

A PLACE TO EAT TO SIT AND VISIT



# 3 VISION & GOALS

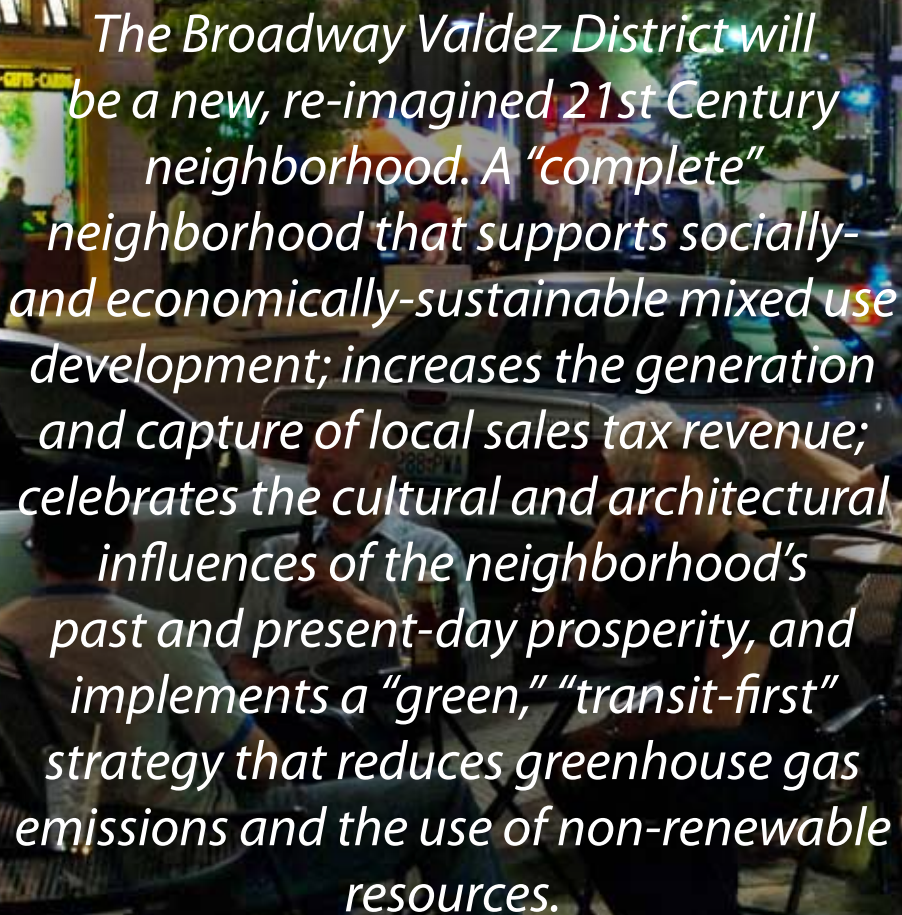
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## 3. VISION AND GOALS

### 3.1 VISION

The Vision Statement for the Broadway Valdez District was developed and refined during the multi-year planning process, through a rigorous community outreach effort, and in response to the changing real estate climate and economic influences. The Vision expresses the desired outcome from implementation of this Plan.

#### VISION STATEMENT



*The Broadway Valdez District will be a new, re-imagined 21st Century neighborhood. A “complete” neighborhood that supports socially- and economically-sustainable mixed use development; increases the generation and capture of local sales tax revenue; celebrates the cultural and architectural influences of the neighborhood’s past and present-day prosperity, and implements a “green,” “transit-first” strategy that reduces greenhouse gas emissions and the use of non-renewable resources.*

### 3.2 GOALS OVERVIEW

The following is an overview of concepts that are expressed as more detailed goals in Chapters 4 through 8 of this Specific Plan, and also listed in Section 3.3: Goals of this chapter.

#### DESTINATION RETAIL

*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.*

Due to a combination of factors, including location, accessibility, and local buying power, the Broadway Valdez District represents a unique opportunity for the City to change its status as one of the most under-retailed major cities in the country by creating a vibrant new retail presence in Downtown Oakland. By attracting a mix of retailers who address the City’s deficiency in comparison goods shopping, the Plan Area can enhance the quality of life for Oakland residents by providing convenient shopping and by capturing sales tax revenue that can be used to address citywide needs for capital improvements and services.

**Reference Goals:** LU-1, LU-2, LU-3, LU-8, LU-10, CD-3, C-1, C-3, C-4, C-5, C-6, C-7, and IMP-1, IMP-2, IMP-3, and Appendix C: Design Guidelines

#### A “COMPLETE” NEIGHBORHOOD AND BALANCED LAND USES

*A “complete” mixed-use neighborhood that is economically and socially sustainable—providing quality jobs, diverse housing opportunities, and a complementary mix of retail, dining, entertainment, and medical uses.*

The Plan promotes the transition of the Plan Area from the automobile-centric commercial strip development that has predominated Auto Row for nearly a century, to a more balanced mix of uses appropriate to the renaissance of Oakland’s Downtown. A neighborhood



Destination retail in Seattle, WA.



Destination retail in Los Angeles, CA.



A “complete” neighborhood redevelopment in San Francisco, CA

Photo Credit: Flickr user: Schaffner

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that includes a mix of retail, entertainment, office and residential uses where new businesses will provide quality jobs for local residents and convenient access to shopping and services, and new housing will allow residents to live within a short walk or transit ride from where they work, shop and play. The Plan Area includes two subareas: the Valdez Triangle and the North End. The Valdez Triangle will be a dynamic new retail destination that caters to the comparison shopping needs of Oakland and the broader East Bay, while the North End will accommodate a mix of neighborhood-serving uses that complement and are integrated with adjoining residential and health care-oriented neighborhoods. The Plan supports this transition by providing a system of regulations tailored to support implementation of the land use concept for each subarea.

**Reference Goals: LU-2, LU-3, LU-4, LU-5, LU-7, LU-8, LU-9, LU-10, CD-1, CD-2, CD-3, C-1, IMP-1, IMP-2, IMP-4, and Appendix C: Design Guidelines**

#### REDEVELOPMENT AND REVITALIZATION

*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.*

The area surrounding the Broadway Valdez District provides a diverse array of vibrant uses and neighborhoods, including the Downtown office district, the Uptown entertainment district, the "Art Murmur Gallery District" (25th Street Garage District), the Pill Hill/Kaiser medical district, and adjoining residential neighborhoods. These surrounding uses will be important assets in transforming the long-established identity and function of Auto Row to the envisioned mixed use district.

