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1.1 INTRODUCTION

Historically identified as “Auto Row,” the Broadway Valdez District is an area at a crossroads. For nearly a century, the uses along Broadway from Grand Avenue to I-580 have been dedicated primarily to the sale and care of the private automobile. However, numerous factors, including a changing economy, new technologies, and evolving community values, have resulted in an area where vacant storefronts and half-empty parking lots are indicators of the need for a new direction.

The Broadway Valdez District Specific Plan articulates a new forward-looking vision and planning framework that positions the area for growth and revitalization. It is about attracting new investment, new businesses and new development to the area that will contribute to the transformation of this crucial segment of Broadway—Oakland’s Main Street—into a vibrant, sustainable and economically prosperous district where people can shop, play, live, and work, with a special focus on establishing the area as a retail destination. Figure 1.1 illustrates the Plan Area’s relationship to some of the City’s prime retail and employment destinations along the 4-mile length of the Broadway corridor, including Jack London

Square, Chinatown, Old Town, Downtown, the Uptown Entertainment District, Pill Hill/Kaiser Medical Center, and the Piedmont and Rockridge retail districts.

The City of Oakland has worked closely with the local community over the past four years to prepare this Plan. It has been developed with extensive input from a broad range of stakeholders, including local property and business owners; residents and community members; the real estate and development community; retailers; housing, historic preservation, and Smart Growth advocates; proponents for walking, biking, and transit use, as well as regional transit agencies. The Plan reflects, and tries to balance, the desires and aspirations of this diverse group of community members and stakeholders, as well as City staff, the Planning Commission, and City Council.

The Plan provides a blueprint for bringing the community-based vision to reality: it provides policies that support the vision, and an action plan to implement a range of programmatic and project-based improvements that will advance the vision. Over the next 25 years, the



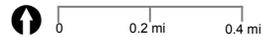
Photo courtesy of the Lake Merritt/Uptown Association

Broadway is Downtown Oakland’s central spine.

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FIGURE 1.1: PLAN AREA CONTEXT — THE BROADWAY CORRIDOR



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Plan hopes to accommodate up to 1,120,000 square feet of additional retail, 1,800 new housing units, 4,100 new jobs, 700,000 square feet of office uses, and a new 180-room hotel in the Plan Area.

1.1.1 PLANNING GOALS

The Plan seeks to articulate and implement a long-range vision for the revitalization of the Broadway Valdez District by establishing a broad set of goals and policies that address all aspects of the Plan Area's life, including its physical, functional, social, and economic character. These goals and policies, which are presented in the following chapters, have been informed by a series of themes or concepts that were consistently raised during the planning process. The following is an overview of the goals that have guided the recommendations set forth in this Plan (see Chapter 3: Vision and Goals for a more detailed discussion):

- An attractive, regional destination for retailers, shoppers, employers and visitors that serves in part the region's shopping needs and captures sales tax revenue for reinvestment in Oakland;
- A "complete" mixed-use neighborhood that is economically and socially sustainable—providing quality jobs, diverse housing opportunities, and a complementary mix of neighborhood-serving retail, dining, entertainment and medical uses;
- New uses and development that enhance the Plan Area's social and economic vitality by building upon the area's existing strengths and successes, and revitalizing and redeveloping underutilized areas;
- A compact neighborhood that is well-served by an enhanced and efficient transit system;
- Creative reuse of historic buildings that maintains a link to the area's social, cultural and commercial heritage while accommodating contemporary uses that further City objectives to establish a vibrant and visually distinctive retail and mixed use district;
- A well-designed neighborhood that integrates high quality design of the public and private realms to establish a socially and economically vibrant, and visually and aesthetically distinctive identity for the Broadway Valdez District;
- Quality pedestrian facilities and amenities that create a safe and aesthetically pleasing environment that supports increased pedestrian activity;
- A balanced and complete circulation network of "complete streets" that accommodates the internal and external transportation needs of the Plan Area by promoting walking, biking, and transit while continuing to serve automobile traffic;
- Carefully managed parking that addresses retail needs while not undermining walking, bicycling and public transit as preferred modes of transportation;
- A multi-pronged approach to sustainability that integrates land use, mobility, and design strategies to minimize environmental impact, reduce resource consumption, and promote economic and social cohesiveness and viability.
- A coordinated implementation strategy that ensures consistent and on-going City support for the Specific Plan vision for the area.

With the exception of the first three chapters, the Plan incorporates policies into each chapter that identify actions that when taken together will help realize the Plan vision and goals related to a specific topic (e.g., land use, transportation, open space, etc.). Some policies direct the City to adopt new land use regulations or development standards. Other policies recommend public improvements to support the vision for a physically attractive and economically healthy neighborhood. In other cases, policies identify opportunities for the City to work with various community groups, institutions, business, and public agencies to achieve desired objectives.



A key theme of the Plan is to leverage successful activities in adjoining districts to promote new investment in the Plan Area.

