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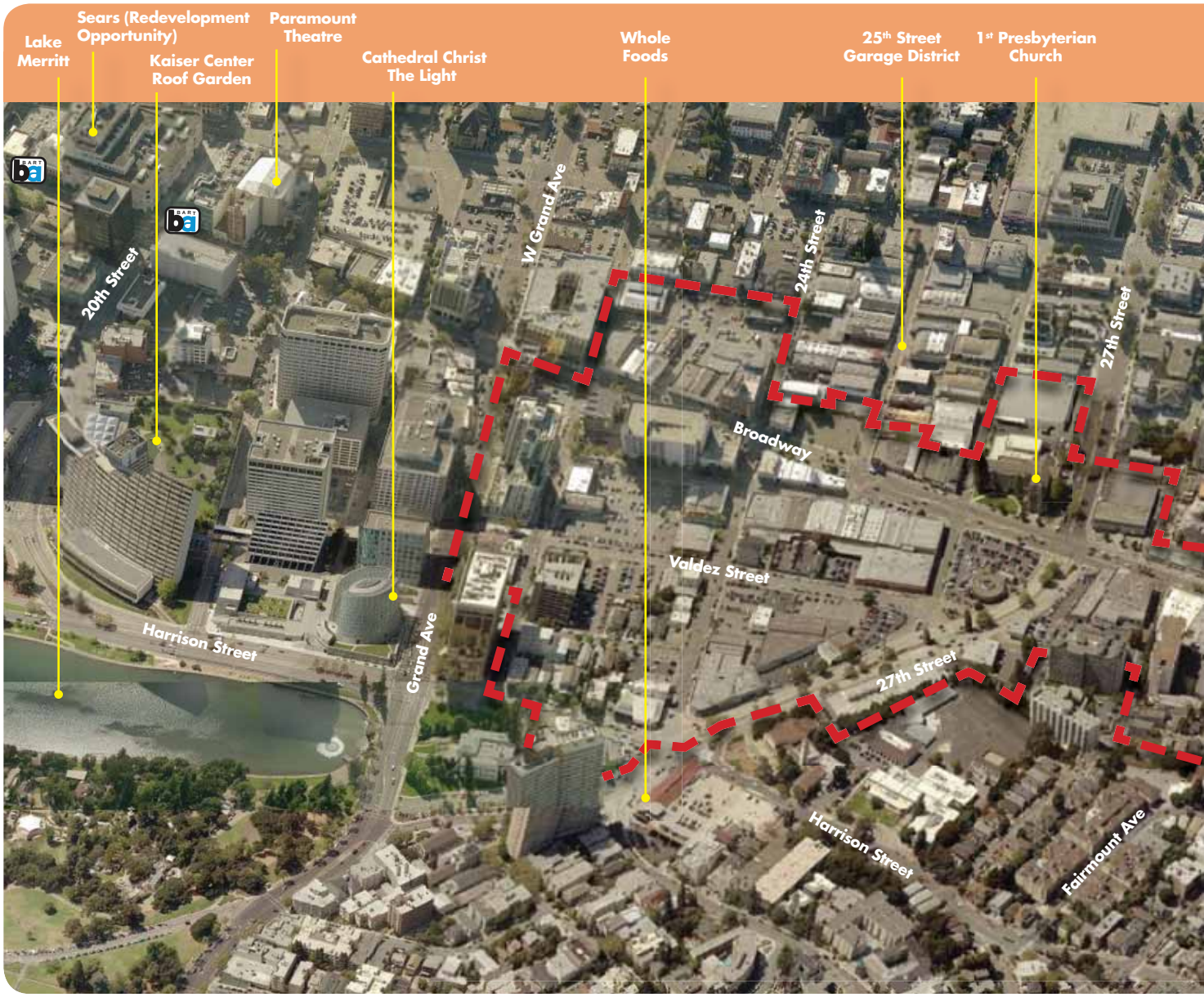
Whole Foods, Downtown Oakland, CA

2.1 PLAN AREA SETTING

The Broadway Valdez District Plan Area is located at the north edge of Oakland's Central Business District. The area, which includes land along both sides of Broadway, extends 0.8 miles from Grand Avenue to I-580. The Plan Area serves as an important transition between Downtown and the Upper Broadway area, and a critical link in Oakland's Main Street, which extends from Jack London Square to the Oakland Hills.

The Plan Area is bounded by the Uptown District and Lake Merritt / Kaiser Center Office District to the south, and the Alta Bates Summit and the Kaiser Permanente Medical Centers to the north and northwest. Pill Hill, the Koreatown/Northgate neighborhood, and the 25th Street Garage District border the area to the west, and the Richmond Avenue, Harrison/Oakland Avenue, and Adams Point residential neighborhoods occupy the hilly terrain to the east of the area.

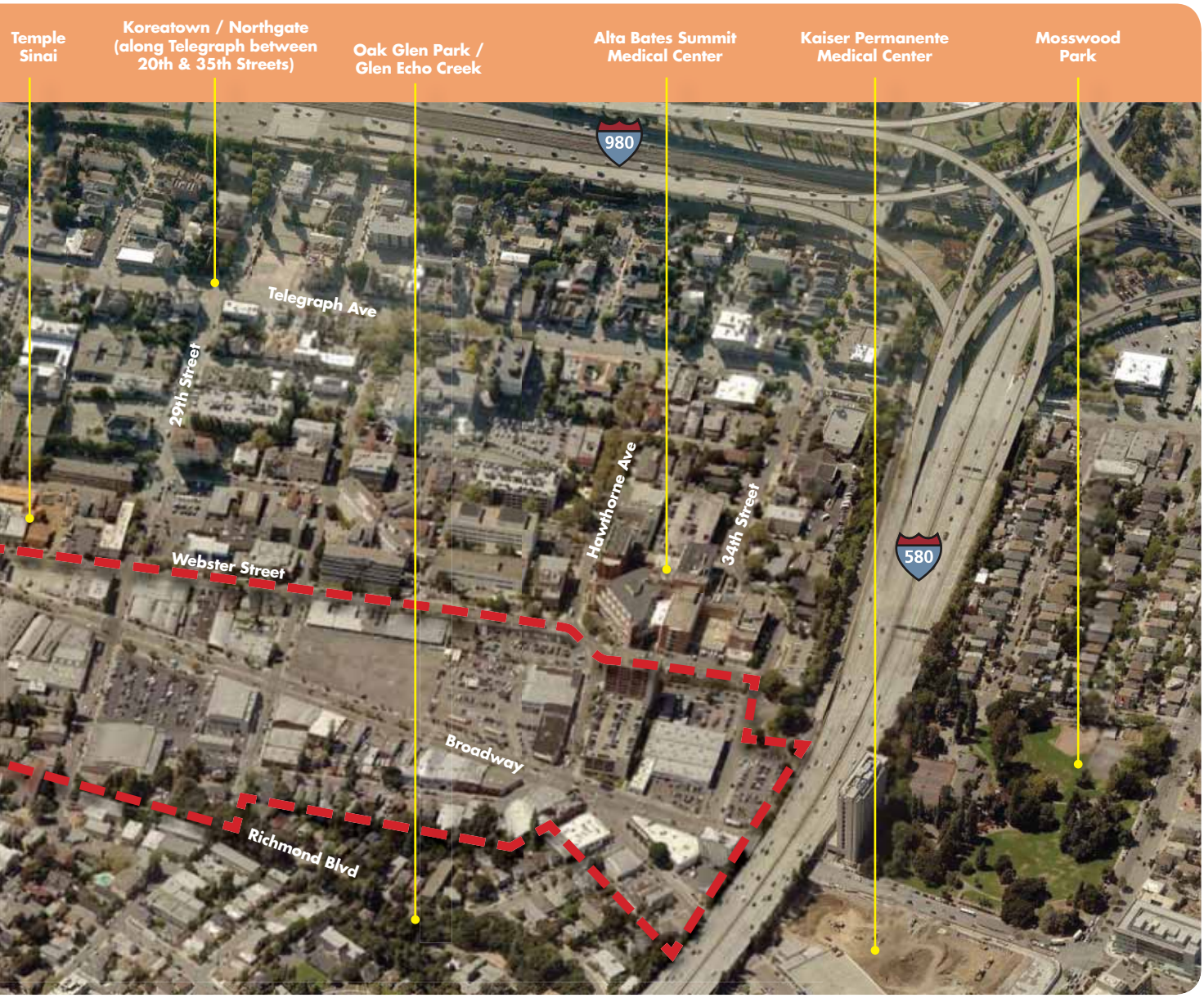


The Plan Area extends approximately 3/4 mile from Grand Avenue to I-580.

FIGURE 2.1: PLAN AREA SETTING

Regional freeway access to the Plan Area is provided by Interstates 580 and 980, and State Route 24. BART provides regional transit service to the area, with the 19th Street BART station located about 1/3 of mile south of the Plan Area, and the MacArthur BART station approximately ¾ mile to the northwest. In addition to BART, the area also benefits from AC Transit bus service along Broadway.

Altogether, the Plan Area includes 95.5 acres, including 35.1 acres in public right-of-ways and 60.4 acres of developable land. The Plan Area and key landmarks are shown in Figure 2.1: Plan Area Setting.



2.1.1 DEMOGRAPHICS

PLAN AREA DEMOGRAPHICS

The Plan Area itself has a relatively small residential population (fewer than 600 households) due to its predominantly commercial focus.

The following information[1] provides a snapshot of the demographics in the slightly larger area bounded by Grand Avenue, Harrison Street, I-580 and I-980:

- The area includes approximately 4,020 households and approximately 7,530 residents.
- The local population is 41 percent African-American, 29 percent White, 15 percent Asian, and 9 percent Hispanic, compared to 35, 24, 15, and 22 percent citywide.
- Household income within the Plan Area is lower than the citywide average, with a median household income of $37,743 compared to $57,336 citywide.
- Most housing in the area is in higher-density, multi-family buildings.
- Almost 94 percent of the area's population rents its housing, compared to 59 percent citywide.
- Households are smaller than the citywide average (1.78 persons per household compared to 2.6 persons per household citywide).
- Households in the area have fewer children than the citywide average (14.5 percent of households include someone under the age of 18, compared to 25 percent citywide).
- Approximately 18 percent of the area's population is age 65 or older, compared to 10.5 percent citywide.
- Neighborhoods to the east and north of the Plan Area (e.g., Richmond, Harrison-Oakland Avenue, Adams Point, and North Oakland) have a higher proportion of residents who are employed (57 to 63 percent in 2005), higher housing rents and prices, and higher household incomes.
- Neighborhoods to the west and south of the Plan Area (e.g., Koreatown/Northgate) have relatively lower proportion of residents who are employed (36 to 45 percent in 2005), lower housing rents and prices, and lower incomes (below citywide averages in 2000).

1 *Broadway/Valdez District Specific Plan—Existing Conditions Report*, August 2009; Hausrath Economics Group; 2000 U.S. Census.

The percentage of seniors who live in the area is nearly twice the citywide average.

TRADE AREA DEMOGRAPHICS

Given the Specific Plan's focus on establishing destination retail in the Plan Area, it is important to understand whether the demographics of the larger surrounding area will support such retail. The market analysis for the Plan looked at four concentric trade areas around the Plan Area and the likelihood of attracting residents from each area to shop in the Broadway Valdez District.