The Plan Area will derive its strength from this context, leveraging the energy of surrounding neighborhoods to create a vibrant retail and mixed-use destination that is a fully-integrated extension of the Downtown. Rather than just a street that passes through the area, Broadway can serve as a "seam" in the urban fabric—one



*Around-the-clock revitalization, Oakland, CA*



*Redevelopment through entertainment, Oakland, CA*



*Retail-focused redevelopment in Pasadena, CA*

that complements and connects this series of dynamic adjoining uses and neighborhoods.

**Reference Goals: LU-3, LU-4, LU-11, IMP-2, IMP-3, IMP-4, IMP-5, and Appendix C: Design Guidelines**

#### TRANSIT ORIENTED

*A compact neighborhood that is well-served by an enhanced and efficient transit system*

Situated between BART's 19th Street and MacArthur stations and along AC Transit's busiest bus route, the Plan Area is well-positioned to make transit people's first choice when visiting the area or commuting out to other destinations. The combination of compact, higher density development and improved facilities for transit users will implement the City's 'transit first' policy by supporting increased ridership and enhanced transit service, including possibilities for additional future transit options (e.g., streetcars, shuttles, etc.).

**Reference Goals: LU-6, C-1, C-5, C-7, and Appendix C: Design Guidelines**

#### AN "AUTHENTIC" OAKLAND PLACE

*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.*

The District includes a rich inventory of older buildings that speaks to the area's history as Auto Row, including a distinctive mix of utilitarian automobile service garages and Art Deco, Beaux Arts, and Moderne style auto showrooms, and an assortment of residential buildings in Craftsman, Colonial Revival, or Mission Revival styles. While new development will change the District's character, the integration and adaptive reuse of the existing built fabric will maintain a connection to the area's past, retain some of the "funky," "edgy" qualities that the community values, support sustainability through reuse of building materials, and help to



Enhanced transit amenities in Portland, OR



Authentic character in nearby Uptown Oakland



Reuse of existing building for new retail, Whole Foods, Oakland, CA

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forge a unique identity for the successful redevelopment of the District.

**Reference Goals: LU-7, LU-11, IMP-5, and Appendix C: Design Guidelines**

#### A WELL-DESIGNED NEIGHBORHOOD

*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.*

Creating a vibrant new district will involve providing both a well-designed private realm and an attractive and safe public realm of high quality streets and public plazas. The area's public open spaces will promote an active pedestrian environment and community interaction. They will also serve as a visual amenity that contributes to the area's identity and enhance the community's sense of pride and ownership. Future development will mix new and old buildings in a compact pattern and scale of development that contributes to a well-defined, human-scale environment while accommodating a dynamic mix of retail and complementary uses.

**Reference Goals: LU-3, LU-4, LU-6, LU-8, LU-9, LU-11, CD-1, CD-2, CD-3, C-2, C-3, C-5, IMP-2, IMP-5, and Appendix C: Design Guidelines**

#### A WALKABLE DISTRICT

*Quality pedestrian facilities and amenities that create a safe and aesthetically pleasing environment that supports increased pedestrian activity.*

Successful retail districts are dependent upon having a vibrant pedestrian environment where people want to window shop and linger. Similarly, successful residential neighborhoods have active, pedestrian-friendly streets where neighbors feel safe to stroll and chat. Creating a walkable district means designing buildings and streets to support pedestrian activity by providing landscaping,



Integrated public and private realm in San Francisco, CA



Public gathering space in San Francisco, CA



Walkable retail in Santa Barbara, CA

lighting, seating and other amenities that contribute to an pleasant and attractive pedestrian environment, removing barriers that inhibit pedestrian movement, and creating active storefronts and ground-level uses that engage and activate the public realm.

**Reference Goals:** LU-2, LU-4, LU-6, LU-8, LU-9, CD-2, C-1, C-2, C-5, C-6, IMP-2, and Appendix C: Design Guidelines

#### COMPLETE AND BALANCED CIRCULATION

*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.*

After a century of automobile sales and service, street design in the “Auto Row” area reflects a clear bias toward automobile circulation over other modes. Revitalization of the Plan Area as a walkable, bikeable and transit-friendly district will include redesign of City streets to accommodate a more balanced use of the City’s public rights-of-way that is attractive, safe and efficient for all modes of travel—not just cars. This includes a bicycle network with safe and efficient connections to major destinations within the Plan Area and throughout the City and efficient but managed vehicle access. Incentives to encourage walking, biking, and transit, and discourage driving for Plan Area residents, workers, shoppers, and visitors are included as part of the Plan.

**Reference Goals:** LU-2, LU-6, CD-1, CD-2, C-1, C-2, C-3, C-4, C-5, C-6, C-7, IMP-2, and Appendix C: Design Guidelines

#### MANAGED PARKING

*Carefully managed parking that addresses retail needs while not undermining walking, bicycling and public transit as preferred modes of transportation.*

Retailers traditionally consider parking to be a critical element for success. While it will be important to ensure



Complete Street elements in New York, NY



Streets in Portland, OR designed to balance travel modes.



Parking management can include innovative tools such as automatic parking garages, smart phone apps and “smart” parking meters.



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that parking is available while the Plan Area tries to establish itself within a competitive regional market, it will be just as important in this downtown setting to ensure that the amount of parking provided is carefully managed to ensure that it does not undercut the City's 'transit first' policy by promoting driving, consume limited land resources, or contribute to the high cost of development by planning for 'worst case' parking scenarios. The Plan Area has significant existing parking resources in parking structures, lots, and on streets, that if properly managed, can postpone and reduce the need to invest in expensive and redundant parking solutions.

**Reference Goals: C-7, IMP-1, and Appendix C: Design Guidelines**

#### SUSTAINABLE DEVELOPMENT

*A multi-pronged approach to sustainability that integrates land use, mobility, and design strategies to minimize environmental impact, reduce resource consumption, and prolong economic and social cohesiveness and viability.*

The Plan provides a multi-pronged approach to sustainability that underlies all of its goals and policies, including policies that: promote compact mixed use development that creates more local jobs and housing within close walking distance; prioritize the creation of a retail district that will reduce residents' need to travel to other communities to meet their shopping needs, thereby reducing greenhouse gas (GHG) emissions for local trips; and encourage transit and alternate modes of travel that reduce miles traveled via personal vehicle for those traveling from areas outside the local area to visit shopping destinations. In addition, Plan guidelines and development standards promote green development strategies for new buildings, "green streets" and low-impact development for public infrastructure, and the reuse of existing buildings that will reduce the consumption of energy and resources, and pollution into the City's air or waterways.