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1.2 SPECIFIC PLAN PURPOSE

The Broadway Valdez District Specific Plan (the Plan) provides a vision and planning framework for future growth and development in the approximately 95-acre area along Oakland's Broadway corridor between Grand Avenue and I-580. The Specific Plan, which has been developed with a thorough analysis of the area's economic and environmental conditions and input from City decision-makers, landowners, developers, real estate experts, and the community at large, provides a comprehensive vision for the Plan Area along with goals, policies and development regulations to guide future public and private actions relating to the area's development. The Plan also serves as the mechanism for insuring that future development will be coordinated and occur in an orderly and well-planned manner.

1.2.1 AUTHORITY TO PREPARE

A "specific plan" is a planning and regulatory tool made available to local governments by the State of California. By law, specific plans are intended to implement a city or county's general plan through the development of policies, programs and regulations that provide an intermediate level of detail between the general plan and individual development projects. As vehicles for the implementation of the goals and policies of a community's general plan, State law stipulates that

What is a Specific Plan?

According to the Governor's Office of Planning and Research, "A specific plan is a tool for the systematic implementation of the general plan. It effectively establishes a link between implementing policies of the general plan and the individual development proposals in a defined area. A specific plan may be as general as setting forth broad policy concepts, or as detailed as providing direction to every facet of development from the type, location and intensity of uses to the design and capacity of infrastructure; from the resources used to finance public improvements to the design guidelines of a subdivision."

specific plans can be adopted or amended only if they are consistent with the jurisdiction's adopted General Plan.

The authority to prepare and adopt specific plans and the requirements for their contents are set forth in the California Government Code Sections 65450 through 65457. The law requires that a specific plan include text and diagrams specifying:

- the distribution, location, and extent of land uses, including open space, within the plan area;
- the distribution, location, and intensity of major transportation and infrastructure components needed to support proposed land uses;
- standards and criteria for development and the conservation and use of natural resources; and
- a program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out the specific plan program.

1.2.2 RELATIONSHIP TO EXISTING PLANS AND ORDINANCES

The Broadway Valdez District Specific Plan is intended to be adopted concurrently with amendments to the City's General Plan and the Oakland Planning Code along with Design Guidelines which will provide the implementing regulatory framework that will guide future land use and development decisions in the Broadway Valdez District. This Specific Plan will be consistent with, and serve as an extension of, the Oakland General Plan, providing both policy and regulatory direction specific to the Plan Area. This Plan will work in conjunction with the Oakland Planning Code to regulate new development in the Plan area.

Specifically, implementation of the Specific Plan will require amendments to the General Plan and to the City of Oakland Planning Code ("Planning Code") and Zoning and Height Area Maps to ensure that broad City policy and specific development standards are tailored to be consistent with this Plan. These amendments will be adopted concurrently with the Specific Plan, but

independent of it in order to allow for future amendments of the General Plan, Planning Code, Zoning and Height Area Maps without requiring an amendment of the Specific Plan. Upon adoption, the objectives and policies contained in this Plan will supersede goals and policies in the General Plan with respect to the Plan Area. In situations where policies or standards relating to a particular subject are not provided in the Specific Plan, the existing policies and standards of the City's General Plan and Planning Code will continue to apply. When future development proposals are brought before the City, staff and decision-makers will use the Specific Plan as guide for project review. Projects will be evaluated for consistency with the intent of Plan policies and for conformance with development regulations and design guidelines.

1.2.3 ENVIRONMENTAL REVIEW

The Broadway Valdez District Specific Plan constitutes a "project" under the California Environmental Quality Act (CEQA), and therefore must be evaluated for its potential to create adverse environmental effects. Consistent with CEQA requirements, an Environmental Impact Report (EIR) has been prepared that assesses the potential direct and indirect environmental impacts associated with the physical changes that could occur as a result of Plan adoption and implementation.

Although the environmental analysis is included in a separate document, the environmental review process has been an integral component of the planning process from the outset to ensure the Plan's responsiveness to environmental concerns. The EIR addresses the development of the Broadway Valdez District under the plan. Although no specific future development projects were evaluated, the analysis of potential physical environmental impacts is based on reasonable assumptions about future development that could occur in the Plan Area based on the Broadway Valdez Development Program set forth in this Specific Plan. This approach enables the City to comprehensively evaluate the cumulative impacts of the Specific Plan and consider broad policy alternatives and areawide mitigation prior

to adopting the Specific Plan, general plan and Planning Code amendments.

The environmental review of the Specific Plan is also intended to expedite the processing of future projects that are consistent with the Plan. The City intends to use the streamlining/tiering provisions of CEQA to the maximum feasible extent, so that future environmental review of individual projects within the Plan Area are expeditiously undertaken without the need for repetition and redundancy, as provided in CEQA Guidelines Section 15152 and elsewhere. Specifically, pursuant to CEQA Guidelines Section 15183, streamlined environmental review is allowed for projects that are consistent with the development density established by a specific plan for which an EIR was certified, unless such a project would have environmental impacts peculiar/unique to the project or the project site. Likewise, Public Resources Code section 21094.5 and CEQA Guidelines Section 15183.3 also provide for streamlining of certain qualified, infill projects. In addition, CEQA Guidelines Sections 15162 – 15164 allow for the preparation of a Subsequent (Mitigated) Negative Declaration, Supplemental or Subsequent EIR, and/or Addendum, respectively, to a certified EIR when certain conditions are satisfied. Moreover, California Government Code section 65457 and CEQA Guidelines Section 15182 provide that once an EIR is certified and a specific plan adopted, any residential development project, including any subdivision or zoning change that implements and is consistent with the specific plan is generally exempt for additional CEQA review under certain circumstances. That said, the above are merely examples of possible streamlining/tiering mechanisms that the City may pursue and in no way limit future environmental review of specific projects.

