristics of each part of the Project Area. The feasibility assessment that follows addresses the alternatives for the Valdez Triangle followed by the assessment of the alternatives for the North End.

Valdez Triangle Alternatives: Feasibility Assessment

The land use alternatives for the Valdez Triangle identify different options for achieving the same objective: creation of a significant retail district for new comparison goods shopping. Retail development in the Triangle Area has the ability to represent one of the latest manifestations of lifestyle retail centers/districts. If developed successfully, it can be the key to re-establishing destination retail in Oakland. However, there are both opportunities and challenges involved with its development.

Market Feasibility

Market feasibility concerns how development concepts provide the critical mass, development configurations, tenant/use mix, and place-making necessary for successful major retail development. The earlier Market Demand Analysis (<http://www.business2oakland.com/brcp/#ReferenceDocs>) provides the context for this assessment, as summarized by the following:

A critical mass of retailing.

The market analysis findings suggest that the creation of a significant retail district in the Valdez Triangle should include a minimum of 700,000 sq. ft. of comparison goods retailing with total facilities encompassing related retail/commercial uses of around 1.0 million sq. ft. The scale of a new retail district needs to be large enough to attract shoppers, compete with other existing shopping areas, and sustain successful retailing over time. The creation of a significant retail district in the Valdez Triangle has the potential to become the primary shopping experience in Oakland and the Inner East Bay. The district should provide the scale of a regional retail center with the ambiance, sense of place, tenants, and mix of uses of a lifestyle retail center/district.

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 retail tenants to Oakland, given the absence of an existing retail base. At least two major anchors, preferably two department stores offering comparison/fashion merchandise in the mid and upper-middle price ranges

are highly desirable along with other recognized anchor tenants. A number of mid-size and minor anchor tenants are also important for attracting shoppers.

A larger, walkable retail district as envisioned for the Triangle Area would accommodate both anchor tenants and a broad range of other retailers around their strategic locations, including national and local retailers and stores appealing to a range of ages including younger and older shoppers. Emphasis on apparel and related shopping will be particularly important for recapturing the large leakage of retail spending to shopping areas outside of Oakland.

Attractive new development that creates a “place”.

The development’s physical characteristics are also very important in creating a desirable “place” and a strong image that attracts shoppers and retailers. The development should be uniquely Oakland and street oriented, embracing the street and public spaces. Desirable characteristics for a lifestyle retail district in the Triangle Area include: pedestrian orientation, high-quality architecture and construction, attractive landscaping and public spaces, active sidewalks, and sunlight on the street.

Other uses in a supporting role.

A mix of other uses should combine with retail shopping in the Triangle to add interest and attractions, increase activity, and enhance financial feasibility. Desirable related uses include eating and drinking, entertainment, health club/spa, cultural/arts, and smaller convenience/service uses. The market analysis also identifies housing, professional offices, and a boutique hotel as potential uses for mixed-use development in the area that could enhance the financial feasibility of major, new retail development.

Priority for development, however, needs to focus on comparison goods retailing.

This market is not now being well-served in Oakland; new retail development is complicated and has to be done well to be successful; and one of the City’s major retail objectives is to re-establish major comparison shopping in Oakland. The Project Area has been identified as the city’s single best opportunity to capture comparison goods retailing. Other land uses have many other location options in Oakland.

Substantial retail is included in all alternatives, with Alternative V3 providing the best opportunity to create and sustain the needed critical mass of retail.

With the largest amount of retailing and related uses, Alternative V3 is preferred as it could be the most successful in establishing and sustaining a significant retail district in Oakland. The amounts of retailing and related uses in Alternative V1 and Alternative V2 are lower, and may not be large enough to create and sustain a critical mass of activity.

As defined, the three alternatives identify location options for two major anchor tenants, several minor anchor tenants, and a mix of other retail stores and shops, as summarized in Table 4-1. The amounts of retailing in Alternative V1 (717,000 sq. ft.) and Alternative V2 (682,000 sq. ft.) just meet the minimum threshold for establishing a critical mass of comparison shopping (700,000 sq. ft.). As defined, Alternatives V1 and V2 do not include additional space to also accommodate related retail/commercial activities. Alternative V3 includes

more total retail/commercial space (1,107,000 sq. ft.) and provides more options for active retailing and a broader mix of related uses (eating and drinking, entertainment, health club/spa, arts/cultural uses, and services), as well as professional offices on the upper floors. The greater amount of retailing and related activities under Alternative V3 reflects a larger and more active retail district than would occur under the other alternatives.

In addition to a larger critical mass of retailing, the land use pattern under Alternative V3 provides a concentration of retail and related uses in retail/commercial buildings in the center of the Valdez Triangle. Under this pattern, the development would be designed to meet the needs of retailers and to provide an urban core of downtown retail buildings. Residential uses are located in a supporting role, in more peripheral locations, as appropriate for enhancing feasibility, adding density, and increasing activity.

**TABLE 4-1
 AMOUNTS AND TYPES OF RETAIL/COMMERCIAL SPACE
 UNDER ALTERNATIVES FOR THE VALDEZ TRIANGLE**

	Alternative V1	Alternative V2	Alternative V3
Retail/Commercial Space (sq. ft.)	717,000	682,000	1,107,000
Possible Mix of Types of Retail/Commercial Uses:			
- Major Anchors	260,000	300,000	290,000
- Minor Anchors /a/	239,000	240,000	240,000
- Other Retail (including food)	218,000	142,000	280,000
- Other Related Uses /b/	-	-	152,000
- Professional Offices	-	-	145,000
Building Levels Anticipated:			
- Major Anchors	1-3	1-3	1-3
- Minor Anchors	1-2	1-2	1-2
- Other Retail	1	1	1 (80%), 2 (20%)
- Other Related Uses /b/	-	-	1 (10%), 2 (55%), 3 (35%)
- Professional Offices	-	-	3 (100%)
NOTE: The mix of types of retail/commercial uses and space are approximate and provide examples of how each alternative could be developed.			
/a/ 46,000 sq. ft. of second floor space for minor anchors is assumed to be occupied by other retail and related uses.			
/b/ Destination restaurants, entertainment/clubs, arts/cultural uses, health club/spa, and services (hair salon, cosmetics salon, etc.)			

The land use patterns under Alternatives V1 and V2 include more vertical mixed use with residential over retail in much of the district, except for the retail anchors which would be in retail-only buildings. This pattern could be more complicated to develop and more difficult to market to retailers. The mixed-use buildings would need to be designed for major retail and to support an active retail district.

Among Alternatives, there are variations in the configurations and density of retail development in the Valdez Triangle.

All three alternatives seek to create an identifiable, comparison retail shopping district of substantial scale in the Valdez Triangle. There are differences in the configurations and density/levels of retail development that can affect the district's attractiveness to retailers and shoppers, and its overall functioning and success.

Retail Configuration and Placement of Anchors.

Retailing is distributed broadly to create a retail district in the Valdez Triangle under all the alternatives. The anchors are located to create a structure for smaller stores and shops to fill in around and between them. Alternative V3 reflects a configuration with major anchors that creates a strong east-west retail spine connecting Broadway and Harrison/27th Streets, along with minor anchors located within the district and at the northern end to help distribute activity throughout. Alternative V2 aligns the major anchors along Broadway creating a strong north-south axis extending from downtown, with minor anchors located along Broadway and at the eastern end of 24th Street to distribute activity that direction.

The east-west orientation in Alternative V3 may be preferable over the north-south orientation in Alternative V2, although both strategies could work. The east-west configurations could be stronger in creating a retail district and distributing activity throughout the Triangle as the east-west axis bisects the area, providing connections to surrounding areas, including Broadway, the new Whole Foods store to the east, and potentially to the Lake Merritt and Kaiser Center office areas. Distributing minor anchors within the district as shown under Alternative V3 may do more to activate the central retail area than would occur by locating minor anchors at the outer edges as in Alternative V2.

Alternative V1 also has an east-west orientation, with major anchors connecting Broadway and Harrison/27th Streets. In this alternative, a major anchor is located on the east side of Broadway with minor anchors on the west side. The footprint for the major anchor shown on the east side is small and could be larger in eventual development. The extension of retail activity across Broadway with a major anchor on the west wide, as in Alternative V3, is preferable to the configuration in Alternative V2, as it could extend the activity of the retail district over a larger area, and provide a stronger connection to downtown.

Relatively Urban Pattern of Retail Development.

The alternatives assume multi-level major anchors, multi-level and single-level minor anchors, and primarily single-level retail stores/shops. Alternative V3 also includes related retail/commercial uses and professional offices on upper floors. It makes sense to get as high a retail density as possible, given limited land and the higher costs of land in this central location. The retail densities are anticipated to be marketable to most retailers. There are examples of these types of retail development in the Bay Area and in recent developments elsewhere. Some flexibility is also desirable to adapt to the needs of different retailers and to changing trends over time. Alternatives V1 and V2 could benefit from the addition of upper-floor space for related commercial uses. The higher-density Alternative V3 should include as much ground-floor and lower-level retail space as possible. The higher retail/commercial density in the central blocks of Alternative V3 reflects a more downtown development pattern and could be more successful over the long term.

Place-making is important.

While all of the aspects of place-making have not yet been defined, the alternatives all include plazas and pedestrian-oriented streets in the high-trafficked shopping areas. Place-making is about "branding" the district as a place that retailers and shoppers will want to be. The creation of a high-quality, attractive environment establishes value for the district overall and for individual uses.

Financial Feasibility

Creation of a significant retail district as proposed for the Valdez Triangle needs to be planned, developed, financed, leased, and managed as a unit (discussed further in later section). The assessment of financial feasibility tests the feasibility of each alternative, assuming that the full mix of uses would be developed by a single, master developer.

Financial feasibility will require public sector participation.

Creation of a significant retail district in the Valdez Triangle will require funding beyond that supported by the private development. In addition to the analysis done for this effort, 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 provide retail development significant enough 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 and/or below-grade 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" development and to fund "gaps" in project feasibility.

Development of solely or mainly retail and related commercial uses could be viable, but would support relatively low land values and/or require larger subsidies.

The retail and other commercial components of the alternatives were first evaluated separately, without the residential components included in the mixed-use alternatives. The feasibility testing indicates that major retail developments of the scale and type identified by the alternatives could be successfully developed without residential or with more limited residential on the periphery, although they would support relatively low land values and/or require greater public sector participation. The retail/commercial development alone could not support the level of recent land prices in the area without subsidy to "write down" land costs and/or without changes in regulatory policy to designate the area for this type of retail use. The difficulty of developing mainly/solely retail development without subsidies results from several

factors: retailing is a relatively low-density use; it requires development of a substantial amount of parking; and there are costs associated with attracting the important anchor tenants.

Mixed-use development with major retail can enhance overall financial feasibility, depending on the market.

A mix of uses in addition to major retail in the Valdez Triangle can increase the overall density of development and the ability to earn income from the area, compared to development of solely or mainly major retail. Whether financial feasibility is actually improved by mixed-use development, however, depends on the market. It also depends on the locations and types of other uses vis-à-vis the major retail development.

In general, the Valdez Triangle is a strong location for major retail in a mixed-use context with related commercial uses, professional office, residential, and/or boutique hotel development. Both vertical mixed use (i.e., within buildings) and horizontal mixed use (i.e., in separate but adjacent or nearby buildings) are possible. However, the success of mixed use in enhancing the financial feasibility of major retail will depend on the following:

- That the different markets coincide so that residential and/or other uses can be built in a similar timeframe as the retail (particularly with vertical mixed use that places residential over major retail);
- That the large site area is under the control of a single, master developer/team so that the additional value from residential, hotel, and/or other uses can be used to offset costs associated with the retail development, thereby enhancing the feasibility of major retail; and
- That major retail is the priority for the area, so as to provide development that meets the needs of retailers and creates a critical mass of comparison goods retailing in an environment that attracts shoppers.

In the current recessionary market context, there is uncertainty as to the timing of market recovery. Potentially, the development of major retail could occur in the nearer term, possibly in the next five to eight years, as it depends on capturing existing spending and not on the future growth of spending, as well as on general improvement of the retail sector. It could take longer for the residential market to rebound and then absorb the potentially large inventory of housing in recently developed projects and in already approved projects in the pipeline.

Given the market uncertainties and possible differences among markets, Alternative V3 is preferable over Alternatives V1 and V2. In Alternative V3, the retail/commercial development in the central blocks could proceed ahead of some or all of the residential development that focuses around the periphery of the area. However, the financial benefits of the residential and hotel uses would also lag behind the retail development,

supporting lower land values and possibly requiring more public participation, at least until the higher-density residential and hotel uses are built. It would be difficult to phase the development in this manner under Alternatives V1 and V2, as they include residential over retail in the central area.

**TABLE 4-2
COMPARATIVE FEASIBILITY OF MIXED-USE DEVELOPMENT
ALTERNATIVES FOR THE VALDEZ TRIANGLE**

	Alternative V1	Alternative V2	Alternative V3
Building Space (sq. ft.)			
Retail/Commercial	717,000	682,000	1,107,000
Hotel	120,000	85,000	150,000
Residential	<u>763,000</u>	<u>544,000</u>	<u>752,000</u>
	1,600,000	1,311,000	2,009,000
Floor-Area-Ratio/FAR /a/	1.75	1.56	2.20
Relative Financial Feasibility: Based on Net Residuals from Development /b/	Mid-level	Lower	Higher
Potential Need for Public/District-wide Financial Support For:			
- Land Costs and/or Costs of Attracting Anchors	Possibly	Probably	Unlikely
- Parking for Retail/Commercial Uses (magnitudes depend on ability to collect parking revenues; could be highest for Alt. V3)	Yes	Yes	Yes
- Streetscape, Plazas, Street Closures, and Related	Yes	Yes	Yes
/a/	Calculated by dividing the square feet of building space (excluding parking) by the square feet of land area (total site).		
/b/	Net residuals of development value over costs, including costs for site preparation, building construction, soft costs, financing, anchor tenants, and developer return-on-cost at a minimum level. The net residual identifies the amount available for land, parking, streetscape/plazas/related improvements, and developer return above minimum levels.		

Alternative V3 could do the best financially, Alternative V1 ranks second, and Alternative V2 ranks third.

Over the longer term, the higher-density development under Alternative V3 would be better able to cover the costs of land and attracting the retail anchors, while the mid-rise Alternatives V1 and V2 could not support as high a land value and could need help to cover land costs, depending somewhat on the regulatory approach in the Specific Plan. Higher financial return under Alternative V3 depends somewhat on the success of high-rise residential, however, and could be somewhat offset by the higher costs of below-grade parking. A more refined analysis is needed to address the ability to collect parking revenues to help cover the costs of parking development and to estimate the extent of higher tax increment to be generated by the higher value of development under Alternative V3 that also could offset higher parking costs. In all alternatives, the conclusions assume recovery of the housing market, and housing prices/rents at the high end of the market in Oakland, consistent with recent residential development in the downtown/Lake Merritt area. The comparative feasibility of the alternatives is summarized in Table 4-2.

Among the two mid-rise, mixed-use development scenarios with housing over retail, Alternative V1 does better financially than Alternative V2. Alternative V1 includes more development with a higher overall Floor Area Ratio (FAR), and the retail component does better financially because of the higher ratio of other retailers to anchor tenants (other retailers that benefit from locations near the anchors pay higher rents).

All three alternatives will need funding for development of parking for the retail/commercial uses, which represents a substantial cost. The ability to collect parking revenue could make a significant contribution to paying for parking development and would reduce the public funding needed. The ability to develop less parking, particularly for related commercial uses and upper-floor offices in Alternative V3, could reduce the amount of funding needed. Although not yet fully defined, it is anticipated that funding also will be needed to develop the public realm improvements in the Triangle including streetscape, plazas, street closures, and related improvements.

The sources of public and district-wide funding can include:

- funding to be generated by the new development, such as tax increment funds;
- funding from within the district such as parking revenues or business improvement district funds; and/or
- funding from other governmental sources as might be available from regional or state agencies.

Developability: Other Aspects of Development Affecting Feasibility

Development will require a single developer/team with control of large site area.

Successful major retail as proposed for the Triangle needs to be planned, developed, financed, leased, and managed as a unit. Attracting retail tenants and developing/maintaining an overall merchandising strategy needs to be done for the retail district overall. In addition, the revenue stream to support the development needs to combine revenues from the major and minor anchors that attract shoppers and pay less for the space they occupy, with revenues from the other retail stores/shops that benefit from locations near the anchors and generate more of the revenues for the project overall. Given the complexity and interdependence of contemporary retail, a successful new retail district cannot be undertaken incrementally by many different developers.

In addition, the developer/team needs to have control of the large site area involved (19 to 21 acres depending on the alternative), as can be achieved through purchase and/or partnerships. Site control is very important and could be a major factor determining whether a significant retail district can be developed in the Valdez Triangle, under any of the alternatives. (See summary in Table 4-3.)

As a critical mass of major retail is needed to ensure a successful retail district, the retail development needs to occur all at once or in a few successive phases. Important anchor tenants need assurance that a critical mass of retailing will be there before they will commit to locating in the area.

Mixed-use development with major retail has benefits but also is more complex and difficult to develop.

While mixed-use development can enhance financial feasibility and increase activity in the area, it also increases the complexity of development in several ways.

- As described above, mixed use, particularly with residential over retail, creates the need for the different markets to coincide so that the residential can be built in a similar timeframe as the retail. This increases uncertainty and risk, and may not be achievable depending on the markets.
- There are complexities with mixed-use development that can increase the costs of development and affect the efficiencies of the space for both uses. To meet the City's objectives, major retail needs to be the priority and designed to meet the needs of retailers. In addition, the higher costs of developing retail in a mixed-use building with other uses above must be more than offset by the value of the upper-floor uses.
- A larger, more costly mixed-use project will require greater financial commitments from developers and lenders and involves more risk. This could narrow the pool of potential developers. Public sector participation helps to share the risk in such large-scale developments.

Among alternatives, Alternative V3 is preferable over Alternatives V1 and V2 for development of major retail in a mixed-use context. In Alternative V3, more of the residential development is focused around the periphery of the area, and the retail is focused in the central blocks without upper-floor residential. Alternatives V1 and V2 include more residential over retail, raising concerns about complexity, market timing, and giving priority to the needs of retailers.

**TABLE 4-3
 OTHER FACTORS AFFECTING DEVELOPMENT FEASIBILITY
 UNDER ALTERNATIVES FOR THE VALDEZ TRIANGLE**

I. Site Control

Development will require single developer/team with control of large site area.

- Major retail needs to be developed and financed as a unit. It will not happen incrementally.
- Site control could be a major factor determining feasibility of a new retail district in the Triangle, under all alternatives.

II. Mixed-Use Development

Mixed-use development with major retail has benefits but also is more complex and difficult to develop.

Advantages

- Residential and other commercial uses can increase land values and enhance financial feasibility over retail only development.
- Other uses can add interest and attractions, and increase activity in the area.
- Can result in higher-density, more urban, pattern of development.

Issues

- Development is more complex.
- Market timing for mix of uses, not just retail, will affect success.
- More costly development requires greater investment and risk.
- May require a development team with both retail and residential expertise.

Alternative V1

Alternative V2

Alternative V3

Nature of Mixed Use:

Residential over retail except for anchors

Residential over retail except for anchors

Residential focused at periphery; retail in central areas without upper-floor residential. Captures benefits of mixed use on area-wide basis.

Commitment to retail concept for Valdez Triangle is very important.

The Specific Plan and the City’s implementation of it need to be specific about the retail concept (scale, types of retail, market orientation, density of development, mix of uses, etc.) for the Valdez Triangle and committed to its implementation.

- The plan needs to be specific and provide direction, while also providing some flexibility to adapt to market conditions and trends.
- Although Oakland suffers from a weak retail base and poor perception by the retail industry, it is important that the vision and aspirations for a comparison shopping retail district in the Valdez Triangle not be “lowered” in an attempt to be competitive. In fact, the opposite is true. In order to capture the spending power of trade area residents and be competitive in the regional market, it will be essential to set high standards for the area to overcome its weaknesses and leverage its assets.

- The current recessionary market could result in conservative (i.e. smaller; lower risk) development proposals in the nearer term, while the long-term vision for the Valdez Triangle is for a significant retail district in Oakland. These conditions could require greater resolve to achieve the longer-term vision, and public participation to effectively support that vision, as will be addressed in the implementation strategy for the Specific Plan.

Comparative Summary of Feasibility Assessment of Alternatives for the Triangle

An overall, comparative summary is presented in Table 4-4.

Alternative V3 ranks highest.

Over the long term, Alternative V3 could contribute a larger and more successful, urban retail mixed-use district, to the downtown and to the city overall.

Alternative V1 ranks second and Alternative V2 ranks third.

**TABLE 4-4
COMPARATIVE SUMMARY OF FEASIBILITY ASSESSMENT
OF ALTERNATIVES FOR VALDEZ TRIANGLE**

	Alternative V1	Alternative V2	Alternative V3
Relative Rankings (1 is highest or most preferred)			
Market Feasibility			
Critical mass of retail and related uses	2	2	1+
Retail configuration and mix	2	3	1
Strength of market for residential	1	1	2
Financial Feasibility			
Relative feasibility of development	2	3	1
Need for public/district-wide funding	yes	yes	yes
Other Factors			
Need for control of large site area	yes	yes	yes
Relative ease of developing major retail in mixed-use project	2	2	1
Importance of retail concept	high	high	high
OVERALL RANKING	2	3	1

North End Alternatives: Feasibility Assessment

The retail strategy for the North End is to attract additional destination retail, supplementing the retail district in the Valdez Triangle and expanding shopping opportunities in Oakland. Larger retailers would be accommodated in new development on opportunity sites in the area, with other retailers nearby in both new and existing buildings. With a significant new retail district at relatively higher density in the Valdez Triangle, the retail concept for the North End is envisioned as lower intensity and more suitable for larger-format retailing. Comparison retail tenants are anticipated, including larger value/discount retailers and smaller stores, as well as eating places and possibly some convenience retail and services.

There also is opportunity to provide for the eventual, northward expansion of the Valdez Triangle retail district across 27th Street. In addition, the blocks just north of 27th Street provide possible locations for retaining some of the area’s auto dealerships in Oakland. The most northerly blocks near I-580 offer opportunities to provide complementary uses supporting the major medical centers nearby.