**Reference Goals: LU-2, LU-3, LU-4, LU-5, LU-6, LU-11, CD-2, CD-3, C-5, C-1, C-2, C-3, C-5, C-6, I-1, I-2, I-3, I-4, I-5, I-6, IMP-2, IMP-4, IMP-5, and Appendix C: Design Guidelines**



Sustainable design elements, San Francisco, CA



Sustainable design elements, San Francisco, CA



Sustainable infrastructure, Portland, OR

Photos by Bruce Damonte for David Baker Associates

## COORDINATED AND SUSTAINED IMPLEMENTATION

*A coordinated implementation strategy that ensures consistent and on-going City support for the Specific Plan vision for the area.*

The Plan calls for a significant physical, economic and social transformation of the Plan Area that is expected to take many years. The Plan's focus on establishing the Plan Area as a major retail destination structured around comparison goods retailers, in a setting that currently has a very limited retail base, further contributes to the implementation challenge. Given the City's limited resources and absence of redevelopment funds, a clear and consistent implementation strategy must creatively marshal the City's resources and regulatory, political, and economic support to achieve desired development.

**Reference Goals:** LU-10, IMP-1, IMP-2, IMP-3, IMP-4, and IMP-5

### 3.3 GOALS

The following is a complete listing of the goals for the Broadway Valdez District Plan Area.

#### LAND USE

**GOAL LU-1:** A destination retail district that addresses the City's deficiency in comparison goods shopping and significantly reduces sales tax leakage.

**GOAL LU-2:** A "complete" mixed-use neighborhood that is economically and socially sustainable—providing an appealing mix of retail, dining and entertainment uses as well as quality jobs and diverse housing opportunities.

**GOAL LU-3:** New uses and development that enhance the Plan Area's social and economic vitality by building upon the area's existing strengths and successes.

**GOAL LU-4:** Enhanced economic potential of the Plan Area resulting from the revitalization and redevelopment of existing underutilized areas.

**GOAL LU-5:** New housing that supports the concept of the Broadway Valdez District as an attractive place to live, work, shop and play.

**GOAL LU-6:** A compact neighborhood that is well-served by and supportive of transit.

**GOAL LU-7:** Two distinct but complementary subareas that are linked by Broadway and each with its own land use character that reflects the unique set of physical, economic, social, and cultural factors within and external to the subarea.

**GOAL LU-8:** The establishment of the Valdez Triangle as a dynamic new retail destination that caters to the comparison shopping needs for Oakland and the broader East Bay.

**GOAL LU-9:** The establishment of the North End as an attractive and economically vibrant, mixed use area that complements and is integrated with the adjoining residential and health care-oriented neighborhoods.

**GOAL LU-10:** A system of regulations tailored to support implementation of the land use concept for each subarea.

**GOAL LU-11:** 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.

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### COMMUNITY DESIGN

**GOAL CD-1:** 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.

**GOAL CD-2:** A public realm comprised of a safe and attractive system of streets, plazas, and park spaces that supports an active pedestrian environment and provides an attractive physical framework that seamlessly integrates a diverse array of existing and future buildings.

**GOAL CD-3:** An attractive, well-designed private realm that mixes new and old buildings in a compact pattern and scale of development that creates a well-defined, human-scale public environment and supports a dynamic mix of retail and complementary uses.

### CIRCULATION

**GOAL C-1:** A balanced and complete circulation network that accommodates the internal and external transportation needs of the Plan Area by promoting walking, biking, and transit while continuing to serve automobile traffic.

**GOAL C-2:** Quality pedestrian facilities and amenities that create a safe and aesthetically pleasing environment that encourages walking and accommodates increased pedestrian activity.

**GOAL C-3:** A bicycle network with safe and efficient connections to major destinations within the Plan Area and throughout the City of Oakland.

**GOAL C-4:** Efficient but managed vehicle access in the Plan Area.

**GOAL C-5:** Enhanced efficiency and effectiveness of transit in the Plan Area.

**GOAL C-6:** A well-managed parking supply that supports Plan Area businesses and stimulates economic growth, while not promoting excessive driving.

**GOAL C-7:** Incentives that encourage walking, biking, and transit and discourage driving for Plan Area residents, workers, shoppers, and visitors.

## INFRASTRUCTURE AND UTILITIES

**GOAL I-1:** Sustainable sewage design that accommodates projected growth and limits wastewater entering the sewer collection system within the Plan Area.

**GOAL I-2:** Reduced per capita water demand for new development as a result of incorporating conservation measures into all public and private improvements as required by California building code, CalGreen and City of Oakland Green Building Ordinance for Private Development Projects.

**GOAL I-3:** The potential use of recycled water from the EBMUD treatment facility to supplement and reduce demand for potable water supplies.

**GOAL I-4:** A storm drainage system that complies with City standards to reduce peak runoff by 25 percent as identified in the City of Oakland Storm Drainage Design Standards, and incorporates Low Impact Development (LID) elements to meet state and regional goals of post-construction stormwater management.

**GOAL I-5:** Dry utilities conveyed throughout the Plan Area should be undergrounded so as not to detract from the public realm.

**GOAL I-6:** In order to adhere to the principles of sustainability and environmental protection, future development shall further the goals of the City's Zero Waste goals.

## IMPLEMENTATION

**GOAL IMP-1:** A consistent and coordinated implementation strategy that creatively marshals the City's resources and influence, whether regulatory, political, or economic, to establish destination retail in the Broadway Valdez District.

**GOAL IMP-2:** The strategic use of physical improvements to the public realm to improve the area's function and character, and to serve as a catalyst for future development.

**GOAL IMP-3:** An approach to funding and financing Plan Area improvements that strategically employs limited public resources to catalyze initial development with increased private funding as new development establishes itself.

**GOAL IMP-4:** A policy and funding strategy that facilitates the development of housing in the planning area that is affordable to a cross-section of the community.

**GOAL IMP-5:** A combination of incentives, regulation, and funding assistance to incentivize developers to preserve and re-use historic resources in the Plan Area.

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### 3.4 POLICIES

The following is a complete listing of the policies for the Broadway Valdez District Plan Area.

#### LAND USE

##### Policy LU-1.1

Prioritize development and tenancing of comparison goods retailers in the Broadway Valdez District.

##### Policy LU-1.2

Enhance the identity and function of the Broadway Valdez District as a retail destination for Oakland and the East Bay.

##### Policy LU-1.3

Balance retail uses with a mix of residential, office, and service uses that complement and support the economic viability of the commercial core, and contribute to the creation of a new “24-hour” neighborhood with around-the-clock vitality.

##### Policy LU-2.1

Establish the Broadway Valdez District as an attractive pedestrian- and transit-oriented, mixed-use neighborhood with a core of retail and complementary commercial uses.

