Fine Silver Jewelry
AVEDA
CLOSED
WET FLOOR

4 LAND USE

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Santana Row, San Jose, CA

4.1 PURPOSE

The Land Use chapter establishes the regulatory framework for future uses and development within the Broadway Valdez District Plan Area. The chapter describes the overall land use concept for the area, including the types, intensities, and distribution of uses, and sets forth specific land use goals and policies. New General Plan land use designations are identified for the Plan Area, which, in turn, will inform the update of the area's zoning to ensure that the vision for the Plan Area is realized, attracting new private and public investment that will result in a socially and economically vibrant neighborhood.

The Triangle will have a strong identity that can establish the area as a regional destination for retail.

4.2 LAND USE CONCEPT

4.2.1 A RETAIL DESTINATION

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

Policy LU-1.1
Prioritize development and tenanting 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.

Due to a combination of factors, including location, accessibility, and local buying power, the Broadway Valdez District represents the City's best potential to change its position as one of the most under-retailed major cities in the country by creating a vibrant new retail presence near the existing Downtown. 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 local residents by providing convenient shopping in Oakland and by capturing sales tax revenues that can be used to address citywide needs for capital improvements and services.

In contrast to the current land use pattern which is dominated by automobile-oriented commercial uses, the Plan promotes a mixture of commercial, residential and employment uses within the Plan Area. Economically, the development of residential and employment-generating uses in the Plan Area will provide important support for proposed retail. Given the competitive nature of the retail market in the Bay Area, the incorporation of complementary residential and employment-generating uses can also contribute to the success of future retail by enhancing the area's vibrancy and sense of place. Socially, the mix of uses will support the development of a more vibrant district that avoids the downtimes associated with single-use districts. A diverse mix of uses will ensure that the Plan Area will be active with people working, shopping, socializing, and residing in the Plan Area at all times of the day, seven days a week, not just during weekday business hours.

A "complete" mixed-use neighborhood in which people live, work, and shop, and come together as a community.

A mix of uses with an attractive pedestrian environment will characterize the Plan Area.

4.2.2 A "COMPLETE" NEIGHBORHOOD

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.

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.

Broadway's Auto Row was established in the early 20th Century in response to the rise of the automobile in American society, and for nearly a century the area prospered. The singular focus of the area's land use and development patterns on automobile-related uses is therefore hardly surprising. However, as times and social mores have changed, so have the needs of the community. The land use and development patterns that once served the City so successfully are now struggling in the marketplace and failing to address the needs of current and future generations of Oakland residents. Similarly, Downtown, which once supported major retailers like I. Magnin's, H.C. Capwells, and Breuners, now has a very limited retail base and struggles to attract shoppers, and the City's retail base as a whole is deficient, particularly in the area of comparison goods. The Broadway Valdez District provides the opportunity to address these issues by creating a commercial mixed use district that will transition the Plan Area to a more sustainable mix of uses, contribute to the vitality, livability, and identity of Downtown Oakland, and address residents' shopping needs.

In order to re-establish the Broadway Valdez District as a vibrant center for the community's social and commercial life, it is essential that it transition from its automobile orientation into an attractive, pedestrian-friendly destination where people feel comfortable strolling, lingering, and engaging in the social and cultural activities that characterize successful downtowns.

Many factors contribute to the creation of a pedestrian-oriented district, including the design of the public streetscape and the scale and orientation of buildings. The type, mix, and distribution of land uses, however, also play an important role. Promoting mixed-use development in the Broadway Valdez District will support the creation of a pedestrian-oriented district, by locating retail, entertainment, services, residences, and employment within convenient walking distance of each other and of transit, and thus eliminating the need for many of the daily vehicle trips that are necessary when these uses are dispersed. The intent is for those

who live and work in the area in the future to be able to walk from homes and jobs to nearby businesses for dining, shopping, services, and entertainment, and for those who visit or commute to the Plan Area to be able to take transit or, if they drive, to park once and then walk to most or all of their destinations. The Broadway Valdez District will include not only destination retail, but neighborhood-serving options such as grocery stores and pharmacies, to serve residential development.

4.2.3 LEVERAGING EXISTING ASSETS

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.

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.

The long, relatively narrow configuration of the Plan Area, combined with the surrounding land use context, creates a series of conditions that will influence the form and character of future Plan Area land uses. The Broadway Valdez District is surrounded by a number of distinctive and dynamic neighborhoods and uses, including the Uptown Entertainment District and the Lake Merritt/Kaiser Center office district to the south, the Alta Bates Summit and Kaiser Permanente medical centers to the north and west, the "Art Murmur Gallery District"/25th Street Garage District and Koreatown/Northgate to the west, and the Adams Point and Harri-Oak residential

Photo by Nathanael Bennett

New development will support the creation of a vibrant and active urban district by leveraging existing assets.

neighborhoods to the east. The strategy is to promote land use patterns and built forms that leverage the energy of these surrounding neighborhoods to enhance the viability and distinctiveness of both the Plan Area and its neighbors.

At present the land use mix along Auto Row has limited synergy with its neighboring uses. Thus, a key concept of the Plan is that in the future Broadway and the Plan Area should serve as a "seam" in the urban fabric—one that complements and connects this series of dynamic adjoining uses by providing:

- A regional shopping destination that brings activity and tax dollars into Downtown Oakland
- A shopping and entertainment destination for residents in adjoining Adams Point, Harri-Oak, Richmond, and Koreatown/Northgate residential neighborhoods
- A retail, office and residential complement to the health care nodes at the Alta Bates Summit and Kaiser Permanente medical centers
- A lunch-time and evening destination for office workers in the Lake Merritt/Kaiser Center office district
- An extension of the dining, entertainment, and residential uses in the thriving Uptown District
- A dining, entertainment and cultural complement to the growing Art Murmur Gallery District; and
- A complement to future retail development in the north end of Downtown, between 19th Street and Grand Avenue.

It is critical that the City take a holistic approach in its economic development and planning efforts along the Broadway corridor. In particular, policies and actions geared towards the Uptown Entertainment District and identified in Figure 8.2 as the "Uptown Coordination Area." City revitalization efforts in the Broadway Valdez District should be closely coordinated with similar efforts in the Uptown Entertainment District so that opportunities may be leveraged and contribute to outcomes that are mutually beneficial.

Existing buildings will be reused with new uses that capture the energy of Oakland's resurgence.

Redevelopment and revitalization will include local- and regional-serving uses that bridge existing neighborhoods together.

4.2.4 REVITALIZATION

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

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.

The Plan recognizes that the Plan Area is not a "blank canvas," but rather a complex mixture of existing

businesses, numerous and diverse-sized parcels, and many different landowners. By necessity, the transition from the existing mixture of automotive-related sales and service uses, assorted commercial uses, residential uses, and underutilized lands to a vital mixed-use district will be gradual. While it is anticipated that many of the existing uses will remain for the foreseeable future, it also is assumed that as the character of the area improves and land values increase, that uses that are not consistent with the vision for the Plan Area (e.g., stand-alone auto service garages, surface parking lots) will eventually relocate and/or be replaced by development that better captures the enhanced economic potential associated with the new 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.

Compact, higher intensity development will support the creation of a vibrant and active urban district by both bringing more people to the area and through the positive retail synergy that develops from a concentration of complementary uses. More compact development patterns will also support the objective of creating a "park once," pedestrian-oriented district, and enhance the Plan Area's ability to support regular and frequent transit service that is seen as a viable alternative to the private automobile. Finally, the increased development potential and enhanced economic vitality will generate tax revenues that will help support the investment in new improvements such as streetscape, public open space, and infrastructure that will make the Plan Area the unique destination envisioned.

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.

New infill development will improve the area's economic vitality and enhance the urban form.

New development on vacant and underutilized lots, and redevelopment of currently developed parcels, should be used to incrementally reconfigure and revitalize the Broadway street frontage. These changes involve a transition from the predominantly automobile-oriented uses that currently characterize the corridor to a more diverse mix of uses. The intent is to both diversify the economic base and to add uses that will attract people to the area on a regular basis, rather than just on the occasion of purchasing or repairing one's car. Such uses will not be just retail, but can also include office and professional service uses. The Plan assumes that implementation will be both market-driven and incremental. As new development in the area begins to improve the character and economic vitality of the area, it is anticipated that existing developments will want to upgrade or redevelop in order to capture increased market value or to remain competitive.