Market Feasibility

As defined, all three North End alternatives include retail uses oriented along Broadway. The alternatives differ in the amounts and types of retail development anticipated, particularly on the larger opportunity sites in the central parts of the area. Alternative N1 includes more mixed-use development with retail on the ground floor and residential above. Alternative N2 includes an urban model of larger-tenant retail development with spaces for “stacking” larger retailers in two-level buildings with structured parking. Alternative N3 includes lower-density new development, and emphasizes spaces for larger and other retailers in one-level retail development with structured and roof-top parking. All three alternatives include residential development in several locations, and office development at the northern end near the hospital medical centers. The land use mix for the alternatives is summarized in Table 4-5. The mixed-use Alternative N1 includes less retail development and more residential and office development compared to the other alternatives.

**TABLE 4-5
 SUMMARY OF LAND USE ALTERNATIVES FOR
 THE NORTH END**

	Alternative N1	Alternative N2	Alternative N3
Building Space (sq. ft.)			
Retail	479,500	665,000	619,000
Office	310,000	139,000	139,000
Residential	<u>515,000</u>	<u>360,000</u>	<u>197,000</u>
Total	1,304,500	1,164,000	955,000

Retail developments in Alternative N2 and Alternative N3 provide better opportunities to create successful comparison goods retailing, attractive to larger retailers and other tenants.

The market analysis identified the potential for destination and related retailing at the North End, particularly on the larger sites along Broadway between 29th Street and Hawthorne Avenue. There is potential to attract a larger-format retailer along with other anchors, retail stores/shops, and related uses nearby in new and existing buildings. The anchors would attract shoppers to the area and enhance the ability to attract

new retailers nearby in existing building space. Possible retail development programs envision comparison retailing as the primary use and include eating and drinking and some convenience retail and services.

Among alternatives, the amounts and types of retail in Alternative N2 and Alternative N3 are better able to accommodate the market potentials identified for the North End than is the retail included in Alternative N1. The amounts, types, and locations for retail under the alternatives are summarized in Table 4-6.

**TABLE 4-6
EVALUATION OF SCALE AND TYPES OF RETAIL
UNDER ALTERNATIVES FOR THE NORTH END**

	Alternative N1	Alternative N2	Alternative N3
Retail Space (sq. ft.)	479,500	665,000	619,000
Locations and Types of Retail:			
<u>Broadway Node: 29th to Hawthorne (blks 6-9)</u>			
Major anchors	75,000	215,000	203,000
Minor Anchors	75,000	45,000	53,000
Other retail /a/	<u>116,000</u>	<u>142,000</u>	<u>100,000</u>
Subtotal	266,000	402,000	356,000
<u>Broadway: 27th to 29th (blks 1-5)</u>			
Minor anchors	89,000	154,000	154,000
Other retail /a/	<u>70,500</u>	<u>52,500</u>	<u>52,500</u>
Subtotal	159,500	206,500	206,500
<u>Broadway: North of Hawthorne (blks 10-13)</u>			
Other retail /a/	54,000	56,500	56,500
Characteristics of Retail Development on Opportunity Sites	Mixed-use development with retail on ground floors and residential above; no locations for large, major anchor	Urban model of larger-tenant retail development with opportunities for two-level retail that “stacks” larger tenants	Single-level retail development, with opportunities for larger tenants
Evaluation:	– Alternatives N2 and N3 provide better opportunities to create successful comparison retailing, attractive to larger retailers and other tenants compared to Alternative N1.		
/a/	Destination retail stores and shops, eating and drinking, and convenience retail and services. Includes space in both existing and new buildings.		

Broadway Node: 29th to Hawthorne

Alternative N2 (402,000 sq. ft. retail) and Alternative N3 (356,000 sq. ft. retail) both include locations for a large anchor tenant, such as a Target store, on one of the larger sites near the center of the North End. Such an anchor could be important in establishing retailing in the area. Both alternatives include other retail space as well, of types that could respond to market potentials described for the area. By comparison, Alternative N1 (266,000 sq. ft. retail) does not include a location for a large anchor tenant, includes spaces likely to be more attractive to smaller tenants, and is less likely to accommodate the types of retail potentials identified for the North End. It may be necessary to include special regulations to ensure that the larger retail spaces (i.e., Blocks NO8B and NO7A) are actually developed.

The differences between the stronger retail Alternatives N2 and N3 concern the scale and density of the retail development. There are differences of opinion among retail/developer interests as to the marketability of each concept for this part of Oakland.

- The more urban model of development with two-level retail, under Alternative N2, is similar to two- and three-level retail projects recently built in other cities (i.e. Washington D.C., South of Market in San Francisco, Vancouver, Canada). In those projects, larger retailers typically are located on a single level, with a different retailer above/below, in a “stacked pattern”. A large anchor tenant could occupy two levels as well.
- A lower-density development with one-level of retail is reflected under Alternative N3. This more typically suburban development model would require special design consideration to ensure high quality development that is commensurate with desired character of the Broadway corridor.

The acceptability of the higher-density retail concept under Alternative N2 depends on the attractiveness of the market and location to retailers and on their ability to do higher sales volumes to cover the somewhat higher costs of higher-density development. While the market potentials are strong, Oakland has a limited track record with national retailers, and a weak image to some outsiders. Potentially, Alternatives N2 and N3 could be combined to include two-level retail development on one of the largest sites and one-level development on the other.

Broadway: just north of 27th Street

From a retail perspective, Alternative N3 and Alternative N2 are also preferred over Alternative N1 for the blocks just north of 27th Street. Under Alternatives N2 and N3, the two blocks across 27th street from the Valdez Triangle are shown as primarily retail, and could provide a logical connection to a new retail district in the Triangle, offering opportunity for expansion of that district northward. These blocks also provide options for retaining auto dealers in the area (as discussed below). Under Alternative N1, these prominent blocks designate a mix of residential and retail development, and accommodate a smaller amount of retail development as a result. The introduction of residential development also could affect retail potentials. (The small amount of housing added along Valdez Street under Alternative N2 could probably work and not affect the retail.)

Other comments and suggestions are identified regarding the market success of retail development under all three alternatives.

- Reuse of existing buildings in the area for new retailing offers opportunities and challenges. There are historic and other interesting buildings that create identity, and add interest and character for retailing. While there are advantages, there also are issues involved with their reuse. Buildings originally designed for auto-related businesses can be large and too deep for many retailers. There may need to be reconfigurations of spaces, as well as renovations and upgrading, which can be costly. It could make sense for owners to do the minimum necessary to lease space at affordable rents, at least initially, so as to attract new tenants and establish the area for retailing.
- Successful reuse of existing buildings for new retailing also will require that additional parking be built nearby. Both retailers and shoppers will expect conveniently-located parking. As defined, the alternatives include additional parking in new development on opportunity sites to serve existing buildings nearby.
- An attractive area with a strong pedestrian environment across and along Broadway will contribute to the success of retailing in the North End. The creation of a retail node in the central parts of the area, in particular, will work best if activity patterns flow across Broadway, and connect shopping and related activities on both sides of the street. Streetscape improvements need to maintain good visibility of storefronts, and traffic-calming strategies can improve and encourage pedestrian crossings. Like the retail district in the Valdez Triangle, it is important that improvements in this area be designed to create an attractive and identifiable place where retailers, shoppers, and visitors will want to be. The design of new developments should face and open onto Broadway with storefronts on the street.

Auto dealers represent another type of destination retailing that adds to the mix of attractions in the area. Existing properties just north of 27th Street and those near I-580 provide the best locations for auto dealers, consistent with existing building stock and the overall retail strategy for the area.

There are locations that could remain in use by auto dealers and be consistent with the overall objectives for destination retail in the area. Those locations include existing properties

on Broadway just north of 27th Street to around 29th Street, and properties further north near I-580. There are auto dealers currently located in these areas, and facilities of former dealerships that could be used by dealers located elsewhere in the project area if/when their properties are considered for new uses. Although auto industry trends and the economic recession are reducing auto-related businesses along Broadway Auto Row, the stronger dealerships that remain viable could continue to value Broadway locations for their businesses.

The alternatives identify eventual, future uses for the project area, and consider auto dealers as possible continuing uses of sites that would eventually be reused or redeveloped. Over the long term, auto dealers remaining in the area should be configured in a more urban format that is consistent with the vision for the area (i.e., no large surface parking/sales lots). From the perspective of retaining locations for auto dealers, Alternative N2 and Alternative N3 are preferred over Alternative N1 as the former designate the blocks just north of 27th Street for retail uses. Although auto dealers could also remain in the area under Alternative N1, those blocks are designated for eventual mixed-use development with new residential.

In the broader retailing context, the auto dealers represent another type of destination retailing that could add to the mix of attractions in the area, and successful new destination retailing nearby could be of benefit to auto dealers, increasing their visibility and attracting more patrons to the area.

Financial Feasibility

The assessment of financial feasibility focuses on the larger opportunity sites in the North End and on broader questions of the feasibility of developing retail and the parking needed to support it. The assessment focuses on relative feasibility among alternatives.

Land use alternatives for blocks on the west side of Broadway between 30th Street and Hawthorne Avenue could be “feasible” with outside support for the retail parking. The mixed-use Alternative N1 is the least “feasible” due to the high costs of below-ground parking.

Under the mixed-use Alternative N1, the higher value of higher-density development is offset by the higher costs of retail under four-five story residential development and by the high costs of below-ground parking. Both the retail and medical offices have high parking requirements. The office building on the site may only make sense financially with

relatively high office rents, parking revenues collected for the office parking, and parking in an above-ground structure. Alternatively, the office building would require financial commitments from nearby institutions or public subsidy for the higher costs of the below-ground parking. Feasibility also will require public and/or district-wide support for the retail parking.

Alternatives N2 and N3 could be “feasible” with outside support for some/all of the retail parking. The higher-density development under Alternative N2 (2-level retail and 4-level residential) could support a higher land value than the lower-density development under Alternative N3 (one-level retail), when the costs of retail parking are otherwise covered under both alternatives. However, the retail parking costs are higher under Alternative N2 compared to Alternative N3, requiring greater subsidies. The results of the financial feasibility testing are summarized in Table 4-7.

**TABLE 4-7
 COMPARATIVE FINANCIAL FEASIBILITY OF DEVELOPMENT
 OF OPPORTUNITY SITES IN THE NORTH END**
 Alternatives for West Side of Broadway from 30th St. to Hawthorne Ave.

	Alternative N1	Alternative N2	Alternative N3
Building Space:			
Retail (sq. ft.)	108,000	230,000	176,000
Office (sq. ft.)	100,000	-	-
Residential (sq. ft.)	<u>200,000</u>	<u>93,000</u>	<u>-</u>
	408,000	323,000	176,000
FAR /a/	1.70	1.16	0.73
Financial Feasibility Assessment	<ul style="list-style-type: none"> - Higher value from higher-density development offset by higher costs for below-ground parking - Incentive to not build the office if results in need for below-ground parking - Feasibility likely to require outside support for retail parking 	<ul style="list-style-type: none"> - Retail development does not cover costs of structured parking - Feasibility likely to require outside support for parking - Land value may not be substantially different from N1, despite lower density 	<ul style="list-style-type: none"> - Retail development does not cover costs of structured parking - Feasibility likely to require outside support for parking - Lower land value compared to N1 and N2
/a/ Calculated by dividing the square feet of building space (excluding parking) by the square feet of land area.			

For this and other opportunity sites, the outside support for retail parking can include various public and district-wide funding sources including: those to be generated by the new development such as tax increment funds; funding from within the district such as parking revenues and business improvement district funds; and/or funding from other government sources as might be available from regional or state agencies.

Development alternatives for larger block on the east side of Broadway between 29th and 30th Streets could be “feasible” with outside support for the retail parking.

Under all three alternatives, the development of this large opportunity site is unlikely to be able to cover the costs of above-ground structured parking for the retail. With outside support for retail parking, all of the alternatives could be

“feasible” to develop. Sensitivity testing indicates potential for the development to pay for at least a share of retail parking costs if rents and prices are at the higher end of the range tested, depending on market conditions.

Among the alternatives and assuming market support for the land uses identified, Alternative N1 could do the best financially, supporting higher land values than the other alternatives, followed next by Alternative N2, and then Alternative N3. These results reflect the overall densities of development and the mix of uses assumed. The retail alone does the best job of covering its costs in one-level development (Alternative N3) because of the lower costs of that type of construction. Two-story retail development (Alternative N2) is more costly to construct, followed by major retail on the ground floor with four to five stories of residential above (Alternative N1) which is the most costly

**TABLE 4-8
COMPARATIVE FINANCIAL FEASIBILITY OF DEVELOPMENT
OF OPPORTUNITY SITES IN THE NORTH END**

Alternatives for East Side of Broadway from 29th St. and 30th St.

	Alternative N1	Alternative N2	Alternative N3
Building Space (sq. ft.)			
Retail	63,000	72,000	80,000
Residential	<u>150,000</u>	<u>58,000</u>	<u>-</u>
	213,000	130,000	80,000
FAR /a/	1.34	0.82	0.50
Financial Feasibility Assessment	<ul style="list-style-type: none"> - Retail development most costly when constructed under housing - Residential development above adds value - Still unable to cover costs of structured parking for retail - Could work with outside funding for retail parking - Higher land value than N2 or N3 	<ul style="list-style-type: none"> - Two-level retail costs more than one-level and less than under housing - Residential development on site adds value as does two levels of retail - Still unable to cover costs of structured parking for retail - Could work with outside funding for retail parking - Land value falls between N1 and N3 	<ul style="list-style-type: none"> - One-level retail is least costly to Construct - Development unable to cover costs of structured Parking - Could work with outside funding for parking - Lower land value than N1 or N2 - Could be easiest to develop and most attractive to some Retailers
/a/ Calculated by dividing the square feet of building space (excluding parking) by the square feet of land area.			

to build. However, the more costly alternatives for retail development also include residential development and/or two levels of retail that add density and value/revenues that can more than offset the higher retail costs. Thus, from the perspective of land values, the higher-density Alternative N1 would be preferred, followed by Alternative N2 with two levels of retail and residential development, and then by the lowest-density Alternative N3. These results assume housing market recovery, relatively strong housing prices, and the ability to develop retail space that meets the needs of retailers in all three of the alternatives. A summary of the financial feasibility assessment is shown in Table 4-8.

Retail and mixed-use development alternatives for other opportunity sites could be “feasible” with outside support for the retail parking.

The financial results summarized above would apply for other opportunity sites with lower-scale or mid-rise developments with above-ground structured parking, including primarily retail development, retail development with townhouses at the edge of the site, or mixed-use development with residential over retail. In each case, the development is unlikely to cover the full costs of parking for major retail. With outside support for retail parking, the alternatives could be “feasible” to develop. The addition of residential development with retail can enhance feasibility although the higher costs of building types with residential over major retail can offset some or most of the advantages of the residential development, particularly on smaller sites and with lower-density projects.

Medical office development alternatives could be feasible on other opportunity sites.

The analysis indicates that medical office development could be feasible with strong office rents, mid-rise construction, and above-ground, structured parking supported largely by parking charges/revenues from patrons and employees.

Developability: Other Aspects of Development Affecting Feasibility

Development and tenancing likely to occur incrementally with opportunity sites as catalysts.

Development on the larger sites in the North End will be particularly important for establishing retail in the area and accommodating anchor tenants that are attractions for shoppers and other retailers. The area is likely to attract retail anchors that can stand alone as attractions and also benefit from proximity to other retail in the vicinity. Development in the North End will proceed incrementally and be more evolutionary. This is different from the approach for a new retail district in the Valdez Triangle, where envisioned development would require a single developer/team with control of a large site area, and would be planned, developed, financed, leased, and managed as a unit.

Land use policies and regulatory controls are needed to encourage and support the desired retail development.

Land use policies and regulatory controls will be needed to guide development in the North End in line with the objectives of the Specific Plan. The priority should be on facilitating the desired retail development. While a mix of uses and densities is shown in the alternatives, allowing higher densities could encourage residential and possibly office development instead of major retail development if not carefully regulated. The desire for primarily retail developments will require policies that give priority to the retail development while allowing a mix of uses and densities to support that development.

Parking strategy needs to include parking for expanded retailing in existing buildings.

The alternatives include additional parking in new developments on opportunity sites to serve expanded retailing in existing buildings nearby. A strategy is needed for implementing that approach (e.g., creation of a parking district, possible owner/developer contributions, etc.), including outside support for funding the additional parking.

Mixed-use development with major retail has benefits but also is more complex and difficult to develop.

While mixed-use development can enhance financial feasibility and increase activity in the area, it increases the complexity of development. As described earlier for development in the Valdez Triangle, mixed use buildings, particularly with residential over retail, create the need for the different markets to coincide so that the residential can be built in a similar timeframe as the retail. This increases uncertainty and risk, and may not be feasible depending on the markets. There also are complexities that can increase the costs of development and affect the efficiencies of the space for both uses. To attract major retailers, priority needs to be given to meeting their needs.

Among the North End alternatives, Alternatives N2 and N3 are preferable to Alternative N1 for development of major retail in a mixed-use context. Alternatives N2 and N3 include opportunity sites for major retail with residential development located at the backs of larger blocks or on nearby blocks. Alternative N1 includes residential over retail on all of the larger sites, limiting the ability to attract large retailers to the North End and raising concerns about complexity, market timing, and meeting the needs of retailers.

Comparative Summary of Feasibility Assessment for the North End

In the North End, there are differences in feasibility among developments for opportunity sites, as well as among alternatives. From the retail market perspective, Alternative N2 and Alternative N3 are preferred over Alternative N1. From the perspective of financial feasibility, feasibility is dependent on building types and mix of uses, and not alternatives, per se. An overall comparative summary is presented in Table 4-9.

**TABLE 4-9
 COMPARATIVE SUMMARY OF FEASIBILITY
 ASSESSMENT OF ALTERNATIVES FOR NORTH END**

	Alternative N1	Alternative N2	Alternative N3
Relative rankings (1 is higher and most preferred)			
Market feasibility			
Broadway node: 29 th to Hawthorne:			
Ability to create retail node	2	1	1
Options attractive to large major anchors	no	yes	Yes
Broadway, 27 th to 29 th :			
Ability for Triangle retail district to expand northward	2	1	1
Opportunities for retaining auto dealers	2	1	1
Financial feasibility			
Need for outside funding for retail parking	yes	yes	yes
Relative feasibility of opportunity site developments:			
Mid-rise, mixed use with below-ground parking	questionable	-	-
Retail on ground floor of resid'l (with support for pkg.)	yes	yes	yes
Two-level, stacked retail (with support for parking)	-	yes	-
One-level retail (with support for parking)	yes	yes	yes
Medical office development with above-ground pkg.	probably	probably	probably
Other Factors			
Ability to develop major retail in mixed-use context	2	1	1
Incremental development with opportunity sites as catalysts	yes	yes	yes
Need for land use policies/controls to encourage desired retail	yes	yes	yes
Parking strategy for expanded retail in existing bldgs.	yes	yes	yes

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5

Transportation

This chapter summarizes the transportation assessment of the land use alternatives developed for the Broadway/Valdez District Specific Plan. It focuses on estimating the vehicular and transit trips generated by the project calculating the needed parking supply, and recommending strategies to reduce the project’s vehicle trip generation and parking supply. This preliminary assessment is intended to compare the transportation characteristics of the land use alternatives.

As part of the subsequent environmental review, detailed studies will be undertaken to quantify the transportation effects of the preferred alternative. The

environmental review will identify the impacts caused by the proposed project and will explore the feasibility of mitigation measures and their potential effects on other travel modes in the study area. An Access Plan exploring opportunities to enhance pedestrian, bicycle, and transit access through infrastructure improvements, policies, and programs will also be prepared as part of this Specific Plan.

Trip Generation

This section presents the methodology used to estimate vehicle and transit trips and then describes the estimated vehicle and transit trips generated by the alternatives as well as potential strategies to reduce overall vehicle trip generation. This analysis assumes that the existing level of transit service would continue under all alternatives.

Trip Generation Methodology

Current accepted methodologies, such as Institute of Transportation Engineers (ITE) Trip Generation methodology, are primarily based on data collected at suburban, single-use, freestanding sites. These defining characteristics limit their applicability to mixed-use or multi-use development projects,

such as the proposed Broadway/Valdez District, which is in a high-density walkable setting with frequent and nearby local and regional transit service.

In response to the limitations in the ITE methodology, the US Environmental Protection Agency (EPA) sponsored a national study of trip generation characteristics for multi-use sites. Travel survey data gathered from mixed-use developments were correlated with both their site characteristics and their surroundings. The EPA research findings indicate that trip generation is affected by many factors, each pertaining to one or more of the following characteristics: density, diversity, design, destinations, development scales, demographics, and distance to transit. These characteristics were related statistically to the trip reductions observed in these developments and the statistical relationships were used to develop a set of equations known as the MXD Model (also known as the D’s Model) that allows the estimation of trip reductions as a function of these refined project characteristics.

The MXD model developed through the EPA research was validated by comparing model results with actual traffic counts at sixteen independent mixed-use developments. The trip generation estimated by the MXD model was statistically more valid than either the trip generation estimated by the unadjusted ITE Trip Generation data or the adjusted ITE Trip Generation using current ITE trip internalization methodology.

ITE is currently considering adopting the MXD methodology for the next version of the Trip Generation Handbook expected in the next few years. The MXD model, as proposed for the next version of the ITE Handbook, is used to estimate the number of vehicle trips, as well as transit, walk/ bike, and internalized trips that the land use alternatives would generate during a typical weekday, AM peak hour, and PM peak hour.

Vehicle Trip Generation

Figure 1 shows the daily, and AM and PM peak hour trip generation under Existing conditions for the specific plan area, and the proposed alternatives for Valdez Triangle and North End using the ITE methodology which assumes that all trips generated by the alternatives would be vehicular trips. The alternatives would generate more vehicle trips than Existing conditions. For Valdez Triangle, Alternative 3 would generate the most trips as it provides the most dense land uses.

For the North End, Alternative 1 would generate a similar number of vehicle trips as Alternative 2 trips. Although Alternative 2 provides more retail space in the North End, Alternative 1 has more residential units and office space. About 60 percent of the office space with Alternative 1 was assumed to be medical office which generates about three times the rate for non-medical office.