##### Policy LU-3.1

Build on the strength of adjoining neighborhoods and uses, such as the Uptown, the “Art Murmur Gallery District,” the two medical centers, and the surrounding residential neighborhoods, by encouraging the introduction of complementary retail, entertainment and cultural uses that will serve these areas while creating a distinct identity for the Plan Area.

##### Policy LU-3.2

Ensure close coordination of City revitalization efforts in the Uptown Entertainment District with those in the Broadway Valdez District Specific Plan Area.

##### Policy LU-4.1

Encourage the gradual transition of the Plan Area toward uses that will contribute to the creation of a vibrant, pedestrian-oriented, mixed-use district.

##### Policy LU-4.2

Encourage a more compact and higher density pattern of development that maximizes the development potential of the Plan Area and supports City objectives for economic viability and place-making.

##### Policy LU-4.3

Encourage infill development along Broadway that will improve the corridor’s economic vitality, enhance the definition and character of the corridor, and create better pedestrian scale and orientation.

##### Policy LU-5.1

Encourage a diversity of higher density housing types, including a mixture of both rental and ownership housing.

##### Policy LU-5.2

Encourage housing that addresses the needs of a diverse population, including age, household composition, and income.

##### Policy LU-5.3

In order to support the establishment of a strong retail commercial presence in the Broadway Valdez District, areas in which residential uses can be introduced as the primary ground-floor use (i.e., residential lobbies are permitted per zoning) should be limited to streets around the perimeter of the Plan Area.

##### Policy LU-5.4

Encourage the provision of new housing affordable to low- and moderate-income households within the Plan Area through a menu of creative options.

##### Policy LU-6.1

Encourage land use and development patterns that will reduce automobile dependence and support alternative modes of transportation while minimizing impacts on existing community character.

**Policy LU-6.2**

Establish a strong pedestrian and transit orientation throughout the Plan Area by prohibiting development whose design prioritizes automobile access.

**Policy LU-8.1**

Promote the development of the Valdez Triangle as a dynamic pedestrian-oriented retail district within a mixed use setting that includes a complementary mix of retail, office, entertainment, and residential uses.

**Policy LU-8.2**

New development along Broadway should reinforce its identity as Oakland’s Main Street with active ground floor uses that extend Downtown character and vitality north to 27th Street.

**Policy LU-8.3**

Broadway, Valdez Street, 24th Street, 23rd Street, and 27th Street will be the primary shopping streets that give structure to the retail district and physically integrate the Triangle with adjacent areas by providing active retail frontages and pedestrian-friendly streetscapes that extend along both sides of these key streets.

**Policy LU-8.4**

The land use concept for the Valdez Triangle is to have a core of comparison goods retail complemented with local-serving retail, dining, entertainment, office, and service uses.

**Policy LU-8.5**

The Valdez Triangle is intended to be a unique shopping district with an authentic Oakland character that includes a mix of local and national retailers.

**Policy LU-8.6**

The Valdez Triangle will feature street-oriented retail in an attractive pedestrian-oriented environment that includes vibrant, active sidewalks, and safe and attractive public spaces.

**Policy LU-8.7**

The Triangle will establish an identity as a unique, Oakland shopping district by integrating new high-quality buildings with attractively renovated and re-purposed historic buildings.

**Policy LU-8.8**

To be successful, the Triangle must provide for a critical mass of retail and complementary commercial uses that establishes the area as an attractive and competitive destination within the region.

**Policy LU-9.1**

The North End is envisioned as an attractive, mixed-use area that provides a mix of active ground floor uses (e.g., retail, commercial services, dining, entertainment, etc.) along Broadway, complemented with primarily upper floor residential, office, professional service, etc. uses.

**Policy LU-9.2**

The intent is to promote a complementary mix of retail, office, entertainment, and residential uses that creates a vibrant urban corridor that is active both day and night, and on weekdays and weekends.

**Policy LU-9.3**

Commercial uses along Broadway will focus on providing a primarily neighborhood-serving mix of retail and commercial services that complements the Triangle and addresses the needs of adjoining and nearby neighborhoods, medical centers, and office uses.

**Policy LU-9.4**

Uses that complement and support the adjoining Alta Bates Summit and Kaiser Permanente medical centers, such as professional and medical office uses, medical supplies outlets, and visitor and workforce housing, are strongly recommended.

**Policy LU-9.5**

The Plan Area will continue to accommodate new automobile dealerships who are willing to operate in an urban format with the granting of a conditional use permit.

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#### **Policy LU-9.6**

Emphasis is placed on the renovation and repurposing of historic garage and auto showroom buildings primarily along Broadway to preserve a link to the corridor's past and enrich its character.

#### **Policy LU-10.1**

Revise General Plan land use classifications in the Plan Area to achieve the vision set forth in the Specific Plan by extending the Central Business District classification up to 27th Street to include most of the Valdez Triangle subarea; designating most of the areas along Brook Street and maintaining Richmond Avenue as "Mixed Housing Type Residential," designating the eastern end of the block between 29th Street and 30th Street as "Community Commercial," and designating the area between Harrison Street and Bay Place as "Community Commercial."

#### **Policy LU-10.2**

Develop new zoning regulations for the Broadway Valdez District that are tailored to address the specific conditions in the District and achieve the vision set forth in the Specific Plan.

#### **Policy LU-10.3**

Allow for flexibility in the quantity, mix and distribution of new development assumed by the Plan as long as it remains consistent with the traffic generation parameters established by the Plan.

#### **Policy LU-10.4**

Monitor the automobile trip generation characteristics of new Plan Area development as a mechanism for tracking Plan conformance with the trip generation thresholds analyzed in the EIR, and assessing the need to adjust Plan Area development projections. If the analysis indicates that Plan Area development is consuming network capacity faster or slower than projected, the City may consider adjusting Plan Area intensity categories or the planned circulation system accordingly.

#### **Policy LU-10.5**

Provide landowners and developers with flexibility to respond to market factors as they change over time.

#### **Policy LU-10.6**

In order to promote a more vibrant and pedestrian-oriented environment, active ground floor uses will be required along Broadway and other designated streets. In order to establish the Triangle as a retail destination, ground level uses will be restricted to retail, dining, entertainment, and cultural uses along designated streets. In the North End, active ground level uses will be required, but can include office and professional service type uses in addition to retail, dining, and entertainment.

#### **Policy LU-10.7**

Establish development regulations that implement recommended height zones while being responsive to surrounding context by providing appropriate transitions between buildings of different scales, maintaining a consistent scale at street frontages, and respecting historic buildings and public open spaces.