In terms of development character, the redevelopment of the street frontage is intended to enhance the overall image of the corridor, creating a more positive entry statement to Downtown from I-580 and the neighborhoods to the north. To a great extent, the success of development that does not front on Broadway will be dependent on creating a positive first impression along Broadway.

While the desired physical character of Plan Area development is addressed in more detail in Chapter 5, Community Design and Resources, the key physical changes encouraged along Broadway include:

- Development of taller buildings in certain areas that are more in scale with the wide boulevard character of Broadway;
- Creation of a more consistent building setback along Broadway that places buildings closer to the street in order to give better definition to the public right-of-way for infill parcels, and requiring a setback of four feet for blocks that have parcels that are mostly vacant in order to establish a wider sidewalk;
- Infill of surface parking lots and other underutilized parcels with new development;
- Location of parking in lots at the rear of buildings or in parking structures;
- Reduction in the number of private driveways with direct access from Broadway; and
- Creation of a broader and more attractive pedestrian environment.

Refer to the development standards and design guidelines in Chapters 5 and Appendix C for the techniques that will be used to achieve these changes.

4.2.5 HOUSING

A "complete" neighborhood is dependent upon a strong resident population, diversity of housing types, and vibrant streetscapes with safe sidewalks that enhance the character of the area. Mixed-use boulevards with a variety of urban-style housing typologies, affordable to a range of income levels, will assist with fulfilling the Plan's vision. Affordable housing is a critical component of a "complete" neighborhood and is needed in the Plan Area.

The incorporation of residential uses into the Plan Area's land use mix is essential to achieving the City's vision for the area and ensuring its long-term economic success and sustainability. New housing in the Plan Area will:

A variety of housing types will be provided in the Plan Area in order to meet the diverse needs of the community.

- Create a built-in customer base that will support the viability of Plan Area businesses;
- Provide housing options for those who work at the nearby medical centers, businesses, or in Downtown;
- Reduce vehicle trips by allowing people to walk or take transit to shop or work; and
- Establish a strong daytime and nighttime presence in the area that will activate the area's streets and public spaces and enhance public safety.

Furthermore, the "complete" neighborhood envisioned by the Plan would:

- Encourage 15 percent of all new housing units in the Plan Area to be affordable including both units in mixed income developments and units in 100 percent affordable housing developments.
- Accommodate and promote new rental and for sale housing within the Plan Area for individuals and families of all sizes and all income levels (from affordable to market rate housing).

- Improve existing housing in the Plan Area and explore ways to prevent loss of housing that is affordable to residents (subsidized and unsubsidized), and senior housing.
- Promote healthful homes that are environmentally friendly and that incorporate green building methods.

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

Policy LU-5.1

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

FIGURE 4.1: CONDO CONVERSION IMPACT AREAS

Policy LU-5.2

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

The Plan Area should provide housing opportunities for a diverse community that will support the development of a vital mixed-use district. Residential development can include a diversity of unit types, including: stacked flats, apartments, studio units, and assisted living. New single-family detached units will generally not be permitted except within certain perimeter areas of the Plan Area, since they would not be a good use of the limited land resource and are not consistent with the vision for the mixed-use district. Planning area housing should also include a range of tenure options, including fee simple ownership, condominium ownership, and rental housing. Recent rezoning by the City of Oakland has provided new opportunities for a variety of housing types, including micro living quarters, to be built within the Plan Area with a modern, urban development character.

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.

One of the Plan's highest priorities is to promote the development of retail in the Plan Area. As essential as it will be to the success of the Plan Area, the supply of housing will be managed to ensure that the traditionally strong demand in California for housing does not displace potential for commercial development. The Plan's goal is 1,800 new residential units that will be distributed throughout the Plan Area and incorporated primarily as upper floor uses in mixed use buildings that include retail or other ground-floor commercial. Residential development will only be allowed as a ground-floor use in limited portions of the Plan Area, such as along Richmond Avenue, Brooke Street, and the portion of Webster Street

north of 27th Street, and other areas along the Plan Area periphery. Also, on deep lots that have dual frontage on both Broadway and another street, ground-floor residential use will be permitted on that parcel, except the portion facing Broadway.

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.

As of 2011, the median household income in Plan Area census tracts was $32,358 (for the average 1.8 person household), significantly below the Alameda County area median income of $73,850 for a two person household. The area median income often is used to determine relative housing affordability for different income ranges and household sizes. The majority of existing Plan Area households are considered cost-burdened and may have trouble affording basic necessities after paying rent. It is imperative that a strategy is in place to ensure affordable housing is available to all existing and future residents, especially since having affordable rents targeted to 30 percent of household income both stabilizes low income residents and provides these households with expendable income for other living and recreating expenses. Therefore, both market rate and below market rate units will be needed to meet the needs of existing and future residents.

ASSESSMENT OF EXISTING CITY PROGRAMS

Jobs/Housing Impact Fee and Affordable Housing Trust Fund. The Jobs/Housing Impact Fee was established to assure that certain commercial development projects compensate and mitigate for the increased demand for affordable housing generated by such development projects within the City of Oakland. A fee of $4.60 per square foot is assessed on new office and warehouse/distribution developments to offset the cost of providing additional affordable housing for new lower-income resident employees who choose to reside in Oakland. Fees go into a Housing Trust Fund which is then made available to nonprofits to build affordable housing.

Condominium Conversion Ordinance. Oakland's Condominium Conversion regulations include tenant protections in the form of early tenant notification requirements, right of first refusal, and tenant relocation and moving assistance. In the "primary" and "secondary" impact area (see Figure 4.1)[1], replacement rental units are required to be provided equal to the number of units being converted. The primary and secondary areas are boundaries that have been drawn on a map of Oakland based on their housing characteristics and sensitivity to condo conversion impacts. Outside these areas, replacement rental units are required when 5 or more rental units are proposed for conversion to ownership units. In the Plan Area, all of the area east of Broadway is in the primary impact area.

Residential Rental Adjustment Program. The City's residential rental adjustment program limits rent increases to once per year at an amount equal to the average annual percentage increase in the Consumer Price Index (CPI). This ensures stability in rental rates for existing tenants. Also, the City's Just Cause for Eviction Ordinance helps to ensure tenants are not subject to eviction motivated by a rental property owner's desire to increase rents.

INVENTORY OF HOUSING STOCK AND AFFORDABLE HOUSING PROJECTIONS

The housing supply in the area is primarily in apartment buildings with five or more units, while there is also a mix of lower-density, single-family homes, duplexes, and three/four-plexes. Several senior housing developments are also located in the area. As reported in the *Market Demand Analysis* prepared for this plan, about 700 units were built in the Plan Area and nearby areas during the period 2000 to 2009. Additionally, there were about 1,040 units approved as of 2009. However, these projects

1 **Primary Impact Area:** replacement units can only be generated in this area. / **Secondary Impact Area:** replacement units can be generated within the Primary or Secondary Impact Area.

were on-hold due to the economic downturn. Affordable housing in the Plan Area and nearby areas, as inventoried in the *2007-2014 City of Oakland Housing Element*, includes 1,104 units in ten developments. It's possible that, upon the conclusion of this planning process, private property owners may choose to more intensively redevelop their existing property which could involve some replacement of existing housing.

The Association of Bay Area Governments, through the Regional Housing Needs Allocation (RHNA) process, assigns each city's share of regional housing demand which is documented in the Housing Element. During the planning period 2014-2022, the City of Oakland must plan for 14,765 new units (28 percent of these units are designated to be affordable to very low and low-income households, 19 percent affordable to moderate income and 53 percent above moderate income). The Plan Area is projected to add 1,800 housing units over the next 25 years (through 2035). Applying the income distribution from the 2014-2022 RHNA to the Plan Area's build-out horizon would result in a need for 28 percent of new housing units to be affordable to very-low and low income households, a total of 504 affordable units over the next 25 years.