The Primary Trade Area, which represents the area within approximately a 10-minute drive of the Plan Area (see Figure 2.2), extends from the East Bay Hills to the Bay, including the cities of Alameda and Piedmont in their entirety, and from the southern border of the University of California campus in Berkeley to Oakland's southern boundary, except for a portion of East Oakland below MacArthur and east of Fruitvale (those residents are

assumed to be more likely to patronize retailers along I-880 and to the south). This area is seen as being a large and potentially lucrative market for retail goods and services in the Plan Area.

The 400,000 people and over 160,000 households in the Primary Trade Area have an average household income of $76,000 (2007) and a per capita income at $32,000 per year, which is 25 percent above the statewide average. Altogether, Primary Trade Area residents have an average annual expenditure potential of approximately $1.6 billion (2007 dollars) for comparison goods, sold in stores such as apparel, specialty, home furnishings, and department/general merchandise stores. They also have annual expenditure potential for an additional $866 million for goods sold in supermarkets, drug stores, and other convenience retail outlets, and another $500 million for eating and drinking.

Beyond the Primary Trade Area, residents of the Inner East Bay also represent a large and potentially lucrative market for new retailing in the Plan Area. The Inner East Bay Trade Area, which includes all of the residents of Oakland, Piedmont, Berkeley, Albany, Emeryville, and Alameda, has about 660,000 residents in 250,000 households, and is projected to continue to grow. Within a 15-minute drive of the Plan Area, there are an estimated 830,000 residents with an average household income of $74,000 (2007). Within a 20-minute drive, there are 1,640,000 people with average household incomes of $82,000.

FIGURE 2.2: PRIMARY TRADE AREA

Based on clusters of demographic and buying behavior characteristics used to predict consumer behavior, 49 percent of the Primary Trade Area households belong to clusters grouped under the heading "Urban Uptown", defined as the nation's wealthiest urban consumers with the most sophisticated tastes. Those in this group are college-educated and ethnically diverse, and tend to frequent the arts, shop at exclusive retailers, drive luxury imports, and travel abroad. The diverse, predominantly childless consumers who pursue active lifestyles, called "Midtown Mix" represent another 23 percent of Trade Area households. These mid-scale, urban consumers are the most ethnically diverse, frequent bars, health clubs, and restaurants at high rates, drive small imports, and typically acquire the latest consumer electronics. The Primary Trade Area has three to 10 times greater concentration of households in these clusters than does the nation as a whole (Refer to the Upper Broadway Strategy report for more details).[2]

2.1.2 HISTORICAL DEVELOPMENT

Since Oakland's incorporation as a city in 1852, Broadway has served as the city's Main Street. The city's development generally moved north from downtown along street car lines on Broadway and Telegraph Avenue towards the Oakland hills. By 1903, the blocks now forming portions of the Plan Area were nearly fully built out with medium sized, single family houses. However, by 1911, garages and other automobile-related sales and service businesses begin appearing along Broadway as the center for Oakland's automobile service and

2 *Market Demand Analysis for Preparing the Broadway/Valdez District Specific Plan*, Hausrath Economics Group and Urbanics Consultants Ltd., June 2009, based on data from the *Upper Broadway Strategy*, Conley Consulting Group and Claritas Inc., August 2007.

Decorative brick garage at Webster Street and 24th Street was built in 1919.

The former YWCA Blue Triangle Club on Harrison Street was built in 1925.

The Queen Anne-style building on Broadway and 29th Street was built in 1892.

sales began shifting to upper Broadway beyond 20th Street. This pattern continued through and beyond the 1920s, with this stretch of Broadway becoming more commercial than residential in focus. Eventually, Oakland's Auto Row developed into the second most important automobile retail center in the Bay Area, after Van Ness Avenue in San Francisco.

In spite of the fact that streetcars transported residents and commuters along Broadway until the system was dismantled in 1948, the area's development as Auto Row was natural. The area's location near to, but immediately outside of, Downtown Oakland where commercial real estate was less expensive, allowed dealers to assemble fairly large parcels for the display of automobiles along a major commercial thoroughfare that connected Downtown to the prosperous outlying neighborhoods like Piedmont and Rockridge, whose development owed a great deal to the automobile.

Well over half (60 percent) of the buildings in the Plan Area were constructed prior to 1920, and nearly 90 percent (87 percent) were constructed before 1950. The majority of these buildings evolved out of the auto industry, with the primary building types being Beaux Arts and Moderne automobile showrooms, early 20th century utilitarian service garages, and 1920s decorative brick commercial buildings. Remarkably little changed in the latter half of the 20th Century. The focus remained primarily on automobile sales and service and new development was quite limited.

2.2 LAND USE CONTEXT

2.2.1 EXISTING PLAN AREA LAND USES

Consistent with its historic identity as Auto Row, the predominant land use in the area continues to be automotive sales and service related uses (e.g., automobile dealerships, car rental retailers, repair service garages, etc.). These uses occupy nearly half the developable area, and are distributed throughout the Plan Area. Non-automotive commercial uses are

the next most prevalent in the area (15.8 percent). In 2012, there were several remaining dealerships on Auto Row offering various brands of new and used cars, including: Volkswagen, Audi, Acura, Honda, Mazda, Infiniti, Mercedes Benz, and Chevrolet. There were used/pre-owned car dealers, auto repair facilities, and auto parts stores as part of larger dealerships and as smaller, independent operations. In addition, there are several car rental businesses in the area.

Altogether, automotive and non-automotive commercial uses account for two-thirds of the developable area. Figures 2.3: Existing Land Use Summary 2012 and 2.4: Existing Plan Area Land Use summarizes Plan Area land uses and their corresponding acreages. The majority of the area's commercial uses are clustered along Broadway to benefit from the visibility provided by frontage on the Broadway corridor. The land use mix tends to be most diverse in the southern half of the Plan Area, closest to Downtown. As an example, of area's eight restaurants, all but one is located in the southern half of the area.

Housing, which is limited in the Plan area, occupies 14 percent of the developable area and is generally located along the area's southern and eastern edges. Older single-family and small multi-family buildings that were constructed prior to World War II are clustered on the area's east side along Brook Street, Richmond Avenue, Waverly Street and Harrison Street. Two, more recently developed, high-rise residential buildings supply the majority of the area's housing units on less than 17 percent of the residential land. The 12-story Valdez Plaza, on 28th Street east of Broadway, provides 150 senior housing units (90 independent living and 50 assisted living units), and the 21-story 100 Grand development on Grand Avenue provides 238 units of market rate housing.

Medical uses, which consist primarily of office space, represent a small (3.5 percent of developable area) but important complement of uses for the area. These uses are generally located along Webster Street in close proximity to the Alta Bates Summit Medical Center. The largest of these is the 12-story Broadway Medical Plaza

Businesses involved in automobile sales and service represent the primary land use in the Plan Area.

building at Webster and Hawthorne streets and the 15-story office building at Grand Avenue and Broadway. The rest are generally small professional offices located in former residential buildings. Non-medical office use in the Plan area is extremely limited.

Parking, not including private parking structures attached to specific developments (e.g., the YMCA and the Broadway Medical Plaza) or the surface lots used by auto dealers as display/storage areas, is the fourth most prevalent use in the area, occupying nearly 7 percent of the net developable land. This includes primarily surface parking lots, but also includes the free-standing parking garage at Waverly and 23rd.

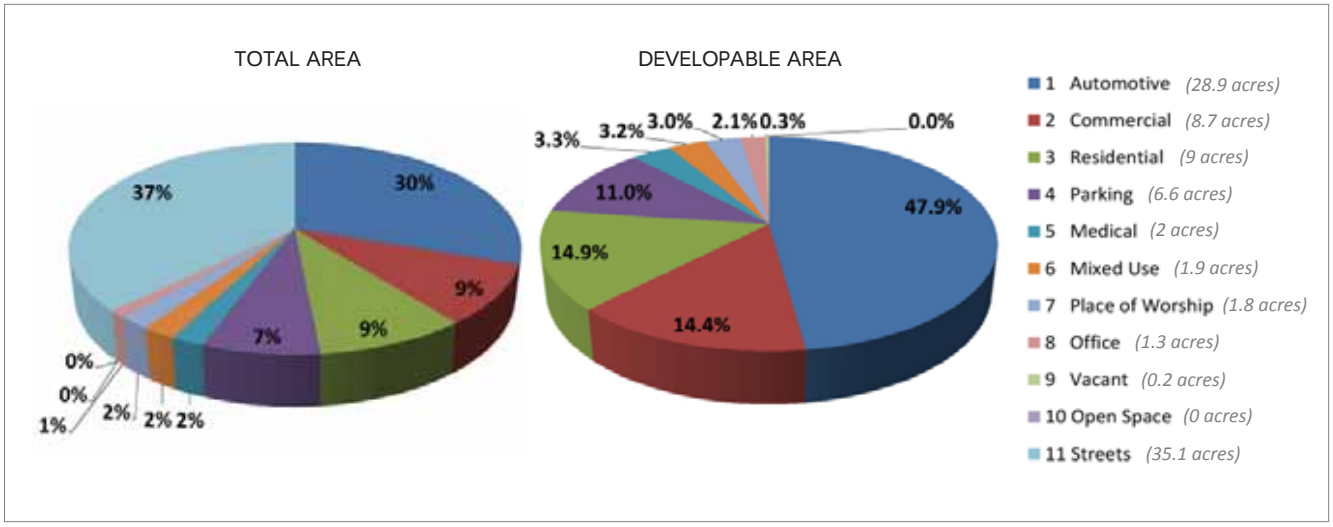
Two important institutional uses in the Plan Area that serve as landmarks and destinations are the historic First Presbyterian Church at Broadway and 27th, and the YMCA at Broadway and 24th.

There is no designated parkland in the Plan Area (Refer to Section 2.4.1 for description of parklands that are proximate to the area). The only public open space consists of two plazas along Broadway, one at 25th Street and one at 27th Street. The plazas were created as part of a redevelopment effort in the 1970s to enhance the image of Broadway's Auto Row by investing in new streetscape amenities. The intent was to create spaces that could be jointly used by adjacent automobile dealers to display their vehicles and by the public. In spite of the new lighting, decorative paving, and public art, the plazas receive very little public use.

2.2.2 SURROUNDING AREA LAND USES

The Broadway Valdez District is surrounded by a number of distinctive and dynamic neighborhoods and districts with land use and development patterns that are distinctly different from each other and from the Plan Area. These surrounding areas, shown in Figure 2.5, have the potential to positively influence the future direction and success of Plan Area development.