The MXD model (described previously) was used to refine the vehicle trip generation to account for the unique variables that define the project setting. Figure 2 shows the daily, AM and PM peak hour overall trip generation under Existing conditions and the three proposed alternatives for the entire Specific Plan area. The MXD model was used to derive trips that stay within the specific plan area, as well as vehicle, walk, bike, and transit trips that either enter or leave the specific plan area. Key MXD model outcomes include:

- Currently, the Specific Plan area generates about 37,000 daily, 1,800 AM peak hour, and 3,600 PM peak hour vehicle trips. About 21 percent of the total trips generated by the Specific Plan area are estimated to be non-vehicular trips (i.e., trips that stay within the specific plan area and walk/bike and transit trips that either enter or leave the specific plan area).
- Specific Plan development under Alternative 1 would generate about 21,500 additional daily, 590 more AM peak hour, and 2,150 more PM peak hour vehicle trips than the Existing condition. Development with Alternative 1 would also increase the other trips including those that stay within the specific plan area and walk, bike and transit trips that enter or leave the area. Non-vehicle trips would comprise about 25 percent of the overall trip generation. The higher percentage of non-vehicle trips over Existing conditions is due to the setting of the project area, its land use density, and mix of land uses provided.
- Specific Plan development under Alternative 2 would generate about 19,800 additional daily, 230 more AM peak hour, and 1,970 more PM peak hour vehicle trips. Vehicle trip generation with Alternative 2 development is roughly 10 percent less than would be generated with Alternative 1 development. About 24 percent of the total trips generated under Alternative 2 development would be non-vehicular trips.
- Specific Plan development under Alternative 3 would generate about 26,900 additional daily, 630 more AM peak hour, and 2,270 more PM peak hour vehicle trips. Of the three alternatives, this development alternative would generate the greatest amount of vehicle traffic, and at 23 percent would generate the lowest percentage of no-vehicle trips as compared to total trips. The reduced trip generation efficiency is due, in part, to the greater amount of retail space which generates trips at a higher rate than many of the other uses.

Vehicle traffic impacts caused by the alternatives would likely be proportional to the vehicle trip generation presented in this assessment. Thus, Alternative 3 which generates the most vehicle trips would result in the most impacts, while Alternative 2 would result in the fewest.

Currently, most intersections in the vicinity of the Specific Plan area operate at an acceptable level (per City standards) during both weekday AM and PM peak hours. A few intersections, such as the Harrison Street/27th Street intersection, operate at or near the city's accepted standards. Recent environmental documents completed in this part of Oakland forecast that most major intersections in the area would operate at or worse than the accepted standards. As a result, regardless of the alternative chosen, Specific Plan development would cause significant impacts at most major intersections in the area.

These impacts are typically directly mitigated by increasing roadway capacity (i.e., adding vehicle travel lanes). Since limited right-of-way is currently available on most roadways in the area, direct mitigation of many impacts may not be feasible. In addition, increasing roadway capacity often adversely impacts other travel modes. Thus, instead of providing roadway capacity increasing improvements, this Specific Plan will focus on reducing the vehicle traffic generated by its development and improving other travel modes in the area.

Figure 1 - Estimated Trip Generation Comparison (ITE Methodology)

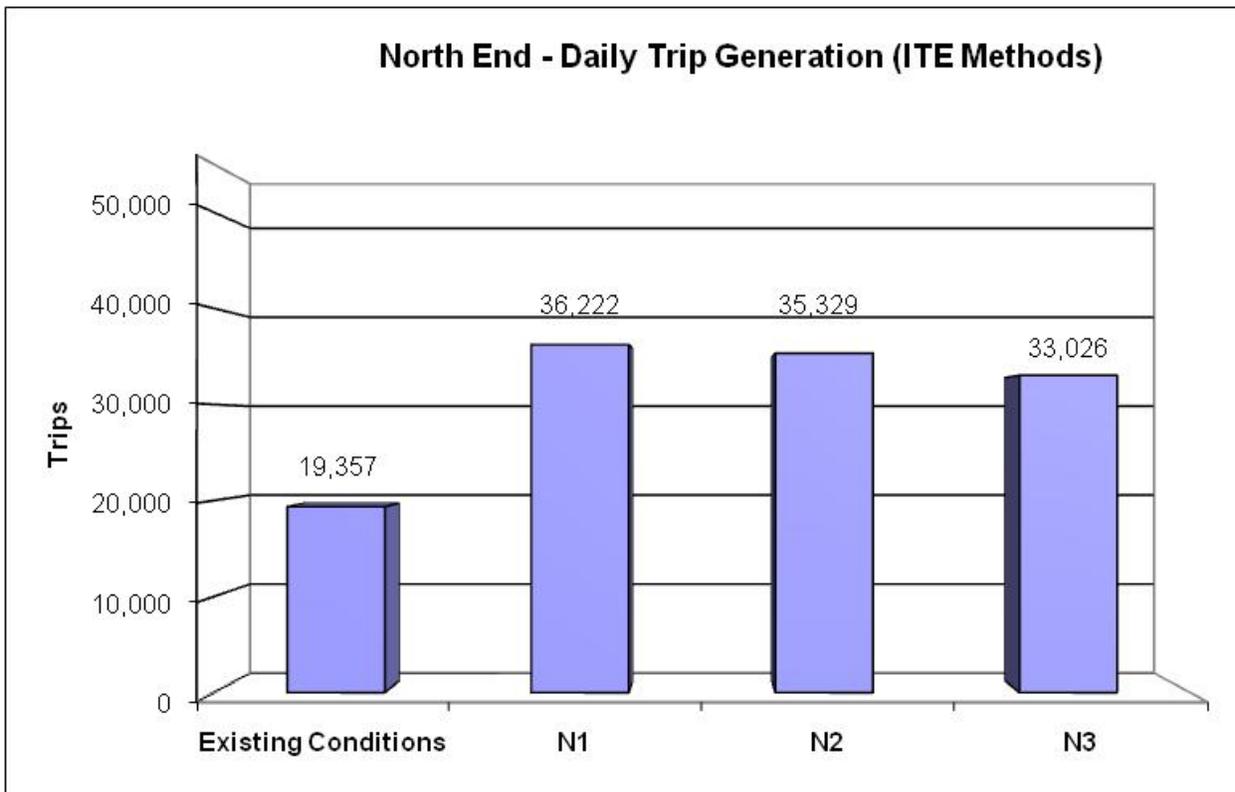
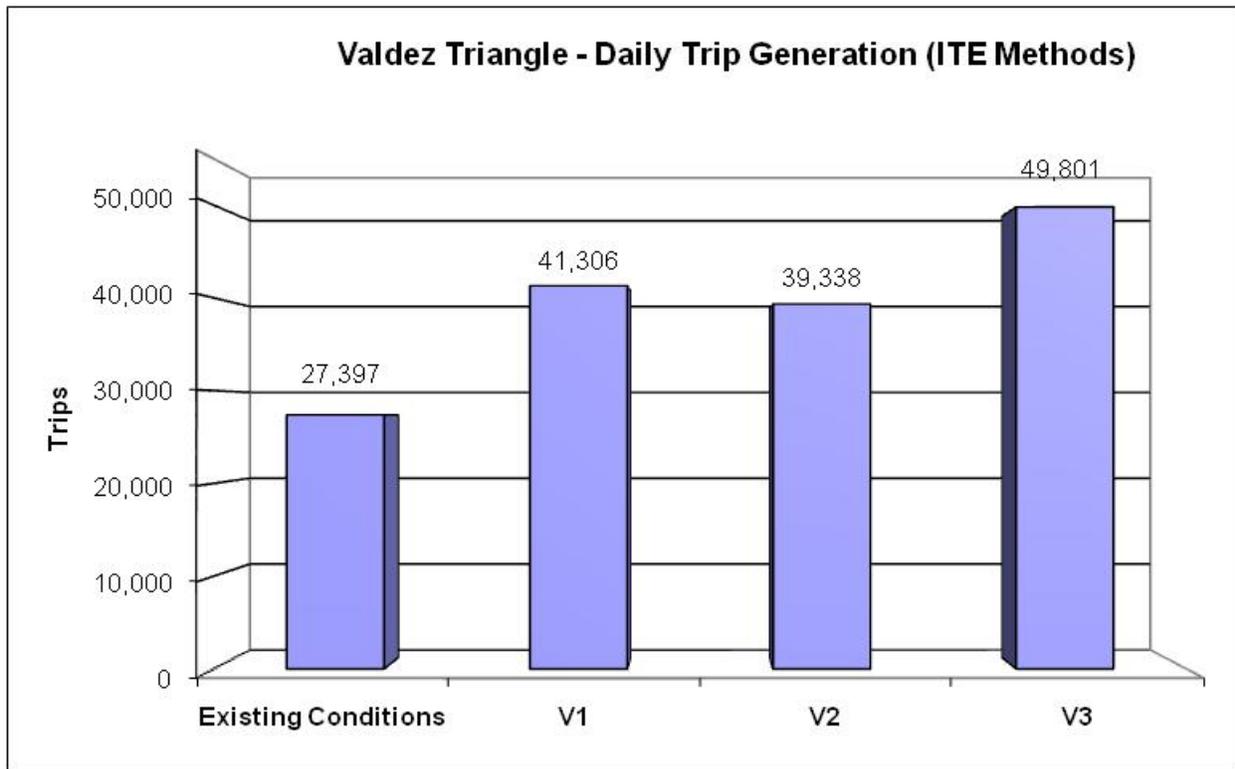


Figure 1 (cont'd) - Estimated Trip Generation Comparison (ITE Methodology)

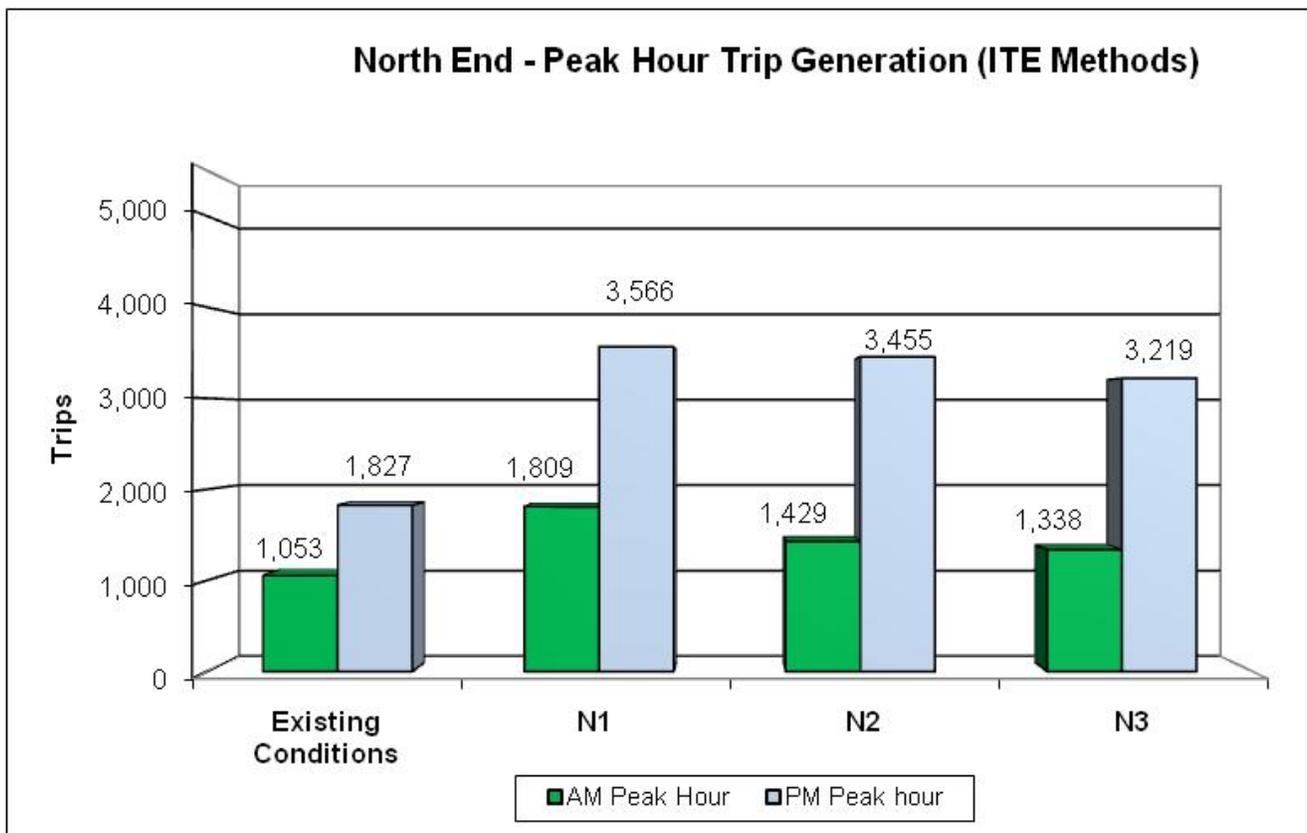
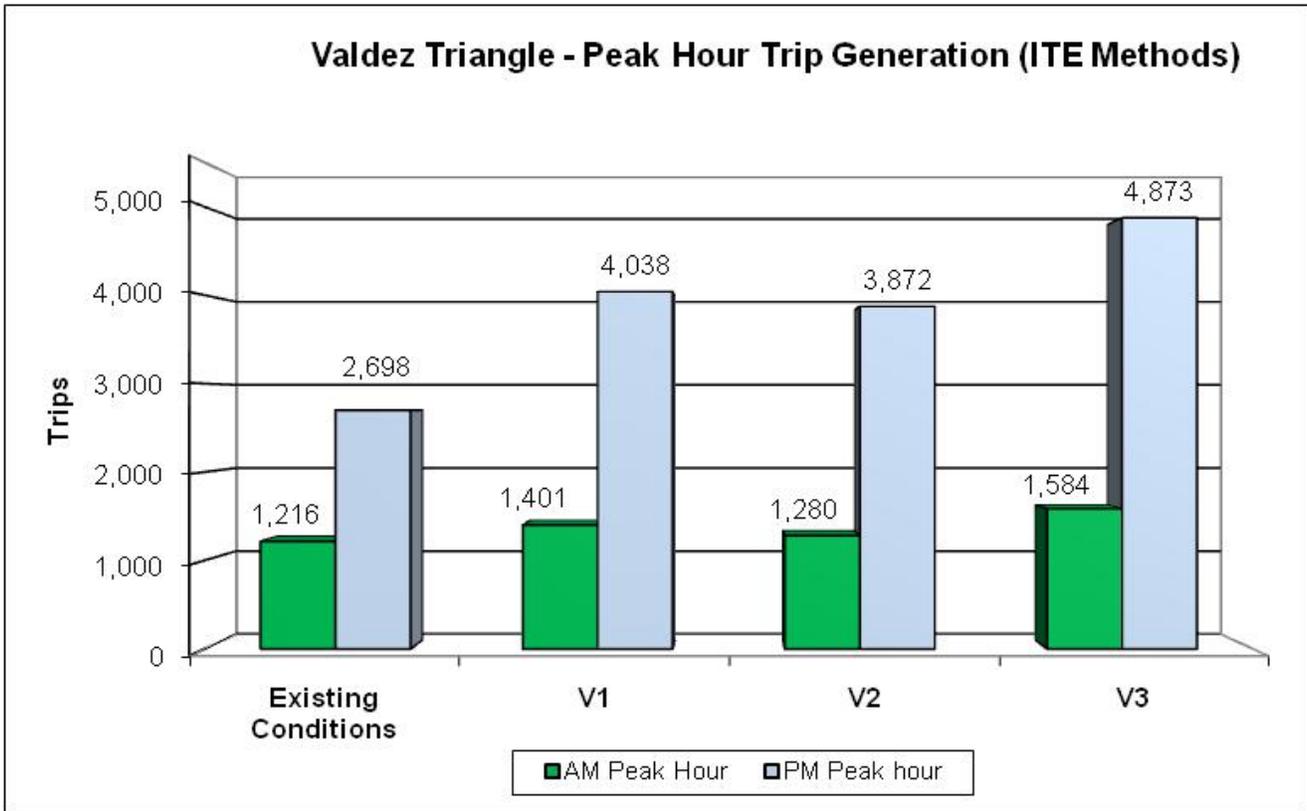
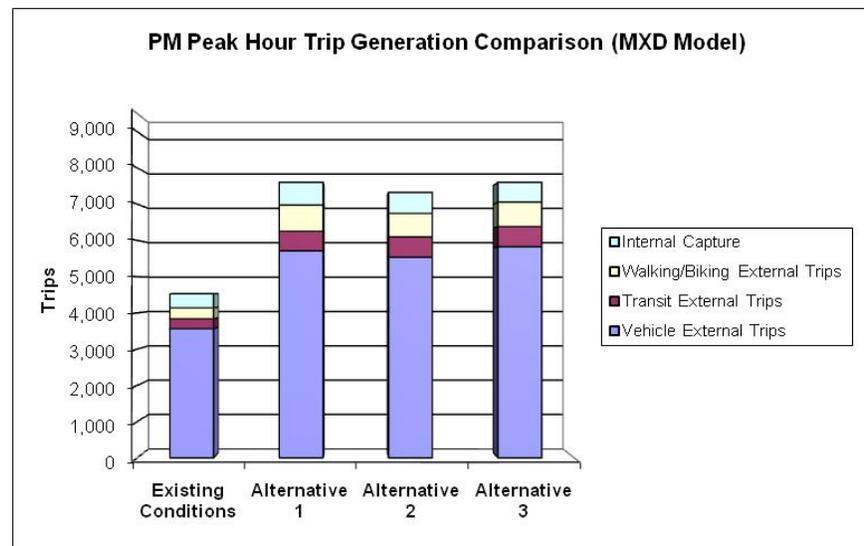
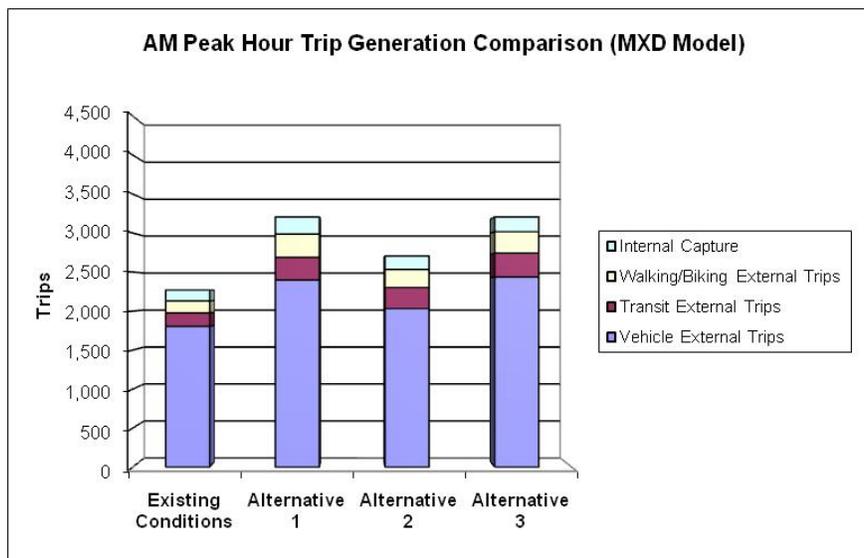
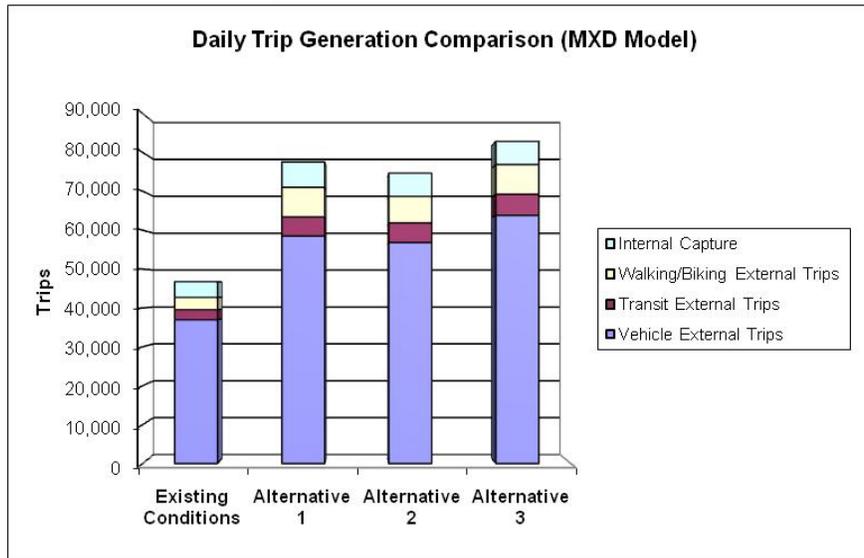


Figure 2 - Estimated Trip Generation Comparison (MXD Methodology)



Transit Trip Generation

According to the MXD model and data published by the Metropolitan Transportation Commission (MTC), the Specific Plan area currently generates about 2,600 daily, 170 AM peak hour, and 270 PM peak hour transit trips. About two-thirds of the transit trips are BART-related trips and the remainder are AC Transit trips. These estimates are consistent with observations in the study area.

This analysis assumes that the existing level of transit service would continue under all development alternatives. Figure 3 compares the transit trips generated under the three alternatives and the Existing conditions. Currently, about nine percent of the total trips generated in the Specific Plan area are transit trips. The transit mode share would increase to about 13 percent under the three alternatives.