The City's responsibility under state law in accommodating its regional housing need is to identify sites adequately zoned (at least 30 units per acre) with appropriate infrastructure to support the development of housing. The potential development program for the Plan assigns housing units (based on zoning potential and reasonable density assumptions based on past development patterns) to opportunity sites. Sites identified for mixed-use or purely residential uses are all proposed to accommodate over 30 units per acre. Furthermore, all of the sites have access to necessary infrastructure to support development. Therefore, the opportunity sites could accommodate a range of income levels depending on availability of adequate financial subsidies to make possible the development of units for very low- and low-income households. This suggests that the Plan Area contains sufficient housing sites, but that a reliable funding source will be needed to finance the construction of affordable units.

Chapter 8 of this report provides affordable housing production targets, the funding outlook and implementation strategies.

4.2.6 TRANSIT-ORIENTED DEVELOPMENT

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

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 Plan 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 future transit options (e.g., streetcars, shuttles, etc.).

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.

One of the strategies for developing the Broadway Valdez District as an attractive and socially vibrant neighborhood is to enhance the use of transit as a convenient mode of transportation. Improved transit service will not only help to minimize the increase in traffic congestion and air pollution associated with development of the area, but it will also help to establish a safer and more attractive pedestrian environment.

Many of the land use strategies already identified to support the creation of a more socially vibrant and economically vital neighborhood are also strategies that support increased transit use. Creating mixed-use neighborhoods is a way to bring many of our typical daily destinations within walking distance of each other. The number of daily vehicle trips can be reduced by siting employment, retail, services, entertainment, parks, and day care services within convenient walking distance of each other and to transit. Creating comfortable, pedestrian-oriented neighborhoods is important to increasing transit use, because people generally will not use transit if they cannot walk comfortably to and from the transit stop.

Transit-oriented development includes connections to multi-modal facilities such as bike lanes.

Finally, providing higher density development supports transit use by generating higher daytime and nighttime populations and more shopping, employment, and entertainment activities throughout the day. Both the larger populations and the increased around-the-clock activity will help support more regular and more frequent transit service, which is essential to attracting transit users.

Existing and future transit connections are essential tools in creating a walkable district.

Policy LU-6.2

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

The intent of the plan is to establish a new pedestrian- and transit-oriented district that accommodates vehicular access, but is neither dependent on nor generates high volumes of pass-through traffic. Uses that are predominantly automobile-oriented in their design, such as suburban-style "strip" commercial centers, characterized by large expanses of surface parking often located in front of stores and "drive-thru" service, are inconsistent with this intent and should not be permitted within the Plan Area. This is not to suggest that major attractions or destinations that people drive to, such as hotels, theaters, shops and restaurants, are not appropriate. Uses that can be designed to fit into a pedestrian-oriented environment and can be conveniently served by transit, as well as automobiles, are appropriate.

4.3 SUBAREA LAND USE CONCEPTS

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.

While "mixed use" development is encouraged throughout the Plan Area, it is not intended that the area will be uniform in either its land use or physical character. Given the area's length, the different physical configuration of the areas north and south of 27th Street, and the desire to create a walkable and transit-supported district, the Plan Area is envisioned as two distinct, but interconnected subareas: the **Valdez Triangle** and the **North End**, as shown in Figure 4.2. Each of these subareas will have a different land use focus that responds to specific site conditions and development contexts in order to create and reinforce distinct neighborhood identities and provide variety and texture to development along this section of Broadway.

Due to its proximity to Downtown, its accessibility to transit and freeways, and its fine-grained network of cross-streets, the focus in the Valdez Triangle will be on creating a new destination retail district. In response to its linear configuration, proximity to the two medical centers, and inventory of historic buildings, the focus in the North End will be on creating a high-density mixed use boulevard that caters to adjoining medical complexes and residential neighborhoods with a mix of retail, dining, office, residential and professional services. The mixture of uses in the North End may be achieved either vertically (one use over another) and/or horizontally (side by side). The following discussion describes the land use concepts for both areas in greater detail.

Retail destinations will draw crowds and encourage a strong pedestrian presence and strolling.

4.3.1 VALDEZ TRIANGLE 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.

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.

The primary land use objective in the Valdez Triangle is to create a dynamic retail district within an urban mixed use setting that can take advantage of the area's assets, including its size and configuration, its adjacency to the burgeoning Uptown and Art Murmur Gallery Districts, and its accessibility from transit and regional routes. Although the primary focus in the Triangle will be on retail, the Plan promotes a complementary mix of entertainment, office, and residential uses that will enhance development viability and contribute to the creation of a vibrant urban district that is a recognized destination, where the mix of uses contributes to around-the-clock activity with people present both day and night, and on weekdays and weekends. To support and leverage the vitality of the adjoining office and entertainment districts, the Triangle is envisioned as an extension of Downtown.

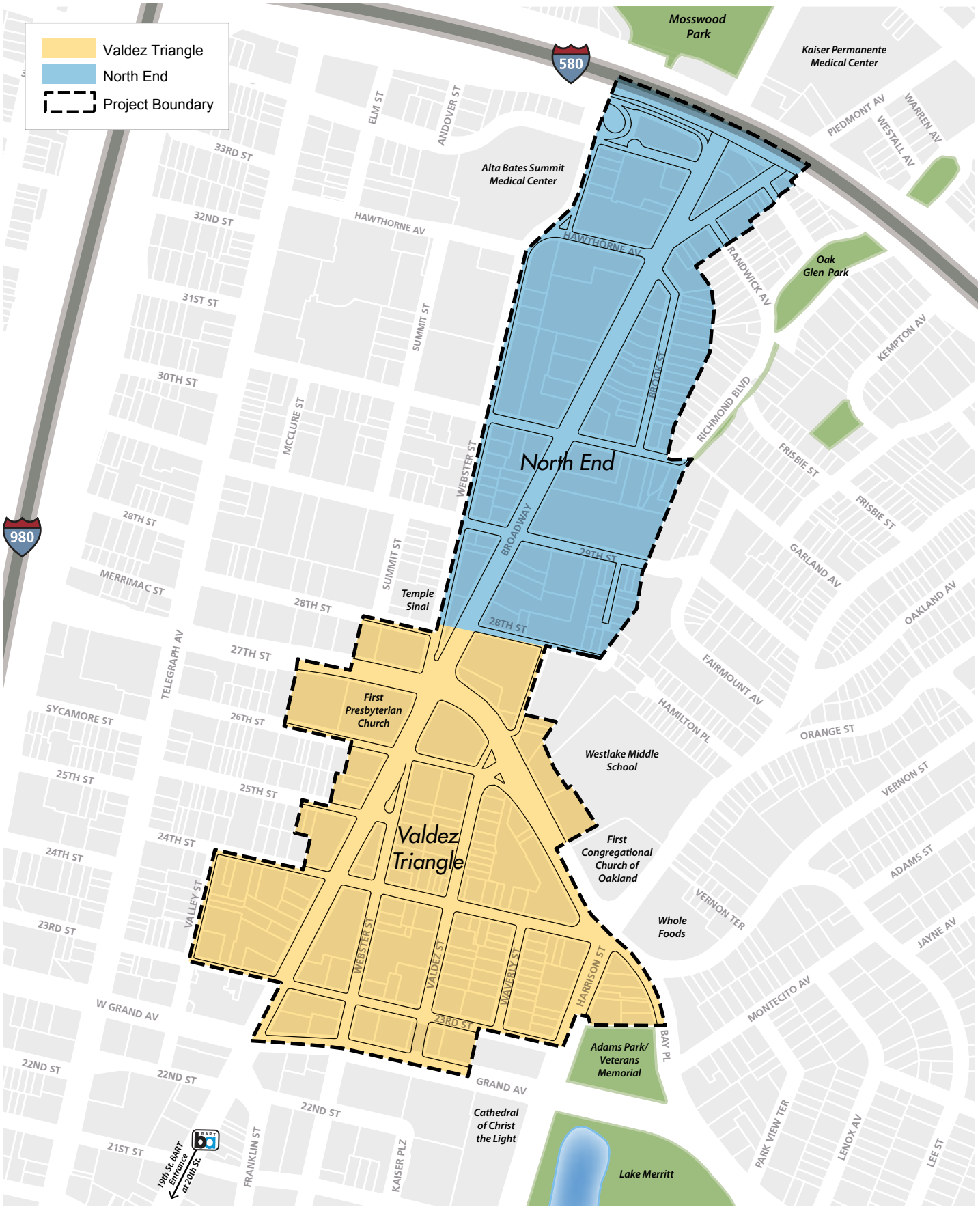

FIGURE 4.2: SUBAREAS

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.