FIGURE 2.3: EXISTING LAND USE SUMMARY 2012



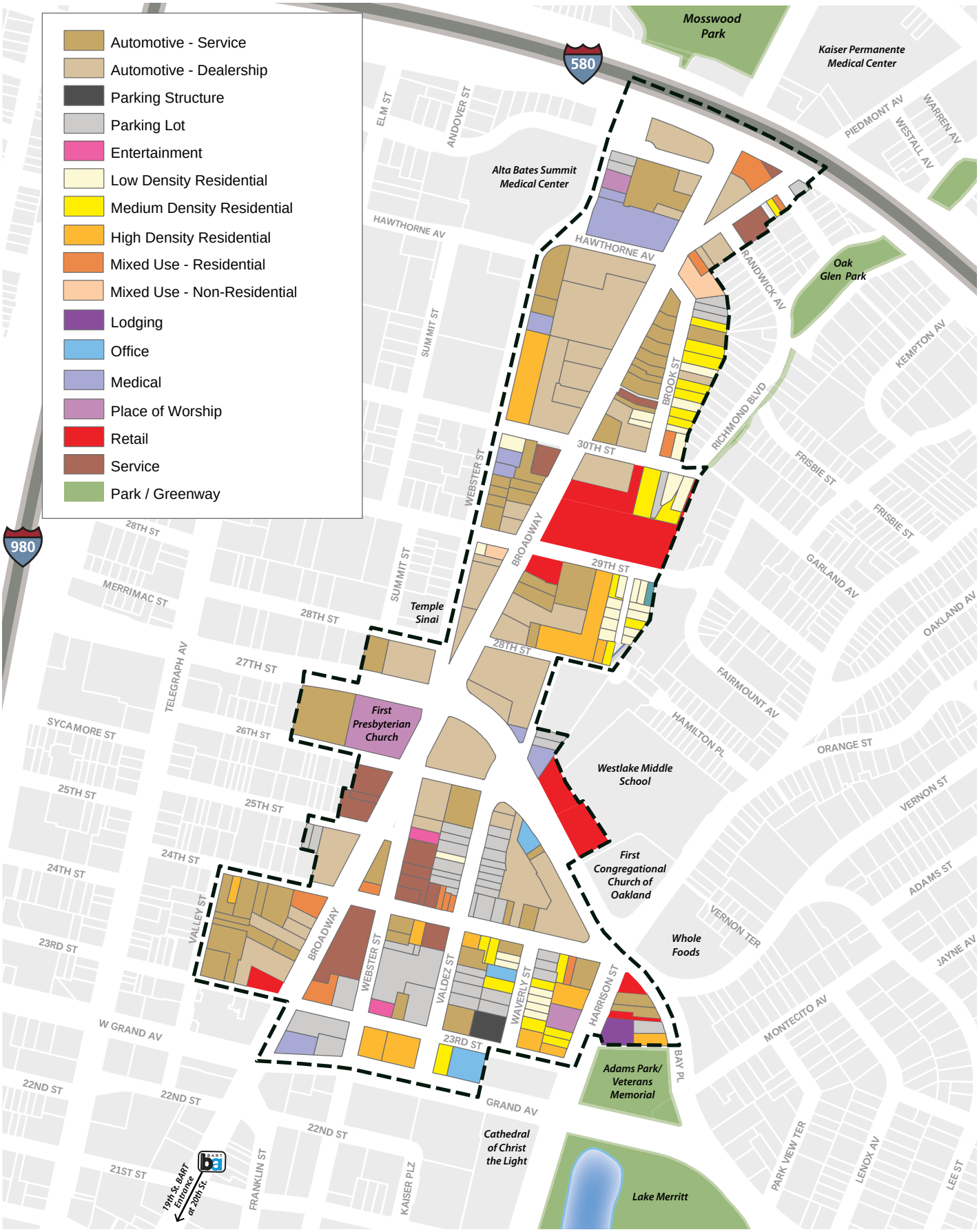


FIGURE 2.4: EXISTING PLAN AREA LAND USE

Automotive businesses occupy just under half of the developable area.

Parking occupies nearly 10 percent of the developable area.

The Fox Theater and the Uptown district attract visitors from all over the Bay Area and beyond.

The monthly Art Murmur Art Walk attracts crowds to the growing cluster of galleries in the 25th Street Garage District.

LAKE MERRITT/KAISER CENTER OFFICE DISTRICT

The Plan Area is located at the northern edge of Downtown Oakland and benefits from the increasingly positive energy, market interest, and new development that is taking place in nearby parts of Downtown. The Lake Merritt/Kaiser Center office district, which extends south of Grand Avenue between Broadway and Lake Merritt, is a major employment center that brings thousands of workers Downtown each day. Recent development such as the LEED-Gold rated Center 21 office tower and plans for additional major office development on the Kaiser Center properties on Webster between 20th and 21st streets illustrate the interest in furthering the employment potential of the area.

UPTOWN ENTERTAINMENT DISTRICT

The past decade has seen the emergence of the vibrant Uptown dining and entertainment district to the southwest of the Plan Area. The entertainment component is anchored by the Downtown's two historic theaters, the Paramount Theatre and the recently restored Fox Theater. These are complemented by a growing number of restaurants, cafés, and bars including new establishments such as Luka's Taproom & Lounge, Plum, Plum Bar, The Punchdown, Ozuma, Pican, and Flora which are clustered near the southwest corner of the Plan Area. These, in turn, have been a catalyst for new restaurants in the south end of the Plan Area, such as Mua, Hawker Fare, and Noble Coffee. To a large extent, the vibrant nightlife and growing interest in the area from commercial uses reflects the development over the last decade of new housing in Downtown, including the Forest City Uptown development and several housing developments in the vicinity of Broadway and Grand Avenue (e.g., the Broadway Grand and 100 Grand).

"ART MURMUR GALLERY DISTRICT" (25TH STREET GARAGE DISTRICT)

In tandem with the blossoming of the Uptown District has been the emergence of a new arts district in the historic 25th Street Garage District, also referred to as the "Art Murmur Gallery District", that lies just west of the Valdez Triangle. Taking advantage of the relatively inexpensive rents and the distinctive, and distinctively funky, architectural character of the historic garages, a number of galleries and cultural venues have come together and formed the Oakland Art Murmur (OAM), which now includes twenty-one galleries and nine mixed-use art spaces.

OAM, whose mission is to support art and cultural venues that are dedicated to increasing popular awareness of and participation in the arts of Oakland, currently showcase nearly 1,000 local and national artists in 200 exhibitions each year, and their monthly art walks that occur on the First Friday of every month and Saturday Strolls have put the area on the Bay Area cultural map attracting hundreds of people each month from around the Bay not only to attend gallery receptions but also street performances, one-night art installations, and social and political activities.

MEDICAL CENTERS

Healthcare also represents a well-established use in the area and a major employer. The 20-acre campus of Alta Bates Summit Medical Center is located in the area known as "Pill Hill" to the northwest of the Plan Area. The campus includes a hospital, outpatient services, and related medical uses and facilities, as well as a nursing college. Additional medical offices and related uses are located in the surrounding area, including the Plan Area. In addition to Alta Bates Summit, a second major medical center, the Kaiser Permanente Oakland Hospital and Medical Center, is located just north of the Plan Area, on the other side of I-580.

Both medical centers bring a large number of employees, patients, and visitors into the area each day, many traveling through the Plan Area. Both institutions are also in the process of complying with the State's Hospital Facilities Seismic Safety Act legislation which involves incorporating state-required seismic upgrades, or in many cases completely replacing their facilities. These

The Kaiser Permanente and Alta Bates Summit medical centers are investing millions of dollars in new facilities.

The 100 Grand residential mixed use high-rise is representative of more recent development in the vicinity.

improvements will result in completely new, state-of-the-art health care facilities that represent long-term commitments by both institutions to remain in the area.

RESIDENTIAL NEIGHBORHOODS

In addition to the new housing being built in Downtown, the area is surrounded by long-established residential neighborhoods to the east, west, and north. These residential neighborhoods serve markets which value the area's proximity to employment in the Downtown and the two medical centers, Downtown entertainment and cultural activities, Lake Merritt's recreational amenities, and convenient regional transit to San Francisco and East Bay destinations via AC Transit and BART.

Housing in these neighborhoods is primarily in apartment buildings with five or more units (comprising 76 percent of all Downtown housing in 2000) combined with a mix of lower-density, single family homes, duplexes, and three/four-plexes. Senior housing developments in the area include two high-rise complexes: Westlake Christian Terrace at Valdez and 28th and St. Paul's Towers on Bay Place southeast of the Plan Area. The "Harri-Oak" (Harrison and Oakland Avenue) and Adams Point neighborhoods on the hills just east of the Plan Area consist of a mix of houses and apartments. West of the Plan Area, the mixed-use Koreatown/Northgate neighborhood along Telegraph Avenue is separated from the Plan Area by the medical uses on Pill Hill. While there are also established residential neighborhoods north of the Plan Area, they are separated from it by I-580 and commercial development along MacArthur Boulevard, Piedmont Avenue, and Broadway.

2.2.3 DEVELOPMENT CHARACTER

Topography. Topographically, the Plan Area is situated in a shallow valley that slopes down from north to south and is framed by ridges—Pill Hill to the west and the "Harri-Oak" neighborhood to the east. The effect of this is to create a subtle definition of the area and an orientation

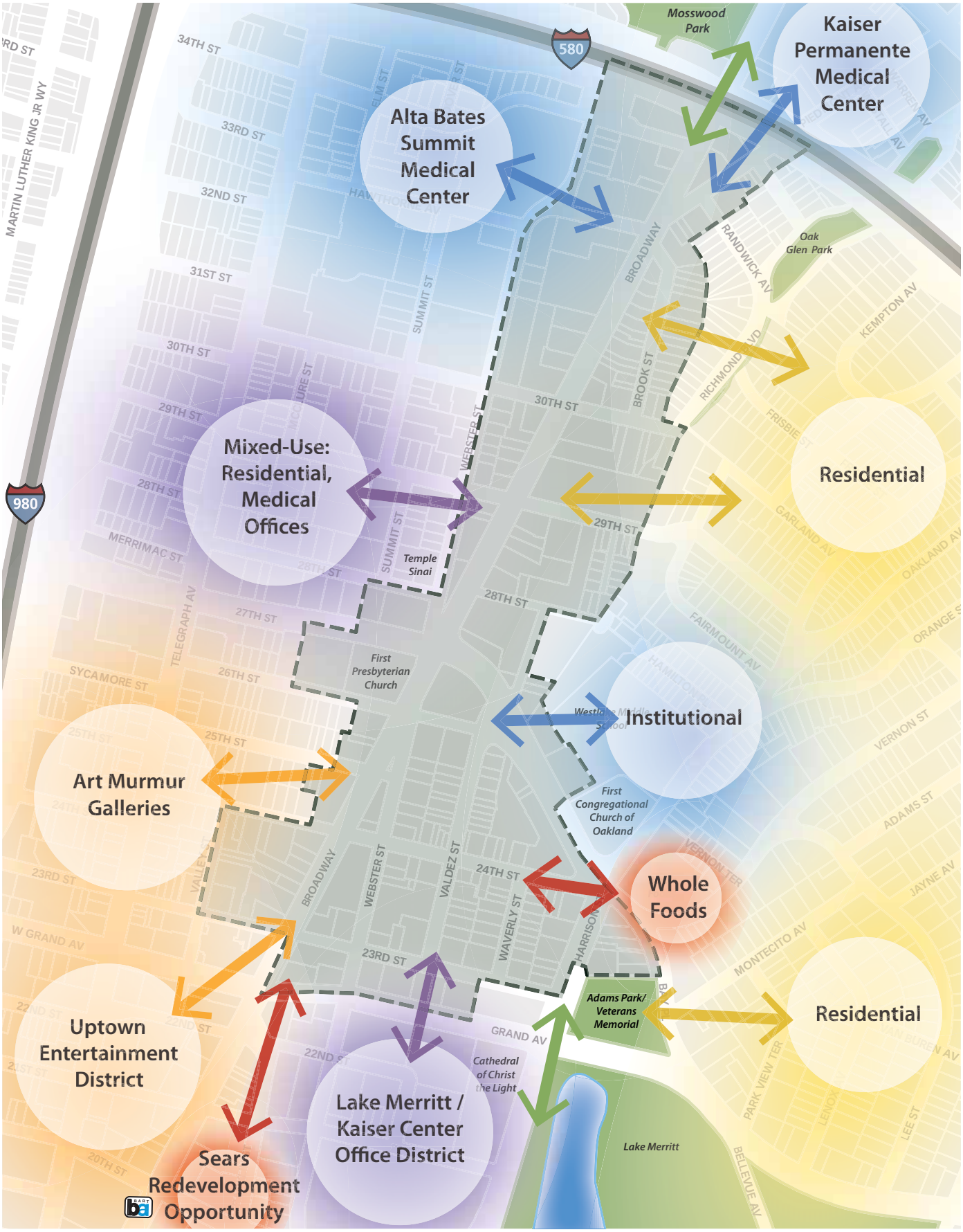


FIGURE 2.5: SURROUNDING AREA LAND USES

toward Downtown and Lake Merritt. The area's long, narrow configuration and the relatively shallow parcel depth on either side of Broadway means that current retail development tends to be strung out in a long line with little commercial activity on the side streets.