#### **Policy LU-10.8**

Develop a package of regulations to promote development on the designated Retail Priority Sites and Large Opportunity Sites that achieves City's objectives for retail without overly constraining new development.

#### **Policy LU-10.9**

Develop a variety of bonuses and incentives to attract new businesses and desirable development to the Plan Area, while incorporating clear measurable criteria that ensure community benefits and amenities are delivered to the City.

#### **Policy LU-11.1**

Encourage landowners and developers of properties within an Adaptive Reuse Priority Area to explore the potential for adaptive reuse of existing older buildings as a means of preserving the area's character and enhancing district identity.

#### **Policy LU-11.2**

Support current efforts to establish a state historic tax credit program.

## COMMUNITY DESIGN

### Policy CD-2.1

To provide a sense of continuity and extend the character and quality of Downtown, the streetscape improvements on Broadway that currently extend up to 24th Street will be extended the length of the Plan Area to I-580.

### Policy CD-2.2

Implement improvements, such as public art and lighting, to the Broadway and Piedmont Avenue transitions under I-580 to improve their appearance and safety, and overcome the sense of separation the freeway creates between the North End and the areas to the north.

### Policy CD-2.3

Work with Caltrans to establish a signage program that identifies 27th Street, Broadway and Webster Street as the primary vehicular entrance points to the Valdez Triangle retail district and the north end of Downtown from nearby freeways (i.e., 580, 24, and 980).

### Policy CD-2.4

Implement streetscape improvements to 27th Street to enhance the aesthetic character of the public realm and the quality of the pedestrian and bicycle environment, including sidewalk and median widening, street tree planting, and traffic calming measures.

### Policy CD-2.5

To enhance the pedestrian environment along 27th Street, new development along the south side of 27th will be required to setback buildings four (4) feet from the right-of-way and to widen the sidewalk to 14 feet.

### Policy CD-2.6

Explore options for strengthening the connection between the Kaiser/Lake Merritt office district and the Valdez Triangle shopping district and making the pedestrian crossing of Grand Avenue at Valdez Street safer and more inviting.

### Policy CD-2.7

New development along Webster Street north of 28th Street should be oriented to strengthen the definition of the corridor and streetscape improvements such as street trees and under-grounding of overhead utility lines should be implemented to enhance the street's visual character.

### Policy CD-2.8

New development will be required to implement circulation and streetscape improvements to enhance traffic operations and improve pedestrian and bicycle compatibility and safety at the five-legged intersection of 24th Street, 27th Street, Harrison Street and Bay Place.

### Policy CD-2.9

Implement streetscape improvements to Piedmont Avenue south of I-580 to enhance the aesthetic character of the public realm and the quality of the pedestrian and bicycle environment, including widening sidewalks, adding bike lanes, planting street trees, and traffic calming measures.

### Policy CD-2.10

New development should implement streetscape improvements to Hawthorne Avenue to enhance the pedestrian connection between the Alta Bates Summit Medical Center and the Broadway corridor.

### Policy CD-2.11

Re-design 24th Street to create a vibrant pedestrian-oriented shopping street with wider sidewalks that can accommodate an active pedestrian environment, and a narrower travelway to calm traffic.

### Policy CD-2.12

Convert 24th Street between Valdez and Harrison streets from one-way to two-way traffic to better support retail development in the Triangle.

### Policy CD-2.13

Emphasis will be on creating a strong and continuous retail presence along the street level facade of 24th Street between Broadway and Harrison Street. To this end, new construction or conversion of ground-level spaces to commercial space that can accommodate an eclectic mix of retail, galleries and restaurants will be encouraged.



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#### **Policy CD-2.14**

Re-design Valdez Street between Grand Avenue and 27th Street to create a vibrant pedestrian-oriented shopping street with wide sidewalks to accommodate an active pedestrian environment, and a narrower travelway to calm traffic.

#### **Policy CD-2.15**

Re-design Webster Street between Grand Avenue and Broadway to create an attractive pedestrian-oriented shopping street.

#### **Policy CD-2.16**

Provide special design treatment of Webster Street between 24th Street and Broadway to create a 'festival' street that can handle daily vehicular traffic, but also be closed to traffic for special events, when it can serve as an extension of the plaza at 25th and Broadway.

#### **Policy CD-2.17**

Re-design 23rd Street between Broadway and Harrison Street to create an attractive pedestrian-oriented shopping street.

#### **Policy CD-2.18**

Require new commercial uses that back onto Brook Street to implement measures to enhance the street's aesthetic character and protect the residences from operational impacts related to deliveries and services.

#### **Policy CD-2.19**

Discourage the incursion of non-residential uses along the east side of Brook Street, and promote sensitive infill of vacant or non-residential parcels with appropriately scaled residential development.

#### **Policy CD-2.20**

Support the implementation of "green" stormwater management improvements such as rain gardens and permeable paving along 29th and 30th Streets to capture and treat stormwater runoff before it flows into the City's storm drain system and Lake Merritt.

#### **Policy CD-2.21**

To promote pedestrian access to the area from adjoining neighborhoods, streetscape improvements such as street trees, plantings, utility undergrounding should be extended east and west along 29th and 30th streets.

#### **Policy CD-2.22**

The City should work closely with developers at identified gateway locations to promote the design of buildings and public realm improvements that advance the concept of creating distinctive entries into the Plan Area.

#### **Policy CD-2.23**

Explore the establishment of a public arts program to promote and develop public art at key gateway and plaza locations throughout the Plan Area.

#### **Policy CD-2.24**

The City should work closely with developers and businesses to develop strategies for developing the proposed plazas in conjunction with future development, and to pursue alternative sources of funding to help cover the costs.

#### **Policy CD-2.25**

The City should work closely with developers of the Large Opportunity Site on the west side of Broadway between 30th and Hawthorne Avenue to secure a public access easement between Broadway and Webster, and to incorporate a plaza and pedestrian passageway in their project design.

#### **Policy CD-2.26**

The City should work closely with developers of the Large Opportunity Site on the east side of Broadway to secure a setback, public access easement, and linear park improvements along Glen Echo Creek between 30th and 29th Streets.

#### **Policy CD-2.27**

The City should work closely with Friends of Oak Glen Park and Richmond Boulevard residents to explore strategies for funding and implementing park and trail improvements along Glen Echo Creek from the south end of the park to 29th Street.

**Policy CD-2.28**

The City should work with Plan Area landowners and the community to promote and facilitate the implementation of interim uses and events to activate under-utilized spaces and parcels in the Plan Area and support existing businesses.