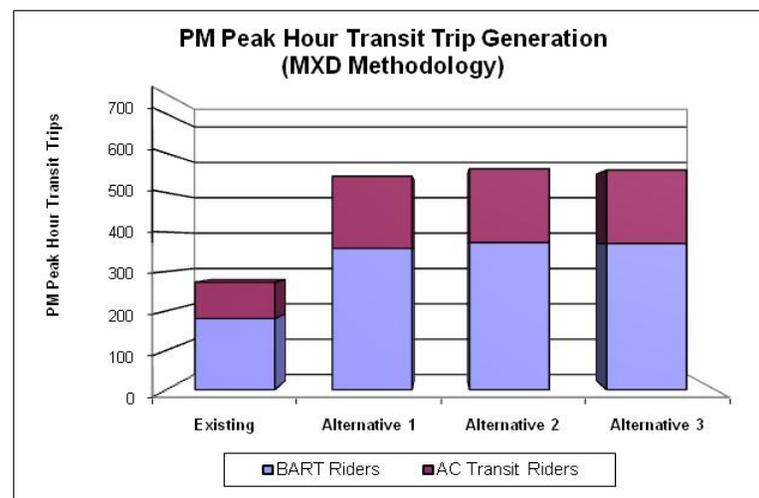
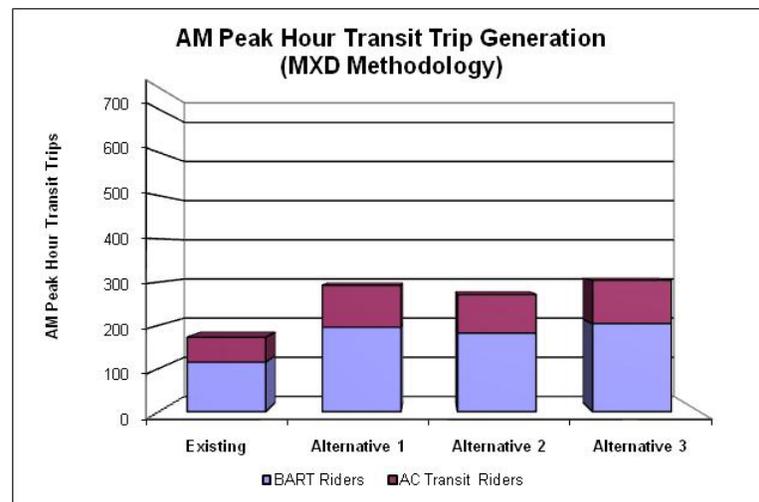
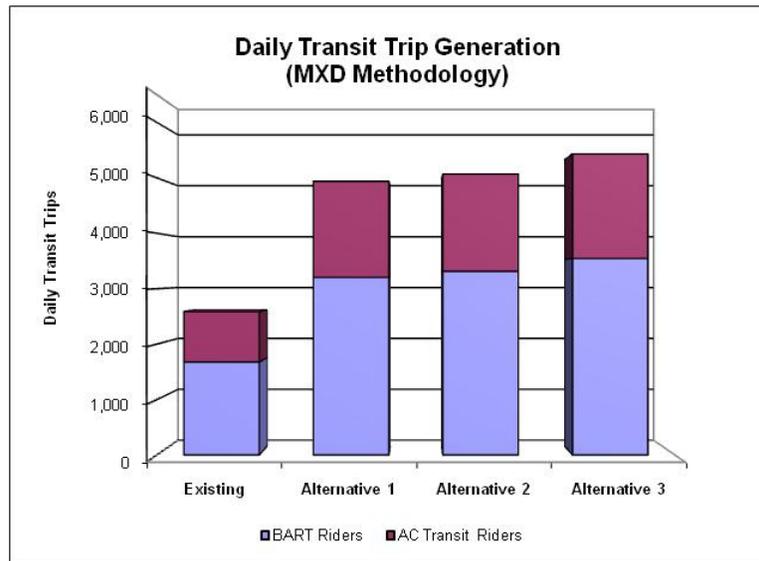
Alternative 1 and Alternative 2 would increase daily transit trips by about 91 percent and 96 percent, respectively, over Existing conditions. While Alternative 3 would increase transit trips about 110 percent. All three alternatives result in a higher percentage of transit trips in the Specific Plan area because each includes land uses that are more conducive to transit use than the existing auto-oriented uses. Alternative 3, because of its increased densities, would generate the most transit trips. Similar to Existing conditions, BART trips generated in the study area would use either the 19th Street or the MacArthur BART Stations to access the six BART lines serving the area. Most BART patrons would walk or bike between the Specific Plan area and the BART stations; although, some patrons may choose to drive their car if an effective bus transit connection is unavailable.

AC Transit Route 51, which provides service along Broadway

in the Specific Plan area, is one of the most heavily used routes in the system. It currently operates with eight to ten minute headways during weekday business hours, and the buses are often at or above their passenger design capacity during peak demand periods. Most new bus trips in the Specific Plan area would be on the Route 51. Thus, additional capacity on this route would most likely be needed with any development scenario.

AC Transit is considering enhancements to their Route 1/1R that operates along Telegraph Avenue. While the route does not directly serve the Specific Plan area, improvements to the corridor would increase transit ridership about one percent within the Specific Plan area. This equates to about 60 daily riders. A local circulator bus service, similar to Emery Go-Round, would increase transit ridership in the Specific Plan area by about six percent or between 320 and 350 daily riders depending on the alternative chosen.

Figure 3 - Estimated Transit Trip Generation (MXD Methodology)



Comparison of Alternatives

Table 1 compares the estimated total vehicle and transit trips generated under Existing conditions and each of the development alternatives. As previously discussed, both vehicle and transit trips would increase with any of the three alternatives. Transit trips would increase at a higher rate than vehicle trips because the three alternatives replace existing auto-oriented uses with residential and office uses which generate more transit trips.

Alternative 1 replaces most of the existing auto-oriented and retail uses in the Specific Plan area with about 1.2 million square feet of commercial space, 310,000 square feet of office space (medical office uses represent about 60 percent of the total office use and generates about three times more vehicle trips than non-medical office) and 1,300 residential units. More than half of the daily and PM peak hour trips under this alternative would be generated by the retail uses. Most of these trips are expected to be vehicle trips. The increase in AM peak hour trip generation is lower than the increase in daily and PM peak hour trip generation because retail uses gener-

ate minimal trips during the AM peak hour as most stores are not open in the morning. Since work commute trips are more likely to be on transit, the residential and office uses contribute to the higher increase in transit trips under this alternative.

In comparison to Alternative 1, Alternative 2 provides more retail space in the North End and less Valdez Triangle, for a total increase of about 150,000 additional square feet. Alternative 2 also provides less than half as much office space and about 370 fewer residential units than Alternative 1. This land use program would generate about eight percent fewer new vehicle trips than Alternative 1. Alternative 3 provides the densest mix of land uses, with about 1.7 million square feet of retail space and 950 residential units, primarily located in Valdez Triangle, as well as a similar amount of office space as proposed under Alternative 2. Alternative 3 would generate about 25 percent more new vehicle trips than Alternative 1, and 35 percent more than Alternative 2. Over three-quarters of the trips generated by this alternative would be related to retail.

**TABLE 1
SPECIFIC PLAN AREA
VEHICLE AND TRANSIT TRIP GENERATION SUMMARY**

	Total Trip Generation			Net New Trip Generation		
	Daily	AM Peak Hour	PM Peak Hour	Daily	AM Peak Hour	PM Peak Hour
<i>Existing Conditions</i>						
Vehicle Trips	37,000	1,800	3,570			
Transit Trips	2,600	170	270			
<i>Alternative 1</i>						
Vehicle Trips	58,500	2,400	5,710	21,500 (58%)	1,320 (33%)	3,340 (60%)
Transit Trips	4,940	290	540	2,350 (91%)	120 (70%)	270 (99%)
<i>Alternative 2</i>						
Vehicle Trips	56,800	2,030	5,540	19,840 (54%)	230 (13%)	1,970 (55%)
Transit Trips	5,070	270	560	2,480 (96%)	100 (57%)	290 (106%)
<i>Alternative 3</i>						
Vehicle Trips	63,800	2,440	5,820	26,850 (73%)	630 (35%)	2,260 (63%)
Transit Trips	5,430	300	560	2,850 (110%)	130 (77%)	290 (104%)

Source: Fehr & Peers, 2009

Transportation Access Plan

A Transportation Access Plan will be prepared as part of this Specific Plan. The Access Plan will explore opportunities to reduce vehicle traffic congestion and vehicle parking demand while increasing the use of other travel modes in accessing the Specific Plan area. It will include specific recommendations on improving auto, pedestrian, bicycle, and transit facilities and amenities within the Specific Plan area. It will also explore opportunities to improve the surrounding transportation system used to access the Specific Plan area from the surrounding neighborhoods and transit nodes. Finally, the Access Plan will explore potential Transportation Demand Management (TDM) strategies that reduce vehicle trips and/or shift vehicle trips to non-auto travel modes. Some of these vehicle trip reduction strategies are briefly discussed in the following section.

Vehicle Trip Reduction Strategies

Preliminary TDM strategies applicable to the Broadway/Valdez District Specific Plan are briefly described below for informational purposes. These strategies, along with others, will be further explored as part of the Transportation Access Plan. Many of these strategies focus on reducing both vehicle trips and vehicle parking demand for area residents and employees while also increasing non-auto trips. There are several reasons why these strategies may be less effective for retail shoppers. Many shoppers are expected to be from the larger region, may not have convenient access to transit, or may consider the distance between BART and the Specific Plan area too long for a shopping trip by transit. Many of these strategies overlap and complement each other. Thus, a single strategy may be less effective if implemented by itself.

Car-sharing

Car-sharing is a neighborhood-based, short-term vehicle rental service that makes cars easily available to members and can eliminate the need to own a vehicle. Car-sharing can also be used by area employees who may need a car during business hours. Dedicated parking spaces for car-sharing vehicles could be provided in parking facilities throughout the Specific Plan area.

Shuttle service

A shuttle service connecting the Specific Plan area to nearby transportation hubs, such as BART and the planned BRT stations, and nearby major employment centers such as downtown Oakland or Kaiser, Alta Bates Summit, and Children's Hospital Oakland Medical Centers, could reduce the amount of traffic generated by the Specific Plan area.

Subsidized Transit passes for area residents and employees

Employers can provide pre-tax or fully subsidized Commuter Checks to employees. Residential property managers can include transit passes in rent or condo fees for project residents.

TDM Coordinator

A TDM coordinator would distribute information and promote TDM programs, activities, and features to all employees, residents, and visitors of the Specific Plan area. The coordinator would also regularly monitor the program's effectiveness, make changes as appropriate, and coordinate efforts with other transit providers and agencies in the area.

Carpool/vanpool matching

Carpools and vanpool formations often require ride-matching assistance as many potential drivers and passengers may not be aware of each other.

Preferential parking for carpools and vanpools

Use of carpools and vanpools by area employees can be encouraged by providing preferential parking spaces such as reserved spaces and/or discounting parking costs.

Guaranteed Ride Home Program

These programs allow transit users access to a complimentary or reduced price taxi service to get home in case of an emergency or when transit service is not available.

These strategies have the potential to reduce the vehicular trip generation for the Specific Plan area by about ten percent.

In addition to the Transportation Access Plan, the Specific Plan will include design standards to further enhance access and circulation of non-vehicular modes.

Parking Demand and Supply

A key challenge for urban mixed-use developments is providing adequate parking. Providing too much parking would unnecessarily add to project costs, waste valuable land, and further encourage driving to the project area; providing inadequate parking would unnecessarily increase congestion by drivers looking for parking, parking in adjacent neighborhoods, and discouraging potential shoppers from visiting the project. The Specific Plan could provide destination retail which would draw visitors from the larger region. These shoppers may not consider transit as a viable travel mode due to access and/or convenience. In addition, Specific Plan would compete with other destination retail areas in the region. Availability and parking costs would be a key factor for many shoppers in deciding to shop at the Broadway/Valdez District.

The methodology used to estimate parking demand, the parking supply needed to meet the estimated parking demand under each alternative, and potential strategies to reduce parking demand and supply are presented below.

Parking Methodology

Traditionally, parking provided for a development has been based on zoning codes which require each specific site within a development to provide adequate parking supply to meet its own peak parking demand. This approach assumes that parking resources would not be shared by various uses and so often results in excessive parking supplies.

The parking supply needed to accommodate multiple land uses in an area can be reduced when the different uses share a common parking supply. This concept, “Shared Parking,” is defined as the ability to share parking spaces because of variations in the accumulation of parked vehicles by hour, by day, or by season at the individual land uses, and relationships among the land uses that result in visiting multiple land uses on the same trip. This strategy is predicated on parking being provided in centralized facilities, allowing users visiting multiple sites to park once and walk to multiple destinations within the project area. Parking garages would be provided throughout the Specific Plan area so drivers would have options in parking location depending on their direction of approach and ultimate destination.

This analysis assumes that the North End and Valdez Triangle components of the Specific Plan area would each provide the parking supply needed to meet its parking demand. The parking estimates also account for unique project characteristics such as transit accessibility and the specific land uses provided in each alternative.

Parking Demand

Figure 4 and Figure 5 present the estimated parking supply under each alternative based on parking demand rates published by Urban Land Institute (ULI) in Shared Parking and assuming that no shared parking is provided within the Specific Plan area. Valdez Triangle would need to provide about 5,200 parking spaces under Alternative V1. Alternative V2 provides less commercial space and fewer residential units, and would need only about 4,600 spaces. Alternative V3, which includes the most commercial space, would need to provide 7,300 spaces. North End would need to provide about 4,200 spaces under Alternative N1. Alternative N2, which provides more retail space but less office space and fewer residential units, would need to provide 4,300 spaces. Alternative N3 includes the least housing, and would need to provide only 3,800 spaces.

Three types of parking would be provided using the shared parking strategy:

- Customer/visitor parking includes retail customers, hotel guests, medical office patients, and visitors to offices and residences. These spaces typically have a high turnover rate (i.e., drivers park for a few hours) and would most likely charge an hourly fee and be open to the public.
- Employee/resident parking refers to spaces needed for employees of the retail, hotel and office uses, as well as unreserved parking used by project residents. These spaces typically have lower turnover than the customer/visitor parking spaces and would most likely require a purchase of a monthly pass.
- Reserved parking refers to one space reserved solely for the use of each residential unit.

All parking garages in the Specific Plan area would accommodate customers, visitors, and employees; and potentially provide reserved residential parking.

Shared parking for the Specific Plan area was estimated by accounting for the specific land uses and development factors.

Figure 4 - Valdez Triangle Parking Supply and Demand Comparison

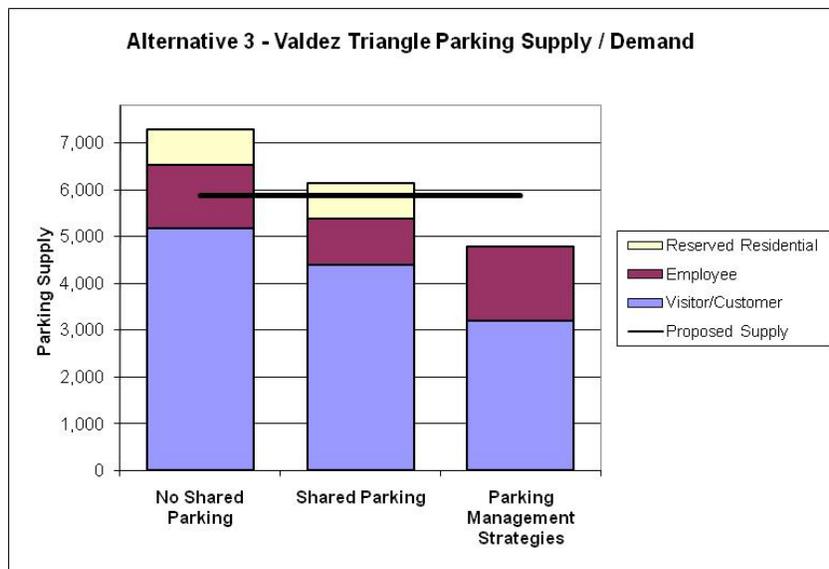
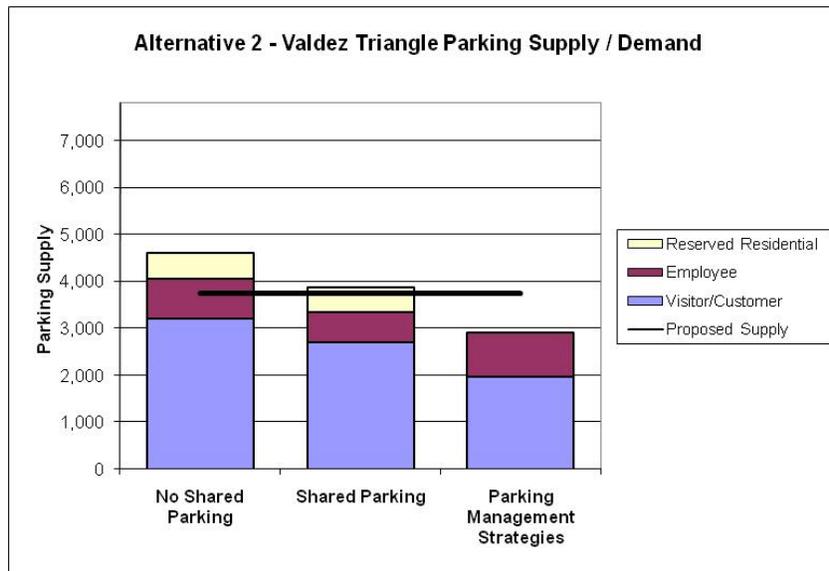
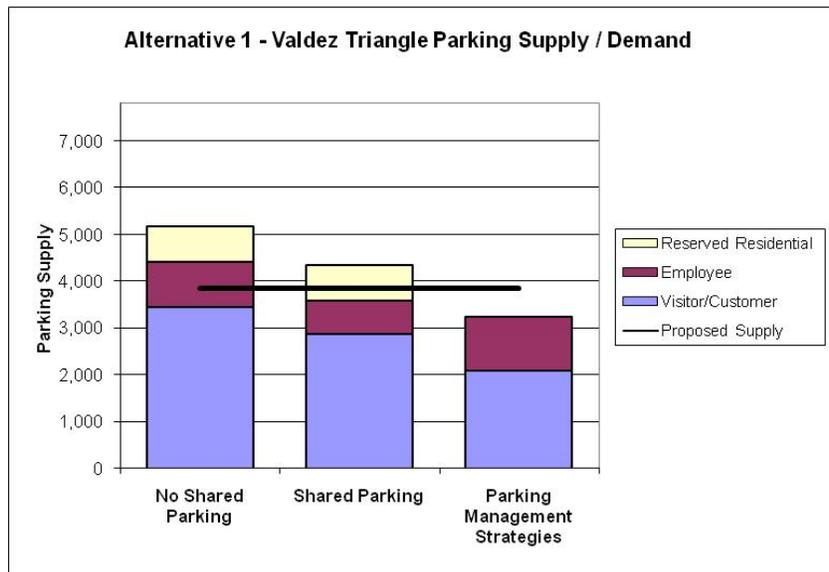
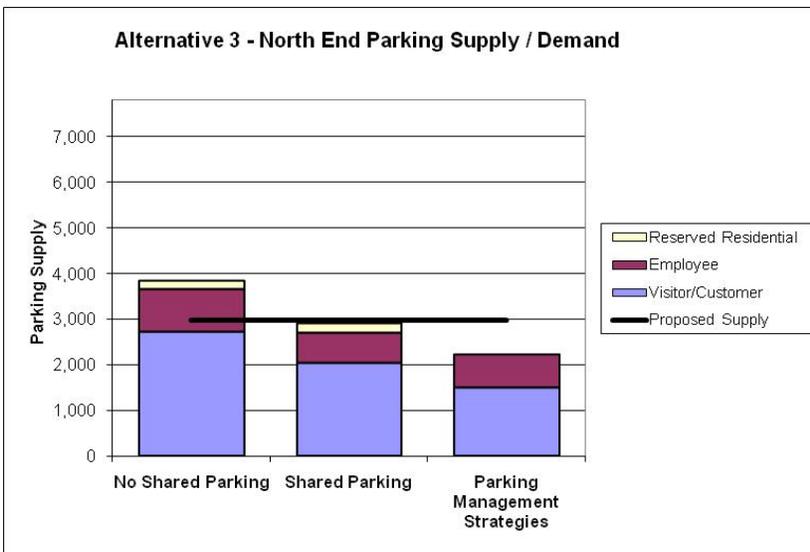
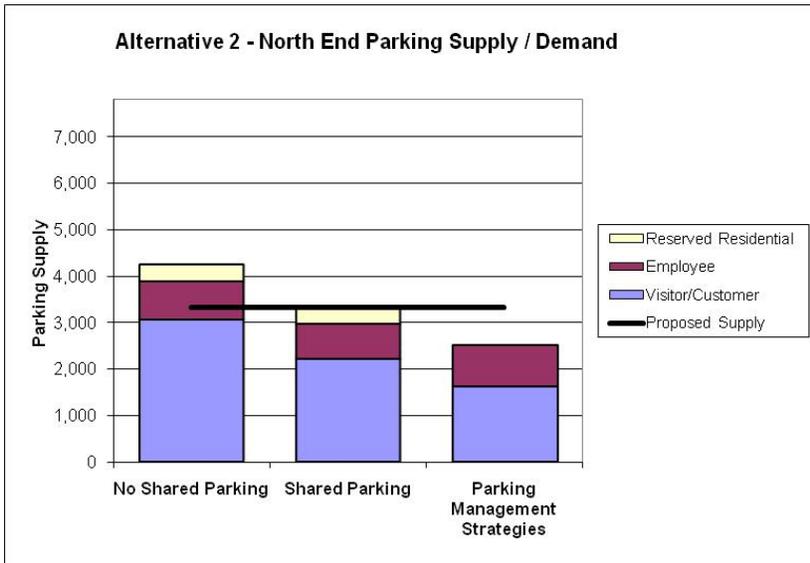
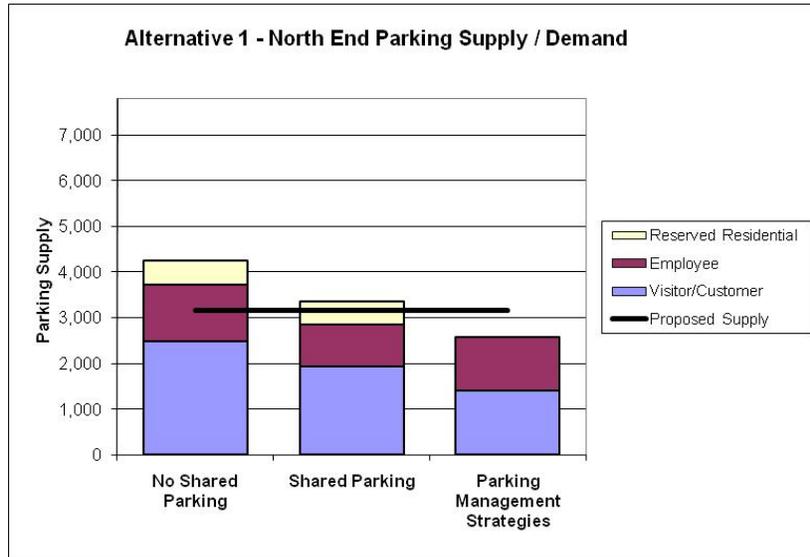


Figure 5 - North End Parking Supply and Demand Comparison



In addition, the MXD model results were used to reduce the parking rates due to non-vehicular trips and internalization within the Specific Plan area.