Streets and Blocks. Broadway, which extends the length of the area, bisects the underlying grid of streets on a diagonal which has created an irregular block pattern that is characterized by a series of triangular and trapezoidal shape blocks. The irregularly shaped and sized blocks creates conditions that are often constrained for development due to shallow lot depths and inefficient shapes. However, it also has resulted in a series of distinctively designed 'flat-iron' buildings such as the historic Arnstein-Field & Lee Star Showroom at the intersection of Broadway and Webster Street, and a series of unique sidewalk configurations such as at 27th and Broadway and 25th and Broadway where extra wide sidewalk plazas are used for a combination of public space and automobile showcases.

The Lake Merritt / Kaiser Center office district borders the area to the south.

Parcel Size. The lotting pattern in the area is generally quite diverse, with some areas having primarily small parcels and others a mix of large and small parcels. The result is a very irregular and eccentric pattern of development that conforms to the patterns established by legal parcels (and ownership patterns) without any obvious regard for the resulting development character. Overall, however, parcel sizes in the Plan Area tend to be small. Over 75 percent of the parcels are less than 0.25 acres. While these smaller parcel sizes have the potential to create a finer-grained, more interesting and comfortable pedestrian environment, they also have the disadvantage of making redevelopment more complicated and potentially less viable.

Development Pattern. The development pattern in the Plan Area is much less compact than that found in Downtown. The lower lot coverage reflects the concentration of automotive uses in the area that devote large areas to sales lots and vehicle storage, and to the Area's greater dependence on surface parking. The dedication of large areas to surface parking and automobile sales lots results in a current development pattern that is dispersed and fragmented, lacks consistent physical form, and contributes to a poorly defined public realm. Few blocks in the Plan Area have sections where buildings form a consistent street wall that frames the street with active storefronts, without major gaps. The few places where there is a consistent street wall, such as along Broadway between 25th and 26th streets, the presence of automotive-related showrooms and repair garages undermine the pedestrian environment with physical distractions such as curb cuts, driveways and roll-up garage doors and uses that provide limited interest to most pedestrians.

Building Character. The architectural character of buildings in the Plan Area is quite diverse but a few characteristics are prominent:

- The majority of the existing buildings are older. Over half (60 percent) of the building stock was constructed prior to 1920, and the vast majority (87 percent) was constructed prior to 1950. Buildings

constructed since 1950, are generally larger and denser than other buildings in the area. For example, the Valdez Plaza Residences, Broadway Webster Medical Plaza, YMCA, and 180 Grand Parking Garage are the only mid-rise buildings in the area, and the latter three all include structured parking as a primary use.

- The majority of the existing buildings in the area were designed for automotive sales and service type uses. As such, these buildings typically have large, open floorplates and tall ceilings. The earlier, pre-1920 structures are primarily masonry buildings, while those built after 1920 are generally built with concrete or concrete block.
- The prevalence of older buildings contributes to the area's character and identity. Even though many of these buildings were originally designed for very utilitarian purposes, the quality of the construction and craftsmanship distinguishes them from many of the existing buildings constructed since 1950 which tend to have a generic, nondescript quality.
- No single architectural style predominates in the area, but the stylistic diversity is quite distinctive. Commercial buildings include Beaux Arts, Art Deco, Moderne, 1920s decorative brick, and early 20th century utilitarian service garages, while residential buildings include a mix of Craftsman, Colonial Revival, or Mission Revival styles.
- Designated historic buildings represent important landmarks. Buildings such as the First Presbyterian Church, the Queen Anne-style mixed use building at Broadway/29th, the Packard Lofts Building at Broadway/24th, and the two flat-iron buildings at Broadway/28th Street and Broadway/Piedmont Avenue add quality and character to the area.
- The majority of the existing buildings maintain a low profile. Over 90 percent of the buildings in the Plan Area are one (65 percent) or two (27 percent) stories in height. A dozen or so taller buildings, ranging from 3 to 12 stories are scattered throughout the area.

2.2.4 OPPORTUNITY AREAS

The designation of "Opportunity Areas" is a way to understand what is most likely to change over the next several years. They represent a "best guess" at areas that are most susceptible to change. However, it is up to individual owners to decide whether or not they want to develop their property. That being the case, some opportunity areas may not develop as expected, while others that are not identified may redevelop.

Figure 2.6 shows sites that are vacant or considered underutilized, and may have potential for land use or intensity change over the long-term (25 years). For purposes of this analysis, underutilized parcels include those that: are undeveloped or have no structures; are used for surface parking/auto sales lots; have a Floor Area

The gradual slope on Broadway creates a natural orientation to Downtown.

Long established residential neighborhoods border the Plan Area to the east, west and north.

Development opportunity areas include auto dealership sales lots ...

... surface parking lots ...

... and vacant buildings and parcels.

Ratio (FAR)3 of less than 0.33, or have buildings that are currently vacant.

Based on these criteria:

- Eighteen parcels, totaling 6.7 acres, are undeveloped or have no structures (e.g. automobile sales lots).
- Forty-eight parcels, totaling approximately 10.9 acres, are actively being used as parking lots.
- Four parcels, totaling 4.0 acres, have a floor-area-ratio of less than 0.33.
- Eight parcels, totaling 1.5 acres, have existing buildings that are currently vacant.

Altogether, 23.1 acres of land, or 38 percent of net developable land within the Plan Area, can be considered to be underutilized. Identification of potential Opportunity Areas is a way to understand the potential for future development, to understand patterns of where new development may occur, and how new development could relate with areas less likely to change.

2.3 MARKET CONTEXT

The Specific Plan market analysis was undertaken in the Fall of 2009, when the national and local economies remained in a deep and protracted global recession. While there are some indications that the recession which started in late 2007 may be abating, the collapse of demand across many economic sectors persists. The recession has impacted the availability of capital (both equity and debt) to fund development, and depressed property values have rendered new development of most land uses infeasible in the near term. In the absence of some currently unforeseen factor that emerges and accelerates the projected slow recovery, the after-effects of the recession will likely linger, depressing development activity for several years. Given this context, the following sections describe the Plan Area's likely market strengths as the economy recovers.

3 Floor Area Ratio is defined as the total square feet of a building divided by the total square feet of the lot the building is located on.

FIGURE 2.6: UNDERUTILIZED SITES

2.3.1 RETAIL

Comparison Goods Retail. Oakland represents one of the most under-retailed major cities in the United States. Yet as the largest city in the East Bay, in terms of both employment and population, Oakland represents a large and potentially lucrative market for retail goods and services with approximately 420,000 residents and 214,000 local jobs. Oakland's households span a range of incomes, but its buying power is strong, with an average household income of $76,000 (2007), and per capita income of $32,000 per year, 25 percent above the statewide average. In addition, 64 percent of the people employed in Oakland (approximately 137,000) are residents of other communities, which represents additional potential for retail sales over and above the sales supported by City residents. This includes a large number of office employees working in Downtown Oakland, in close proximity to the Plan Area. Just over half of the Oakland workforce (approximately 110,000) is employed in the Central and North Oakland areas including and surrounding the Plan Area.

Oakland's population has been growing, spurred by substantial new housing development Downtown and throughout the City. With the growth of households and population, there also has been growth of incomes and increases in the purchasing power of City residents. In fact, incomes in Oakland have been rising more quickly than in many other parts of the Bay Area.

The citywide retail market study (2008) estimated the retail expenditure potential of Oakland residents to be $1.6 billion for comparison goods, which are products sold in stores such as apparel, home furnishings, specialty, and department and other general merchandise stores. Sales by Oakland comparison goods retailers represent only about one-third of residents' comparison goods expenditures. The comparison of expenditure potentials and actual retail sales indicates that $1.0 billion in potential annual sales, or about two-thirds of comparison goods expenditures, are not captured by Oakland stores and can be referred to as "retail leakage." Most of that leakage is lost to stores in other communities. Among comparison goods retailing

Creating an attractive retail destination will help the City retain sales tax revenues and provide a place for local residents to shop.

categories, leakage as a percentage of expenditures is largest for apparel and department and other general merchandise stores.

It also is likely that Oakland consumers spend less than other similar Californians due to a lack of convenient shopping opportunities. The citywide retail market study further identified that, compared to the state as a whole, and to neighboring cities, Oakland captures significantly less per capita for retail goods sales overall (all types of stores). Given the similarities in per capita income with the state as a whole, the expenditure potential of Oakland residents should be at least on par with state averages.

The market analysis indicates that the Plan Area would only need to capture about 12 percent of the total comparison goods expenditures from Primary Trade Area (see Figure 2.2) residents to support 1.0 million square feet of retail and $280 million annually in comparison goods retail sales. This scenario assumes that up to 70 percent of the sales would come from residents of the Primary Trade Area, with the balance of sales coming from residents of the surrounding trade areas (other Inner East Bay areas and surrounding residents, most within the 20-minute drive time area). This is considered a very achievable market share given the high leakage of comparison goods retail spending that currently exists. The Primary Trade Area for the Broadway Valdez District generally extends from the southern border of the University of California campus in Berkeley to Oakland's southern boundary and from the East Bay Hills to the Bay, including the cities of Alameda and Piedmont in their entirety.

Convenience Retail. In addition to comparison goods, there is also significant potential for smaller convenience retail tenants and local service uses in the Plan Area, particularly in the longer term as future area residents, employees, and shoppers begin to generate increased demand. Given the presence of two major medical centers nearby, there is probably some unmet demand

Comparison Goods Retail and Convenience Goods Retail

While there is potential for both types of retail in the Plan Area, attracting comparison goods retail is the primary goal because it addresses the City's objective of alleviating sales tax leakage.

Comparison goods are those goods and services that consumers typically would spend extra effort (i.e., "shop around") in order to get a better price or to find the precise brand or style they want. Typically, comparison goods are costlier than convenience goods, are more durable in nature, and are less frequently purchased. Comparison retailers offer goods such as general merchandise, clothing, jewelry, toys, books, sporting goods, home furnishings, appliances, and electronics. Because consumers are willing to travel longer distances to do their comparison shopping, the market area is generally much larger geographically than for convenience shopping. Comparison retailers come in a variety of formats and ownership models such as full price department stores (e.g. Macy's, Nordstrom, McCaulou's), discount department stores (e.g. Target, TJ Maxx, Ross) apparel stores (e.g., Gap, Nike, Men's Warehouse, Ann Taylor, H & M, A Diva's Closet, Rockridge Rags), and specialty stores (e.g., Apple, REI, Sur La Table, See Jane Run Sports, Oaklandish, Philippa Roberts).