**Policy CD-3.1**

Taller building heights will be encouraged in areas where their height is appropriate to the surrounding context, including areas with existing mid- and high-rise structures and near the elevated freeway.

**Policy CD-3.2**

In order to enhance the pedestrian environment, new development should avoid curb cuts and driveways on the key retail streets (i.e., 24th, Valdez and Broadway), and provide vehicle access from side and interior streets where potential conflicts between pedestrians and vehicles will be lower.

**Policy CD-3.3**

Buildings on designated Retail Priority Sites should use their scale and design to add definition and character to the District's main vehicular entries—framing key entry corridors with distinctive architecture.

**Policy CD-3.4**

Large retail buildings need to be designed to ensure that the scale of the building does not overwhelm the pedestrian scale and character desired at the street level.

**Policy CD-3.5**

Although the development of mixed use buildings is encouraged, both single-use retail buildings (with certain minimum height requirements) and the horizontal mix of uses is allowed as long as it does not undermine ground level retail along the Triangle's key retail streets.

**Policy CD-3.6**

Explore the possible conversion of the 26th Street public right-of-way between Broadway and Valdez Street to incentivize new development, creatively expand the site's development potential, and/or accommodate unique design concepts, as long as such development does not constrain access to existing infrastructure within the street right-of-way.

**Policy CD-3.7**

Ensure that the design of new development in the triangular block bordered by Valdez, 24th and 27th streets creates a positive image for the Valdez Triangle by defining and engaging the block's three intersections and creating an attractive and well-proportioned facade along 27th Street.

**Policy CD-3.8**

Allow for the possible conversion of the Waverly Street right-of-way to private use to incentivize new development on the Retail Priority Site, creatively expand the site's development potential, and/or accommodate unique design concepts, as long as such development relocates existing utilities.

**Policy CD-3.9**

Ensure that development on the Retail Priority Site on the west side of Broadway between 23rd and 24th streets creates an attractive and engaging ground-level façade that supports pedestrian activity and contributes to the creation of a continuous retail frontage along Broadway.

**Policy CD-3.10**

Ensure that development on the Retail Priority Site on the west side of Broadway between 24th and 25th streets creates an active, ground-level facade that supports pedestrian activity and further contributes to the creation of a continuous retail frontage along Broadway.

**Policy CD-3.11**

Given the scale of most existing development, new development in the North End, particularly on the Large Opportunity Sites, will need to sensitively respond to differences in height between new and existing development, and ensure that the scale of future buildings does not overwhelm the pedestrian scale and character desired at the street level.

**Policy CD-3.12**

Redevelopment of the Large Opportunity Site at Broadway and 29th Street should extend Brook Street, or an accessway aligned with Brook Street, south from 30th to 29th Street to improve access to the back half of the site and enhance north-south connectivity in the North End.

## 3. VISION AND GOALS

### Policy CD-3.13

Building heights on the Large Opportunity Site between 30th and Hawthorne need to be responsive to its surrounding development context. Taller buildings should generally be located near Webster and Hawthorne, and building heights along Broadway should step back in deference to the row of historic single story garages that are situated opposite the site.

### Policy CD-3.14

Development on sites located near I-580 should be sited and designed to minimize the potential for noise, air quality and visual impacts from the freeway on building occupants.

### Policy CD-3.15

Given its limited role in the area's circulation, abandonment of the 34th Street right-of-way between Broadway and Webster Street for private use may be considered in order to achieve exceptional development that furthers Plan objectives.

### Policy CD-3.16

New development will be encouraged to protect and re-use many of the area's distinctive historic buildings.

### Policy CD-3.17

Promote the protection and adaptive re-use of the garages and showrooms in the North End subarea in a manner that preserves their distinctive architectural character and references to the area's Auto Row heritage.

## CIRCULATION

### Policy C-2.1

To the extent feasible, eliminate existing and minimize future driveways and curb-cuts along key pedestrian streets including Broadway, Webster Street, 24th Street between Broadway and Harrison Street, and Valdez Street between Grand Avenue and 27th Street.

### Policy C-2.2

Widen sidewalks on the following key pedestrian streets:

- Broadway and south side of 27th Street by requiring 4-foot building setbacks from the public right-of-way (for blocks that have parcels that are mostly vacant).
- 24th Street between Broadway and Harrison Street to 14.5 feet by reducing the curb-to-curb cross-sections.
- Valdez Street between Grand Avenue and 27th Street to 15 feet by reducing the curb-to-curb cross-sections.

### Policy C-2.3

Reduce street crossing widths and increase pedestrian visibility by installing bulb-outs and crosswalk markings at intersections on key pedestrian streets where feasible. Installation of bulb-outs at intersections should be considered along the following streets:

- Broadway
- 24th Street between Broadway and Harrison Street
- Valdez Street between Grand Avenue and 27th Street
- 27th Street between Broadway and Harrison Street

### Policy C-2.4

Improve the pedestrian experience by implementing the following landscape improvements:

- Provide consistent street tree plantings along Broadway, Valdez, 24th, 27th, Webster, 26th, and 23rd Streets.
- Re-landscape Broadway median, including removing paving beneath median to allow adequate root zone for trees.
- Replace the existing striped median on 27th Street with a widened landscaped median.

### Policy C-2.5

Provide pedestrian-scale street lighting along all streets in the Plan Area, especially streets with commercial frontage.

### Policy C-2.6

Ensure sidewalks provide a minimum of 5 1/2-feet clear for pedestrian circulation clear of any obstacles.

### Policy C-2.7

Improve pedestrian safety, shorten pedestrian crossing times, and reduce vehicle speeds by removing channelized right-turn lanes that are not needed. The reclaimed public right-of-way can be used to create pedestrian plazas and other improvements to enhance the pedestrian experience.

### Policy C-2.8

Improve uncontrolled pedestrian crossings through the following:

- Install bulb-outs on both sides of the crossing to shorten the crossing distance and improve the visibility of crossing pedestrians to approaching vehicles .
- Install warranted pedestrian control devices such as RRFBs (Rectangular Rapid Flash Beacons) or signals at crossings.
- Potential improvements at currently uncontrolled pedestrian crossings may include:
  - Installation of signal and bulb-outs on Broadway at 23rd and 24th Streets and on Harrison Street at 23rd Street (Also see Policy C-4.2).
  - Installation of RRFB and bulb-outs at the mid-block crossing on Broadway between 30th Street and Hawthorne Avenue.

### Policy C-3.1

Complete the bicycle network in the Plan Area and surrounding areas as envisioned in City of Oakland’s 2007 Bicycle Master Plan.