As Shown on Figure 4, shared parking would reduce the overall parking supply by about 19 percent under all three alternatives in the Valdez Triangle. Since the Valdez Triangle would be dominated by commercial uses under all three alternatives, at least two-thirds of the parking supply would accommodate visitors/customer. These spaces are expected to operate at or near capacity during the peak holiday shopping period only. Parking in the Valdez Triangle would typically peak on weekend afternoons.

As shown on Figure 5, shared parking would reduce parking supply in the North End by about 26 percent under Alternative N1, 28 percent under Alternative N2, and 32 percent under Alternative N3. Parking in the North End peaks on weekday afternoons under the three alternatives because of the office and medical office uses in the area, and is expected to be relatively constant throughout the year. The higher shared parking reductions in the North End occur because parking for the office uses on weekdays can be used by retail uses on weekends. Alternative N3 has the highest shared parking reduction, because it has a higher proportion of commercial space to residential.

Under Alternative 1, about 58 percent of parking spaces would be used by medical office and commercial visitors/customers. Alternative 2 provides more commercial and office use while reducing the amount of residential use. As a result, the parking allotted to visitors/customer use would increase to 67 percent of the overall parking supply under Alternative 2. Alternative 3 has slightly less commercial and office use than Alternative 1, and substantially less residential use. Thus the amount of visitor/customer parking would make up about 70 percent of the parking supply for Alternative 3.

Parking Management Strategies

Strategies that would reduce the overall parking supply and increase their effectiveness in the Specific Plan area are discussed below:

Implement an Automated Parking Space Counting System (APSCS)

An APSCS would be incorporated into the overall design and construction of major parking facilities and consist of electronic changeable message signs installed throughout the project area to inform drivers of the location and number of available parking spaces. This would maximize parking facility utilization, and reduce excessive circulation and driver frustration. By increasing efficiency and helping users to locate available parking spaces, this measure would increase the effective customer/visitor parking supply for the project area. Up to a seven percent reduction in the overall parking supply can be achieved if an APSCS is implemented in the Specific Plan area.

Provide Unbundled Residential Parking

Provide reserved parking spaces for sale or lease separately from the cost of housing. Under this strategy, reserved residential parking would continue to be provided. Overall parking supply would be reduced as fewer residents would own a vehicle. This strategy would reduce the overall parking supply by one to two percent.

Provide Unreserved Residential Parking

Provide residential parking passes for unreserved spaces for sale or lease separately from the cost of housing. Under this strategy, no reserved residential parking area would be provided. Residential parking would be shared with employee parking. The effectiveness of this strategy depends on the amount of residential units provided. Unreserved residential parking could reduce the overall parking supply by as much as about six percent (under Alternative V1), to as little as one percent (under Alternative N3).

Provide Attendant Parking During Peak December Shopping Period

Retail parking demand peaks during the December shopping period. Retail parking utilization throughout most of the year is less than in December. Thus, attendant parking can be used to increase parking supply efficiency during the peak shopping period. Attendant parking would increase the effective parking supply by up to 15 percent during the peak shopping periods. As a result, fewer parking spaces are needed to meet demand throughout the year. Implementation of this strategy can reduce the overall parking supply by between 11 and 14 percent, depending on the alternative.

Implement a Transportation Demand Management (TDM) Program

TDM strategies, as described in the previous section, aimed at reducing vehicular trips generated by the area residents and employees, such as providing transit subsidies, car-sharing, and a free shuttle service, can reduce employee and resident parking demand by as much as ten percent.

The above strategies combined would substantially reduce the parking supply needed within the Specific Plan area. Figures 4 and Figure 5 compare the parking supply by type in Valdez Triangle and North End, respectively, under different conditions including: no shared parking, shared parking, and shared parking plus the above parking management strategies combined. The charts indicate that the overall parking supply in Valdez Triangle can be reduced by as much as 34 percent under Alternative V1 and Alternative V2, and as much as 29 percent under Alternative V3. In the North End, parking supply reductions of as much as 31 percent under Alternative N1 and Alternative N3, and 32 percent under Alternative N2.

Adequacy of Parking Supply

Figures 4 and Figure 5 identify the parking supply proposed for the three alternatives. As shown on these figures, there would be insufficient parking supply to meet expected parking demands for all three alternatives. Policies that support shared parking practices would reduce the demand for parking; however, there would still be insufficient parking supply to accommodate expected parking demand for all three alternatives. Stricter parking policies are needed to not only accommodate shared parking but also the parking management

strategies listed above are needed to reduce parking demand to levels consistent with the parking supply proposed for each alternative.

Other Parking Management Strategies

The following strategies can also be used to reduce the overall parking supply and better manage parking demand and supply in the Specific Plan area. While these policies were not evaluated, they are a natural extension of the previous policies tested, and would benefit the Specific Plan area.

Shared Parking between North End and Valdez Triangle

The analyses in the previous section assumed that the North End and Valdez Triangle would each provide the parking supply needed to meet their own demand. Since parking demand in the North End peaks on weekdays and parking demand in the Valdez Triangle peaks on weekend, parking spaces would be available in the North End on weekends that can be used by Valdez Triangle users on weekends. Parking supply in the Valdez Triangle can be reduced by as much as 500 parking spaces if Valdez Triangle vehicles park in the North End on weekends. For example, employees working in the Valdez Triangle could be required to park in the North End during peak shopping periods.

Use of Existing Unused Parking Facilities

The under-utilized parking garage at 2353 Webster Street is the only existing parking facility in the Valdez Triangle that would remain. This garage primarily serves the YMCA, and currently has about 350 unused parking spaces on weekdays. This unused parking supply could be used to serve Broadway/Valdez District parking demand. There are also several parking facilities within or near the North End that provide about 2,000 parking spaces. These facilities are primarily used by the Alta Bates Summit and Kaiser Medical Centers on weekdays. These facilities generally operate at or near capacity on weekdays; however, they operate below capacity on weekends and so could be used to supplement parking in the North End.

Use of On-Street Parking

Currently about 750 on-street parking spaces consisting of metered and unrestricted parking spaces are provided in the

Specific Plan area. Currently, the metered parking spaces are about 80 percent occupied and the unrestricted spaces are over 90 percent occupied on a typical weekday midday period. The overall on-street parking supply under the Specific Plan alternatives cannot be estimated at this time, but it is expected to change when roadways are modified and some roadways are converted to pedestrian only or limited access. Some of the current on-street parking demand would be eliminated as the area redevelops. The remaining on-street parking would be available for use. Metered on-street parking would likely be provided on streets that have commercial frontage to provide convenient parking with high turnover rates for short-term commercial customers.

Parking Pricing

Setting moderate short-term parking rates and high long-term (over six hours) rates for parking can discourage employees from driving to work and/or where they park. The effectiveness of pricing strategies on parking demand varies depending on the parking fee, the cost, and the availability of parking in the surrounding area. Parking pricing for retail customers must also account for competition with other regional retail centers that may (or may not) charge for parking. A parking pricing strategy, combined with other TDM strategies, can reduce employee parking demand by five to 30 percent depending on the pricing aggressiveness.

Parking Monitoring

Parking demand in the parking facilities constructed in the early phases of the project should be monitored and if necessary parking supply and strategies for later phases of the project should be adjusted to reflect the observed parking demand in the area. This is best accomplished through a parking management district so that early development projects which may be burdened with higher parking costs, can recuperate some of those costs.

Residential Parking Permit (RPP)

Residential Permit Parking Permit (RPP) programs are an important parking management strategy in areas such as the Specific Plan area where parking demand may exceed the available parking supply at certain times. A Residential Parking Permit (RPP) program on the residential streets

within a one-half mile of the Specific Plan area should be discussed with area residents, and if approved, implemented to discourage parking spillover from the Specific Plan area into the surrounding neighborhoods.

Next Steps

This assessment provides an overview of the transportation characteristics associated with the three alternatives for the Specific Plan area. The analysis results will be used to complete the following:

- Transportation Access Plan which will explore opportunities to reduce traffic congestion and parking demand while increasing the use of other travel modes. Specific improvements to facilitate the other travel modes as well as a TDM plan will be provided.
- Design standards for area roadways to accommodate and encourage all travel modes will be developed as part of the Specific Plan
- Detailed analysis of project impacts on all travel modes and potential mitigation measures will be explored as part of the project environmental documentation.

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6

Infrastructure

Introduction

This infrastructure analysis has been prepared to support review of conceptual land use alternatives for the Broadway/Valdez District Specific Plan (henceforth “Project Area”). This infrastructure analysis describes existing conditions, proposed design strategies and improvements needed to support proposed land use alternatives. Existing conditions and supporting exhibits are also documented in the draft Broadway/Valdez District Specific Plan Existing Conditions Report (August 2009). The information included with this analysis is intended to assist the City of Oakland and the public with identifying which alternative is most consistent with the project goals.

This infrastructure analysis assesses land use and development intensity of alternatives only. It does not analyze improvements within the public area, streetscape, or circulation. Public improvements will therefore need to be reviewed as part of the Public Realm Design Standards and Guidelines.

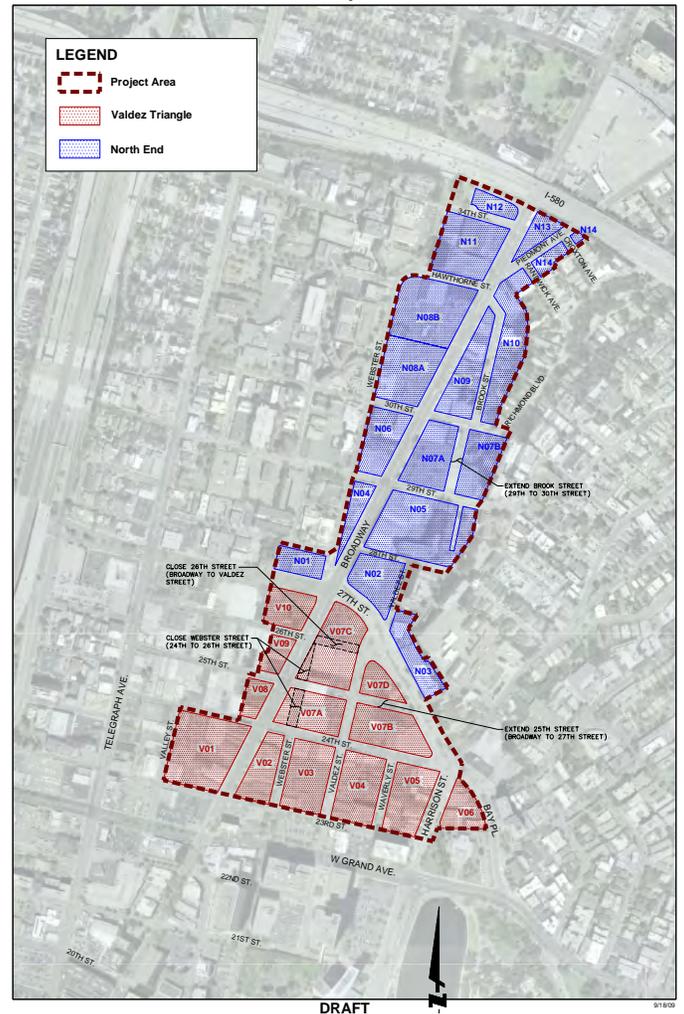
This document has been prepared with input from the following agencies and utility companies:

- City of Oakland
- East Bay Municipal District (EBMUD)
- Pacific, Gas & Electric (PG&E)
- AT&T
- Comcast

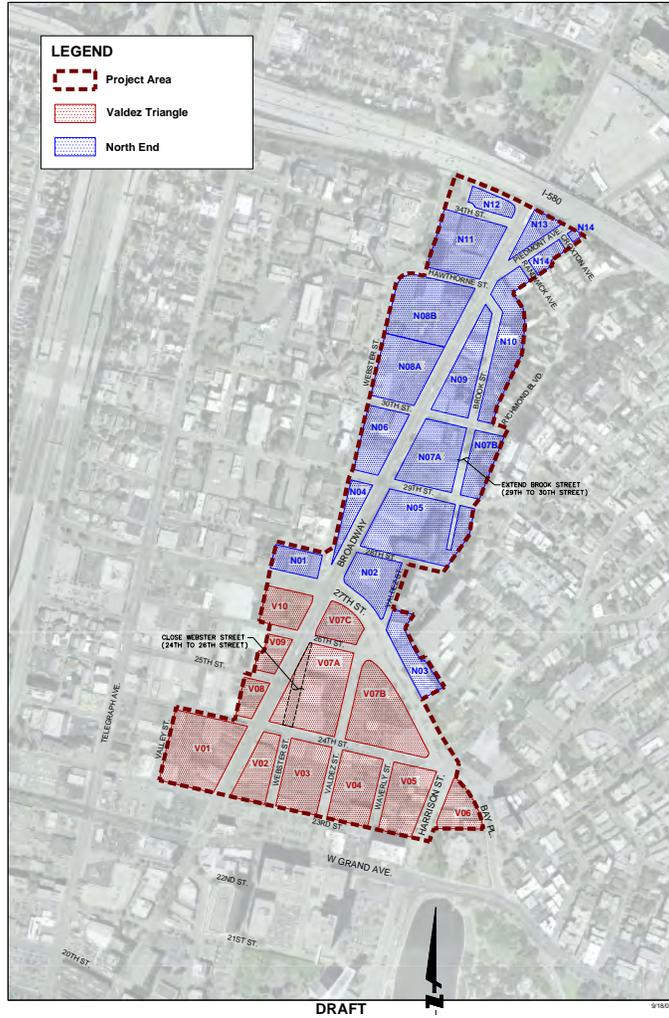
Specific utility infrastructure systems reviewed as part of this infrastructure analysis include:

- Sanitary Sewer
- Water
- Recycled Water
- Storm Drain
- Electric & Gas
- Communication

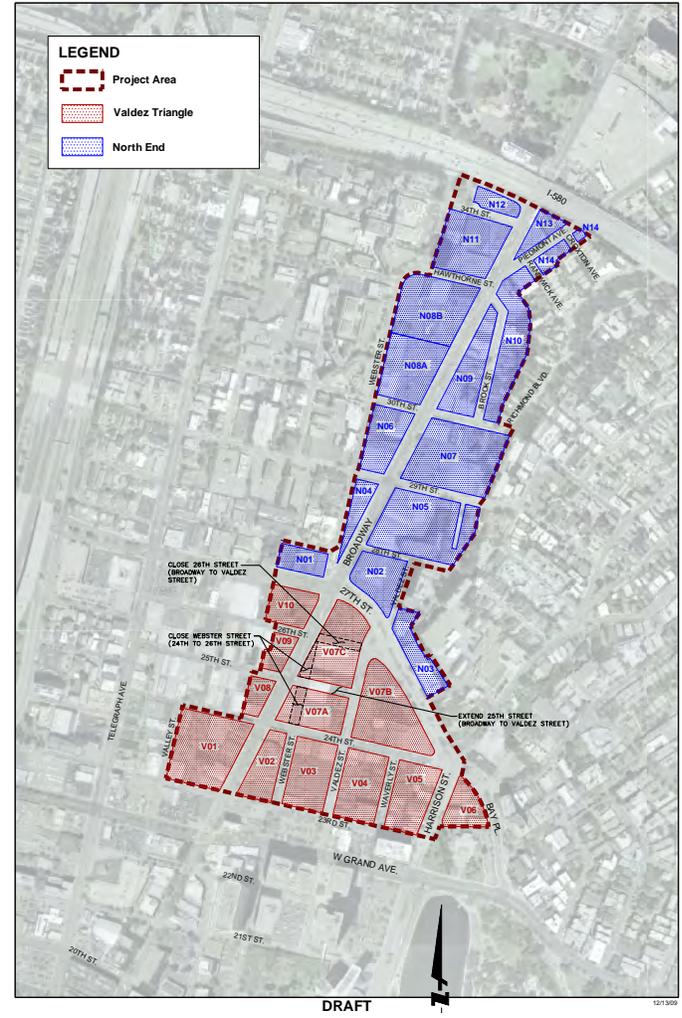
Alternative 1 Redevelopment Blocks



Alternative 2 Redevelopment Blocks



Alternative 3 Redevelopment Blocks



Street Circulation Changes

Street Circulation Changes	Valdez Triangle			North End		
	Alt 1	Alt 2	Alt 3	Alt 1	Alt 2	Alt 3
1) Close Webster Street (between 24th and 26th Streets)	X	X	X			
2) Close 26th Street (between Broadway and Valdez Street)		X	X			
3) Extend Brook Street (between 30th and 29th Streets)				X	X	
4) Extend 25th Street (between Broadway and 27th Street)		X				
5) Extend 25th Street (between Broadway and Valdez Street)			X			

Vision of Sustainability

Redevelopment of the Broadway/Valdez District Project Area presents an opportunity to model the latest sustainable development practices. Compliance with the latest green building standards and design principles outlined in the Public Realm Concept will contribute to enhancing the environmental, economic, and ecological health of the Project Area. Integrating improved transportation options, efficient building materials and systems, water conservation and low impact storm water treatment measures will enable the area be developed in a sustainable manner while minimizing environmental and ecological impacts. The City of Oakland has also recommended that future development in the project area consider green infrastructure strategies outlined in the City of Philadelphia’s “Implementing Green Infrastructure: Developing a Winning Strategy to Fund Philadelphia’s Ambitious Visions”, for guidance in incorporating sustainable practices for design of infrastructure.

Proposed Land Use Alternatives and Street Circulation Changes

The land use program for redevelopment of the Project Area includes three land use alternatives, Alternatives 1, 2 and 3. The Project Area is divided into two main development areas referred to as the “Valdez Triangle” (south of 27th Street) and “North End” (north of 27th Street).

Alternatives 1, 2 and 3 propose the following street circulation changes that will impact existing utility infrastructure within the Project Area.

Existing Utility Constraints

The draft Broadway/Valdez District Specific Plan Existing Conditions Report (August 2009) completed for Phase I documented “opportunities and constraints” to understand the existing conditions of utilities that may influence redevelopment within the Project Area. Since this review, infrastructure and utility constraints have been further reviewed with consideration of conceptual land use alternatives. This analysis is intended to assist the City and consultant team with identifying significant utilities that, if impacted by proposed alternatives, may influence redevelopment feasibility due to one or more of the following conditions:

1. Imposes a construction cost burden to redevelopment;
2. Causes widespread impact to utility users due to interruption of existing service;
3. Impacts a third party property.

As an example, a localized street upgrade for an undersized water main from 6 to 8-inches to comply with current fire standards is a relatively insignificant constraint when compared to relocation a 36-inch diameter water transmission main that services EBMUD water users within the Project Area and surrounding City districts.

Significant utility constraints that could potentially impact alternatives are summarized below

Sanitary Sewer

- 33 to 36-inch sewer main within 24th Street (between Waverly and Valley Streets)
- 24-inch sewer main within Waverly Street (between 23rd and 24th Streets)
- 12-inch sewer main within Valdez Street (between 24th and 28th Streets)
- 10-inch sewer line within existing private parcel at southern end of Richmond Avenue

Water

- 36-inch transmission water main within 26th and 27th Streets
- 12-inch transmission water mains within the following streets:
 - Broadway (between 23rd and 29th Streets)
 - 29th Street (between Broadway and Webster Street)
 - Webster Street (between 29th and Hawthorne Streets)
 - Hawthorne Street (between Webster Street and Broadway)
 - Piedmont Avenue (Broadway to Interstate 580)

Storm Drain

- 30-inch storm drain within 26th Street
- Open channel and culverted portions of Glen Echo Creek and Broadway/Rockridge Branch

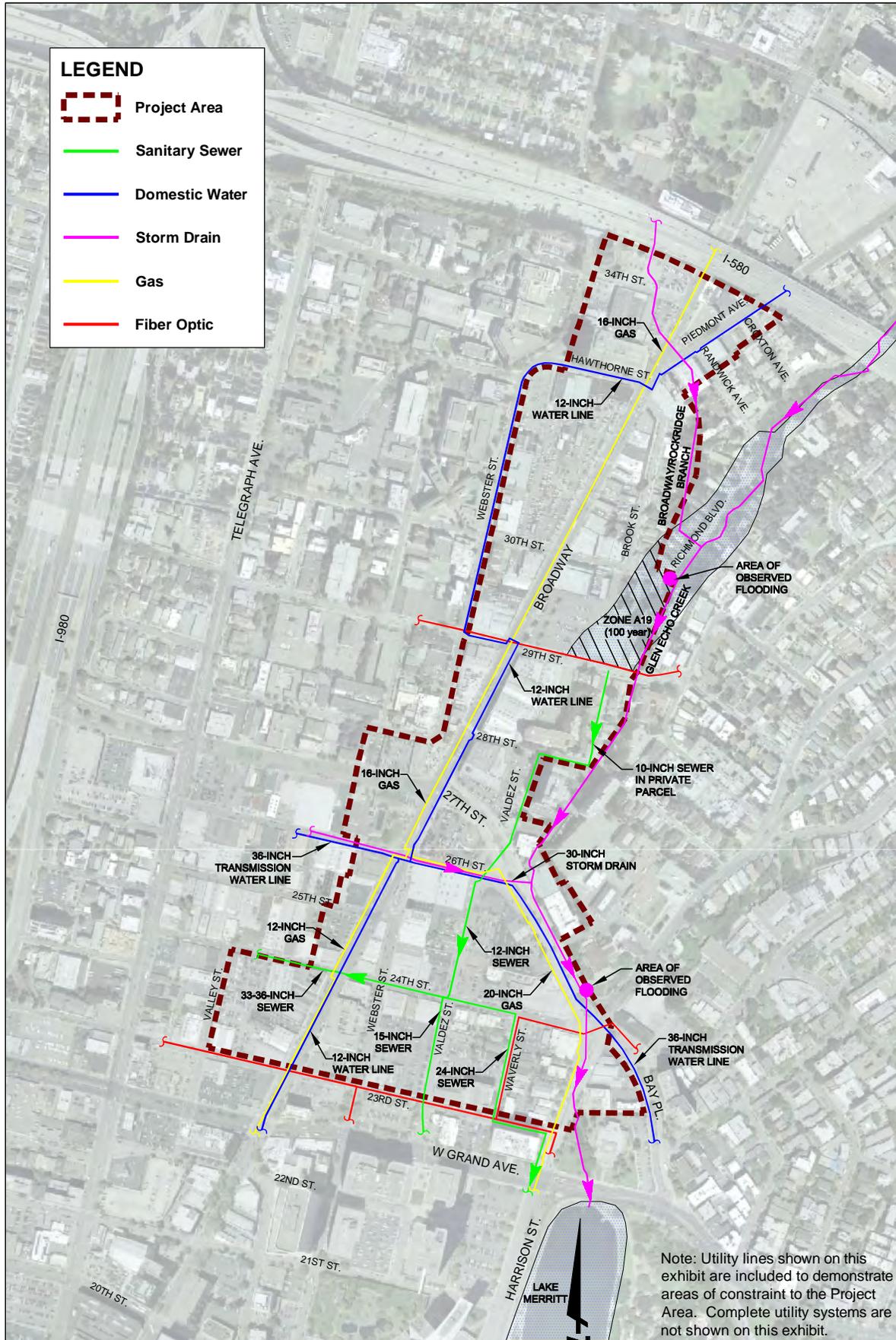
Gas & Electric

- 20-inch transmission gas main within 26th and 27th Streets
- 12 to 16-inch transmission gas main within Broadway

Communication

- Above ground fiber-optic lines within 29th, 24th and Waverly Streets

Existing Utility Constraints



Sanitary Sewer

Proposed Sewer Generation

Proposed sewer generation for Alternatives 1, 2 and 3 is presented in the following table and is based on sewer generation rates from the City of Oakland Sanitary Sewer Design Guidelines (August 2008).