1.3 PLANNING CONTEXT

Several factors contributed to the decision to prepare this Specific Plan, but two were of particular importance. The first factor contributing to the preparation of the Plan were studies showing that the absence of a strong retail base in Oakland's economy was significantly impacting both the City's fiscal well-being and the community's

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quality of life. A 2007 market analysis¹ showed that Oakland was severely under-served in comparison goods retail, a category that includes products sold in stores offering apparel (clothing, accessories, shoes), home furnishings and appliances, specialty goods (gifts, jewelry, books, stationery and cards, sporting goods, etc.), and department and other general merchandise stores. As a result, nearly two-thirds of comparison goods spending by Oakland residents, or roughly \$1 billion dollars in retail sales annually, is lost to other Bay Area communities. Not only were local residents forced to travel to San Francisco, Walnut Creek, Emeryville, Berkeley, or San Leandro to address their major shopping needs, the City also was losing as much as \$10 million in sales tax revenue annually and the potential for as many as 10,400 local jobs. Follow up analysis for 2010 shows that these conditions continue to occur, with nearly two-thirds of comparison goods expenditures by Oakland residents being made outside of Oakland because of a lack of shopping opportunities in the city.

The second factor was the growing acknowledgement that, from a business perspective, the section of Broadway historically known as “Auto Row” was in transition. The strength of the automobile-related businesses that had sustained the area for nearly a century was declining as changes in the auto industry nationally were forcing dealerships and garages along the corridor to close, downsize, or relocate. While the national recession that began in 2007 contributed to the decline of the corridor, the lack of a natural market-based resurgence with other new uses suggested the need for the City to both re-envision what the role and function of the area should be in Oakland’s future, and to identify ways in which the City could stimulate and catalyze new development that would overcome the area’s economic stagnation.

In 2006, the Oakland City Council decided to make retail recruitment and development a high priority

for the City. Two subsequent planning efforts, the “Oakland Retail Enhancement Strategy” and the “Upper Broadway Strategy – A Component of the Oakland Retail Enhancement Strategy,” both identified the Broadway corridor north of Grand Avenue (i.e., the Plan Area) as the City’s best location to re-establish a retail core with the type of comparison shopping that once served Oakland and nearby communities, and begin to remedy the City’s retail deficiencies and leakage of sales tax revenues. The 2007 Upper Broadway Strategy recommended that the Plan Area be re-envisioned for major retail with complementary urban mixed-use in order to achieve the retail because of historically high land prices. In 2008, the City Council endorsed this vision for the Plan Area and supported the creation of this Specific Plan and the associated environmental impact report to achieve its implementation.

In order to support the preparation of a Specific Plan for the Broadway Valdez District consistent with the Upper Broadway Strategy, the Oakland City Council adopted, on December 8, 2007, an interim ordinance amending zoning regulations for three years or until the City Council adopts permanent regulations for the area. The interim ordinance created the ‘S-5’ Broadway Retail Frontage Interim Combining Zone Regulations (S-5 Zone) and zoning maps for the area on and near Broadway from 23rd Street to Hawthorne Avenue. These new interim regulations focused on preserving the ground floor of buildings for storefront businesses. On March 1, 2011, the City Council adopted an extension to the interim zoning controls, which was then extended and modified a second time on February 5, 2013.²

The Broadway Valdez District has been targeted as an ideal location for destination retail for several reasons related to location, underutilization of land, demographics, market conditions, land use and development context, and transportation. Demographics for the trade area indicate that there is significant “buying

1 *Upper Broadway Strategy*, Conley Consulting Group et al, September 2007. (Conley 2007)

2 As part of the extensions, the S-5 Zone was re-named the “D-BR Broadway Retail Frontage District Interim Combining Zone”.



The Plan Area is situated in the midst of a series of increasingly dynamic and vibrant neighborhoods in Downtown Oakland.

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power” that makes the vision for comparison goods shopping realistic.³ For example:

- The average household income of residents in the Broadway Valdez District’s Primary Trade Area for comparison goods shopping⁴ is about \$76,000. Per capita income is \$32,000 annually, 25 percent above the state average.
- The 400,000 residents of the Primary Trade Area have an average annual expenditure potential of approximately \$1.6 billion (2011-2013) for comparison goods sold in stores such as apparel, specialty, home furnishings, consumer electronics, and department/general merchandise stores, and an additional \$840 million for convenience goods sold in supermarkets, drug stores, and other convenience retail stores.⁵
- The annual spending power of the downtown employment base could range up to \$480 million per year with ample availability of retail options nearby, including \$254 million for comparison goods (2011).⁶
- Extending further outward, there are about 830,000 people residing within a 15-minute drive of the Plan Area who spend \$3.3 billion per year on comparison goods shopping.⁷