### Policy C-3.2

Enhance bicycle facilities at key intersections with high bicycle and automobile traffic. Potential changes may include facilities such as bicycle signal actuation, bicycle boxes, two-stage turn queue boxes, etc.

### Policy C-3.3

Minimize activities, such as valet, or other managed parking strategies, that block existing or planned bicycle lanes.

### Policy C-3.4

Increase bicycle parking supply in the public realm.

### Policy C-4.1

To the extent feasible, locate vehicular parking and service access to the perimeter of the Plan Area and side streets.

### Policy C-4.2

Improve access for all users to and from the Valdez Triangle by signaling the following intersections:

- Harrison Street/ 23rd Street
- Broadway/ 23rd Street
- Broadway /24th Street

### Policy C-4.3

Allow for the possible closure of the following streets to through traffic, on either a temporary or permanent basis, if such closures would help achieve Plan goals:

- Waverly Street south of 24th Street
- 26th Street between Broadway and Valdez
- 34th Street between I-580 Off-Ramp and Broadway

### Policy C-4.4

Minimize cut-through traffic on residential streets by implementing traffic calming.

### 3. VISION AND GOALS

#### Policy C-5.1

Collaborate with AC Transit to improve bus service along Broadway and support Specific Plan objectives by incorporating the following recommendations into its Transit Performance Initiative:

- Move bus stop locations to provide optimum spacing (about 900 to 1,000 feet between stops) that effectively serves the local uses and maintains bus operating speeds.
- Locate bus stops on far-side of intersections to improve service times and reduce bus/ auto conflicts at intersections.
- Create curb extensions to accommodate in-lane stops that enhance bus service times and provide adequate space for bus stop amenities.
- Improve bus stop facilities (shelters, benches, real-time transit arrival displays, route maps/schedules, trash receptacles, etc.) to enhance user experience.
- Increase the length of bus stops to at least 60 feet to meet AC Transit standards.
- Install Transit Signal Priority (TSP) at signalized intersections along Broadway to improve bus travel times by prioritizing signal green times for approaching buses.
- Work with businesses to display the next bus arrival times for their customers.

#### Policy C-5.2

Work with BART and local shuttle operators to explore expanding the geographic area, extending the hours of operations, and funding shuttle service in the Plan Area.

#### Policy C-5.3

Revitalization efforts in the Plan Area shall be coordinated with additional efforts to enhance Broadway between the Plan Area and the 19th Street BART station to provide a seamless and welcoming pedestrian connection to and from the BART Station.

#### Policy C-5.4

Work with BART on their proposal to update and “rebrand” the 19th Street BART station, including providing signage to provide information about the Broadway Valdez retail district area and other nearby destinations while passengers are on the train and at the station.

#### Policy C-5.5

Work with business-owners to display the next BART arrival times within their businesses.

#### Policy C-5.6

Ensure that all improvements, including streetscape, to Broadway will not preclude the possibility of future enhanced transit service along the corridor.

#### Policy C-6.1

Explore forming an areawide Transportation and Parking Management Agency (TPMA) to coordinate all TDM efforts and requiring all commercial and residential developments in the Plan Area to participate.

#### Policy C-6.2

Explore establishing a Parking Benefit District (PBD) to manage the on-street and off-street parking supply and use the parking revenue to fund additional parking facilities, and/or improve circulation and transportation in the Plan Area.

#### Policy C-6.3

Encourage the use of existing parking facilities in the Broadway Valdez District and vicinity.

#### Policy C-6.4

To the extent feasible, encourage shared parking within each development and between different developments.

#### Policy C-6.5

To the extent feasible, develop and utilize centralized parking facilities without assigning parking spaces to specific uses in order to encourage a “park once” strategy.

### Policy C-6.6

Provide dedicated car-sharing spaces throughout the Plan Area. Dedicated car share spaces can be provided on-street or in publicly accessible parking facilities and can be administered by the appropriate management entity (e.g. TPMA or CBD as described above).

### Policy C-6.7

Explore providing public funding assistance for the development of parking as part of, or near to, larger-scale retail development(s) with multiple comparison goods tenants.

### Policy C-6.8

Require residential developments to unbundle the cost of parking from the cost of housing.

### Policy C-6.9

Establish a parking in-lieu fee program so that developers have the option of either constructing off-street parking consistent with City of Oakland Planning Code or paying the parking in-lieu fee.

### Policy C-6.10

Reduce the amount of parking required by the Planning Code.

### Policy C-6.11

Encourage implementing an area-wide real-time parking information system that includes major parking facilities open to the public.

### Policy C-6.12

Consider using attendant parking during peak shopping periods at major parking facilities.

### Policy C-6.13

Explore implementing a parking pricing strategy that encourages Plan Area employees to walk, bike, or use transit to travel to and from work.

### Policy C-6.14

Provide metered on-street parking along commercial frontages and explore opportunities to better manage the existing and proposed on-street parking supply through strategies such as smart meters, variable market-based pricing and time restrictions.

### Policy C-6.15

Consider monitoring parking demand in the Plan Area.

### Policy C-6.16

Study the need for implementation of a Residential Parking Permit (RPP) program on nearby residential neighborhoods.

### Policy C-7.1

Implement a comprehensive wayfinding signage program in the Plan Area with an emphasis on pedestrian, bicycle, transit, and parking facilities.

### Policy C-7.2

Provide bicycle support facilities such as attendant bicycle parking/bike station, and/or bike sharing/rental program.

### Policy C-7.3

Consider providing Plan Area residents with a transit pass and/or transit subsidies.

### Policy C-7.4

Explore providing transit validation for shoppers who use transit to travel to the Plan Area.

### Policy C-7.5

Through participation in the TPMA, employers in the Plan Area would be encouraged to participate in TDM programs that encourage the use of transit and facilitate walking and bicycling among their employees through both incentives and disincentives.

## 3. VISION AND GOALS

### INFRASTRUCTURE AND UTILITIES

#### Policy I-1.1

All sewer system improvements shall be designed in conformance with applicable City of Oakland Sanitary Sewer Design Standards.

#### Policy I-1.2

The City shall coordinate with EBMUD to ensure that the proposed developments and development projections within the Plan Area are incorporated into EBMUD's long-range plans for sewage transport and treatment.

#### Policy I-1.3

New development within the Plan Area will be assessed a Sewer Mitigation Fee that contributes to Inflow and Infiltration (I&I) rehabilitation and replacing pipes to increase system capacity.

#### Policy I-1.4

The existing 24-inch sewer pipe will be upgraded to a 36-inch pipe along Harrison Street to support sewage capacity within the Plan Area.