To support and leverage the vitality of the adjoining office and entertainment districts, the Triangle is envisioned as an extension of Downtown. To promote this concept, the General Plan boundaries for the Central Business District (CBD) will be extended north to 27th Street, and incorporate most of the Triangle within the CBD (as indicated in Figure 4.3). General Plan and zoning designations for the Valdez Triangle will support mixed-use development throughout the Triangle to promote a sustainable mix of uses while providing flexibility in development type and configuration. While retail is encouraged throughout the Triangle, Retail Priority Sites have been created in areas along Broadway, 23rd Street, 24th Street, 27th Street, and Valdez Street in order to form a strong core of retail. Broadway, 24th Street, and Valdez Street are intended to 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 (Refer to Section 5.2 for additional policies regarding the design of the public realm). Mixed use development that is complementary, including high density residential development, will be encouraged in the areas around the periphery of the retail core (e.g., along Grand Avenue, 23rd Street, 27th Street and Harrison). High density residential development is conditionally permitted as an incentive within the Retail Priority Sites only when a retail project of a minimum size is developed.

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.

Attractions like Art Murmur galleries will spur complementary development and activity in the Plan Area.

Destinations within the Plan Area can attract workers from nearby employment centers.

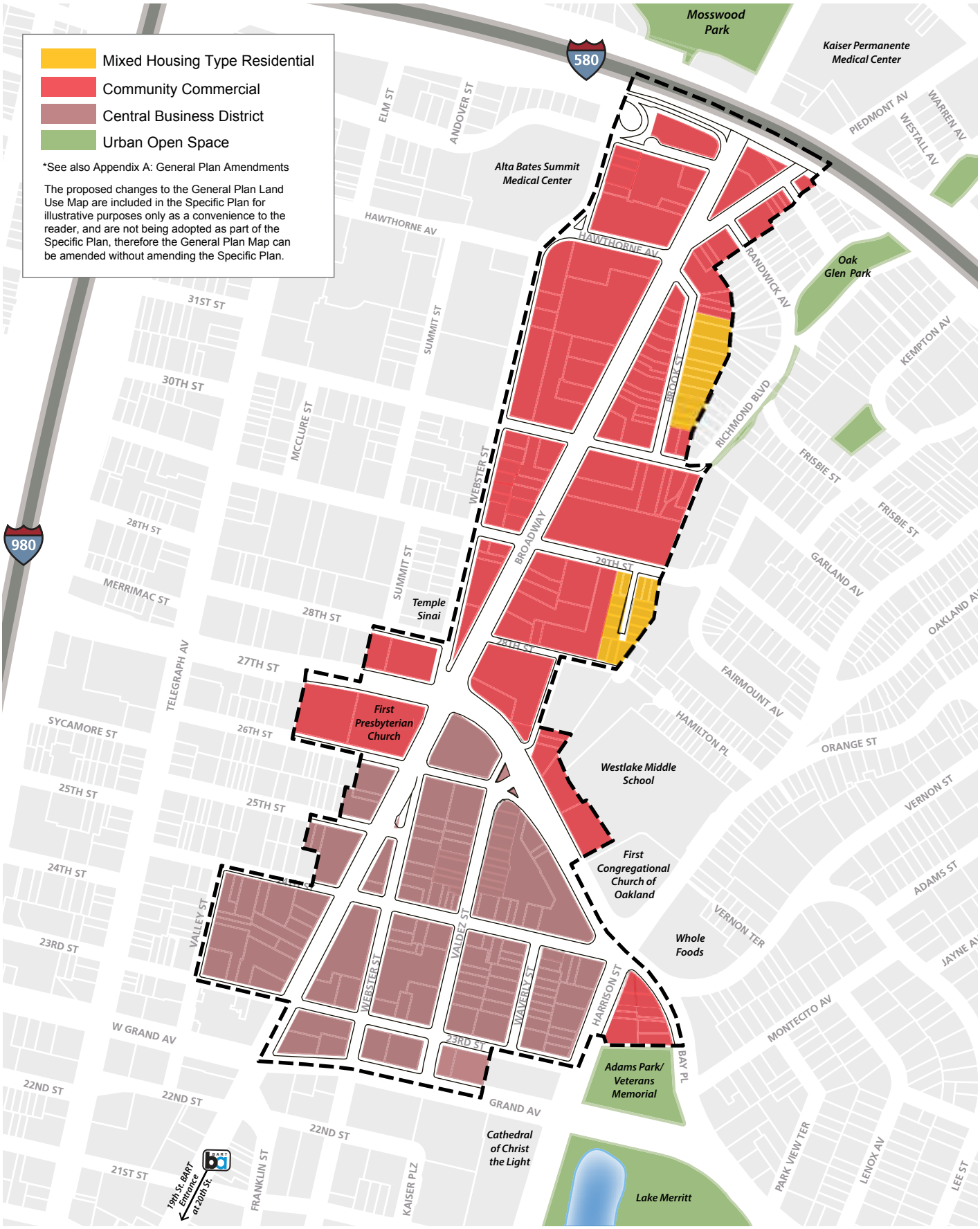

FIGURE 4.3: PROPOSED GENERAL PLAN LAND USE DESIGNATIONS

Retail in the Valdez Triangle is intended to include a mix of national and independent retailers in a variety of retail formats, but, if the City is to achieve its goals for reducing retail leakage and lost sales tax revenue, it will be essential that the Triangle be anchored by a core of comparison goods retail. Typically, this type of retail would be accommodated through a complementary mix of retailers of various sizes, including larger "anchor" stores (major, mid, and juniors) as well as small "in-line" stores (see sidebar). While having retail anchors as the foundation for the new district is desirable, it is not required. The Plan recognizes that the retail industry is constantly evolving and that the 'anchor' function within the Plan Area can potentially be filled in ways other than the traditional department store-type anchor. For instance, the anchor function could be filled through clusters of mid-size and minor anchors that are unique to Oakland and establish a specific retail direction or theme, or even by anchor stores that may be established just south of the Triangle in Downtown.

Which retail type is it?

Within the category of comparison shopping, retail designations often refer to the size of the retailer's store space, including "major retail", "minor retail", and "other retail". The major and minor retailers represent what are generally referred to as "anchor" stores. Major anchors are the largest retailers who serve as primary attractors of shoppers to a district, and are typically a department store or a large chain retailer that provides a wide range of merchandise. They get their name for their role in "anchoring" retail districts. Junior anchors are intermediate size stores that tend to be chains and provide a special area of merchandise. Other retail refers to the smaller stores and shops that complement the major and minor anchors, and typically include both independent and chain retailers. These smaller stores are often referred to as "in-line" stores. The following examples of anchor-type retailers and the sizes typically associated with them are provided for illustrative purposes only. The retail market is constantly changing and there are always exceptions to these examples; a trend among some retailers is to explore smaller formats in highly urbanized areas.

TABLE 4.1: RETAIL NOMENCLATURE

CATEGORY	SIZE	EXAMPLES OF COMPARISON RETAILERS
Major Retail / Anchor	75,000+ sf	Nordstrom, Macy's, Target, Kohl's, McCaulou's
Minor Retail / Anchor	10,000-75,000 sf	
Mid-Size	30,000-75,000 sf	Crate & Barrel, Barnes & Noble, Best Buy, Bed Bath & Beyond, REI, TJ Maxx, Ross, Sports Authority, Dick's Sporting Goods, Target (Urban), Sports Basement
Minor	10 ,000-30,000 sf	Gap, Banana Republic, Old Navy, Anthropologie, Container Store, Urban Outfitters, Patagonia, Apple, Sony, J. Jill, Zara, Forever 21, Williams-Sonoma, Sur La Table, Pottery Barn, H&M, Abercrombie & Fitch, American Girl, Victoria's Secret, Barney's New York Co-Op, Sephora
Other Retail:		
Small Stores	<10,000 sf	Chicos, J. Crew, Nike, Quicksilver, Coach, Pacific Sun, Lucky Brand Jeans, Michael Kors, Ann Taylor, Sunglasses Hut, Steve Madden, Tommy Bahamas, Cole Haan, Ecco, Body Works, Kate Spade, Papyrus, and many independent retailers such as Oaklandish, Open House, Silver Moon, Owl N Wood, Two Jacks Denim, Laurel Book Store, Issues, Ruby's Garden, Pollinate, Sole Space, The Rare Bird, Entrez!, Marion & Rose's Workshop, and Harper Greer.