Transportation is a critical factor supporting the concept for the Plan Area from two perspectives. The Plan Area

is easily accessible, which is critical to retailers as well as shoppers and commuters. The availability of transit also makes the area ideal for promoting transit-oriented development, which supports City and regional initiatives to reduce dependence on motor vehicles by supporting better transit. To this end, a portion of the funding for the Specific Plan comes from a 2009 grant from the Metropolitan Transportation Commission (MTC) to study the Broadway Valdez District for potential destination retail, housing and Transit-Oriented Development (TOD). Currently, the area has good transit access with AC Transit bus service on Broadway and nearby BART stations at 19th Street and West MacArthur Boulevard, and good regional access via major freeways, including Interstates 580 and 980 and State Route 24. Broadway, Oakland’s “Main Street,” serves as the area’s central spine, connecting it to Downtown and to neighborhoods in the Oakland Hills, and to important local collector streets like Grand Avenue, 27th Street, West MacArthur Boulevard and Piedmont Avenue (see Figures 1.2: Plan Area Local Context and 2.9: Transit).

Physically and culturally, the Plan Area is situated in the midst of a series of increasingly dynamic and vibrant neighborhoods (see Figure 1.2). The area’s adjacency to Downtown is of critical importance. The adjoining Kaiser/Lake Merritt and Downtown office districts bring thousands of people to the area daily, and the City’s ‘10K Initiative’ to build more housing Downtown and associated City investments in redevelopment over the last decade have resulted in a dramatic revitalization of the adjacent Uptown District. Residential projects such as The Uptown, 100 Grand, and the Broadway Grand, have brought new around-the-clock life to the area by attracting new residents Downtown. The restoration of historic buildings such as the Fox Theater, and the Floral Depot has been a catalyst in the transformation of the Uptown as a dining and entertainment district that now attracts national acts and world class restaurants. Similarly, private and public investment in other adjoining areas, such as the redevelopment of the former Cox Cadillac showroom for a new Whole Foods and the refurbishment of the public open space around Lake Merritt, has helped to shift public perception of

3 *Market Demand Analysis for Preparing the Broadway/Valdez District Specific Plan*, Hausrath Economics Group and Urbanics Consultants Ltd., June 2009/January 2010. (Hausrath 2009/10)

4 The Primary Trade Area generally represents an area within a 10-minute drive or less of the Plan Area, extending 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).

5 The original market analyses (Conley 2007 and Hausrath 2009/2010) and updated analysis (Hausrath 2013) continue to show approximately the same spending potentials, when accounting for the cyclical effects of the recent recession. Also see note 5 in Chapter 2.

6 *Market Assessment of Retailing along the Broadway Corridor in Downtown Oakland*, Hausrath Economics Group, 2013. (Hausrath 2013)

