BROADWAY / VALDEZ DISTRICT

Specific Plan and Environmental Impact Report

City of Oakland

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Introduction

Regional Setting

Situated at the geographical center of the San Francisco Bay Area, Oakland, California, is the largest and most established of the East Bay cities. Located in Alameda County, Oakland encompasses 56 square miles of land, with 19 miles of coastline to the west and magnificent rolling hills to the east.

The city benefits from immediate access to rail, air, sea, freeway, and bus service to all major employment and residential centers in the greater Bay Area.

Oakland's central site at the crossroads of major freeways and transit systems means the city is closer to more of the region's workforce than most other cities in the Bay Area. As a result of the 10K initiative to build 10,000 new residential units in downtown Oakland, a variety of residential alternatives are available.

Oakland is also an international gateway with more than $33 billion worth of goods passing through the Port of Oakland each year. Besides the commercial exchange of goods and services, Oakland is also active in cultural exchanges with its Sister Cities around the globe.

Local Setting

An incredible array of ethic eateries, cool jazz clubs and scenic views of the Bay and hills are woven into the fabric of Oakland. Yet, one key thread remains inconsistent: shopping. While shopping streets and complexes thrive in neighboring communities, Oakland retains its reputation as one of the largest underserved retail trade areas in the United States. Out of every $3 local residents spend on goods such as clothing, home furnishings, recreation equipment and gifts, they spend only $1 in Oakland. Purchases outside the city or on the internet result in $1 billion dollars in annual retail expenditure leakage outside of Oakland, and elected officials, city staff and Oakland citizens are committed in plugging this gap which has the potential to capturing the $10 million in annual sales tax. Thanks to a recently-completed Citywide Retail Enhancement Strategy, (Implementation Plan), a multi-pronged approach is underway composed of four components. In December 2007, the Oakland City Council reviewed Phase I of the Strategy and endorsed the preferred alternative of the *Upper Broadway Strategy – A Component of the Oakland Retail* (Report) and directed staff to develop a Specific Plan with a focus towards a major retail mixed use development in Oakland's Broadway/Valdez District area known to many as Broadway Auto Row.

Phases II and III of the Strategy looked at the 53 retail nodes (other than Broadway) around the city to develop a profile of each including demographic and sales tax trends, opportunities and what role they play in Oakland's retail scene. Five (combined to four) "exemplar" nodes were further analyzed to develop retail enhancement strategies which can be used in the exemplar nodes and elsewhere.

The Broadway/Valdez District Specific Plan represents an effort to guide City officials in developing strategies to provide destination retail and mixed use development along

Broadway between 23rd Street and Interstate 580 (Project Area Map). Broadway is viewed as the City's "Main Street" and is significant due to its proximity to downtown, its location near two BART stations, a major AC transit bus route, as well as its relationship to adjacent residential neighborhoods, the adjacent medical campuses of Kaiser and Summit/Alta Bates, the successful existing Piedmont Avenue retail street, Telegraph Avenue, the revitalization of Uptown, and a variety of development project in the plan area and the edge of Lake Merritt.

The Assignment

a) **Problem Statement:** How can Oakland attract destination retail to the Broadway/Valdez district to satisfy the significant, untapped buying power of Oakland residents with limited financial resources while balancing the need to plan for complete and sustainable neighborhoods that maintain cultural and architectural authenticity?
b) **Build Out Summary:** The *Upper Broadway Strategy* estimates that potential development of the Broadway/Valdez District could result in approximately 453,000 square feet of retail space and 834 residential units with estimated revenue generating floor area of 1.37 million square feet with the potential to create $1.7 million annually in sales tax revenue.

c) **Panel Questions:**
    a. Provide examples and suggestions on how to formulate policies that support flexible parking and enhanced transit access while taking into account the objective of creating destination retail in the area?
    b. Site examples of successful projects that incorporate flexible height regulations and design guidelines to accommodate authentic mixed use development that integrates with adjacent residential and the existing character of historic structures and local landmarks along the primary travel corridors.
    c. How should the City prioritize public investments in the project area?
    d. Given the current downturn in the housing market and limited investment in private projects of any scale, can you comment on this projects feasibility?
    e. What would you list as impediments to the implementation of this project?
    f. Does the economic data provided to date support the City's current development approach? (Broadway location; development of a Specific Plan; land assembly; selection of a master developer)

Status of Plan

a) Approval Process: The Broadway/Valdez District Specific Plan will be developed in a three-phase process over approximately a two year period which began in January 2009. Through a series of community stakeholder meeting and public workshops hosted by the City of Oakland, citizens will be encouraged to be involved at every stage – developing the project goals, planning concepts and validating the final Plan. Recommendations will then be forwarded to the Landmarks Advisory Board, the Parks and Recreation Advisory Commission, and

the Oakland Planning Commission for final review and City Council for its adoption. The project timeline indicates that the final plan will be brought to the Oakland City Council in December 2010.

b) Environmental Review: Reviews of the Plan's environmental impacts are required and will occur during the later stages of the plan development process. Is it anticipated that an environmental document will be certified by the Oakland City Council by January 2011.