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.

To be successful, the Triangle must create a strong retail identity and presence that can establish the area as an attractive and competitive destination within the region. In order to strengthen the area's retail identity and create a vibrant retail environment, the Triangle area will feature street-oriented retail in an attractive pedestrian-oriented environment that includes active sidewalks and safe and attractive public spaces. Designated areas within the core of the Triangle will be required to have active, street-fronting retail and complementary dining and entertainment on the ground-level. In addition to promoting a strong component of local, non-chain retailers, the intent is that the Triangle will maintain an identity as a unique shopping district with an authentic Oakland character. In an effort to maintain an authentic local character, the Plan promotes the integration of high-quality new buildings with renovated and re-purposed historic buildings. In this way, the Triangle will continue to be perceived as an authentic Oakland "place"—not a generic shopping center that could be anywhere.

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.

To be competitive in a strong regional market, the Triangle must provide a critical mass of retail and complementary commercial uses so the public perceives it as an attractive choice for meeting one's shopping

Broadway, Valdez and 24th Streets will be the primary shopping streets within the Plan Area.

Street trees and streetscape improvements will establish a sense of place in retail areas.

The Valdez Triangle will accommodate a variety of retail types and sizes.

needs. In order to ensure that both the quantity and desired type of retail are attracted to the area, the Plan prioritizes retail development in a number of ways. First of all, it requires ground floor retail or complementary active uses throughout the majority of the Triangle.

Also, given the limited number of sites that are large enough to accommodate larger retail developments, including those with larger format retail tenants, the Plan designates a series of "Retail Priority Sites" (see Figure 4.4) to ensure that sites within the Triangle are retained for major retailers who typically require building formats with larger square footages (see Table 4.1 and the "Retail Nomenclature" sidebar). In order to accommodate these major retailers, who are essential to providing comparison goods shopping, minimum retail area requirements will be applied to sites that have been designated as Retail Priority Sites because they generally have the following characteristics: adequate size, good visibility, and excellent access. Finally, to ensure that retail potential is not displaced by other uses, particularly residential, the Plan promotes a "retail first" strategy that will incentivize developers to build retail within the Retail Priority Sites by only allowing residential activities along with a retail project that meets certain thresholds; the greater the amount of retail space that is suitable for comparison goods retail provided, the greater number of residential units that will be allowed. A more detailed discussion is provided in Section 4.4 Regulatory Framework and in the Planning Code Amendments that are a separate but related document to the Specific Plan.

4.3.2 NORTH END SUBAREA

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.

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.

The North End is envisioned as an attractive, mixed-use area that links Downtown to the Piedmont Avenue neighborhood shopping area and the Broadway corridor north of I-580, and is integrated with the adjoining residential and health care-oriented neighborhoods. As in the Triangle, the concept for the North End is to promote urban mixed use development with active ground-floor commercial uses, and to promote a complementary mix of office, residential, retail, dining, and entertainment, uses that creates a vibrant urban corridor that is active both day and night, and on weekdays and weekends. Unlike the Triangle, the focus in the North End is on providing a compatible mix of commercial services that complements the Triangle and addresses the needs of adjoining and nearby neighborhoods, and less on accommodating comparison goods retail and creating a regional destination. Retail development in the North End will allow for neighborhood-serving uses, potentially including grocery stores and pharmacies, which will allow residents to obtain options for healthy food and daily needs.

The Plan promotes a transition from the area's current linear, strip commercial character to a more walkable, mixed use subarea that includes a diversity of complementary uses, while still acknowledging Broadway's importance as a major circulation route.

FIGURE 4.4: MAJOR OPPORTUNITY AREAS

From an urban design perspective, the primary focus is on promoting placemaking strategies that give better definition to the public realm and create an active and appealing pedestrian environment. From a land use perspective, the emphasis is on introducing uses that serve the surrounding neighborhoods and attract more people to the area, and on creating a focus and identity for the area between 27th Street and I-580.

The Plan designates three "Large Opportunity Sites" (see Figure 4.4) in the North End because of their relatively large size and ease of redevelopment (i.e., the prevalence of surface parking lots on each). Each has the potential to accommodate major new development that can significantly enhance the character of the subarea, and their location along opposite sides of Broadway can establish a synergy between future uses that will establish the area between 29th and Hawthorne Avenue as the heart of the North End subarea. While the development of large-format retail is permitted on these sites, the general direction is to promote a mix of uses that provide attractive neighborhood-serving retail and commercial destinations as well as a significant residential component. A more detailed discussion is provided in Section 4.4: Regulatory Framework.

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.

In addition to providing a mix of primarily neighborhood-serving retail, commercial services, entertainment, and dining uses that serve nearby residents, the Plan supports uses that complement and support the adjoining Summit Alta Bates and Kaiser Permanente medical centers, such as professional and medical office uses, medical supplies outlets, and visitor and workforce housing. New housing is strongly recommended in the North End, particularly as an upper floor use in new mixed use buildings. Emphasis also is placed on preserving and enhancing the existing residential uses along Brook Street and Richmond Boulevard. The Plan also supports new residential uses on the eastern portion of the Grocery Outlet site (if redeveloped) as a means of creating a continuous band of residential uses along the east side of the North End subarea.

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.

Medical office and other non-retail uses in the North End will maintain active, ground-level facades that engage the public realm.

Buildings in the North End may include floors added above existing historic buildings.

The Plan supports the operation of existing automotive sales and service uses in the North End. The Plan also encourages new dealerships along Broadway north of 27th Street in order to support existing dealerships in that area, and to preserve the Triangle for more pedestrian-oriented retail uses. However, in the future, new automobile dealerships will be required to be designed in an urban format (i.e., without large surface lots and deep front setbacks) that supports the community design objectives for the area (refer to Chapter 5 for further discussion). New service and repair garages that are not part of an automobile dealership generally are not considered compatible with the vision for the area, and will not be permitted.

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.

As in the Triangle, the Plan promotes active, street-oriented uses that contribute to an attractive pedestrian-oriented environment that includes vibrant, active sidewalks, and safe and attractive public spaces. New development fronting onto Broadway will be required to have active, street-fronting uses, such as retail, dining, entertainment, office and professional services, on the ground-level, and encouraged to include complementary upper floor residential, office, professional service, etc. uses. On deep lots that have dual frontage on both Broadway and a secondary street, ground-floor residential use may be permitted along the secondary street frontage. The North End, like the Triangle, has a significant number of historic buildings that contribute to the area's character. The Plan encourages the renovation and repurposing of many of the historic garage and auto showroom buildings along this stretch of Broadway to preserve a link to the corridor's past and the integration of new, high-quality buildings that can accommodate the transition to new uses. See Section 4.4.8: Historic Resources and Preservation Strategies and Figure 4.5: Adaptive Reuse Priority Areas for more detail.

4.4 REGULATORY FRAMEWORK

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

4.4.1 LAND USE DESIGNATIONS

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.

The Specific Plan promotes the transformation of the historic Broadway Auto Row area from primarily low-density, automobile-oriented commercial and service

Mixed-use designations allow for a diversity of uses, including commercial, office, and residential.

uses to compact, high-density mixed use development with a focus on establishing a major retail destination anchored by comparison goods type retail. In order to achieve this transformation, new land use and development regulations will be required. As shown in Figure 4.3, the Specific Plan recommends changes to the Plan Area's General Plan land use designations to better convey the Specific Plan's intent. The principal change is the expansion of the Central Business District (CBD) north to include almost all of the Valdez Triangle with the exception of parcels in the northern part of the Triangle that abuts 27th Street and an area between Harrison Street and Bay Place. The intent of this designation is to convey the vision of the Triangle as an extension of Downtown that, consistent with the General Plan, will be "a high density mixed use urban center of regional importance" with a focus on retail.