7 See supra note 3.

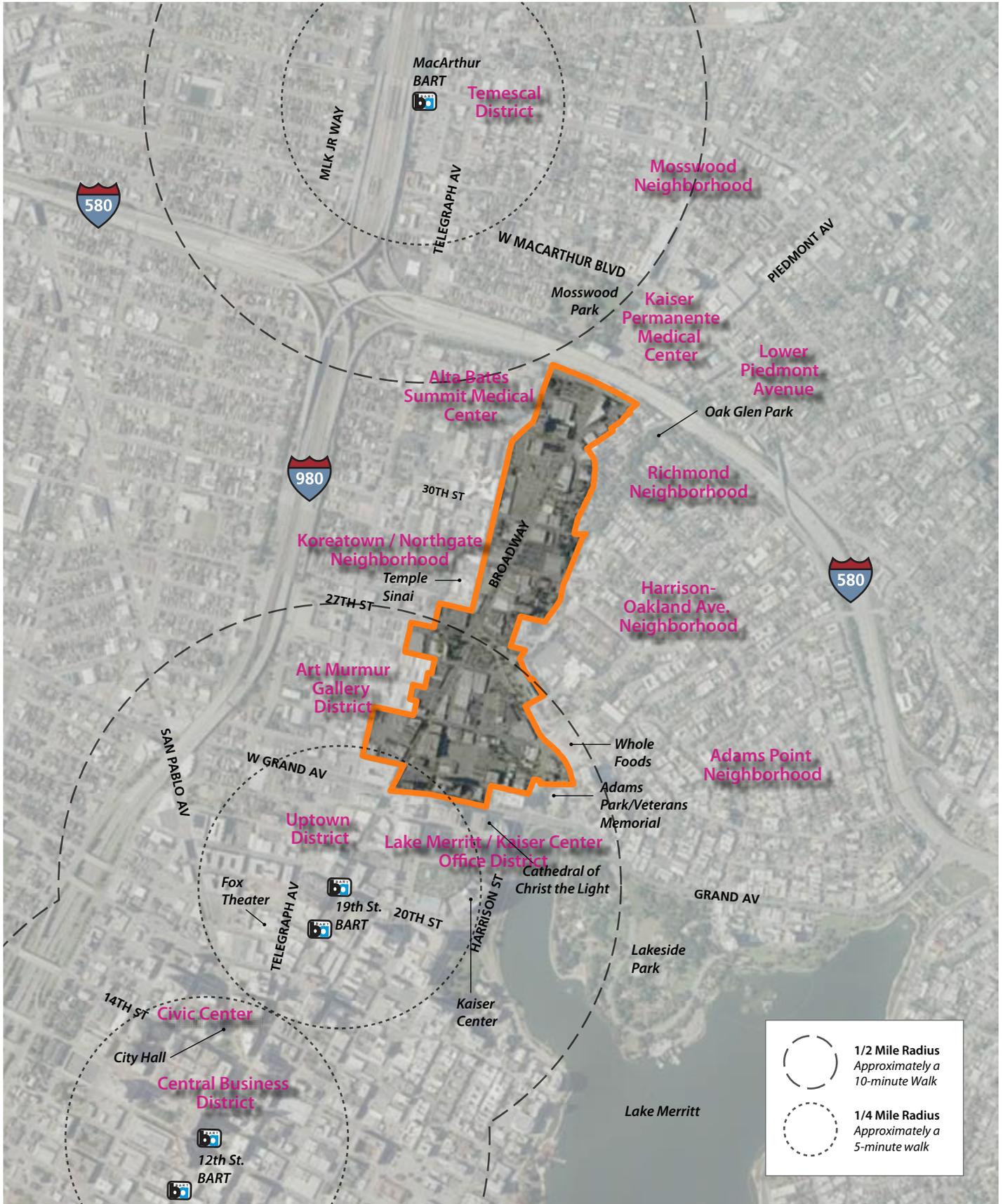


FIGURE 1.2: PLAN AREA LOCAL CONTEXT



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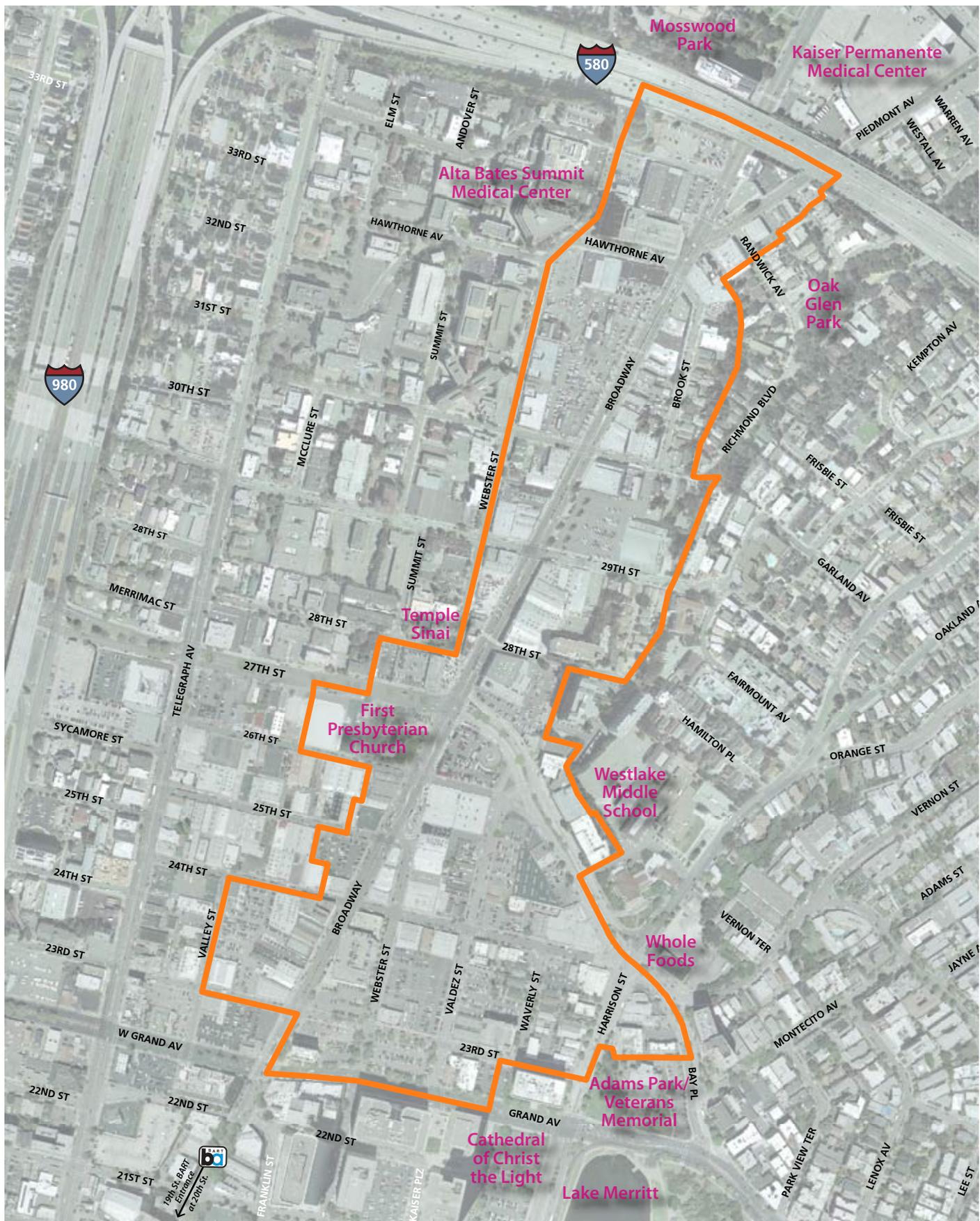


FIGURE 1.3: PLAN AREA BOUNDARY



the area, as has the blossoming arts scene in the 25th Street Garage District whose numerous new galleries and Oakland Art Murmur's monthly art walk and First Friday street event brings 10,000 to 20,000 visitors to the area. All of this is reflected in recent national press that is touting Downtown Oakland's renaissance ("The 45 Places to Go in 2012," *New York Times*, 1/6/12; "America's Hippest Hipster Neighborhoods," *Forbes*, 9/20/12).