Convenience goods are those that consumers need immediately and frequently, and are therefore purchased where it is most convenient for shoppers. Shoppers, as a rule, find it most convenient to buy such goods near home, near work, or near a temporary residence when traveling. Convenience goods are generally widely distributed and relatively inexpensive, and include items such as groceries, toiletries, alcoholic and soft drinks, tobacco products, candy, magazines, and newspapers. Because a convenience good can be found readily, the market area for convenience retailers is geographically small. 7-Eleven, Walgreens, and Safeway are examples of convenience retailers.

for late night convenience and eating/food places, as both of the hospitals have late night and early morning shifts. Similarly, there is late-night employment at the senior care residence facilities located in the Plan Area, and in nearby and surrounding areas.

While there will be growth of spending for convenience retail and service uses, and there may be some untapped demand currently, there also are several neighborhood commercial districts and retail areas nearby that have an established presence and will continue to meet at least a portion of the demand generated by area. The ability of the Plan Area to serve local convenience/service markets will be enhanced in the future not only by increased local population, but by the establishment of destination retailing. Establishing the area as a major retail location will generate activity levels that will be attractive to smaller convenience tenants.

2.3.2 HOUSING

Since the late 1990s, there has been substantial development of new housing in Downtown Oakland in response to a number of regional trends, including: strong regional housing demand, fewer remaining locations for development in the suburbs, renewed interest in central city living, and a relatively affordable land supply. In addition, new Downtown housing development has been encouraged by regional and local Smart Growth land use policies, including former Mayor Jerry Brown's 10K Initiative to attract new housing development to Downtown Oakland. While a large majority of units built were in the Downtown and Jack London Square, a notable share (about 700 units) was built in the Plan Area vicinity, to the north of Grand Avenue.

Since 2007, the major downturn in the housing market and the economic recession have slowed the absorption of new units in Oakland, reduced sales prices, and resulted in new for-sale housing being rented or leased, at least for the foreseeable future. The lower sales prices and rents and problems securing financing, make it challenging to develop new housing projects at the present time and for the foreseeable future. While the Bay Area economy seems to be improving, the timing for recovery of housing market conditions is uncertain, and likely to be slow. Once the economy recovers, housing prices and rents will still need time to return to levels that cover the costs of new construction and result in feasible projects.

High density mixed use developments like the Broadway Grand illustrate the area's potential once the market recovers.

Once the housing market rebounds, the trend for housing development Downtown and in the areas north of Grand Avenue is anticipated to continue. Over the longer term, market potential for housing development in the Plan Area is expected to be good. There are already approximately 670 units in approved projects in the Valdez Triangle that are currently "on hold" pending recovery of the economy and housing market. The presence of large available sites in lower-density auto and parking uses, and the proximity to vibrant office and entertainment districts, makes the Plan Area attractive to housing developers. Further, City land use policies allow and encourage higher-density housing in the area north of Grand Avenue.

However, when the housing market recovers, there will also be a large number of already approved projects and projects currently in predevelopment that are likely to be built before other new developments occur. The pipeline of approved and pre-development projects could affect the timing and nearer-term feasibility of mixed-use development with major retail and housing.

There is demand for both for-sale and rental housing and for housing affordable to households across a range of income levels. The market characteristics of people attracted to live in this part of Oakland include:

- Singles and couples with few or no children
- Younger generation, ages 18-34
- Seniors
- People who work nearby, in Downtown and in the hospital medical centers
- Those who value accessibility to transit (green/ sustainable ethic)
- People who want proximity to dining, arts, entertainment, and proposed shopping
- Urbanites who find Oakland a desirable, less-costly option to living in San Francisco.

2.3.3 OFFICE

After downtown San Francisco, downtown Oakland includes the second largest concentration of office activity in the region, but there are still numerous sites for office development downtown, as well as plans and approved entitlements for major new office development in both the Lake Merritt/Kaiser Center and City Center office districts. There is potential for additional projects in locations along Broadway between the two office districts. It is anticipated that office growth will continue

Medical office uses can occupy and reuse existing buildings ...

... or potentially generate demand for new office buildings.

to be focused in Downtown area, expanding upon and intensifying the area's office districts where downtown BART and bus services and auxiliary services are in place to serve these office areas.

Because of the strength of the Downtown office market, it is unlikely that sites in the Plan Area will compete for major office tenants, but there is potential for growth of smaller, professional office uses, particularly, as upper-floor uses, in low- and mid-rise buildings that provide an alternative setting, scale and price to the larger, Class A office buildings Downtown. The demand for smaller professional offices is likely to be evidenced once development in the Plan Area starts and will grow after the area begins to get established.

The Plan Area's proximity to both the Alta Bates Summit and Kaiser Permanente medical centers could help in attracting medical and related professionals whose services supplement the larger and more institutional medical services more directly associated with the two medical centers. However, the master plans for both the Alta Bates Summit and Kaiser Permanente medical centers propose to expand medical offices within their campuses. Thus, most of the growth in medical office space is likely to occur within these campuses, on Pill Hill and north of I-580. Given their proximity, the large Plan Area sites along Webster adjacent to Pill Hill could be attractive for larger-scale medical office development or even medical-related research or treatment facilities if the timing and program made these sites more attractive than the currently planned Pill Hill areas. Opportunities for office condos might also be attractive to some medical professionals.

A boutique hotel in the district could help serve the adjacent Uptown and Downtown office districts.

2.3.4 HOTEL

Oakland has a small hotel sector with relatively stable occupancy levels and room rates. Given the hotel sector's small size, however, each new property represents a major change in the city's inventory, thus increasing the market risk. Most of Oakland's hotels are concentrated Downtown, along the Estuary waterfront, and in the vicinity of Oakland Airport. The most probable opportunity to expand the city's hotel sector is from increased corporate demand from an expanded employment base, which could be a positive for the Plan Area given plans for additional office development in the adjacent Lake Merritt/Kaiser Center office district. The absence of competing hotels on the north side of Downtown is another factor that could support a hotel in the Plan Area.

Based on these factors, there may be potential for a hotel in the Plan Area, particularly in later phases after the retail district envisioned for the Valdez Triangle is established. Potentially, a smaller, boutique-style hotel could be attracted, especially one geared toward serving the strong office district and the emerging Uptown entertainment district. The strongest locations for such a hotel are likely to be in the southern and southeastern parts of the Plan Area near Lake Merritt where a taller structure could potentially offer views of the lake, or adjacent to the Uptown District and its restaurants and entertainment venues.

2.3.5 AUTO DEALERSHIPS

Auto dealerships and other auto-related businesses along Broadway Auto Row were hit hard by the recession, but since 2010 have been on the up-swing. Trends locally reflect statewide and national patterns for the auto industry. There were significant declines in auto sales from 2007 through 2009 due to the recession. Consumers drastically reduced auto-related spending, and borrowing became more difficult for both business operations and consumer purchases. Most businesses on Auto Row remained in the area, although there were some that downsized and a few that closed. As indications of market improvements in the area since 2010, a new dealership opened on Auto Row, others expanded their sales areas, and there are plans to modernize existing facilities.

While the primary focus of future Plan Area development is not on the automotive market, car dealerships represent an important existing use and valuable source of sales tax revenue for the City of Oakland. The auto dealerships in the area accounted for 5.5 percent of total sales tax revenue citywide in 2011. While in past years, the City has explored the concept of relocating its automobile dealerships to a single, more accessible location, it currently appears that, with the improvement in the economy, local dealers continue to value Broadway as a location for their businesses, and that the Plan Area will continue for the foreseeable future to be home to a significant cluster of auto dealerships.

From a market perspective, auto dealerships are consistent with the overall objectives for destination retail in the area, particularly if they are appropriately designed with a more "urban showroom" format that is more compact and requires less land area because the bulk of car inventory is stored off-site. Examples of this format are the car dealerships in San Francisco located along Van Ness Avenue, near the Civic Center. Successful destination retailing nearby could be of benefit to auto dealers, increasing their visibility and attracting substantially more people to the area. In addition, auto dealerships would represent another type of destination retailing that would add to the mix of uses and attractions in the area.

Auto dealerships are consistent with destination retail if appropriately designed.

Auto Row continues to be a destination for the regional car purchasers and a valuable economic base for the City

2.4 COMMUNITY RESOURCES

2.4.1 PARKS AND OPEN SPACE

While the Plan Area is surrounded by some of the City's largest and most unique open space resources (see the aerial photo in Section 2.1), the area itself contains no dedicated park space or significant public open space within its boundaries.

Lake Merritt and Lakeside Park, Mosswood Park, the Kaiser Center Roof Garden, and Glen Echo Creek and Oak Glen Park represent four of the most diverse and unique recreational, environmental, and historical resources in the city, and each is a short walk from the Plan Area. Unfortunately, these open space resources are not visually prominent from the Plan Area.

Lake Merritt and Lakeside Park, located just southeast of the Plan Area, is a major public park and visual open space. The 3.4 mile perimeter lake trail is a popular destination for strolling, jogging, and enjoying lake views. Lakeside Park, at the north end of the lake, provides numerous amenities and facilities including Children's Fairyland, the Boating Center, lawn bowling, the Edoff Memorial Bandstand, demonstration gardens, the Junior Center for Arts & Science, and the Rotary Nature Center.

Mosswood Park, located on Broadway just north of I-580, is a 4-acre urban park with basketball and tennis courts, a baseball field, community garden, amphitheater and a community center, in addition to tree-shaded lawn areas. The park hosts numerous events, programs, and classes year-round, in addition to a thriving summer camp program.

Glen Echo Creek, which flows parallel to the Plan Area's eastern boundary and then south into Lake Merritt, provides a linear open space and bit of nature in the urban setting. Oak Glen Park provides 2.79 acres of grassy, oak-shaded glades that extend along the banks of the creek just a block east of Piedmont Avenue.

The 3-acre Kaiser Center Roof Garden, located atop the Kaiser Center's 5-story garage at 21st Street and Webster, is one of the area's hidden gems. The first roof garden built in the United States after World War II and, when it opened in 1960, the largest in the world, is open to the public during the week.

The only public open spaces in the Plan Area are the two plazas on Broadway one at 27th Street and the other at 25th Street. These spaces were created as part of streetscape improvements in the early '90s to enhance the identity of Auto Row. Although attractive paving, lighting and public art was installed to enhance the pedestrian character, the actual use of these spaces by adjoining auto dealers as display areas for their cars has resulted in there being little use of the areas as public open space.

Lakeside Park / Lakeshore Avenue

Kaiser Center Roof Garden

Oak Glen Park

Lakeside Park / Lake Merritt

Mosswood Park

2.4.2 CULTURAL AND EDUCATIONAL FACILITIES

In addition to the cultural and educational facilities that are located in both Lakeside and Mosswood parks, there are a number of cultural and educational facilities in the area that contribute to its character and will enhance future development. One is the Veteran's Memorial Building at Harrison and Grand. This historic 1930's building is used for community athletic and social events, and a meeting place for various community groups, including the American Legion, a dance studio, and a senior center.