Sewer Generation Summary

Alternative	Development Area	Sewer Generation (gpd)			
		Existing	Proposed	Increase	
1	Valdez Triangle	140,409	359,798	219,389	156%
	North End	156,257	329,013	172,756	111%
	Total	296,666	688,811	392,145	132%
2	Valdez Triangle	140,409	297,554	157,145	112%
	North End	156,257	279,951	123,694	79%
	Total	296,666	577,505	280,839	95%
3	Valdez Triangle	140,409	401,092	260,683	186%
	North End	156,257	238,868	82,611	53%
	Total	296,666	639,960	343,294	116%

Wastewater Treatment

Sanitary sewer treatment is provided by East Bay Municipal District’s (EBMUD’s) Main Wastewater Treatment Plant (MWWTP) located at the eastern end of the San Francisco-Oakland Bay Bridge. Proposed sewer generation for Alternatives 1, 2 and 3 has been reviewed by EBMUD’s Wastewater Planning Engineering Group. EBMUD has indicated that there will be adequate wastewater treatment capacity to accommodate increased sewer generation for Alternatives 1, 2 and 3. Therefore, expansion of existing treatment facilities is not required.

Basin 52 Capacity

The City of Oakland is responsible for operation and maintenance of the local sanitary sewer collection system within the Project Area, while EBMUD is responsible for operation and maintenance of interceptor lines and the treatment of sewage. 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. Basins and sub-basins are numbered based on location. The Project Area is located

within Basin 52 and includes sub-basins 5205, 5206, 5209, 5210, and 5211 (see Figure 8.2 of draft Broadway/Valdez District Specific Plan Existing Conditions Report, August 2009).

Proposed sewer generation for Alternatives 1, 2 and 3 has been reviewed with the City of Oakland Public Works Agency to determine if there is capacity within Basin 52 to support redevelopment. The City has commented that sub-basins 5205, 5206, 5209, 5210, and 5211, either individually or combined do not have enough capacity to serve additional sewer generation for all alternatives. Therefore, redevelopment of Alternatives 1, 2 or 3 will require sewer inflow and infiltration (I&I) rehabilitation within other basins to reallocate basin capacity to Basin 52.

The City has provided an estimated sewer mitigation fee for each alternative that is included as part of the infrastructure costs. This fee represents the proportional share of improvement costs associated with inflow and infiltration (I&I) rehabilitation improvements within other basins to reallocate basin capacity to Basin 52.

Collection System Capacity and Proposed Improvements

The only reported existing collection issue is related to an existing 24-inch trunk main south of the Project Area within Harrison Street that has a history of backing up due to an accumulation of sediment and grease in the lines. There have been no other reports of deficiencies for other existing trunk lines within and downstream of the Project Area. Given this information, the 24-inch sewer line within Harrison Street may require upgrades since this sewer line will receive additional flow from Alternatives 1, 2 and 3. This infrastructure analysis includes upgrading the 24-inch line in Harrison Street from 23rd Street to 20th Street where the 24-inch sewer line connects with the 66-inch interceptor within 20th Street. A 50 percent fair share cost is assumed since this sewer line already has back-up issues unrelated to redevelopment of the Project Area.

Local collection lines within the Project Area range in size from 8- to 12-inches. These sewer lines will likely have sufficient conveyance capacity given that these lines generally only service the Project Area. There is minimal flow from existing upstream development since the Project Area is located in the upper limits of Basin 52 (see Figure 8.2 of draft Broadway/Valdez District Specific Plan Existing Conditions Report, August 2009). This infrastructure analysis does not include upgrades to existing local collection lines.

Water

Proposed Water Demand

Water demands for Alternatives 1, 2 and 3 have been estimated using water demand rates that are 10-percent higher than the sewer generation rates to account for system losses and leakage in the system. Proposed water demands for Alternatives 1, 2 and 3 are presented in the following table:

Water Supply

East Bay Municipal District (EBMUD) owns and operates water supply and distribution within the Project Area. Proposed water demands for Alternatives 1, 2 and 3 were reviewed with EBMUD's Water Service Planning Section. Based on a preliminary review, EBMUD have advised that the Project Area is within EBMUD's service boundary and will likely be able to provide water service to accommodate proposed water demands for Alternatives 1, 2 and 3.

EBMUD also requires a Water Supply Assessment (WSA) be performed pursuant to Sections 10910-10915 (SB610)¹ of the California Water Code to verify that adequate water supply is available to meet proposed water demand for the Broadway/Valdez District Specific Plan. This will need to be completed when a Notice of Preparation is prepared for the Environmental Impact Report or when a preferred concept is selected based on review of concept alternatives. EBMUD has advised that a WSA will take approximately 60 to 90 days to process following submittal of a request by the City.

Water Conservation

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 to alternatives comes with the added benefit of potentially reducing energy costs and impacts to the environment. Both the January 2008 EBMUD Watersmart Guidebook² and Bay-

¹ A SB610 is required for new development or redevelopment proposals for new residential use over 500 units, retail use over 500,000 square-feet, office use over 250,000 square-feet, hotel/motel use over 500 rooms, industrial use over 40 acres or 650,000 square-feet or any project that requires a water demand greater than the equivalent of 500 units.

² East Bay Municipal Utility District, "Watersmart Guidebook, A Water-Use Efficiency Plan-Review Guide for New Businesses", 2008.

Friendly Landscape Guidelines³ identify water conservation measures for specific building uses, building systems, and landscape areas to be considered for Alternatives 1, 2 and 3.

Distribution System Capacity

Pressure and flow data provided by EBMUD indicates that there is adequate system wide pressure and flow capacity. Based on this data, redevelopment associated with Alternatives 1, 2 and 3 would not require expansion of existing water delivery facilities to the Project Area.

Proposed Distribution System Improvements

Close 26th Street (between Broadway and Valdez Street)

Closure of 26th Street for construction of a new building on Block V07C as proposed in Alternatives 2 and 3 will require removal of an existing 36-inch transmission water main between Broadway and Valdez Street. Given that this transmission main is a major service for EBMUD's Central Pressure Zone and EBMUD does not allow buildings over water lines, a new 36-inch main will need to be installed in Broadway and 27th Street to relocate service around Block V07C.

Upgrade 4-inch and 6-inch Water Lines

4-inch and 6-inch distribution lines will be upgraded to 8-inches 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. Note that these upgrades are only proposed where new building service connections are anticipated for new buildings and existing buildings to be reused.

³ Alameda County Waste Management Authority and the Alameda County Source Reduction and Recycling Board, "Bay-Friendly Landscaping, Sustainable Practices for the Landscape Professional", www.StopWaste.org, January 2008 (3rd Edition).

Recycled Water

No system improvements are proposed for Alternatives 1, 2 and 3 since the closest available service to the Project Area is approximately 0.6 miles southwest at the intersection of 14th Street and San Pablo Avenue (City Hall Plaza). However, given water conservation incentives from EBMUD and that build out of the Broadway/Valdez District Specific Plan will likely occur over many years or decades, Alternatives 1, 2 and 3 may consider planning for future use of recycled water to allow future flexibility if recycled water is extended to the Project Area. Planning elements could include dual plumbing within buildings and irrigation systems constructed to recycled water standards that can be connected to an expanded recycled water system in the future.

If a future expansion of recycled water is considered for the Project Area, a transmission extension from City Hall Plaza along Broadway approximately 1.3 miles long (0.6 miles to 23rd Street plus additional 0.7 miles within Project Area up to I-580) would be required to provide service the full length of the Project Area. Additional distribution lines would also be required in cross streets to Broadway (e.g.: 24th and 27th Streets) to serve redevelopment blocks that do not front Broadway. The alignment and location of an expanded system would need to be coordinated with EBMUD and consider the location existing utility infrastructure given that Broadway and streets within the Project Area are already constrained with an extensive utility network.

Storm Drain

The Project Area is located within two watersheds, including the “Rockridge and Glen Echo Creeks” watershed north of 25th Street and “14th Avenue Creek, and the Oakland Estuary⁴” watershed south of 25th Street. The City of Oakland is responsible for operation and maintenance of the local storm drainage system within the Project Area while 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.

The Project Area generally slopes from northwest to southeast, with elevations ranging from 82-feet⁵ at 34th and Webster to 12-feet at 23rd and Harrison. The Project Area is largely covered with impervious surfaces (buildings and pavement) with the majority of runoff draining overland to curbside inlets that enter the City’s piped storm drainage system. Storm drainage from the Project Area generally flows south and east, eventually discharging into the Glen Echo Creek system and Lake Merritt. Lake Merritt discharges south into the Lake Merritt Channel and Oakland Estuary, which ultimately discharges to San Francisco Bay.

Collection System Capacity

Given the existing urban nature of the Project Area, proposed land uses for Alternatives 1, 2 and 3 will likely decrease storm drain runoff since the majority of existing surfaces are already paved. The capacity of the existing storm drain collection system will therefore not be impacted by redevelopment within the Project Area. Given the age of the Project Area, Alternatives 1, 2 and 3 will likely require localized improvements to drainage inlets as part of upgrades needed for streetscape improvements. The scope of these improvements will need to be further investigated with review of streetscape improvements included as part of the Public Realm Design Standards and Guidelines.

4 The “14th Avenue Creek, and the Oakland Estuary” is also referred to as “14th Avenue Creek, and the San Antonio & Damon Sloughs” in the March 2006 City of Oakland Storm Drainage Master Plan (SDMP).

5 Elevations are based on NAVD88 (National American Vertical Datum 1988).

Flood Hazards

Existing properties along the eastern edge of the Project Area are within the FEMA 100-year flood zone (Zone AE). Therefore, the southeastern portion of Block N07A, all of Block N07B (eastern portion of Block N07 for Alternative 3) and the southern limit of Block N10 will be within the 100-year flood zone. Proposed buildings or structures for Alternatives 1, 2 and 3 within this area will be required to purchase flood insurance or process a FEMA map revision for footprints of buildings. The map revision will require grading to raise structures above the 100-year base flood elevation (elevation 36 to 37 based on NAVD88⁶) or storm drainage improvements to reduce flooding.

Peak Runoff Requirements

The City of Oakland Storm Drainage Design Guidelines (July 2006) require the post-project peak discharge rate be maintained at a level less than or equal to the pre-project peak discharge. To the extent possible, the City has set a goal of reducing the peak runoff into the City’s storm drains by 25-percent.⁷ Given the existing urban nature of the Project Area, proposed land uses for Alternatives 1, 2 and 3 will likely decrease storm drain runoff since the majority of existing surfaces are already paved. For redevelopment within the Project Area to meet the City’s goal of reducing peak runoff by 25-percent, incorporating additional pervious area into the Project Area through landscaping (e.g. bio-filtration) is recommended by the City of Oakland Environmental Services Division. Options, including storm water detention, may also be required to achieve the City’s goal of reducing peak runoff into storm drains by 25-percent.

The feasibility of implementing methods to address the City’s goal of reducing the peak runoff into the City’s storm drains by 25-percent will need to be further evaluated with the design of redevelopment blocks based on aesthetic design issues, space constraints, construction budget implications, environmental and geotechnical constraints, and on-going maintenance commitments. This will require coordination with the City of Oakland Public Works Agency and Environmental Services Division to determine an acceptable goal for reducing peak runoff.

6 FEMA base flood elevations are based on NAVD88 (National American Vertical Datum 1988).

7 City of Oakland Public Works Agency, Engineering Design and ROW Management Division, Storm Drainage Design Guidelines, July 2006.

Storm Water Quality

The City of Oakland is a member of the Alameda Countywide Clean Water Program (ACCWP) and is subject to the requirements of the National Pollutant Discharge Elimination System (NPDES) municipal storm water permit issued to the ACCWP by the San Francisco Bay Regional Water Quality Control Board (RWQCB). Provision C.3 of the NPDES permit is the section of the permit containing storm water pollution management requirements for new development and redevelopment projects. Redevelopment of the Project Area will need to implement storm water treatment as required by Provision C.3.

The RWQCB has recently updated 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 Final Tentative Order R2-2009-0074 NPDES Permit No. CAS612008 October 14, 2009” (C.3 Update). Building on the previous Provision C.3 regulations, the C.3 Update 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 C.3 Update encourages infiltration, storm water runoff reuse and landscape based treatment measures, but recognizes that proven site constraints may dictate the use of structured or non-landscape based treatment measures to both improve storm water runoff quality and limit the impact of runoff on the receiving bodies of water.

The ACCWP provides the C.3 Stormwater Technical Guidance (August 31, 2006) handbook as a reference to assist developers and builders with design of post-construction storm water controls. These 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. Alternatives 1, 2 and 3 are better suited for site-by-site treatment measures because the Project Area will likely be redeveloped in phases and there is a limited availability of park areas. However, Alternatives 1, 2 and 3 may also consider implementing larger communal treatment options that help

take advantage and help shape the design of streetscape and park areas. This will need to be further reviewed as part of the Public Realm Design Standards and Guidelines.

Storm water treatment concepts are further categorized by two sizing methods that include flow-based and volume-based treatment. Flow-based treatment concepts remove pollutants from a moving stream of storm water, while volume-based treatment concepts remove pollutants by detaining storm water for treatment and/or infiltration into the ground. Treatment concepts are designed to treat storm water runoff from small storms to the Maximum Extent Practicable (MEP) since the majority of pollutants are concentrated in the small storms or early stages, known as the “first flush,” of larger storms.

Alternatives 1, 2 and 3 will need to consider stormwater treatment design options early in the design of development blocks to ensure building designs can accommodate treatment measures required to comply with the C.3 permit.

Proposed Collection System Improvements

Broadway/Rockridge Branch Culvert Relocation (Redevelopment of Blocks N11 & N12)

Redevelopment of Blocks N11 and N12 for Alternative 1 proposes buildings over the existing 5’x6’ and 6’x8’ culverted portions of the Broadway/Rockridge branch. The most conventional improvement for this situation is to abandon/remove the existing culvert and relocate it around Blocks N11 and N12 to avoid potential issues related to restricted maintenance access or potential undermining of a building if the culvert were to fail. This relocation would require a new 5’x6’ culvert upstream of Block 12 east along the I-580 off-ramp to Broadway and a 6’x8’ culvert south along the western side of Broadway to connect with the existing 6’x8’ culvert at the intersection of Broadway and Piedmont Avenue. Based on review of utility record maps and discussion with City of Oakland Public Works Agency staff, the existing culvert under Blocks 11 and 12 is approximately 25-feet deep. The proposed culvert relocation will also require a 25-foot deep installation with approximately 10 to 15-foot wide area along Broadway to construct the culvert.

Alternatives 2 and 3 include a land use program that both propose no structures within a one to one (1 vertical to 1 horizontal) setback outside the toe of the existing 5'x6' and 6'x8 culverts as required by City of Oakland and Alameda County Flood Control District. Both these alternatives will therefore not require relocation of the existing culverts around Blocks N11 and N12

Close 26th Street (between Broadway and Valdez Street)

Closure of 26th Street for construction of a new building on Block V07C for Alternatives 2 and 3 will require relocation of an existing 30-inch storm drain line between Broadway and Valdez Street. This is a major storm drain line that currently routes runoff from the Glen Echo Creek watershed west of Broadway. This 30-inch line will also need to be upgraded to 48-inches based on Capital Improvement Project recommendations outlined in the City of Oakland Storm Drainage Master Plan (March 2006). A new 48-inch storm drain line is proposed south along Broadway and east along the new extension of 25th Street from Broadway to the existing 12'x6' culverted section of Glen Echo Creek within 27th Street. This new storm drain will also need to tie-in with an existing CDS unit⁸ located at the downstream reach prior to connecting with the 12'x6' culverted portion of Glen Echo Creek at 27th Street.

⁸ A CDS unit or "hydrodynamic separator" is a proprietary mechanical-based stormwater treatment system that is installed below grade.

Electric and Gas Service

Pacific Gas and Electric Company (PG&E) owns and operates gas and electric service within the City of Oakland including the Project Area. The majority of electrical infrastructure for the Project Area is comprised of 12-kilovolt (kV) transmission lines from the PG&E substation located in 21st Street west of Telegraph Avenue. The substation receives 155 kV and transmits electrical power to both the Upper Downtown and West Oakland areas. Existing gas lines within the Project Area include low pressure lines and semi-high pressure lines that range in size from 2- to 24-inches.

Electric and Gas System Capacity

PG&E has stated that there are currently no known capacity limitations within the existing electrical system, and Alternatives 1, 2 or 3 are not anticipated to have significant adverse impacts to the electrical system. Therefore, upgrades to the existing system will only include the undergrounding of existing overhead lines and providing service to both proposed and existing structures from the undergrounded lines.

PG&E has also stated there are currently no known capacity limitations within the existing gas system. The gas distribution network within the Project Area is well supported given that there is an existing 20-inch semi-high pressure transmission main in Broadway, 26th Street, 27th Street, and Harrison Street.

Proposed Electric and Gas Distribution System Improvements

Underground Existing Overhead Distribution

Policy N.12.4 of the Oakland General Plan requires overhead lines be undergrounded in commercial and residential areas. Approximately 6,300 linear-feet of existing overhead electrical lines within the Project Area will therefore need to be undergrounded.

Close 26th Street (between Broadway and Valdez Street)

Closure of 26th Street for construction of a new building on Block V07C for Alternatives 2 and 3 will require removal of an existing 20-inch gas transmission main between Broadway and Valdez Street. Given that this transmission main is a major service line for gas service in this area and PG&E does not allow buildings over gas lines, a new 20-inch main will need to be installed within 27th Street from 26th Street to Broadway.

Communication

AT&T and Comcast own and operate communication facilities within the Project 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. In order to meet this requirement, 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.

Fiber-optic communication line locations have been identified based on information received from Comcast, AT&T (Corp)⁹ and AT&T (TCG). Existing overhead fiber-optic lines operated by Comcast are located in Waverly, 24th, and 29th Streets. AT&T (Corp) and AT&T (TCG) do not have any fiber-optic lines within the Project Area, with the closet lines located along 23rd Street and Telegraph Avenue. AT&T (Pac-Bell) have only provided conduit locations since they will not release information showing the location of fiber-optic utilities due to proprietary and security restrictions. AT&T (Pac-Bell) has indicated that if there are fiber-optic or major service lines within the Project Area, they will fall within these existing conduits.

Comcast, AT&T (Corp) and AT&T (TCG) have confirmed that there are no existing fiber or major communication lines located in Webster Street north of 24th Street or in 26th Street between Broadway and Valdez Street (streets identified with street circulation changes for Alternatives 1, 2 and 3). Although AT&T (Pac-Bell) will not release fiber-optic or major communication line locations due to proprietary reasons, they do not have conduit located in 26th Street between Broadway and Valdez Street. The conduit located in Webster Street north of 24th Street is a dead end line and is subsequently unlikely to contain major communication or fiber optic lines. Therefore, no major AT&T (Pac-Bell) communication lines are anticipated to be impacted by redevelopment of Alternatives 1, 2 and 3.

⁹ AT&T is divided into three major divisions including AT&T (Corp), AT&T (TCG) and AT&T (Pac-Bell). AT&T (Corp) and AT&T (Pac-Bell) service local distribution within Oakland, while AT&T (TCG) service city to city major communication lines.

Proposed Communication System Improvements

Policy N.12.4 of the City of Oakland General Plan requires overhead lines be undergrounded. This policy also affects overhead communication lines that are attached to electrical joint poles. Existing overhead fiber-optic communication lines found in Waverly Street (23rd to 24th Streets), 24th Street (Waverly to Harrison Streets) and 29th Street (Webster Street to Glen Echo Creek) will also need to be undergrounded per Policy N.12.4.

Infrastructure Costs

Infrastructure costs for Alternatives 1, 2 and 3 are summarized in the following table:

Infrastructure Costs Summary

Alternative	Development Area	Total
1	Valdez Triangle	\$6,006,000
	North End	\$8,552,000
	Total	\$14,558,000
2	Valdez Triangle	\$8,244,000
	North End	\$5,755,000
	Total	\$13,999,000
3	Valdez Triangle	\$9,373,000
	North End	\$4,682,000
	Total	\$14,055,000

Costs associated with streetscape and improvements within the public area are not included and will need to be reviewed as part of the Public Realm Design Standards and Guidelines. Alternative 2 is the least expensive followed closely by Alternative 3 (with only a \$56,000 difference). Alternative 1 is the most expensive with an overall increased cost of over \$500,000 compared to Alternatives 2 and 3.