It is not just Downtown development that contributes to the area's suitability for redevelopment as a major mixed use, retail destination. The area is flanked by the Adams Point and Harri-Oak residential neighborhoods to the east, and the Koreatown/Northgate (KONO) neighborhood to the west. The north end of the area feeds directly into the successful Piedmont Avenue retail district, and adjoins the Kaiser-Permanente and Alta Bates Summit medical campuses, both of which attract thousands of people to the area annually. Both institutions are currently in the midst of major redevelopment of their facilities in response to state requirements for seismic upgrades by 2013 (SB1953). The investment being made in new facilities not only represents a long-term commitment to the area, but also will contribute positively to the identity and character of the Upper Broadway area.

1.4 THE PLANNING PROCESS

The Broadway Valdez District Specific Plan process was initiated in January 2009. The initial phase focused on understanding the existing conditions in the vicinity of the Plan Area (see Figure 1.3) as the context for considering the future direction. In addition to reviewing land use, transportation, infrastructure and market conditions, a detailed inventory of historic resources was completed and research was conducted to identify retail developments in other communities that might serve as precedents for the Broadway Valdez District.

Based on this research and the assessment of existing conditions, a series of conceptual development scenarios and design concepts for public realm improvements were developed in late 2009 for consideration by the

community. In early 2010, other priorities at the City resulted in the planning process being temporarily suspended. In 2011, when the planning resumed the combination of the national recession and the State's and City's fiscal problems resulted in a re-thinking of the plan by the planning team and the community to better reflect the City's economic realities, including the loss of redevelopment money to help with implementation. A Draft Plan Concept prepared at the end of 2011 articulated the refined vision for the Plan Area that responded to community concerns and new economic realities, and provides the basis for this Specific Plan.

Several background reports have been completed that document the planning process that resulted in this Specific Plan. These documents include:

- **Existing Conditions Report** (August 2009), summarizes the primary findings of all the background research on a wide range of topics related to the Plan Area, including market conditions.
- **Market Demand Analysis** (June 2009/January 2010), addresses future market potentials for new development for the Plan Area and focuses on the demand for comparison goods retailing with consideration also given to other, related retail/commercial uses, and to residential, office, and hotel uses that could help support the retail development and provide a mix of new uses and activities in the Plan Area. (Aspects of the retail analysis have since been updated (2010-2013), focusing on retail expenditures, retail sales, and sales leakage, and on auto-related retail sales in the Plan Area.)
- **Historic Resources Inventory Report** (July 2009), documents the inventory of historic resources in the Plan Area and reviews their characteristics and resource designations.
- **Retail Precedents: Case Studies Report** (October 2009), reviews a series of existing retail projects to inform the City and community about successful retail development in other communities.
- **The Broadway Public Realm Report** (November 2009), identifies the design principles and guidelines that will direct the design of future public improvements in the Plan Area.

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- **Alternatives Analysis Report** (December 2009), evaluates the benefits and disadvantages of a series of conceptual development scenarios for the Plan Area.
- **Draft Plan Concept** (December 2011), presents the concepts and strategic framework that are the basis for the Specific Plan.

1.5 COMMUNITY INPUT

1.5.1 COMMUNITY INVOLVEMENT

From the outset, having the Plan reflect community interests and aspirations has been a primary objective of the planning process. The process has been structured to ensure numerous opportunities for the community to review and provide input on the plan as it grew and developed. In addition to the meetings originally planned, several additional opportunities for public involvement were added during the process, as the plan concept and City and community thinking about the Plan Area evolved. Throughout the process, the community has played a very active role in developing and refining this Plan.

During the process, project input generally fell into three categories: project advisory groups, general public meetings, and other meetings with community groups, established committees/commissions and unique focus group meetings. The outreach conducted in each of these categories is outlined below.

1.5.2 ADVISORY GROUPS

Community Stakeholder Group. The Community Stakeholder Group (CSG) was invited by the City Council to represent the diverse interests in the Plan Area. Membership includes representatives from business, real estate/development, labor, the arts, the medical centers, the planning and design community, and various other community advocacy groups representing interests such as retail, housing, transit, bicycling, historic preservation, and parks and open space. Approximately 35 groups were

invited to participate in the CSG, with approximately 20-25 who were consistently involved throughout the process.