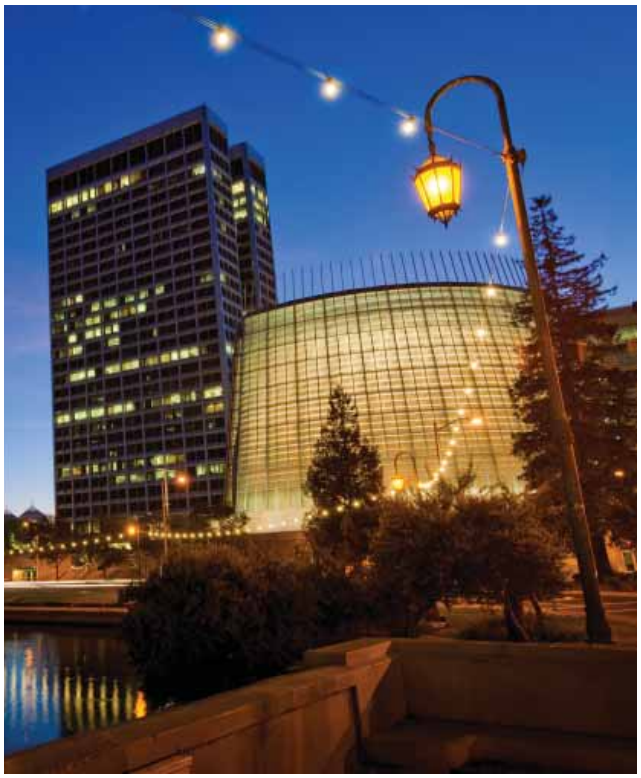
Churches also play an important role in the life of the area, not only as places of worship, but also as venues for concerts and community meetings and events. In several instances, these buildings also are distinctive landmarks due to their architecture, particularly the historic First Presbyterian Church in the center of the Plan Area, and the contemporary design of Cathedral of Christ the Light at Harrison and Grand Avenue. The most prominent churches and places of worship within the Plan Area and surrounding area include:

- Temple Sinai (Webster and 28th Street)
- First Congregational Church (27th and Harrison),
- Cathedral of Christ the Light (Grand and Harrison)
- First Korean Christian Church (Fairmount and 29th)
- St. Paul's Episcopal Church at Bay Place and Montecito
- 1st Presbyterian Church (Broadway and 27th) [in Plan Area]
- Philippian Church (Webster b/w 34th and Hawthorne) [in Plan Area]

There are also a number of schools and institutional uses within the Plan Area and surrounding area, including:

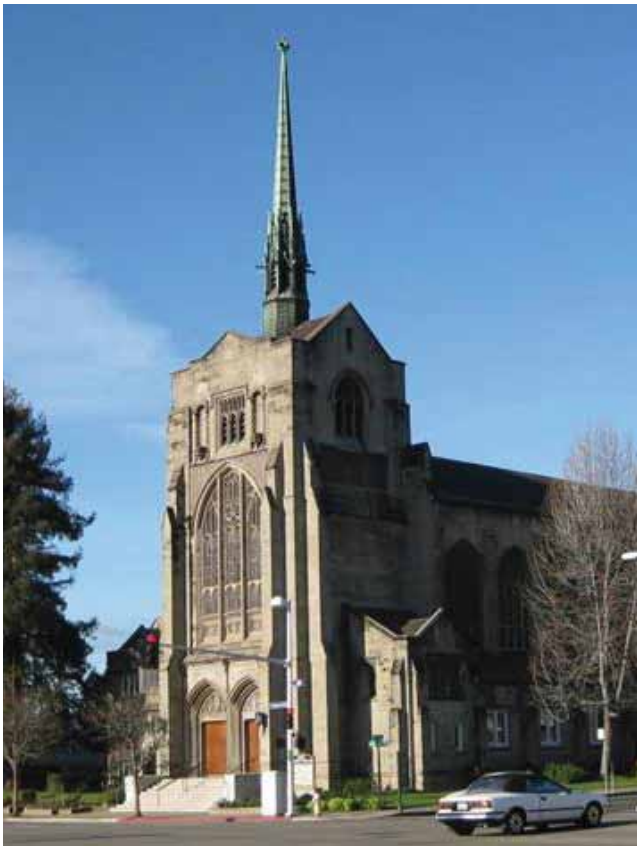
- Westlake Middle School (2629 Harrison Street–in Plan Area),
- Street Academy (417 29th Street)
- St. Paul's Episcopal School (116 Montecito Avenue–in Plan Area)
- Samuel Merritt University (370 Hawthorne Avenue–in Plan Area)

The Koreatown/Northgate area along Telegraph Avenue from 20th Street to 35th Street represents a different kind of cultural resource. The area is a mixed ethnic business district that includes food markets, retail stores, and service businesses oriented toward the Korean, Ethiopian and Middle Eastern populations as well as people from a broader area.



Cathedral of Christ the Light

First Congregational Church



First Presbyterian Church

Koreatown/ Northgate

Temple Sinai

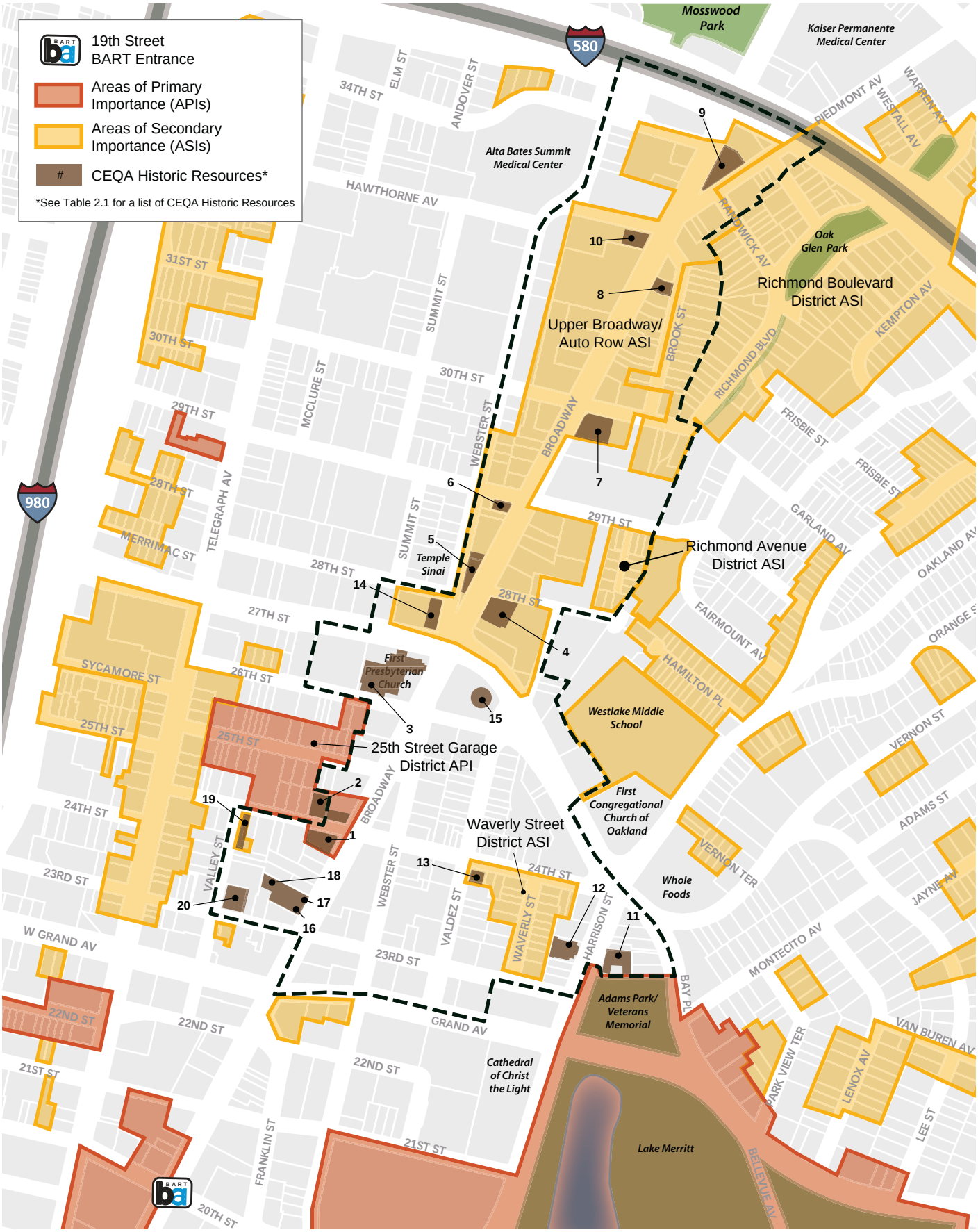


FIGURE 2.7: HISTORIC RESOURCES AND DISTRICTS

2.4.3 HISTORIC RESOURCES AND NEIGHBORHOODS

Broadway has served as Oakland's "Main Street" since the City's earliest years. Initially, development within the Plan Area was residential—now represented by the several remaining single-family homes. From the early decades of the twentieth century, the Plan Area became dominated by commercial development, garages and other automobile-related sales and services. As a result, the majority of the historic resources in the Plan Area are landmarks of the development of Oakland's Auto Row. Overall, the Plan Area has a high proportion of older buildings, with 60 percent having been constructed prior to 1920, and nearly 90 percent constructed before 1950.

The area's many older buildings and distinctive architectural styles are an important reflection of the area's history, and contribute to the area's visual interest and character. The distinctiveness of the area's architecture represents a significant asset around which to plan and build—an asset that can serve as inspiration and context for future designs, and help to ground future development as part of a pre-existing neighborhood. While some of these older buildings have cultural and historic significance to the City, others are individually less significant but still contribute to the area's character and identity.

Overall, there are twenty (20) buildings in the Plan Area that are considered significant historic resources for purposes of environmental review under the California Environmental Quality Act (CEQA Historic Resources) (see Figure 2.7 and Table 2.1). The recognized historic buildings in the Plan Area range from those of highest importance ("A" rating) and major ("B" rating) importance to those of secondary and minor importance ("C" and "D" ratings). The Plan Area includes three A-rated buildings, Oakland's highest level of recognition of historic significance: The First Presbyterian Church, the Seventh Church of Christ Scientist, and the YWCA Blue Triangle Club. There are no resources on the State of California or National Registers.

TABLE 2.1: BROADWAY VALDEZ CEQA HISTORIC RESOURCES

MAP KEY	STREET ADDRESS	YEAR BUILT	HISTORIC NAME
1	2355 Broadway	1913-14	Packard & Maxwell- Don Lee-Western Auto Building
2	2401 Broadway	1913-14	Pacific Kissel Kar Salesroom and Garage
3	2601-19 Broadway	1913-14	First Presbyterian Church
4	2740 Broadway	1929	Pacific Nash Co. Auto Sales and Garage
5	2801-25 Broadway	1916	Arnstein-Field & Lee Star Showroom
6	2863-69 Broadway	1892	Queen Anne-style Apartment Building
7	2946-64 Broadway	1930	Firestone Tire & Rubber Service Station
8	3074 Broadway	1917	Grandjean - Burman (C.) - GM Co - Alzina Garage
9	3330-60 Broadway	1917	Eisenback (Leo) - Strough (Val) Showroom
10	3093 Broadway	1947	Connell GMC Pontiac Cadillac
11	2332 Harrison Street	1925-26	YWCA Blue Triangle Club
12	2333 Harrison Street	1915-18	Seventh Church of Christ, Scientist
13	2346 Valdez Street	1909-10	Newsom Apartments
14	2735 Webster Street	1924	Howard Automobile-Dahl Chevrolet Showroom
15	315 27th Street	1964	Biff's Coffee Shop
16	2335 Broadway	1920	Dinsmore Brothers Auto Accessories Building
17	2343 Broadway	1924-25	Kiel (Arthur) Auto Showroom
18	2345 Broadway	1920	J.E. French Dodge Showroom
19	2366-2398 Valley Street	1936	Art Deco Warehouse
20	440-448 23rd Street	1919	Elliot (C.T.) Shop - Valley Auto Garage

In addition to these historic buildings, the City has identified five areas of historic value that overlap the Plan Area. One is designated an Area of Primary Importance (API) because it contains a high proportion of locally-designated resources. The other four are designated as Areas of Secondary Importance (ASIs) because they contain a group of older buildings that, while not considered historic resources under CEQA either individually or as a group, may have local importance that is worthy of recognition. The location of the historic resources and resource areas are shown in Figure 2.7 and Table 2.1.