While the North End will retain its "Community Commercial" land use designation, the Specific Plan makes clear that the vision for this area is as a pedestrian-oriented, mixed use boulevard that is well-served by transit, and in which parking is accommodated primarily in structures, in order to differentiate the vision for the North End from other more automobile-oriented districts in the city that have the same designation. In order to enhance and preserve existing residential uses, designation of most of the area along Brook Street and maintaining Richmond Avenue as "Mixed Housing Type Residential ."

While the General Plan designations convey the broad land use direction, it will be up to the underlying zoning to ensure that the Specific Plan vision for the Broadway Valdez District is implemented. Refer to Appendices A and B for more information about the proposed General Plan and Planning Code amendments.

4.4.2 DEVELOPMENT PROGRAM

The Specific Plan development program is an estimate of what could potentially occur in the Plan Area within the next 25 years consistent with the Specific Plan vision.

Historic buildings may accommodate a variety of uses including auto dealerships similar to those already present on Broadway.

The CBD General Plan land use designation is proposed to be expanded to include almost all of the Valdez Triangle to convey the vision that it is an extension of the Downtown.

This estimate represents a balancing of several factors including:

- Projected market demand, including the need for a critical mass of retail to establish the area as a retail destination;
- Response to adjacent land use/development context;
- The physical size and configuration of developable parcels;
- The susceptibility (i.e., likelihood) of parcels to redevelopment;

- The desire to repurpose distinctive existing historic buildings; and
- The desire to create a balanced mix of uses that offers opportunities for living, working, and recreating.

Implementation of the Plan is projected to add up to 1,800 new housing units, 5,000 new jobs, 1,120,000 square feet of additional retail, 700,000 square feet of office uses, and a new 180-room hotel over the next 25 years (see Table 4-2). The Plan will result primarily in the addition of new retail and office jobs, with a possible minor loss of jobs related to the automobile sales and service uses that may be displaced to areas outside of the Plan Area by new development.

4.4.3 DEVELOPMENT AND LAND USE FLEXIBILITY AND MONITORING

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.

As stated above, the Specific Plan development program represents the amount of projected development that can reasonably be expected to occur in the Plan Area over the 25-year planning period, rather than the area's ultimate development potential. It also is the basis for the Plan's environmental analysis. However, as a market-driven plan that will be implemented through the decisions that individual landowners make for their properties, it is difficult to project the exact amount and location of future development with any precision. Thus, in order to evaluate the environmental consequences of Plan implementation, particularly as it relates to traffic generation, assumptions have been made about the reasonable distribution and intensity of new development within the Plan Area.

The development program shown in Table 4-2 is not intended as a development cap that would restrict development in either area, but rather the amount of reasonably foreseeable development that will be studied for the purpose of environmental analysis. The Plan allows for flexibility in the quantity and profile of future development within each subarea, and between subareas, as long as it conforms to the general traffic generation parameters established by the Plan. For example, if significantly more residential and less office development than projected occurs in the North End, it will be allowed without further CEQA review as long as the projected traffic generation is within the ranges assumed by the Plan. If overall development exceeds the

TABLE 4.2: DEVELOPMENT PROGRAM

	RESIDENTIAL UNITS	OFFICE (sq ft)	RETAIL (sq ft)	HOTEL ROOMS	NON-RESIDENTIAL DEVELOPMENT (sq ft)	NON-RESIDENTIAL F.A.R.	TOTAL DEVELOPMENT (sq ft)	F.A.R.
Valdez Triangle	1,030	116,085	793,504	180	1,027,289	1.13	2,056,894	2.26
North End	767	578,804	320,546	-	899,350	1.38	1,666,111	2.56
Total Plan Area (Rounded)	**1,800**	**695,000**	**1,114,000**	**180**	**1,927,000**	**1.24**	**3,723,000**	**2.39**

projected traffic generation those projects that exceed will be required to provide their own CEQA clearance, but are not restricted from being developed.

Given the inexactitude of long range transportation projections (e.g., due to changes in technology, mode choices, peak hour characteristics, etc.) and the uncertainty regarding the precise mix and intensity of future development in the Plan Area, it will be important to monitor actual development and traffic characteristics and remaining circulation capacity as the Plan Area builds out. Depending on the findings of the monitoring, the City may wish to adjust its development capacity projections and/or development intensity requirements.

Policy LU-10.5

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

Aside from the focus on destination retail in the Triangle, the mixed-use land use concept is generally non-prescriptive in terms of specific uses required or their distribution in order to provide Plan Area landowners with flexibility to respond to changes in the market. The intent is to allow for a broad range of activities and to support creative development concepts that will contribute to an economically and socially vibrant Plan Area. Substantial flexibility in uses will be allowed as long as other key goals (e.g., urban form, pedestrian orientation, transit-friendliness, etc.) of the Plan are achieved.

Trip generation will be monitored to ensure that new developments occur within the threshold of the development program.

4.4.4 ACTIVE GROUND FLOOR USES

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.

Providing active ground floor uses that engage and add interest to streets are critical to establishing a pedestrian-friendly district and to creating a successful retail environment. Such uses add vibrancy to the public realm and increase pedestrian activity. Active ground floor uses are those that generate regular and frequent foot traffic, are physically oriented to the public street, and typically have facades with a high degree of transparency that provides a visual connection between the street and the building interior. Thus, active uses are a combination of land use and physical design. Examples of active ground floor uses include retail stores, restaurants, cafes, markets, banks, galleries, and theaters.

Active storefronts will be oriented to shoppers and create a sense of comfort on the street.

Creating street frontages that provide a continuous pattern of ground floor uses is particularly important to the success of retail districts where the continuity of the street frontage supports window shopping and the flow of pedestrian traffic from one store to the next. In order to activate the Plan Area's streets and establish such continuity, the Plan requires active ground floor uses throughout much of the Plan Area consistent with the focus on retail (see Figure 4.4), but particularly along Broadway, Valdez Street, 24th Street, and part of 27th Street which are envisioned as the Plan Area's primary shopping streets. The character of the required ground floor uses is slightly different in the Triangle and the North End, with greater emphasis placed on retail, dining, entertainment, and galleries in the Triangle. The North End along Broadway and Piedmont will allow for office and commercial services type uses (e.g., real estate, travel agencies, salons, etc.) on the ground floor that will not be permitted on the ground floor of designated retail streets in the Triangle, as long as they maintain active facades and are dependent on foot traffic. Greater restrictions on ground floor uses that have frontage along Broadway (only the front 60' of depth) will apply to the Large Opportunity Sites in the North End, with more active uses being required for these sites than along the other sections of Broadway in the North End. Beyond the 60' of frontage, most uses, including housing, are allowed, are allowed on the ground floor. Areas that do not front Broadway, 27th Street, Harrison Street, Piedmont Avenue, or streets off of major intersections will allow an even greater range of ground floor uses, including residential activities.

4.4.5 HEIGHT AND MASSING CONCEPTS

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.

With a few exceptions, the height of existing buildings in the Plan Area is generally quite low, consistent with the low intensity uses that have historically occupied the area. The change in land use direction supported by the Plan is expected to result in a general increase in building heights to accommodate projected development intensities. The zoning regulations for the Plan Area will regulate building heights and form, including density, bulk and tower regulations (See Appendices A and B, respectively, for General Plan and Planning Code Amendments). Height limits in the Plan Area are based on several considerations related to the Plan's goals and vision. Key factors that inform the height limits include:

- Block and lot sizes;
- Scale of adjacent streets;
- Height of surrounding buildings which are not likely to change;
- Proposed subarea character and pedestrian experience;
- Proximity to Downtown;
- Adjacency to the I-580 Freeway;
- Location relative to Lake Merritt;
- In the Retail Priority Sites, allowance for a few taller, high density residential projects that are offset by larger footprint retail projects with lower building heights (1-3 stories).
- Adjacency to public open spaces;
- Proximity to historic buildings and districts; and
- Proximity to Broadway (and transit).