The CSG meetings were designed to focus on policy development and soliciting direction in response to community input. CSG member responsibilities during the process were to:

- Represent the concerns of their interest group in the process;
- Contribute their insights on conditions, issues, opportunities, and vision;
- Serve as a sounding board on possible redevelopment strategies;
- Review & comment upon interim planning documents;
- Attend & participate in CSG meetings; and
- Disseminate information about the planning process and encourage others to participate in the process.

The CSG has been engaged throughout the planning process. To date, ten meetings of the CSG have been held.

Technical Advisory Committee. The Technical Advisory Committee (TAC) was made up of City staff from key departments and commissions affected by the Plan, and representatives from other agencies (e.g., MTC, BART, AC Transit, ABAG, etc.) with technical knowledge about or oversight of the Plan Area.

The TAC meetings were designed to focus on technical issues and soliciting direction in response to consultant and community input. TAC member responsibilities during the process were to:

- Represent their department/agency in the planning process;
- Contribute their insights on conditions, issues, opportunities, etc. pertaining to their area of responsibility;

- Assist the planning team in identifying relevant data sources, contacts, standards and policies, etc.;
- Review and comment upon interim planning documents; and
- Attend TAC meetings that are pertinent to their area of responsibility.

The TAC was engaged throughout the planning process. To date, eight meetings of the TAC have been held, plus several additional technical focus meetings related to street improvements, transit service, bicycle facilities, parking, and preservation.

1.5.3 GENERAL PUBLIC MEETINGS

In addition to meetings of the CSG and TAC noted above, a series of six community workshops have been held

to date to solicit feedback on a variety of topics. The first workshop focused on identifying issues and goals. The second workshop reviewed existing conditions and market demand. The third workshop explored potential alternative development scenarios. After a delay in the process, the fourth and fifth workshops focused on re-engaging the community in the dialogue about the future of the Plan Area, including one meeting that was devoted to having community groups present their visions for the Plan Area. The sixth workshop presented and received feedback on the Draft Plan Concept. A seventh workshop will be held in early fall 2013 to review the Draft Plan.

Meeting materials from all of the community workshops, including presentations, meeting minutes, workshop exercises, and participant feedback, are available on the City's website under Broadway Valdez District Specific Plan [<http://www.oaklandnet.com/bvdsp>].



Community meetings provided opportunities for the public to review and provide input into the Plan.

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1.5.4 OTHER MEETINGS

Other meetings have been held throughout the process to further engage stakeholders, community groups, and City commissions. A series of small group and one-on-one meetings were held during the process with landowners, developers, real estate professionals, and local business owners to better understand the retail market, market perceptions of Oakland and the Plan Area, and individual landowner plans for their properties. Also, updates on the process were provided to the Landmarks and Preservation Commission and the Parks and Recreation Advisory Commission, and an EIR scoping session was held before the Planning Commission. In addition to these meetings, three other groups provided important input to the Plan.

The Better Broadway Coalition. The Better Broadway Coalition is a network of community groups and organized labor that came together midway through the planning process specifically to generate discussion about the future of the Broadway Valdez District and develop coordinated input into the process. The coalition includes the Greenbelt Alliance, East Bay Housing Organizations, Alameda Labor Council, Building Trades Council, California Nurses Association, Walk Oakland Bike Oakland, Asian Pacific Environmental Network, Valdez Plaza Residents, League of Conservation Voters of the East Bay, Sierra Club Northern Alameda County Group, TransForm, Urban Habitat, and Urbanists for a Livable Rockridge Temescal Area.

Two key initiatives undertaken by the group include the presentation of a consensus policy platform as input into the Draft Plan Concept, and then subsequently they hosted an event called “Catalyzing Change: Revitalizing the Broadway-Valdez District in a Post-Redevelopment Era” at which the community was invited to discuss the future with a panel of experts and City leaders. The Coalition’s eight-point Policy Platform supports a Plan that:

- Creates a successful retail district with a mix of local and destination retailers;
- Provides a mix of housing, including homes affordable to low income households and those who work in the area;
- Manages parking to support transit use and protect community character;
- Generates quality jobs for Oakland residents;
- Creates attractive, walkable streets framed by compact development;
- Introduces “green” buildings and infrastructure that protect the environment;
- Promotes transit, bicycling and walking as attractive and viable modes of travel; and
- Encourages the adaptive reuse of existing buildings to preserve neighborhood character.

Oakland Retail Advisory Committee. The Oakland Retail Advisory Committee (ORAC) was formed in April of 2010 and includes a diverse range of experienced retail leasing and development professionals who regularly meet and share ideas with key stakeholders to support efforts consistent with “Oakland’s Retail Enhancement Strategy” as adopted by City Council in 2008. Since its formation, the ORAC has met with City staff and the planning team to review and provide feedback from the perspective of retail experts on the progress of the Plan, including review of the alternative development scenarios and the Draft Plan Concept.

ULI Daniel Rose Center for Public Leadership in Land Use. In Fall 2011, the Urban Land Institute’s (ULI) Daniel Rose Center, whose mission is to encourage and support excellence in land use decision-making by providing public officials with access to information, best practices, peer networks and other resources, offered its year-long Daniel Rose Fellowship program to the City of Oakland. The program provides leadership training and professional development opportunities for city officials,

as well as technical assistance on a specific local land use challenge from experts assembled by ULI and peers from three other fellowship cities. Mayor Jean Quan selected the Broadway corridor from Jack London Square to the Oakland Hills, and the City's retail deficiency, as the local challenge for the ULI team to address. City officials who participated as Rose Center fellows included Mayor Quan; Deanna Santana, City Administrator; Gregory Hunter, Office of Neighborhood Investment; and Aliza Gallo, Office of Economic and Workforce Development.