The API within the Plan Area is the:

- 25th Street Garage District, which includes a concentrated, intact, and homogenous group of predominantly one-story brick and truss-roofed garages built between 1920 and 1929 that are significant as buildings of a distinctive type, dating from a specific period of Oakland's economic development. The majority of the API lies west of the Plan Area, and includes only two parcels, one on either side of 24th Street at Broadway.

The four ASI's include:

- The Broadway Auto Row District, which includes buildings historically constructed for automobile related uses: auto and auto accessory factories, showrooms, repair and parking garages, and service stations. Most buildings date from the 1910s through 1940s, and the main building types are Beaux Arts and Moderne automobile showrooms, early 20th century utilitarian service garages, and 1920s decorative brick commercial buildings.
- The Waverly Street Residential District, which is a turn-of-the-century residential district consisting of predominantly Colonial Revival and Craftsman-style single family residences from the 1880s to the 1920s, with the majority constructed between 1900 and 1910.
- Richmond Avenue District, which is a residential district that includes approximately 13 Craftsman cottages from the 1910s.
- Richmond Boulevard District, which is an architecturally distinguished turn of the century residential district along Glen Echo Creek and Oak Glen Park that includes predominantly Craftsman and Colonial Revival style single family homes from the 1900s -1920s.

Brook Street Residences are part of the Richmond Boulevard ASI.

1916 flat-iron building at 28th Street in a Beaux Arts derivative Spanish Colonial style.

Residential buildings in the Richmond Avenue ASI.

Art deco detailing is found in numerous auto dealerships in the North End.

1920's brick and truss-roofed garages typify the 25th Street Garage District ASI.

1915 Arts and Crafts bungalow-style Seventh Church of Christ Scientist on Harrison.

The row of single-story garages along the east side of Broadway is characteristic of the Auto Row ASI.

2.5 CIRCULATION

2.5.1 STREET SYSTEM

The Plan Area generally has good vehicular access. As shown in Figure 2.8, regional access to the area is provided via Interstate 580 (I-580), Interstate 980 (I-980) and State Route 24 (SR 24), while local access into the Plan Area is provided by Broadway, Grand Avenue, 27th Street/Bay Place and Piedmont Avenue. Due to the limited connectivity in north-south streets, Broadway serves as the primary north-south vehicular route within the area, with Webster serving an important secondary role. Street discontinuity also affects the areas east-west streets, with few streets that provide connections through the area to adjoining neighborhoods on both sides. 29th Street and 23rd Street provide important local vehicular circulation function because of their through connections.

Operational analysis of the streets indicates that most of the streets have ample capacity and intersections are operating well. The one exception is the 27th Street/Harrison Street/Bay Place intersection which experiences congestion and traffic delays during both the morning and evening rush hours. Generally, traffic volumes on the area's streets are consistent with their street classifications and the number of lanes. However, in some instances streets have been over-designed to accommodate vehicular traffic at the expense of other travel modes (pedestrians, bicycles, transit).

Broadway serves as a major north-south route between the Downtown, the Bay, and the Oakland Hills neighborhoods.

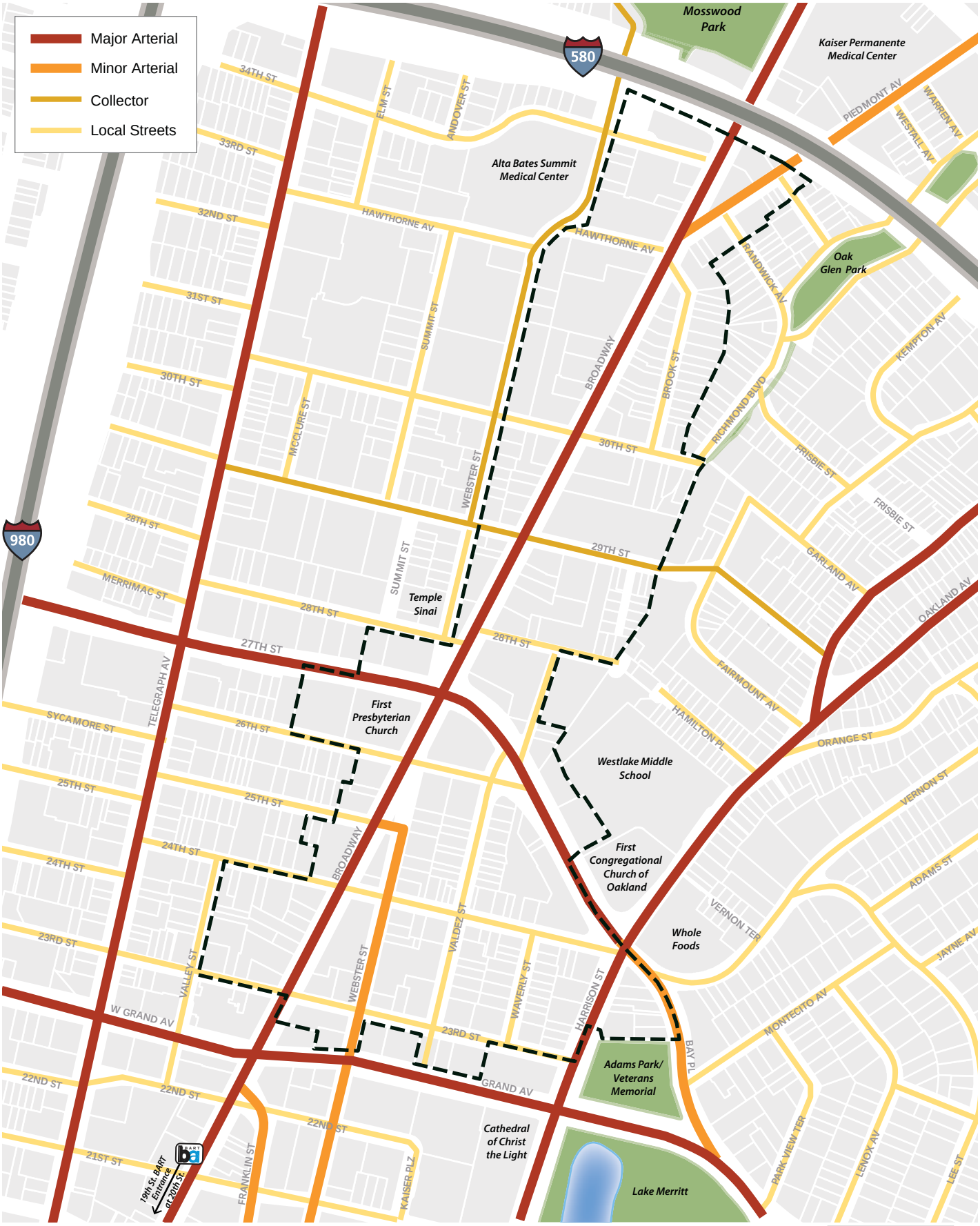
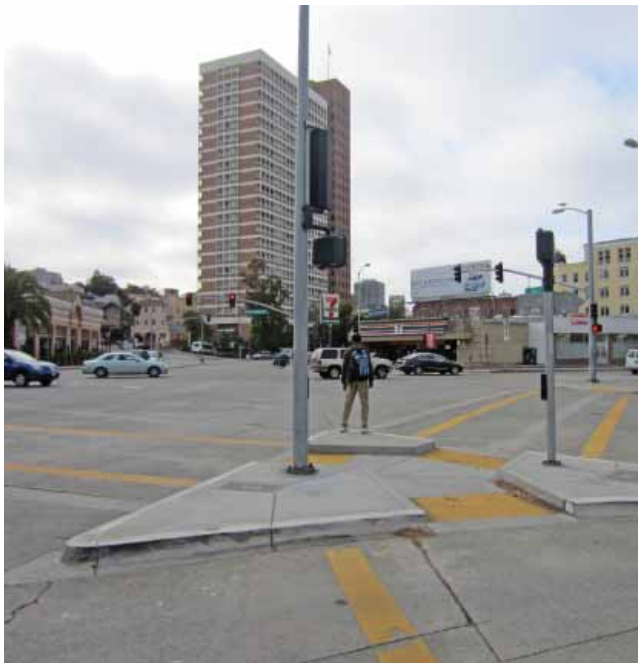


FIGURE 2.8: STREET CLASSIFICATIONS



The intersection at Harrison and 27th Street is one of several that present challenges for pedestrian crossing.

The pedestrian environment along most of the District's streets is functional at best.

2.5.2 PEDESTRIAN SYSTEM

The pedestrian facilities in the Plan Area are typical of an urban environment. Pedestrian circulation is accommodated primarily via public streets and sidewalks. The street network in the area is generally a grid, which provides good pedestrian connectivity, especially to the west and south. To the east of the Plan Area, the connectivity of the street grid is interrupted by Glen Echo Creek and the hilly terrain, but pedestrian connectivity is preserved via a series of pedestrian stairways that connect to the Harri-Oak neighborhood. To the north, I-580 restricts the number of street and pedestrian connections to Webster, Broadway and Piedmont Avenue.

Consistent with its identity as Auto Row, the pedestrian environment can best be described as functional—generally meeting minimum standards, but not establishing a particularly inviting pedestrian environment. Given the automotive orientation of many of the current uses, pedestrian volumes in the area are relatively low. The heaviest pedestrian intersection crossings are near activity centers such as the Harrison Street/27th Street intersection adjacent to Whole Foods Market and Westlake Middle School, and the Broadway/Grand Avenue intersection adjacent to the Uptown District.

All Plan Area streets provide sidewalks on both sides of the street, except for Webster as it passes under the freeway where it only has a sidewalk on the west side. Sidewalk widths in the Plan Area vary from 15 feet along Broadway south of 24th Street, to as narrow as six feet (e.g., segments of Valdez and 24th streets), but generally are 10 feet wide. Consistent with the area's auto orientation, there are a significant number of curb cuts and driveways that cross the sidewalk zone, particularly along Broadway. The level of pedestrian amenity is generally low, with most streets lacking any significant street tree planting or other landscaping, and where street trees exist (such as the Broadway median) they are often in poor condition. Street lighting is primarily provided to illuminate the vehicular right-of-way.

2.5.3 TRANSIT SYSTEM

Transit service to the Plan Area includes BART, AC Transit, and shuttles, which are depicted in Figure 2.9. BART, which provides regional transit connections throughout the San Francisco Bay Area, serves the area from the 19th Street station which is approximately 1/3 of a mile to the south and the MacArthur station which is approximately 2/3 of a mile to the northwest. Local bus service in the Plan Area is provided by AC Transit. Currently the Plan Area is served primarily by Route 51A, which travels along Broadway, connecting between the Rockridge BART to Fruitvale BART stations. Route 51A, which is AC Transit's busiest route, is currently over capacity during peak service periods. Currently, no TransBay buses directly serve the Broadway Valdez District. The nearest TransBay routes are Route CB which stops at the Broadway/ MacArthur Boulevard intersection and Route NL which stops at the Uptown Transit Center adjacent to the 19th Street BART Station.