In addition, buildings in all height zones will be subject to the design guidelines outlined in Appendix C, which provide strategies for ensuring that taller buildings are consistent with the vision for the Plan Area.

HEIGHT CATEGORIES

The building height and base height categories generally reflect the break points in cost of construction and structural capabilities for different construction types. The 45-foot height limit is consistent with Type V construction (wood frame, with the lowest construction costs). The 65-foot height limit allows for Type III modified (wood frame over concrete podium, typically six stories) and Type I (concrete frame, where the top habitable floor level is less than 75 feet above grade, meaning fire ladders can reach them). The shift to Type I above eight stories typically requires additional fire safety measures, including electronic fire alarm signalization system. Type I (where the top habitable floor level is more than 75 feet above grade) is the most expensive construction type and represents the greatest jump in construction costs.

"Retail Priority" areas have been identified based on their size, visibility, and access.

Large Opportunity Sites will accommodate large developments including a variety of uses such as retail, office, and housing.

4.4.6 OPPORTUNITY AREAS

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.

This Plan identifies a series of major opportunity areas where change is most likely to occur based on an analysis of vacant and underutilized properties within the Plan Area. The major opportunity areas are classified as either "Retail Priority Sites" or "Large Opportunity Sites", as shown in Figure 4.4. Retail Priority Sites (in the Valdez Triangle only) and Large Opportunity Sites represent sites that are suitable for the development of larger projects that can be a catalyst for change. While larger format retail space is encouraged in the Large Opportunity Sites,

TABLE 4.3: BUILDING HEIGHT CATEGORIES AND CONSTRUCTION TYPES

BUILDING HEIGHT CATEGORY	TYPICAL NUMBER OF STORIES	TYPICAL CONSTRUCTION TYPE	TYPICAL CONSTRUCTION MATERIAL
45' Maximum	4	Type V	wood frame
65' Maximum	6	Type III Modified	wood frame over concrete podium
85' Maximum	8	Type III	concrete frame
135' Maximum	13	Type I	concrete or steel frame
200' Maximum	19	Type I	concrete or steel frame
250' Maximum	24	Type I	concrete or steel frame

it does not have as high a priority as it does in the Retail Priority Sites in the Valdez Triangle, which is reflected in the more restrictive, retail-oriented regulations for these areas (Refer to Appendix C: Planning Code Amendments).

If the Plan Area is to achieve the critical mass needed to establish it as a recognized retail destination, it will be important to maximize the amount of retail introduced through new development. Given the limited number of sites in the Plan Area that are large enough to accommodate a significant retail development, the Plan designates a series of "Retail Priority Sites" (Figure 4.4) to ensure that larger sites and opportunity areas, particularly within the Triangle, are reserved for primarily retail development (at least on the ground floor). In addition to size, the Retail Priority Sites also share two other characteristics essential for successful retail: good visibility and excellent access. Also, given the focus on addressing the City's deficiency in comparison goods retail, the Retail Priority Sites are reserved as the best opportunities to get development that provides the larger retail square footages that major retailers typically require for comparison goods retail.

The Plan proposes to use a combination of incentives and regulation to achieve its retail objectives on the Retail Priority Sites (see Section 4.4.8 for more detailed discussion of incentives), including:

- Residential development on Retail Priority Sites will only be allowed in conjunction with retail development that meets certain thresholds related to the amount of retail provided. The amount of residential development that will be permitted will be linked to the amount of retail development provided, including a minimum threshold to build any housing, and then a sliding scale that allows more residential in exchange for increases in retail.
- Incentives, such as bonuses for building height, residential use, and the number of residential units, will be used to encourage lot aggregation in the Retail Priority Sites that would allow for larger retail projects (i.e., the larger the retail project, the higher the number of residential units).
- "By right" building heights will be limited on Retail Priority Sites, and coupled with incentives that will allow development with increased heights above the by right up to a permitted maximum building height in exchange for specified levels of minimum retail square footage designated in the zoning regulations.

4.4.7 DEVELOPMENT INCENTIVES

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.

The Plan recommends the creation of a development bonus and incentive program, which would allow a developer to receive additional development rights (via height, FAR, density bonus, residential bonus, or relaxation of other requirements) in exchange for the provision of certain identified benefits or amenities.

Providing a "bonus and incentive" program is one of several tools for achieving community-identified benefits or amenities. Providing a development bonus and/or incentive is intended to make the provision of community benefits economically feasible, and incent private development to include such benefits. In order for such a program to be implemented immediately, it would have to be voluntary. In order for a program to require the

Bold, eye-catching signs will be encouraged in the Entertainment District.

"Retail Priority Sites" will ensure that larger sites are retained for major retailers.

Large retail developments could include public gathering spaces for events and community use.

provision of amenities, a nexus study would need to be conducted, which is discussed in greater detail in Chapter 8, Implementation.

The City is currently developing citywide policy on how to fund affordable housing. Among other actions, the City will explore conducting a nexus study, if required, and an economic feasibility study to evaluate new programs to achieve this objective, including, but not limited to, incentive zoning and impact fees for new housing development.

It is important that the City develop a carefully crafted bonus and incentive program that results in clear benefits for the community. The program must offer bonuses and incentives that make sense in the marketplace so that developers actually make use of them and the desired benefits or amenities are attained. For this reason, the economic feasibility of development must be a determining factor in arriving at the trade-off between development bonuses and incentives, and the amount of community benefits to be provided by a project.

Development incentives are already used in Oakland. For instance, the Central Business District (CBD) zoning incentivizes public plazas by relaxing private open space standards, and incentivizes the provision of additional bicycle parking beyond the minimum required by relaxing auto parking.

The zoning regulations for the Broadway Valdez District, in the separate but related document to the Specific Plan, provide for a number of different types of bonuses and incentives for the Broadway Valdez District. These include:

- **Retail:** A key objective of the Plan is to achieve both a critical mass of retail necessary to establish the area as a major destination, and to create a core of comparison goods shopping, which typically translates, at least in part, a critical mass of retail. In the Retail Priority Sites, residential is allowed as a bonus, along with higher heights, for projects that meet minimum thresholds of retail square footage. Residential bonuses of additional units are also provided when higher than minimum retail square footages are provided; the larger amount of retail square footage, the higher the number of residential units that will be permitted.
- **Public Open Space:** The compact urban development envisioned by the Plan will need plazas, parks or other outdoor space as places where the public can rest, relax and congregate. In the Retail Priority Sites, publicly accessible plazas and open space can be counted toward the minimum square footage of retail that is required in order to build residential. Also, a similar open space requirement is allowed as in the Central Business District, where plaza space can count towards a residential development's open space requirement. Also, an in-lieu fee can be paid in a residential project instead of building on site open space. This fee could be used to enhance existing plazas that are currently being used to display auto dealership cars, and to enhance existing open space in the Plan Area.

- **Historic Preservation:** The Plan Area's historic resources can be a key element in creating a unique identity and sense of place for the area. In the Retail Priority Sites, existing buildings that are utilized for retail can count towards the retail square footage that is required in order to build a residential project. A CEQA Historic Resource within a Retail Priority Site that is utilized for retail can be counted as double square footage towards the retail square footage requirement to build residential. The reuse of the Plan Area's garages, showrooms and other older buildings can contribute to the authentic character and architectural richness of neighborhood, as well as minimizing energy and resources expended on their demolition and replacement. Potentially Designated Historic Properties (PDHP) or a CEQA Historic Resource will not be required to provide new parking or open space to convert from a commercial to residential use or vice versa. Also, if a PDHP or a CEQA Historic Resource is incorporated as part of a larger project the area that is incorporated will be exempt from parking and open space requirements.

- **Affordable Housing:** The City of Oakland Planning Code already includes a California Government Code-mandated bonus and incentive program for the production of housing affordable to a range of incomes, as well as a bonus and incentive program for the creation of senior housing and for the provision of day care facilities. Changes in the Broadway Valdez District zoning will add to these incentives by no longer requiring a Conditional Use Permit (CUP) to have reduced parking for senior housing and allow for reduced parking for affordable housing. A new reduction of open space requirements by right for both senior and affordable housing is included in the zoning as well. The City is exploring zoning incentives for the Retail Priority Sites that would grant an additional residential bonus to projects providing a certain percentage of affordable housing as part of their overall project or on another Retail Priority Site.