The three cost contributors that have the largest influence on cost differences between alternatives are listed and presented in the following table for comparison:

- A. Off-site sewer mitigation fee for improvement costs associated with reallocating basin capacity to Basin 52 (all alternatives)
- B. Relocation of existing utilities within 26th Street (between Broadway and 27th Street) to accommodate closing this street for construction of new buildings (Alternatives 2 and 3 only)
- C. Relocation of existing culvert in Blocks N11 and N12 (Alternative 1 only)

For the Valdez Triangle, Alternative 1 is the least expensive alternative since it does not include costs associated with relocating utilities within 26th Street or plans to extend 25th Street. However, Alternative 1's land use density and sewer generation fee is greater than Alternative 2. Despite the higher mitigation fee, Alternative 1 offers a higher land use

density at a lower infrastructure cost compared to Alternative 2. Alternative 3 is most expensive alternative since it requires relocation of utilities within 26th Street and has the highest sewer mitigation fee due to having the highest land use density.

For the North End, Alternatives 2 and 3 are the least expensive alternatives since they do not require relocation of the existing culvert within Blocks N11 and N12. Although Alternative 1 offers a higher land use density compared to Alternatives 2 and 3, the added cost to relocate the existing culvert for Alternative 1 introduces a significant increase in cost that only directly benefits Blocks N11 and N12. Maintaining the existing culvert for Alternative 1, similar to Alternatives 2 and 3, may therefore be considered to reduce the overall cost burden for Alternative 1.

In summary, closing 26th Street for Alternatives 2 and 3 within the Valdez Triangle and relocating the existing culvert around Blocks N11 and N12 for Alternative 1 within the North End are driving the infrastructure cost differences. Revisions to land use may therefore be considered at these locations to reduce the overall infrastructure cost burden.

Largest Cost Contributors

Alternative	Development Area	A	B	C
		Off-Site Sewer Mitigation Fee	Relocation of Existing Utilities within 26 th Street	Relocation of Existing Culvert in Blocks N11 and N12
1	Valdez Triangle	\$3,052,000	\$0	\$0
	North End	\$2,403,000	\$0	\$2,207,000
	Total	\$5,455,000	\$0	\$2,207,000
2	Valdez Triangle	\$2,186,000	\$1,963,000	\$0
	North End	\$1,721,000	\$0	\$0
	Total	\$3,907,000	\$1,963,000	\$0
3	Valdez Triangle	\$3,626,000	\$2,264,000	\$0
	North End	\$1,149,000	\$0	\$0
	Total	\$4,775,000	\$2,264,000	\$0

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Summary of Findings

Land Use Summary - Development Potential

The following chart summarizes the potential development proposed in the alternatives. The numbers shown include redevelopment and reuse of existing structures.

Retail (sf)				Office (SF)	Residential (DU)	Hotel (SF)	Parking (spaces)
Major Retail	Minor Retail	Other Retail	Total				

Valdez Triangle

V1	260,000	239,000	218,000	717,000	0	763	120,000	3,540
V2	300,000	240,000	142,000	682,000	0	544	85,000	3,750
V3	290,000	286,000	531,000	1,107,000	0	752	150,000	5,460

North End

N1	75,000	164,000	240,500	479,500	310,000	515	0	3,153
N2	215,000	199,000	251,000	665,000	139,000	360	0	3,326
N3	203,000	207,000	209,000	619,000	139,000	197	0	2,972

Total

Alt 1	335,000	403,000	458,500	1,196,500	310,000	1,278	120,000	6,693
Alt 2	515,000	439,000	393,000	1,347,000	139,000	904	85,000	7,076
Alt 3	493,000	493,000	740,000	1,726,000	139,000	949	150,000	8,432

Market & Financial Feasibility

Valdez Triangle Alternatives

Market Feasibility

- The alternatives identify different options for achieving the same objective: *creation of a significant retail district for new comparison goods shopping in the Valdez Triangle*. If developed successfully, it could be the key to re-establishing Oakland as a retail destination.
- From a market perspective, Alternative V3 would provide the best opportunity to create and sustain a significant retail shopping district with the needed critical mass of comparison retailing and related uses. The amounts of retailing and related uses in Alternatives V1 and V2 are lower, and may not be large enough to create and sustain a critical mass of activity.
- There are differences in the configurations and density of retail development in the Triangle that can affect the district's attractiveness to retailers and shoppers, and its overall functioning and success.
 - Although both strategies could work, the configurations with anchors that create an east-west retail spine under Alternatives V1 and V3 may be stronger than the north-south orientation along Broadway in Alternative V2. The former may be better able to distribute activity throughout the Triangle, and to connect to surrounding areas on the east, including the new Whole Foods store.
 - Concentration of retail and related uses in retail/commercial buildings under Alternative V3 could be preferred by retailers and developers, compared to retail with residential above in Alternatives V1 and V2.
 - All three alternatives assume a relatively urban pattern of retail development, with multi-level anchors and primarily single-level retail stores/shops. Alternatives V1 and V2 would benefit from the addition of upper-floor space for related retail/commercial uses. The higher-density Alternative V3 should include as much ground-floor and lower-level retail space as possible.

Financial Feasibility

- Creation of a significant retail district in the Valdez Triangle will require public sector participation and funding beyond that supported by private development under all three alternatives.
- Mixed-use development with major retail can enhance financial feasibility, depending on the market. Development of solely or mainly retail and related commercial uses could be viable, but would probably support lower land values and/or require greater outside funding.
- The success of mixed use development in enhancing the financial feasibility of major retail depends on:
 - Different markets coinciding so residential, retail, and other uses can be built in a similar timeframe, particularly when developing vertical mixed use (i.e., mix of uses within a single building);
 - Large site area under the control of a single, master developer/team so the additional value from higher-density uses can be used to improve the feasibility of major retail; and
 - Major retail being the priority for development so as to meet the needs of retailers and create a critical mass of comparison goods shopping in an environment that attracts shoppers.
- Alternative V3 could do the best financially, Alternative V1 ranks second, and Alternative V2 ranks third. The higher-density development under Alternative V3 could cover the costs of land and attracting the anchors, while the mid-rise Alternatives V1 and V2 could not support as high a land value and may need help to cover land costs.
- All three alternatives will need funding for development of parking for the retail/commercial uses, which represents a substantial cost. Collection of parking revenues could contribute to paying for parking and reduce the public funding needed.

**TABLE 4-4
 COMPARATIVE SUMMARY OF FEASIBILITY ASSESSMENT
 OF ALTERNATIVES FOR VALDEZ TRIANGLE**

	Alternative V1	Alternative V2	Alternative V3
Relative Rankings (1 is highest or most preferred)			
Market Feasibility			
Critical mass of retail and related uses	2	2	1+
Retail configuration and mix	2	3	1
Strength of market for residential	1	1	2
Financial Feasibility			
Relative feasibility of development	2	3	1
Need for public/district-wide funding	yes	yes	yes
Other Factors			
Need for control of large site area	yes	yes	yes
Relative ease of developing major retail in mixed-use project	2	2	1
Importance of retail concept	high	high	high
OVERALL RANKING	2	3	1

Market & Financial Feasibility

Valdez Triangle Alternatives

Market Feasibility

- The alternatives identify different options for achieving the same objective: *creation of a significant retail district for new comparison goods shopping in the Valdez Triangle*. If developed successfully, it could be the key to re-establishing Oakland as a retail destination.
- From a market perspective, Alternative V3 would provide the best opportunity to create and sustain a significant retail shopping district with the needed critical mass of comparison retailing and related uses. The amounts of retailing and related uses in Alternatives V1 and V2 are lower, and may not be large enough to create and sustain a critical mass of activity.
- There are differences in the configurations and density of retail development in the Triangle that can affect the district’s attractiveness to retailers and shoppers, and its overall functioning and success.
 - Although both strategies could work, the configurations with anchors that create an east-west retail spine under Alternatives V1 and V3 may be stronger than the north-south

orientation along Broadway in Alternative V2. The former may be better able to distribute activity throughout the Triangle, and to connect to surrounding areas on the east, including the new Whole Foods store.

- Concentration of retail and related uses in retail/commercial buildings under Alternative V3 could be preferred by retailers and developers, compared to retail with residential above in Alternatives V1 and V2.
- All three alternatives assume a relatively urban pattern of retail development, with multi-level anchors and primarily single-level retail stores/shops. Alternatives V1 and V2 would benefit from the addition of upper-floor space for related retail/commercial uses. The higher-density Alternative V3 should include as much ground-floor and lower-level retail space as possible.

Financial Feasibility

- Creation of a significant retail district in the Valdez Triangle will require public sector participation and funding beyond that supported by private development under all three alternatives.
- Mixed-use development with major retail can enhance financial feasibility, depending on the market. Development of solely or mainly retail and related commercial uses could be viable, but would probably support lower land values and/or require greater outside funding.
- The success of mixed use development in enhancing the financial feasibility of major retail depends on:
 - Different markets coinciding so residential, retail, and other uses can be built in a similar timeframe, particularly when developing vertical mixed use (i.e., mix of uses within a single building);
 - Large site area under the control of a single, master developer/team so the additional value from higher-density uses can be used to improve the feasibility of major retail; and
 - Major retail being the priority for development so as to meet the needs of retailers and create a critical mass of comparison goods shopping in an environment that attracts shoppers.
- Alternative V3 could do the best financially, Alternative V1 ranks second, and Alternative V2 ranks third. The higher-density development under Alternative V3 could cover the costs of land and attracting the anchors, while the mid-rise Alternatives V1 and V2 could not support as high a land value and may need help to cover land costs.
- All three alternatives will need funding for development of parking for the retail/commercial uses, which represents a substantial cost. Collection of parking revenues could contribute to paying for parking and reduce the public funding needed.

Developability: Other Aspects of Development Affecting Feasibility

- Development of any of the three alternatives as proposed is likely to require a single, master developer/team with control of a large site area. Successful major retail as proposed for the Triangle needs to be planned, developed, financed, leased, and managed as a unit. Given the complexity and interdependence of retail, a new retail district of the magnitude proposed cannot be undertaken incrementally by many different developers.
- Mixed-use development with major retail has benefits but also is more complicated to develop and market.
- Alternative V3 is preferable over Alternatives V1 and V2 for development of major retail in a mixed-use context. In Alternative V3, more of the residential development is on the periphery, and the retail is focused in the central blocks without upper-floor residential. Alternatives V1 and V2 include more residential over retail, and raise concerns about complexity, market timing, and giving priority to the needs of retailers.
- Commitment to the retail concept for the Valdez Triangle will be very important in achieving the long-term vision for a significant retail district in the Valdez Triangle and in Oakland.

Comparative Summary of Feasibility Assessment of Alternatives for the Triangle

- From a market and financial feasibility perspective, Alternative V3 ranks highest, V1 ranks second, and V2 ranks third.
- Over the long term, Alternative V3 could contribute a larger and more successful, urban retail mixed-use district to the downtown and to the city overall. Alternative V1 does not have the same upside benefits, but could provide an option if Alternative V3 does not materialize, particularly if the amount of retail and related uses could be increased under V1. If Alternative V2 were to be developed, the scale and mix of types of retail need to be improved.

North End Alternatives

Market Feasibility

- The retail strategy for the North End is to attract additional comparison shopping, supplementing the retail district in the Valdez Triangle and expanding shopping opportunities in Oakland. Larger retailers could be accommodated in new development on the larger opportunity sites, with other retailers nearby in both new and existing buildings. With a significant retail district in the Valdez Triangle, the retail concept for the North End is envisioned as lower intensity and more suitable for large-format retailing.
- The amounts and types of retail in Alternatives N2 and N3 provide better opportunities to create successful comparison goods retailing, attractive to larger retailers and other retail tenants, compared to development under Alternative N1. N2 and N3 include locations for a large anchor tenant that could be important for establishing retailing in the area; N1 does not.
- The differences between the stronger retail Alternatives N2 and N3 concern the scale and density of the retail development. The acceptability of the two-level retail concept under N2 compared to one-level retail development under N3 depends on the attractiveness of the project area to retailers and their ability to do higher sales volumes to cover somewhat higher costs under N2.
- The amounts of retail in blocks immediately north of 27th Street under Alternatives N2 and N3 are better able to accommodate retail development that provides a connection to the new retail district in the Triangle, offering opportunity for expansion northward.
- There are historic and other interesting buildings that create identity, and add interest and character for retailing in the North End. While there are advantages, there also are issues involved with their reuse. Buildings originally designed for auto-related businesses can be too large and too deep for many retailers, which could lead to costly reconfigurations of spaces, renovations, and upgrading that could impede reuse.
- Auto dealers represent another type of destination retailing that adds to the mix of attractions in the area. Existing properties just north of 27th Street and those

near I-580 provide the best locations for auto dealers wishing to remain in the area, consistent with the existing building stock and the overall retail strategy for the area.

Financial Feasibility

- The assessment of relative financial feasibility focuses on the larger opportunity sites in the North End and on broader questions of the feasibility of developing retail and the parking needed to support it.
- Under all three alternatives, development on opportunity sites is unlikely to be able to cover the costs of structured parking for the retail development.
- Land use alternatives for the larger blocks on the *west* side of Broadway between 30th Street and Hawthorne Avenue could be “feasible” to develop with outside support for the retail parking. The mixed-use Alternative N1 is the least “feasible” due to the high costs of below-ground parking. Among the retail alternatives, N2 could support higher land values than N1 due to the higher density, although the parking costs to be covered by public or district-wide sources also are higher under N2.
- Development alternatives for the larger block on the *east* side of Broadway between 29th and 30th Streets could also be “feasible” with outside support for the retail parking. Land value could be highest under Alternative N1 because of the higher-density, mixed-use development. For N1, land use regulations would be needed to make sure that larger spaces are developed to accommodate major retail on the ground floor.
- The outside support for retail parking can include various public and district-wide funding sources including: those to be generated by the new development such as tax increment funds; funding from within the district such as parking revenues and business improvement district funds; and/or funding from other government sources as might be available from regional or state agencies.
- Medical office development alternatives on other opportunity sites also could be feasible with strong office rents, mid-rise construction, and above-ground structured parking supported largely by parking charges/revenues from patrons and employees.

**TABLE 4-9
COMPARATIVE SUMMARY OF FEASIBILITY
ASSESSMENT OF ALTERNATIVES FOR NORTH END**

	Alternative N1	Alternative N2	Alternative N3
Relative rankings (1 is higher and most preferred)			
Market feasibility			
Broadway node: 29 th to Hawthorne:			
Ability to create retail node	2	1	1
Options attractive to large major anchors	no	yes	Yes
Broadway, 27 th to 29 th :			
Ability for Triangle retail district to expand northward	2	1	1
Opportunities for retaining auto dealers	2	1	1
Financial feasibility			
Need for outside funding for retail parking	yes	yes	yes
Relative feasibility of opportunity site developments:			
Mid-rise, mixed use with below-ground parking	questionable	-	-
Retail on ground floor of resid'l (with support for pkg.)	yes	yes	yes
Two-level, stacked retail (with support for parking)	-	yes	-
One-level retail (with support for parking)	yes	yes	yes
Medical office development with above-ground pkg.	probably	probably	probably
Other Factors			
Ability to develop major retail in mixed-use context	2	1	1
Incremental development with opportunity sites as catalysts	yes	yes	yes
Need for land use policies/controls to encourage desired retail	yes	yes	yes
Parking strategy for expanded retail in existing bldgs.	yes	yes	yes

Developability: Other Aspects of Development Affecting Feasibility

- Unlike the Valdez Triangle where successful development requires a single, master developer/team with control of a large site area, development in the North End is likely to proceed incrementally and be more evolutionary. In this context, development on the larger sites will be particularly important as catalysts for establishing retail in the area and accommodating anchor tenants that are attractions for shoppers and other retailers.
- Land use policies and regulatory controls are needed to encourage and support the desired retail development.
- The parking strategy for the North End needs to include parking to support expanded retailing in existing buildings. The alternatives include additional parking in new developments on opportunity sites to serve retailing in existing buildings nearby. Outside funding will be needed for the additional parking.

- Similar to the Valdez Triangle, mixed-use development with major retail in the North End can have benefits but also is more complex to develop. Alternatives N2 and N3 are preferable to N1 for development of major retail in a mixed-use context.

Comparative Summary of Feasibility Assessment of Alternatives for the North End

- In the North End, there are differences in feasibility among developments for opportunity sites, as well as among alternatives.
- From the retail market perspective, Alternatives N2 and N3 are preferred over Alternative N1.
- From the perspective of financial feasibility, feasibility is dependent on building types and mix of uses, and not alternatives, *per se*.

Transportation

Trip Generation

Land Use Assumptions

- It is expected that most comparison shopping retail trips will be vehicle trips because most shoppers are expected to be from the larger region, may not have convenient access to transit, or may consider the project distance from BART too long for a shopping trip.
- Residential and office uses generate a higher rate of transit trips, since work commute trips are more likely to be taken on transit than other trip types.
- This analysis assumes that about 60 percent of the office space would be medical office. Medical office generates about three times as many trips as non-medical office.

Alternatives

- More than half of the daily and PM peak hour trips under all of the combined Alternatives (i.e., V1+N1, V2 + N2, and V3 + N3) are expected to be vehicle trips generated by retail uses.

- Combined Alternative 3 would generate the most new vehicle trips (about ten percent more than Alternatives 1 and 2) due to the large amount of retail space provided.
- In the Valdez Triangle, Alternative V3 contains the most intensive land use program and would generate the most trips.
- In the North End, Alternative N1 would generate the most trips. Although Alternatives N2 and N3 have more retail space, which generates trips at a high rate, N1 includes significantly greater amounts of residential and office (including medical office) uses.

Projected Impacts and Trip Reduction Strategies

- Vehicle and transit trips would increase under all three combined Alternatives. In addition, transit trips would increase at a higher rate than vehicle trips because all alternatives replace existing auto-oriented uses with residential and office uses which generate more transit trips.
- It is estimated that all alternatives would result in significant impacts at most major intersections in the vicinity of the project.

TABLE 1 SPECIFIC PLAN AREA VEHICLE AND TRANSIT TRIP GENERATION SUMMARY						
	Total Trip Generation			Net New Trip Generation		
	Daily	AM Peak Hour	PM Peak Hour	Daily	AM Peak Hour	PM Peak Hour
Existing Conditions						
Vehicle Trips	37,000	1,800	3,570			
Transit Trips	2,600	170	270			
Alternative 1						
Vehicle Trips	58,500	2,400	5,710	21,500 (58%)	1,320 (33%)	3,340 (60%)
Transit Trips	4,940	290	540	2,350 (91%)	120 (70%)	270 (99%)
Alternative 2						
Vehicle Trips	56,800	2,030	5,540	19,840 (54%)	230 (13%)	1,970 (55%)
Transit Trips	5,070	270	560	2,480 (96%)	100 (57%)	290 (106%)
Alternative 3						
Vehicle Trips	63,800	2,440	5,820	26,850 (73%)	630 (35%)	2,260 (63%)
Transit Trips	5,430	300	560	2,850 (110%)	130 (77%)	290 (104%)
Source: Fehr & Peers, 2009						

- It is expected that all alternatives would have similar trip distribution as multiple routes are available to motorists and they will choose the route with the least amount of congestion to reach the project area. Thus, it is expected that the potential number and magnitude of impacts under each alternative would be proportional to the vehicle trips generated.
- Instead of increasing roadway capacity, the Specific Plan will focus on reducing vehicle trips and parking demand for area residents and employees and increasing non-vehicular trips.
- The subsequent Transportation Access Plan will provide detailed trip reduction strategies. These strategies would be less effective for retail shoppers.

Parking Demand

For all proposed alternatives, the amount of parking provided is not sufficient to meet demand. However, the parking supply can be reduced by employing a combination of “Shared Parking” and other strategies.

Additional strategies that would reduce the overall parking supply and increase its effectiveness include:

- Implement an Automated Parking Space Counting System (APSCS)
- Provide Unbundled Residential Parking
- Provide Unreserved Residential Parking
- Provide Attendant Parking During Peak December Shopping Period
- Implement a Transportation Demand Management (TDM) Program

The overall parking supply in Valdez Triangle can be reduced by as much as 34 percent under Alternatives V1 and V2, and by 29 percent under Alternative V3. Implementation of a combination of the above parking strategies is necessary to reduce parking supply below the level that can be accommodated in the design alternatives.

Infrastructure

Sanitary Sewer

Basin 52 Capacity

- The sub-basins of the City-operated local sanitary sewer collection system do not have enough capacity to serve additional sewer generation for all alternatives. An estimated sewer mitigation fee provided by the City represents the proportional share of improvement costs associated with inflow and infiltration (I&I) rehabilitation improvements within other basins to reallocate basin capacity to Basin 52.

Collection System Capacity and Proposed Improvements

- The 24-inch sewer line within Harrison Street (from 23rd Street to 20th Street where the 24-inch sewer line connects with the 66-inch interceptor within 20th Street) may require upgrades since this sewer line will receive additional flow under all Alternatives. A 50 percent fair share cost is assumed since this sewer line already has back-up issues unrelated to redevelopment of the Project Area.

Water

- EBMUD requires that a Water Supply Assessment (WSA) be performed (likely during the EIR process) to verify that adequate water supply is available to meet proposed water demand.
- Closure of 26th Street for construction of a new building on Block V07C (as proposed in Alternatives 2 and 3) will require the removal of an existing 36-inch transmission water main between Broadway and Valdez Street and installation of a new 36-inch main in Broadway and 27th Street.

Recycled Water

- Although there is no existing recycled water service within the Project Area, the Specific Plan may consider planning for future use of recycled water. Planning elements could include dual plumbing within buildings and irrigation systems constructed to recycled water standards that can be connected to an expanded recycled water system in the future.

Storm Drain

Peak Run-Off

- All alternatives will decrease storm drain runoff since the majority of existing surfaces are already paved. However, if redevelopment is to achieve the City's goal of reducing peak runoff by 25-percent, alternatives will need to incorporate additional pervious area into the Project Area through landscaping (e.g. bio-filtration). Options, including storm water detention, may also be required to achieve the City's goal of reducing peak runoff into storm drains by 25-percent.
- All alternatives should seek to add pervious area to the Project Area through additional landscaping, parks or green space where possible.
- Since the Project Area will likely be redeveloped in phases and the availability of park and open space areas is limited, alternatives will need to consider peak runoff management as an individual site-by-site requirement.
- Given the age of the Project Area, all development scenarios are likely to require localized improvements to drainage inlets as part of upgrades needed for streetscape improvements.
- Proposed buildings or structures within the FEMA 100-year flood zone (southeastern portion of Block N07A, all of Block N07B (eastern portion of Block N07 for Alternative 3) and the southern limit of Block N10) will be required to purchase flood insurance or process a FEMA map revision for footprints of buildings.