The nine-member ULI panel visited the area in February 2012 for an intensive 5-day study/work session to understand the issues and opportunities along the Broadway corridor and provide preliminary ideas on how to start addressing existing challenges. During the visit, the panel met with 60 local citizens and local ULI members to obtain insight into the situation.

- One of their preliminary recommendations was to prioritize the Broadway Valdez Plan Area as one of the key nodes for action, including:
- Completing the Broadway Valdez Specific Plan and providing a flexible zoning and planning strategy;
- Leveraging existing building stock for larger-format retail (e.g., Whole Foods/Cox Cadillac dealership conversion);
- Instituting public realm improvements, including addressing facades, streetscapes, and lighting; and
- Creating synergy with other districts and events (e.g., Oakland Art Murmur/First Fridays).

1.6 PLAN ORGANIZATION

This Specific Plan is organized to provide a step-by-step understanding of the Plan's components and the rationale behind its policy recommendations, design concepts, and implementation measures. The first two chapters are primarily descriptive, characterizing the plan, the planning context, and the existing setting. The goals, policies, standards, guidelines and implementation measures that will regulate future development in the Plan Area are presented in subsequent chapters. These planning tools are organized into a series of chapters that correspond to topics identified by the City and established in the State's Specific Plan guidelines.

1.6.1 SPECIFIC PLAN CHAPTERS

Chapter 1: Introduction—articulates the broad purpose of the Specific Plan, describes the legislative authority under which specific plans exist, summarizes the general conditions and sequence of events leading up to the Plan's preparation, and outlines the organization of the Plan.

Chapter 2: Planning Context—describes the location and general character of the Plan Area, and identifies physical, economic and environmental factors that influence the Plan's form and policies.

Chapter 3: Vision—states the overarching vision for the Broadway Valdez District, and provides the primary goals that provide the framework for Plan policies and guidelines.



The planning team walked the area with real estate development experts from ULI to discuss area potential.

1. INTRODUCTION

Chapter 4: Land Use—identifies the land use goals and policies for the Plan Area, including land use patterns and associated development concepts to establish the distinct sense of place and neighborhood character envisioned.

Chapter 5: Community Design and Resources—sets forth design concepts, policies and objectives, and translates them into guidelines and standards for buildings, landscape elements, open space and other physical improvements, and highlights strategies for protecting and enhancing community resources, including cultural, historic, and open space resources as key components of a vibrant and complete neighborhood.

Chapter 6: Circulation—describes the circulation network and identifies improvements and strategies for creating complete streets that will balance travel modes with the intent of creating a more pedestrian- and transit-oriented system that accommodates efficient access and movement for pedestrians, cyclists, and transit users as well as automobiles.

Chapter 7: Infrastructure and Utilities—describes the infrastructure and utility system improvements necessary to serve projected Plan Area development.

Chapter 8: Implementation—outlines actions that should be taken to attain the vision for the Broadway Valdez District Specific Plan.

Appendix A: General Plan Amendments—includes maps that show existing General Plan land use designations in the Plan Area, and proposed changes in land use designation needed to implement the Specific Plan vision for the area. Implementation of the Specific Plan will require amendments independent of the Specific Plan to the City of Oakland General Plan. The proposed changes

to the General Plan land use map in Appendix A are included for illustrative purposes only as a convenience to the reader, and are not being adopted as part of the Specific Plan, therefore the General Plan Map can be amended without amending the Specific Plan.

Appendix B: Existing and Draft Proposed Zoning and Height Area Maps—includes maps of existing and proposed zoning and height areas. Implementation of the Specific Plan will require amendments independently of the Specific Plan to the City of Oakland Planning Code and Zoning and Height Area Maps. The Zoning and Height Area Maps in Appendix B are included for illustrative purposes only as a convenience to the reader, and are not being adopted as part of the Specific Plan, therefore the Zoning and Height Area Maps can be amended without amending the Specific Plan.

Appendix C: Design Guidelines—includes design guidelines that will ensure that future development contributes to the creation of an attractive, pedestrian-oriented district characterized by high quality design and a distinctive sense of place. Implementation of the Specific Plan will require adoption independently of the Specific Plan of the Design Guidelines. The Design Guidelines in Appendix C are included for illustrative purposes only as a convenience to the reader, and are not being adopted as part of the Specific Plan, therefore the Design Guidelines can be amended without amending the Specific Plan. The Planning Commission has the ability to adopt changes to the Design Guidelines in the future.

Appendix D: Illustrative Development Program Map—depicts one possible scenario to achieve the Broadway Valdez Development Program (the reasonable foreseeable maximum development the City has projected can reasonably be expected to occur in the Plan Area over the next 25 years) that is envisioned by the Specific Plan and analyzed in the Specific Plan EIR.

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