In addition, as a continuation of all of the Specific Plans, a Citywide bonus and incentive program is being worked on for:

- **Affordable Housing and Community Benefits:** The City is exploring the feasibility of developing a Housing Overlay Zone (HOZ) that would target those areas throughout the city that are most prime for development and could most likely provide affordable housing and other community benefits, such as open space. The analysis process will identify an appropriate method for allowing additional heights or density in exchange for the provision of affordable housing and other community benefits. Criteria to consider as part of this analysis are:

  - Study and selection of appropriate policy mechanism(s) to provide the public benefits. The City will conduct a nexus study, if necessary, for the target public benefits mechanism.
  - Quantification of the costs of providing the desired benefits as well as the value of corresponding bonuses and incentives.
  - Creating a potential system of "tiers" of bonuses and incentives given and benefits provided, that could effectively phase requirements, and prioritize benefits, and create effective evaluation criteria to improve the program delivery over time.
  - Increasing benefit to developer as more benefits and amenities are added.
  - Numerically linking the financial value of the bonus or incentive given (defined by value of gross floor area added) to the cost of benefit or amenity provided.
  - Establishing a potential "points" system to link incentives and benefits. For example, the City may devise a menu of community benefits and amenities and assign points to each item. The points earned then determine the amount of bonus and/or incentive a development may claim.
  - Identifying the economic feasibility of development to inform the amount of community benefits and amenities to be provided by a particular project in exchange for additional height or density.
  - Clear direction on the relationship between city-wide mechanisms and the implementation in specific plans, such as the BVDSP.

The reuse of existing,character-defining buildings will be encouraged for commercial uses

Historic resources include showroom spaces which could be reused using financial assistance and incentives

4.4.8 HISTORIC RESOURCES AND PRESERVATION STRATEGIES

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.

As discussed in Chapter 2, the Plan Area includes a number of historic resources and a distinct overall neighborhood character related to its history as Oakland's Auto Row, including a building inventory the majority of which dates back to the early 20th Century. It is well-recognized in Oakland, and reinforced by the Historic Preservation Element (HPE) of the City of Oakland's General Plan, that historic preservation can provide a valuable contribution to the City's economy, image, and appeal, while also contributing to the long-term enhancement of property values and neighborhood stability. As such, retaining and enhancing the Plan Area's existing character so that it reflects and respects the area's history and surrounding neighborhood context, and contributes to widespread economic revitalization will be a priority as new development occurs.

Adaptive reuse of the best of the area's existing buildings will not only celebrate the area's unique architectural character, it will also contribute to a distinct new identity for the area that emerges from the blending of old and new. Many of the existing buildings within the Plan Area, particularly the auto showrooms and garages with their open floor plates, are ideally suited to be re-purposed into retail and entertainment-oriented businesses that would advance the City's goal for creating a distinctive retail destination in the heart of Oakland. At the same time, many other existing buildings are less suited to the requirements of comparison shopping type retail, and will need to be significantly modified or replaced to accommodate future uses.

Appendix C: Design Guidelines addresses historic preservation and adaptive reuse from a design perspective, including guidelines to complement existing building forms, reinforce development patterns, and incorporate historic architectural details. The guidelines also address more specifically the distinguishing architectural characteristics that should be responded to in the Plan Area's Area of Primary Importance (API) and the Areas of Secondary Importance (ASI).

ADAPTIVE REUSE

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.

The Plan identifies Adaptive Reuse Priority Areas (see Figure 4.5) where the combination of historic resources with buildings that is not historic, but possesses architectural merit, offers the potential to create distinctive new use areas through adaptive reuse of existing buildings coupled with sensitive infill development. The intention of the Adaptive Reuse Priority Areas is to clearly identify those areas where adaptive reuse is a priority, and to encourage the renovation and repurposing of the Plan Area's historic building inventory, particularly the distinctive garage and auto showroom buildings along Broadway.

Policy LU-11.2

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

The City of Oakland shall support current efforts by the California Preservation Federal and State Office of Historic Preservation to establish the State Historic Rehabilitation Tax Credit program, which could help in furthering adaptive reuse opportunities.

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

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

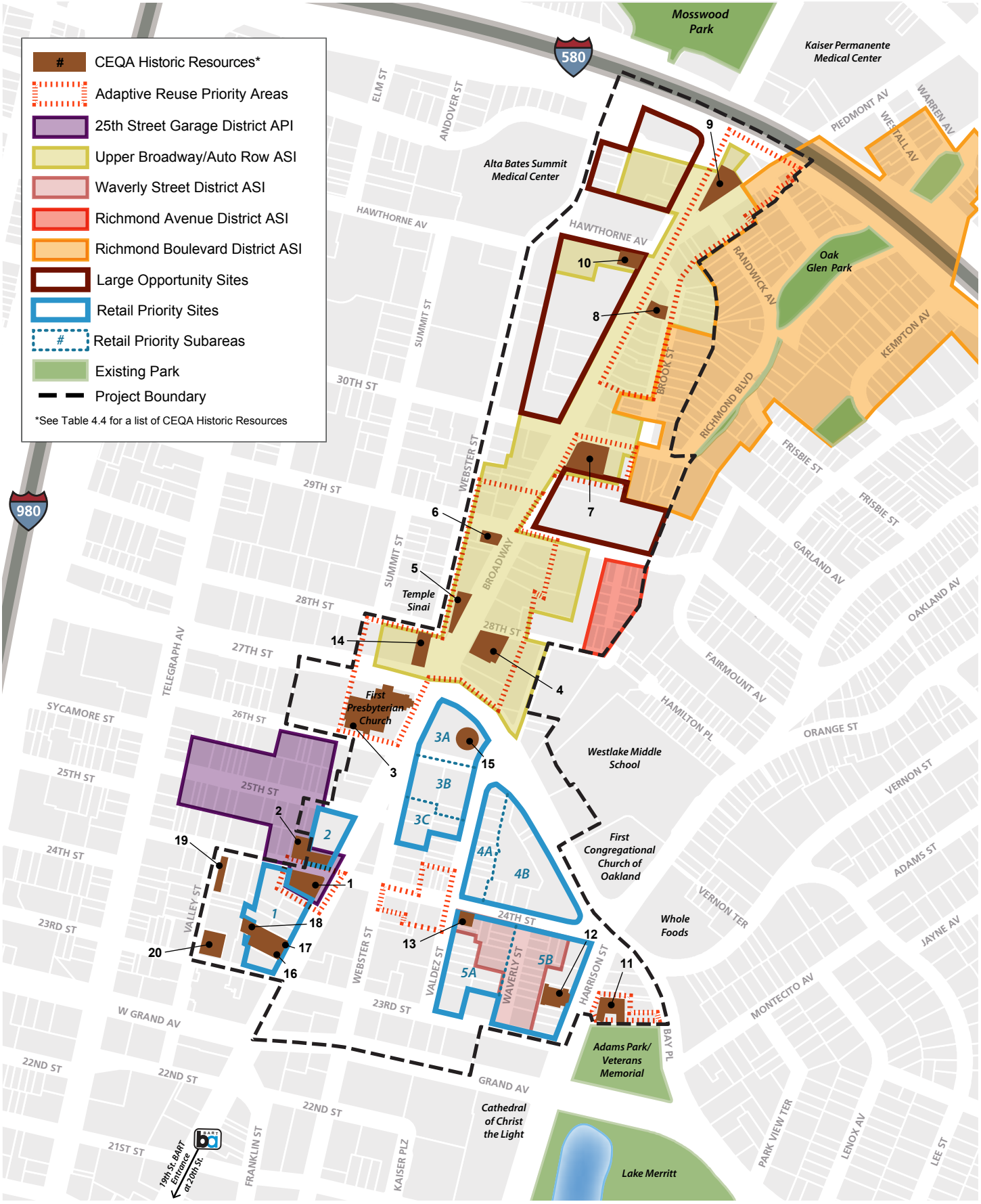

FIGURE 4.5: ADAPTIVE REUSE PRIORITY AREAS

TABLE 4.4: BROADWAY VALDEZ CEQA HISTORIC RESOURCES

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