Bus stops in the Plan Area located along Broadway, Grand Avenue, and Harrison Street are identified with a signpost that identifies the route. Some stops also include information on bus route and schedule. Most stops also provide a bench and some provide a trash receptacle. With one or two exceptions, none of the bus stops in the Plan Area provide a shelter.

In addition to Route 51A, AC Transit also operates the Free Broadway Shuttle (the "Free B"). This grant-funded service provides free shuttle service along the Broadway corridor from Jack London Square to 27th Street. Shuttles run every 10 minutes during weekday commute hours and lunchtime, and every 15 minutes the rest of the day. There also is a weekend night service to support Oakland's restaurant and nightlife that runs between 6 PM and 1 AM on Fridays and Saturdays.

Two privately-operated shuttle services also operate in the area: the Alta Bates Summit Medical Center shuttle and the Kaiser Medical Center shuttle. Both shuttle services operate on a fixed route, providing free service to and from the MacArthur BART Station. The closest shuttle stops to the Plan Area for the Alta Bates Summit Medical Center are on Hawthorne Avenue at Webster Avenue, and on 29th Street at Webster Avenue. The Kaiser Medical Center stops at the Kaiser Hospital on Howe Street and the Mosswood Building at 3505 Broadway, close to the north end of the Plan Area. The Kaiser shuttle, which primarily serves Kaiser employees, patients, and visitors, can also be used by the general public.

Broadway is one of AC Transit's busiest routes, but bus stop facilities are minimal.

The Free B shuttle has been an important addition to local transit, facilitating movement along Broadway.

FIGURE 2.9: TRANSIT

2.5.4 BICYCLE SYSTEM

Conditions on the area's streets are generally favorable for bicycling. The topography is relatively flat, many of the local streets, such as Webster Street and 30th Street, have low traffic volumes, and the major streets generally have been marked or signed for bicycle use. Broadway and Webster Street are important parts of the City's bicycle network due to the linkage they provide to Downtown, and 27th Street is an important east-west bike route, particularly east of Broadway. As a result, all three experience significant bicycle use. Broadway is the only north-south street in the area with Class II bike lanes (from 25th Street to north of I-580), and 27th is the only east-west street in the area with Class II bike lanes (see Figure 6.2 in Chapter 6). Webster Street is designated as a Class III-B Bike Boulevard from 29th Street north to the City of Berkeley and from 25th Street south into Downtown. This latter section has recently been upgraded to add bike lane and shared-lane or sharrow markings placed in the center of the travel lane to indicate that a bicyclist may use the full lane.

The Plan Area's streets provide important links in the City's bicycle network.

The highest bicycle volumes in the Plan Area occur on Broadway south of 27th Street, followed by 27th Street east of Valdez and Webster north of 30th Street.

2.5.5 PARKING

Parking in the Plan Area is provided through a combination of public on-street parking and private off-street facilities. Nearly all the streets in the Plan Area provide some form of on-street parking, including metered spaces, free unrestricted spaces, free time restricted spaces, and disabled spaces. Altogether there are about 1,700 on-street parking spaces in the Plan Area with an average occupancy of about 84 percent at mid-day. Metered spaces, which are located along the major arterials, such as Broadway and 27th Street and surrounding the Alta Bates Summit Medical Center, comprise a little over half the on-street spaces. Free, unrestricted parking, which represents about 37 percent of the on-street parking, is located along the majority of the side streets to the east and west of Broadway, with the exception of the area surrounding the Alta Bates Summit Medical Center.

More than 3,600 off-street parking spaces are provided in the Plan Area in a combination of garages and surface lots (see Figure 6.4 in Chapter 6). These off-street parking facilities, which are generally open to the public, are clustered in two areas: at the south end around 23rd Street and Webster Streets, and in the north near the Alta Bates Summit Medical Center. Approximately 1,600 spaces are located around the south cluster, with an average mid-day occupancy of 60 percent. Approximately 1,700 parking spaces are provided in the northern area, with an average occupancy of 93 percent. Overall, the average occupancy of the off-street spaces was 77 percent.

Both the on-street and off-street parking represent a potential asset for future development, but off-street spaces that are located in surface parking lots are likely to be of only interim benefit until such time as their sites are developed.

2.6 INFRASTRUCTURE

As an area that is already fully developed, the Plan Area is completely serviced with existing utilities. However, new development will require some upgrades of aging infrastructure and/or new utilities to meet the needs of the increased population and development intensities.

2.6.1 SANITARY SEWER

The City of Oakland is responsible for operation and maintenance of the local sanitary sewer system within the Plan Area, while the East Bay Municipal Utility District (EBMUD) is responsible for operation and maintenance of interceptor lines and the treatment of sewage. Two main collection systems flow through the Plan Area generally from north to south. One system is within Broadway, while the other collection system flows generally along the eastern limit of the Plan Area. Both of these systems connect to a 33- and 36-inch sewer trunk line in 24th Street. The portion of the Plan Area south of 24th Street flows south and eventually connects to the 66-inch sewer trunk line in 20th Street. Both the 33-inch and 66-inch sewer trunk lines flow west to West Grand Avenue and eventually connect to the EBMUD interceptor that flows to the Main Wastewater Treatment Plant.

Review of the existing system indicates that the Stormwater Basin 52 is currently operating above its allocated capacity. Any increase in sewer generation levels beyond that generated by existing land use will need to be reviewed to assess potential upgrades to other basins through Inflow & Infiltration (I&I) rehabilitation to allow additional capacity to be reallocated to Basin 52. In addition, isolated collection system issues, such as capacity constraints on the 24-inch line in Harrison Street and 66-inch line in 20th Street due to an accumulation of sediment/grease in the lines, will need to be addressed.

2.6.2 WATER

EBMUD owns and operates water supply and distribution within the Plan Area. Historically the Mokelumne River watershed provides approximately 90 percent of the water delivery to EBMUD customers and approximately 10 percent comes from protected watersheds located in the East Bay. Water for the Plan Area is provided via the Orinda Water Treatment Plant, which is the largest of the District's plants and treats water through coagulation, filtration, and disinfection. EBMUD projections of future customer demand are still well below EBMUD's maximum water rights from the Mokelumne River. However, in multiple year droughts, EBMUD's current supply from the Mokelumne River is insufficient to meet customer demand. To make up for this shortfall in demand, EBMUD is actively involved in identifying supplemental water supplies, recycled water programs and continued implementation of water conservation measures.

The existing water distribution system is divided into two water pressure zones. Review of the system indicates that existing fire hydrant coverage generally complies with the City's maximum 300-foot spacing, and pressure and flow testing indicates that the overall system capacity in the Plan Area is currently above the California Fire Code baseline minimum fire flow. However, the Oakland Fire Department has noted that there are areas within the Plan Area that do not currently have sufficient fire flow. Based on pressure and flow tests received from EBMUD, current fire service issues likely occur where water distribution lines are 6-inches or less. New development may require some upsizing of existing service lines or onsite storage. Also, development in the Valdez Triangle should avoid lateral connections to 4-inch lines located in 24th, 25th and Valdez Streets since flows and pressures in these lines will likely be inadequate to comply with California Fire Code service. If service connections are required along these streets, a new distribution line (8-inch minimum) will be required.

Stormwater runoff from the District flows into Glen Echo Creek and the into Lake Merritt.

The design of public streets can play an important role in reducing pollution carried into Glen Echo Creek and Lake Merritt.

2.6.3 RECYCLED WATER

It is EBMUD's current practice to promote recycled water to its customers for appropriate non-potable uses. Recycled water use that meets a portion of water supply demands increases the availability and reliability of the potable water supply and lessens the effect of extreme rationing induced by a prolonged severe drought.

There is currently no recycled water infrastructure or future plans for distribution within the Plan Area. The closest available service is located at the intersection of 14th Street and San Pablo Avenue (City Hall Plaza). Although recycled water service is currently not available, the steps could be taken to provide the flexibility to support future use of recycled water if it were extended to the Plan Area. Planning elements could include such things as dual plumbing within buildings and irrigation systems constructed to recycled water standards. These elements could then be connected to an expanded recycled water system in the future.

2.6.4 STORMWATER

The City of Oakland is responsible for operation and maintenance of the local storm drainage system within the Plan Area. The City is also responsible for the part of the Broadway Creek culvert system that crosses through the northern portion of the Plan Area before joining with Glen Echo Creek, as well as the portion of Glen Echo Creek under 27th and Harrison Streets, between 26th Street and where Glen Echo Creek resurfaces at 23rd Street.

The City's 2006 Storm Drainage Master Plan (SDMP), indicates that the City's storm drainage infrastructure is nearing the end of its useful life cycle and is generally in poor condition, primarily due to inadequate resources to keep up with required improvements. The SDMP identifies a Capital Improvement Project that is needed to increase the capacity of the storm drain line in 26th Street

between Broadway and 27th Street. Given that funding is not available to begin the required improvements, future development in this area will need to be coordinated with necessary improvements.

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. In 2002, the ACFCWCD completed improvements to Glen Echo Creek between 28th and 29th Streets, to remove flow restrictions to the creek that caused occasional winter flooding at 30th Street and Richmond Boulevard. The ACFCWCD also has plans for additional improvements to Glen Echo Creek that include increasing channel capacity and restoration of the greenbelt from 29th Street upstream (north) to Frisbie Street. Future development in this area will need to be coordinated with ACFCWCD to ensure adequate measures are implemented to reduce flooding.

The City's Storm Drainage Design Guidelines require the post-project discharge rate be maintained less than or equal to the pre-project peak discharge, and to the extent possible, reduce peak runoff into the City's storm drains by 25 percent. In addition, as a member of the Alameda Countywide Clean Water Program (ACCWP), the City will require new development to implement storm water treatment as required by Provision C.3 of the National Pollutant Discharge Elimination System (NPDES) permit. Individual lots within the Plan Area will likely need to address both onsite detention and stormwater treatment. However, streetscape design alternatives also may provide an opportunity to address requirements to reduce and treat storm water within the public right-of-way.

2.6.5 GAS AND ELECTRIC

Pacific Gas and Electric Company (PG&E) owns and operates gas and electric service within the Plan Area. Based on discussion with PG&E there are no known capacity problems with the existing electric or gas systems. The majority of electrical infrastructure for the Plan Area is comprised of 12-kilovolt (kV) transmission lines, and most of the electrical power lines (approximately 8,000 linear feet) are already undergrounded. Policy N.12.4 of the Oakland General Plan requires overhead lines to be undergrounded in commercial and residential areas. The approximately 4,000-feet of overhead lines that still exist within the Plan Area will therefore need to be considered for undergrounding in conjunction with future development.

Redevelopment in the area can contribute to getting remaining overhead utility lines placed underground.

Existing gas lines within the Plan Area include low pressure lines and semi-high pressure lines that range in size from 2- to 24-inches. The main gas service line within the Plan Area is a 16-inch semi-high pressure line that runs in Broadway. Connections will be available through PG&E for future development to both the low pressure and the semi-high pressure lines.

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