#### Policy I-1.5

Improvements will be consistent with EBMUD's standards.

#### Policy I-2.1

Design water system improvements in conformance with applicable standards of the Oakland Fire Department and EBMUD.

#### Policy I-2.2

The City shall coordinate with EBMUD to ensure that the proposed developments and development projections in the Plan Area are incorporated into EBMUD's long-range plans for water supply and delivery.

#### Policy I-2.3

Ensure that water conservation is a key design consideration for all new development in the Plan Area.

#### Policy I-2.4

Encourage developers to incorporate the re-use of greywater to help conserve potable water resources within the Plan Area.

#### Policy I-2.5

Improvements will be consistent with EBMUD's standards.

#### Policy I-2.6

Project sponsors must strive to achieve compliance with water conservation regulations including the City of Oakland's Green Building Ordinance, the state's Model Water Efficient Landscaping Ordinance, CALGreen, and water conservation measures in the state building code.

#### Policy I-3.1

Coordinate with EBMUD to secure a future supply of recycled water use for use within Plan Area as a means of reducing demand for potable water.

#### Policy I-3.2

Encourage developers to incorporate dual plumbing within buildings and irrigation systems constructed for recycled water standards for future connections.

#### Policy I-4.1

Storm drain system improvements shall be designed in conformance with applicable City of Oakland Storm Drainage Design Standards.

#### Policy I-4.2

Developers shall design projects to optimize runoff capture and treatment by incorporating features such as bioswales, infiltration areas, vegetated filter strips, porous paving, and rain gardens that enhance stormwater infiltration and reduce peak runoff.

### Policy I-4.3

Developers shall coordinate with the City to determine an acceptable goal for reducing peak runoff.

### Policy I-4.4

The City shall explore the potential to implement a 'green' streets program in the Plan Area that incorporates stormwater management features in the design of the public streetscape in order to improve the quality of stormwater runoff that enters Lake Merritt.

### Policy I-4.5

Encourage developers to incorporate rainwater harvesting in new buildings and landscapes as a means supplementing their water supply and reducing demand for potable water.

### Policy I-5.1

The City will coordinate with developers and the appropriate utility agencies to develop a strategy for undergrounding the remaining overhead utilities in the Plan Area.

### Policy I-6.1

Construction operations, businesses, and residents within the Plan Area shall participate in the City's recycling programs in order to minimize the amount of solid waste that is sent to landfills. Specifically, projects within the Plan Area must comply with Oakland's Construction and Demolition Debris Recycling Ordinance, Oakland's Recycling Space Allocation Ordinance, Alameda County Mandatory Recycling Ordinance, as well as the State of California's mandatory recycling statutes, which support the City's adopted Zero Waste goal.

## IMPLEMENTATION

### Policy IMP-1.1

Secure high level City commitment to the retail strategy and establish priorities.

### Policy IMP-1.2

Undertake effective City outreach to and coordination with the development community, property owners, and key retailers to facilitate desired development.

### Policy IMP-1.3

Maintain City commitment to market strategy and vision for comparison goods shopping in the Valdez Triangle.

### Policy IMP-1.4

Promote interim and near-term strategies that build an identity and reputation for the Plan Area and help position it for future development.

### Policy IMP-1.5

Use a combination of development constraints and bonuses to require and incentivize development of destination retailing in the Valdez Triangle.

### Policy IMP-1.6

Supplement land use regulations with an entitlement process that facilitates destination retail development.

### Policy IMP-1.7

Ensure close coordination of City revitalization efforts in the Uptown Entertainment District (approximately bound by 19th Street, Grand Avenue, Telegraph Avenue and Broadway) with similar efforts in the Broadway Valdez District Specific Plan Area.

### Policy IMP-1.8

Consider opportunities to purchase additional retail opportunity site(s).

### Policy IMP-1.9

Use City-owned property as an incentive to facilitate retail development.



### 3. VISION AND GOALS

#### **Policy IMP-1.10**

Condition future use of the City-owned property with a Disposition and Development Agreement (DDA) to ensure that development advances the City's retail agenda.

#### **Policy IMP-1.11**

Use of City Property should set an example for the type of development that is envisioned in the Valdez Triangle.

#### **Policy IMP-1.12**

Provide public funding assistance for comparison goods retail parking.

#### **Policy IMP-1.13**

Provide public funding for public realm improvements.

#### **Policy IMP-1.14**

Provide public funding for other improvements and programs that would facilitate the Specific Plan's destination retail objective.

#### **Policy IMP-1.15**

Allow existing auto dealerships to remain in the Plan Area to the north of 27th Street and retain branding as Broadway Auto Row.

#### **Policy IMP-1.16**

Develop a strategy for relocating active dealerships from the Valdez Triangle as needed to facilitate comparison goods shopping in the retail district.

#### **Policy IMP-1.17**

Develop a citywide strategy for auto-related retailing in Oakland.

#### **Policy IMP-2.1**

Secure funding for Plan improvements according to identified prioritization.

#### **Policy IMP-3.1**

Commit public funding and City property as catalysts for initial retail development in the Valdez Triangle.

#### **Policy IMP-3.2**

Provide public funding to attract and support a critical mass of destination retailing, district-based funding for retail area management, and private development contributions.

#### **Policy IMP-3.3**

Pursue private developer, district-based, and public grant funding for Priority 3 and Priority 4 improvements.

#### **Policy IMP-4.1**

Continue to explore, in coordination with affordable housing stakeholders, innovative and creative ways to support the production of new housing that is affordable to affordable to low- and moderate-income households within the Plan Area.

#### **Policy IMP-4.2**

Fully utilize the State-mandated bonus and incentive program for the production of housing affordable to a range of incomes, and advocate for increases to federal/state/local funding for affordable housing to support affordable housing development and for new sources of funding at the federal/state/local level.

#### **Policy IMP-4.3**

Explore the formulation and adoption of a comprehensive citywide inclusionary housing policy that addresses concerns from all constituents.

### **Policy IMP-5.1**

Consider developing a package of incentives that will encourage landowners and developers to renovate and/or adaptively reuse historic buildings, especially in the designated Adaptive Reuse Priority Areas. Preservation strategies to be considered should include the following:

- Facade Improvement Grants;
- Facade Easements;
- Transfer of Development Rights (TDR);
- Extension of the California State Historical Building Code (SHBC);
- Reduced Fees and Expedited Development Review;
- Federal Historic Tax Credits;
- Recognition of Plan Area historic resources that promotes broad community awareness (e.g., plaque program);
- Mills Act (Property Tax Abatements); and
- Relief from Code Requirements.