Storm Water Quality

- Redevelopment of the Project Area will need to implement storm water treatment (as required by Provision C.3 of the Alameda Countywide Clean Water Program).
- The RWQCB has recently updated 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 Final Tentative Order R2-2009-0074 NPDES Permit No. CAS612008 October 14, 2009" (C.3 Update). Building on the previous Provision C.3 regulations, the C.3 Update 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 C.3 Update encourages infiltration, storm water runoff reuse and

landscape based treatment measures, but recognizes that proven site constraints may dictate the use of structured or non-landscape based treatment measures to 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 the Project Area will likely be redeveloped in phases and the availability of park areas is limited, Alternatives 1, 2 and 3 are more suited for site-by-site treatment measures and streetscape stormwater treatment strategies.
- Alternatives 1, 2 and 3 will need to consider stormwater treatment designs options early in the design of development blocks to ensure building designs can accommodate treatment measures required to meeting Provision C.3 permit requirements.
- The design of the Public Realm should explore opportunities to implementing larger communal treatment options that help take advantage and shape the design of streetscape and park areas.

Proposed Collection System Improvements

Broadway/Rockridge Branch Culvert Relocation (Redevelopment of Blocks N11 & N12)

- Alternative 1 proposes new development over the culverted portions of the Broadway/Rockridge branch of Glen Echo Creek in Block N11 and N12. This alternative will require relocation of existing 5’x6’ and 6’x8 culverts around Blocks N12 and N12.
- Alternatives 2 and 3 propose no development over the culverted portions of the Broadway/Rockridge branch of Glen Echo Creek in Block N11 and N12. This reduces development potential within these blocks but avoids high costs associated with relocating existing culverts compared to Alternative 1.

Close 26th Street (between Broadway and Valdez Street)

- Closure of 26th Street (for construction of a new building on Block V07C for Alternatives 2 and 3) will require relocation of a major existing 30-inch storm drain line between Broadway and Valdez Street. This 30-inch line will also need to be upgraded to 48-inches based on Capital Improvement Project recommendations outlined in the City of Oakland Storm Drainage Master Plan (March 2006).

Electric and Gas Service

There are currently no known capacity issues for both electrical and gas systems.

Proposed Electric and Gas Distribution System Improvements

Underground Existing Overhead Distribution

- Policy N.12.4 of the Oakland General Plan requires overhead lines to be undergrounded in commercial and residential areas. Approximately 6,300 linear-feet of existing overhead electrical lines within the Project Area will therefore need to be undergrounded.

Close 26th Street (between Broadway and Valdez Street)

- Closure of 26th Street for Alternatives 2 and 3 would require removal of an existing 20-inch main gas line between Broadway and Valdez Street. The gas line would need to be relocated within 27th Street from 26th Street to Broadway.

Communication

- 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. Comcast, AT&T (Corp) and AT&T (TCG) have confirmed that there are no existing fiber or major communication lines located in Webster Street north of 24th Street or in 26th Street between Broadway and Valdez Street (streets identified for closure in all alternatives). Therefore, no major AT&T (Pac-Bell) communication lines are anticipated to be impacted by the proposed Alternatives.

Proposed Communication System Improvements

- The City of Oakland General Plan requires overhead lines to be undergrounded, including overhead communication lines that are attached to electrical joint poles. Existing overhead fiber-optic communication lines found in Waverly Street (23rd to 24th Streets), 24th Street (Waverly to Harrison Streets) and 29th Street (Webster Street to Glen Echo Creek) would need to be undergrounded.

Infrastructure Costs

Infrastructure costs for Alternatives 1, 2 and 3 are summarized in the following table:

Infrastructure Costs Summary

Alternative	Development Area	Total
1	Valdez Triangle	\$6,006,000
	North End	\$8,552,000
	Total	\$14,558,000
2	Valdez Triangle	\$8,244,000
	North End	\$5,755,000
	Total	\$13,999,000
3	Valdez Triangle	\$9,373,000
	North End	\$4,682,000
	Total	\$14,055,000

Costs associated with streetscape and improvements within the public area are not included and will need to be reviewed as part of the Public Realm Design Standards and Guidelines. Alternative 2 is the least expensive followed closely by Alternative 3 (only \$56,000 difference). Alternative 1 is the most expensive with an overall increased cost of over \$500,000 compared to Alternatives 2 and 3.

The three cost contributors that have the largest influence on cost differences between alternatives are listed and presented in the following table for comparison:

- A. Off-site sewer mitigation fee for improvement costs associated with reallocating basin capacity to Basin 52 (all alternatives)
- B. Relocation of existing utilities within 26th Street (between Broadway and 27th Street) to accommodate closing this street for construction of new buildings (Alternatives 2 and 3 only)
- C. Relocation of existing culvert in Blocks N11 and N12 (Alternative 1 only)

For the Valdez Triangle, Alternative 1 is the least expensive alternative since it does not include costs associated with relocating utilities within 26th Street or plans to extend 25th Street. However, the land use density and sewer generation

fee for Alternative 1 is greater than for Alternative 2. Despite the higher mitigation fee, Alternative 1 offers a higher land use density at a lower infrastructure cost compared to Alternative 2. Alternative 3 is most expensive alternative since it requires relocation of utilities within 26th Street and has the highest sewer mitigation fee due to having the highest land use density.

For the North End, Alternatives 2 and 3 are the least expensive alternatives since they do not require relocation of the existing culvert within Blocks N11 and N12. Although Alternative 1 offers a higher land use density compared to Alternatives 2 and 3, the added cost to relocate the existing culvert for Alternative 1 introduces a significant increase in cost that only directly benefits Blocks N11 and N12. Maintaining the existing culvert for Alternative 1, similar to Alternatives 2 and 3, may therefore be considered to reduce the overall cost burden for Alternative 1.

In summary, closing 26th Street for Alternatives 2 and 3 within the Valdez Triangle and relocating the existing culvert around Blocks N11 and N12 for Alternative 1 within the North End are driving the infrastructure cost differences. Revisions to land use may therefore be considered at these locations to reduce the overall infrastructure cost burden when comparing alternatives.

Largest Cost Contributors

Alternative	Development Area	A	B	C
		Off-Site Sewer Mitigation Fee	Relocation of Existing Utilities within 26 th Street	Relocation of Existing Culvert in Blocks N11 and N12
1	Valdez Triangle	\$3,052,000	\$0	\$0
	North End	\$2,403,000	\$0	\$2,207,000
	Total	\$5,455,000	\$0	\$2,207,000
2	Valdez Triangle	\$2,186,000	\$1,963,000	\$0
	North End	\$1,721,000	\$0	\$0
	Total	\$3,907,000	\$1,963,000	\$0
3	Valdez Triangle	\$3,626,000	\$2,264,000	\$0
	North End	\$1,149,000	\$0	\$0
	Total	\$4,775,000	\$2,264,000	\$0

Land Use & Urban Design Analysis

Valdez Triangle

General Observations

Location

The Valdez Triangle is in many ways an ideal location for the development of a major destination retail district. Broadway, Harrison, and 27th Street provide both convenient access to the area and high visibility, and the fine-grained pattern of streets and blocks within the area provides a good physical framework for developing a pedestrian-friendly retail environment. The adjacency to the Uptown District, 25th Street Garage District, and well-established residential neighborhoods provides a context that is both supportive and complementary.

Historic Preservation

There is an inherent tension in the Valdez Triangle between the amount of development needed to support a sustainable retail district and the desire to preserve as much of the historic fabric as possible. In order to achieve the amount of retail development that the market analyses indicate is needed to establish a sustainable retail district, essentially the entire Triangle needs to be redeveloped, with only the most significant historic buildings being preserved.

Ownership Patterns

The substantial redevelopment of the Triangle envisioned in all three alternatives will be difficult to implement given the area's fragmented ownership and parcelization, and is likely to be at odds with some landowners' and businesses' plans for their properties. While the development envisioned can clearly be phased, the size and character of the proposed buildings and parking structures will require that entire blocks or multiple blocks will need to be secured and developed at one time, rather than developing incrementally, a parcel or two at a time.

Parking

Providing the structured parking needed to free up developable land and accommodate projected parking demand poses both economic and urban design challenges. All three alternatives require multiple large parking structures to meet projected

demand. The number and size of these structures represent a significant constraint to project viability as well as challenges to the quality of the built environment. Building fewer, larger garages with more levels below grade would help mitigate the urban design issues, but would also increase costs and the need for greater land consolidation and control. Clearly, reducing the requirement for parking would be the best way to reduce development costs and urban design impacts associated with parking structures.

23rd Street

In all scenarios, the character and quality of the environment along 23rd Street between Broadway and Harrison Street is problematic. The existing uses along the south side of 23rd Street generally front onto Grand Avenue and turn their back to 23rd Street, which creates a problem regarding what the appropriate use and orientation of new development along the north side of 23rd Street should be. The combination of the poor orientation of existing development to 23rd Street, and the potential for exposed parking structures associated with future development could result in 23rd Street creating a division between the Uptown and the Valdez districts, rather than connection.

YMCA

The YMCA and its parking structure represent significant constraints to creating a strong pedestrian environment and active retail frontages along Broadway, 24th Street, and Webster Street. The blank building facades fronting 24th and Webster Streets and the elevated entrance along Broadway create "dead zones" in the streetscape that lack visual interest or street level activity. These characteristics complicate efforts in all alternatives to create a continuous, pedestrian-oriented retail frontage along 24th Street between Broadway and Harrison Street.

27th Street

Due to its size and traffic volumes, 27th Street represents a challenge to creating a walkable and unified district, forming a de facto barrier that separates the Valdez Triangle from the north end of Broadway, particularly for pedestrians.

All of the alternatives propose development around the Broadway/27th Street intersection that will help to link the north and south sides of the project area, by giving scale and definition and adding interest and activity to this intersection. The combination of active storefronts along 27th Street and streetscape improvements will help to remedy some of the current conditions.

Retail

- With just over one million square feet of retail, Alternative #V3 best achieves market projections for achieving critical mass of retail development. Neither Alternative #V1 or #V2 achieves the amount of retail considered necessary to create a sustainable retail district. With multiple levels of retail and related uses, Alternative #3 also has the potential to provide a more dynamic and diverse retail setting, than the other two alternatives that are conceived as having only ground-level retail uses.
- The conversion of 24th Street to a pedestrian-oriented retail spine works best in Alternative #V3 with the alignment of major anchors and the hotel closer to 24th Street. Alternative #V1 would also work well, particularly if the redevelopment of the YMCA site at 24th and Broadway were included as proposed in Alternatives #V2 and #V3.

Residential

- Unlike Alternatives #V1 and #V2, which distribute residential uses fairly evenly across the area, Alternative #V3 distributes residential development more to the periphery of the retail core.
- The high-rise residential towers proposed in Alternative #V3 produce the highest number of residential units of the three alternatives. It also is likely to result in greater diversity in unit type than the other two alternatives, including units with expansive views and higher sales values. The lower profile buildings in Alternatives #V1 and #V2 would maintain a more intimate scale to the district.
- From a building form perspective, Alternative #3 with its mix of low-, mid-, and high-rise structures would provide the most architectural diversity.

Hotel

- All three locations for the hotel have advantages, but the locations in Alternatives #V2 (Broadway/24th Street) and #V3 (Harrison/24th Street) are probably

more feasible and have a more synergistic relationship with the rest of the district. The location on Broadway would probably be the least dependent on full buildout of the district to be implemented because of its proximity to the Uptown District dining and entertainment amenities.

Public Space

- The location of the major plaza generally works well in all three alternatives, with each location responding to the retail layout and projected pedestrian circulation. The central location of the main plaza on 24th Street in Alternative #V3 provides a strong focal feature for the retail area and would draw visitors from all four directions into the area. The location of a major plaza at the north end of Valdez, adjacent to 27th Street, in Alternative #V1 would be farthest from the direction from which most people would be coming and could have to address compatibility issues with 27th Street. The location of the major plaza on Broadway in Alternative #V2 would contribute to the quality of the pedestrian environment on Broadway and serve as a gateway feature to the 24th Street shopping.
- In all alternatives, the location of small plazas at the entries to the district from Broadway, 27th Street and 24th Street are important features that will help draw people into and through the retail area.

Historic Resources

- Alternative #V2 preserves more identified historic buildings and contributing structures than the other alternatives, but in doing so also fails to achieve the minimum retail threshold recommended by the market analysis and compromises the ability to establish a continuous retail frontage along 24th Street.
- Alternatives #V1 and #V3 both propose development on either side of the former Church of Christ Science that may pose scale and shading issues for the historic building that would need to be addressed.

Circulation Changes

- In all three alternatives, the closure of Webster Street north of 24th and the reclamation of public right-of-way along Broadway will provide additional developable land that the City can use as a redevelopment incentive, and create a more efficient development pattern.
- The closure of 26th Street in Alternative #V1 to create a pedestrian promenade will create an attractive shopping and social environment in the northern part of the

Triangle without significant disturbance to vehicular circulation, complementing the plaza at the north end of Valdez, and creating an important link from Broadway into the heart of the retail district.

- In Alternative #V2, the extension of 25th Street from Broadway to 27th Street in combination with the closure of 26th Street east of Broadway would rationalize the street and block pattern in the Triangle area, create a series of blocks that would be more walkable and efficient to develop, and create a through link to the 25th Street Garage District and Art Murmur activities. The urban design benefits of such a move would have to be weighed against the infrastructure costs associated with closing 26th Street and relocating existing utilities. The partial extension of 25th Street proposed in Alternative #V3 would help with the connections to the west, but would not be as effective at creating a series of small, walkable blocks or creating through linkages with 27th Street.

Parking

- Parking works best in Alternatives #V2 and #V3 in terms of meeting projected parking demand. Alternative #V1 has the least visual impact of the three alternatives, but this is partly a function of not fully meeting the projected parking demand.
- Alternative #V3, with its larger garages and underground parking, limits the visual impact, except at Waverly and 23rd streets. Additional attention to the design of this area would be needed.
- The free-standing, seven-level garages along 23rd Street in Alternative #V2 would create significant impact on the character and quality of 23rd Street.
- Reducing parking requirements and the respective demand for parking structures by implementing parking reduction strategies will be the most effective way of mitigating the urban design issues associated with building parking structures.

North End

General Observations

Linear Corridor and Nodes

The linear nature of the North End corridor presents challenges for creating a pedestrian-oriented retail district. People generally do not want to have to walk long distances to shop, and long corridors typically lack a center of focus or activity that would support pedestrian activity. In each alternative, the strategy is to create a node of high density retail development near the middle of the North End that will create a core for a pedestrian-oriented retail district.

Large Opportunity Sites

Only two blocks along the corridor (N07 & N08) are large enough to accommodate the major anchors and the parking necessary to support large format retail. Specifically, the Bay Bridge Motors site (N08) and the Grocery Outlet site (N07) represent the best opportunities to create a significant retail node along the corridor. While on opposite sides of Broadway, the two sites are close enough together to support a walkable retail core.

Historic Resources

The strategy in all alternatives is to preserve and re-use as many historic buildings and contributing structures as possible in order to preserve a sense of the area's heritage and maintain a diverse and authentic feel to the area's built environment. Most of these buildings were originally automotive garages and sales showrooms, so their scale, both floorplate size and ceiling height, is generally larger than needed for traditional storefronts. This could make reuse more challenging, particularly for the larger buildings. Creative design strategies and regulatory flexibility are likely to be needed to encourage preservation and re-use of these structures.

Existing Residential Uses

Unlike the Valdez Triangle, the North End has residential neighbors that adjoin it that could be impacted by redevelopment of the Broadway corridor, particularly along the east side of the Project Area. In Alternatives #N1 and #N2, the strategy is to protect and enhance these neighborhoods

as much as possible by creating appropriate and sensitive transitions, infilling as possible to reinforce their residential character, adding park space, and enhancing connectivity for bicycles and pedestrians. Both alternatives explore the concept of extending Brook Street south as a residential street and of creating a new connection from Richmond Avenue to 28th Street. Alternative #N3 provides little enhancement or protection of adjoining neighbors.

Summit/Alta Bates Medical Center

The Summit/Alta Bates Medical Center on Pill Hill represents a dynamic neighbor whose presence and function influences the design and future function of the North End district. Both alternatives respond to the potential programmatic needs of the medical campus whether it be for medical office or residential uses. The campus also represents a potential source of shoppers, diners, and other visitors to future North End commercial uses, so attention is paid, particularly in Alternatives #N1 and #N2, to creating a positive interface and connectivity along Webster Street.

Auto Dealerships

While many auto dealers have left the area, it is not assumed that all dealers want to or will leave the area. The alternatives show that the sales lots for existing dealerships will be redeveloped. This is not to suggest that these dealers are necessarily leaving, but rather that it is anticipated that ultimately remaining dealers would adopt a more urban form of operation that would no longer require large surface lots.

Retail

- The alternatives for the North End are very similar in terms of their retail configuration. The primary difference between the three is the type of retail development proposed for the major opportunity sites (NO7 and NO8) in the core area. From a land use and urban design perspective, the high density mixed use approach in Alternative #N1 would create an active and more diverse neighborhood than the other two more retail focused alternatives, and be more complementary to surrounding neighborhoods. With its focus on large format retailers and limited residential development, Alternative #N3 will present the greatest challenges to creating a vibrant, pedestrian-oriented shopping district, and also potentially creates a number of visual

and design compatibility issues with neighboring uses. Alternative #N2 falls between the other two alternatives, but may represent the best approach to providing for both large format retailers and providing a diverse mixed use environment.

- By placing minor anchors at the Broadway/27th Street intersection, Alternatives #N2 and #N3 will support better integration with proposed retail development in the Valdez Triangle area, and help give definition and identity to the important Broadway/27th Street intersection.
- In all alternatives, a cluster of large, medium, and small floorplate retailers in the blocks between 29th Street and Hawthorne Street would establish the core of the North End retail district, including major parking structures that will serve the broader area.
- In Alternative #N1, the placement of office and residential towers above the large floorplate retail space on Block N08B will reduce the appeal for many retailers due to the structural columns that will break up the open floor plans desired by many retail tenants. As a result, #N1 is not supportive of the concept of having a major anchor at the core of the area, but would support a concept based multiple smaller anchors.
- In Alternatives #N1 and #N2, the development on the west side of Broadway generally would be taller than development on the east side. However, the proposed development would provide an appropriate transition in scale from existing development on Pill Hill. The one-story development in #N3, while generally consistent with existing older development along Broadway, would be significantly shorter than existing buildings such as the Broadway/Webster Medical Office building.
- In all alternatives, the majority of the existing garages and sales showrooms would be reused for retail and surface parking and sales lots infilled to create a continuous retail frontage along both sides of Broadway from 27th Street to I-580.

Residential

- Alternative #N1 would provide 155 more residential units than Alternative #N2 and 318 units more than #N3, because residential units are used more consistently as an appropriate use over retail. The additional housing would contribute to a greater

neighborhood feel and more around-the-clock activity than would be likely under the other two alternatives.

- In Alternative #N1 and #N2, the extension of Brook Street south to 29th Street, the addition of new residential development along both sides of the Brook Street extension, and the addition of new infill units along both sides of Brook Street north of 30th Street, will strengthen the quality and character of the residential area along the east side of the Project Area.

Office

- Alternative #N1 would provide approximately twice as much office space as Alternatives #N2 and #N3. The larger component of office development in Alternative #N1 in proximity to Pill Hill would help to better integrate and extend the influence of the Summit Alta Bates Medical Center and the Kaiser Medical Center into the Project Area and help establish it as part of a larger “health care” district. The more limited office uses in Alternative #N2 and #N3 could still serve both hospitals but would be likely to have less a dramatic influence on the Project Area due to its location at the far north end of the project area.

Public Space

- Public space improvements are similar under Alternatives #N1 and #N2, with both providing a diverse mix of plazas, paseos, parks, and greenways to address the needs of both shoppers and residents. The key difference is that Alternative #N2 does not include the continuous greenway from 29th Street north to Oak Glen Park. Alternative #N3 does not propose any park improvements along the creek and reduces the size or eliminates the major plaza on Block N08.
- In Alternatives #N1 and #N2, buildings on Block N08 have been pulled back from the street to create a major public plaza that will serve as a central gathering place and focal feature that contributes to the identity of the North End retail district. The pedestrian street/paseo that extends westward to provide a pedestrian connection to Webster Street, and another will be extended between Broadway and Brook Street will provide important pedestrian linkages to surrounding neighborhoods, and will also increase the area of retail frontage.

- The existing plaza in front of the Howard Automobile—Dahl Chevrolet Showroom at 27th and Broadway would be enhanced in all alternatives to provide an attractive space for people to rest and provide an area for a sidewalk café.
- The new pocket park proposed in Alternatives #N1 and #N2 on the vacant parcel at the south end of Richmond Avenue at 28th Street would provide an amenity for area residents and contribute to a more comprehensive system of linked open space amenities serving the residents on the east side of Broadway.

Historic Resources

- All three alternatives retain and reuse all designated historic buildings and the majority of the contributing structures, although some buildings, such as the GMC Cadillac building, could be significantly modified to accommodate retail development. The effect will be to retain a strong sense of the area's history in spite of a transition to a new retail orientation. Design regulation will be important to ensure that new development is sensitive and responsive to these resources.

Circulation Changes

- The circulation changes are quite similar in Alternatives #N1 and #N2. The only differences being:
 - the alignment of the Brook Street extension—off-set in #N1 and straight in #N2, and
 - the treatment of the Richmond Avenue extension—street extension in #N1 and trail extension in #N2.
- Alternatives #N1 and #N2 would significantly enhance circulation on the east side of Broadway, providing a parallel route that would allow circulation, particularly for local residents, without having to use Broadway. Alternative #N3 maintains the existing street patterns on the east side.

Parking

- The general location of parking improvements is essentially the same as under all alternatives, but the size of the structures and their integration differ. Alternatives #N1 and #N2 generally wrap the garages with retail, residential or office uses to screen them from view. Alternative #N3 provides fewer garages and larger garages than in the other two alternatives. As a result, they are harder to wrap with other uses, and would be highly visible from public and private areas. In addition, Alternative #N3 includes a 140,000+ square foot parking lot on the roof of the large format retailer on Block NO8B. While not visible from Broadway, this 425-space parking lot would be highly visible from the higher elevations of Pill Hill.

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