History of the Study Area

The study area has historically been dominated by automobile sales and service uses with automotive uses occupying approximately half (50%) of the project land area.

Before Auto Row: Pre-1912
Broadway was established as a primary corridor after the birth of City Hall and was established as Auto Row in 1912. In Oakland's early years, neighborhoods in and around Auto Row were collectively known as "Academy Hill" due to the number of schools and universities were found in the area. (The hill itself is now more commonly known as "Pill Hill" referring to the hospitals and medical facilities that now occupy the area.) St. Mary's College, now in Moraga, was situated at 30th and Broadway for nearly 40 years. (A commemorative plaque on the Connell Oldsmobile building marks the spot of the building called "the old Brickpile").

Original St. Mary's campus on Broadway in Oakland

Other Academy Hill institutions included a military academy, a seminary, and in later years an elementary school at 29th and Broadway. In the early 1900's Oaklands' Auto Row was located in the heart of the downtown commercial district. As residential development (and the auto industry!) took off in the post-earthquake years, the demand for additional space for automobile retailers grew, thus the beginning of a new Oakland Auto Row along Broadway between West Grand Avenue and MacArthur Boulevard (then Moss Avenue).

The Early Years: 1912-1925
Auto-oriented businesses began popping up on Auto Row as early as 1912. By 1913 auto related businesses were in full swing. Initially, the area was referred to as "Upper Broadway Automobile Row" to distinguish it from Oakland's established 12th Street auto row and San Francisco's developing auto row along Van Ness, but before long the name was shortened to "Broadway Auto Row," as the area is still known today. As Oakland developed, the corridor also became a major transit trunk for the Key System, a streetcar line with multiple routes connecting Oakland residents with the Cities of Piedmont, Berkeley, and even Kensington.

Early tenants of auto Row included Marion, Studebaker, Empire, A.B. Cosby, J.W. Leavitt, Kissel Kar, Packard, tire shops, service stations, and other maintenance and repair shops—not unlike what is found in the area today. By 1914, Buick had opened up shop at Broadway and Piedmont, and was soon followed by virtually every big name in automobiles and automobile parts: Oakland's Auto Row had arrived.

Grand & Broadway, Oakland, Calif.—The 18 car has just turned off Broadway and will run to Lakeshore Ave., and then continue to the end of the line on what was to be part of Key System's San Jose extension near Portal Ave. Westbound on Grand is a "B" train headed to San Francisco wearing the "fruit salad" colors of National City Lines, new owner of Key System. Photo was probably taken in 1947 or 1948. All remaining streetcar routes were discontinued in 1948 and the white roofs of the bridge units were repainted tan to show less dirt. Bridge trains ran until 1958. Photo courtesy of John Harder.

Streetcars at Broadway and Grand (Photo from Key Rail Pix)

Auto Row's Hey Day: 1925-1955
As Oakland's population grew in the 1920s through the post-war years, so did Auto Row, as new dealers filled in along Upper Broadway south to Grand and north to West MacArthur Boulevard. Several residential areas also developed in the 1910s and 20s, so there were hundreds of new residents in the surrounding neighborhoods. Mosswood Park, which the City had purchased in 1907, was also extensively developed during this period to include new recreational facilities, amphitheaters, and other community spaces at the northern edge of Auto Row. (Sadly, several of these were later demolished to make room for I-580).

The Decline of the City: 1955-1995
By the mid-1950s, the federal government had conceived of the Eisenhower Interstate system. In Oakland, existing cross-town thoroughfares expanded into divided roadways, and two new freeways carved out huge swaths of the city, displacing countless residents and fundamentally altering the fabric of many of the city's neighborhoods. Interstate 580 had a particularly significant impact on Auto Row, as it cut right across the northern edge of Upper Broadway; Interstate 980 also ran parallel to Auto Row a few blocks to the

west. As travel to and from the suburbs became faster and easier with the new roads, families began leaving the city. The streetcars stopped running in the late 1940s, and in 1958, the Key System rail lines were closed. The system was eventually sold in 1960 to the Alameda-Contra Costa Transit District, a newly formed public agency that would manage buses for Alameda and Contra Costa County. It should be noted that General Motors played a major role in the closure of the Key System when its affiliate National City Lines purchased the system in the late 1940s and a campaign to close the system began. Several East Bay cities actually tried to purchase the system in the 1950s to allow the system to continue operation after General Motors were convicted of criminally conspiring to create a monopoly, but the cities failed….and, as they say, the rest is history.

The 1960 Census also recorded a drop in population for the first time in Oakland's history. Over the next two decades, the city's population continued to plummet, falling from a Census high of 385,000 in 1950 to a low of 340,000 in 1980, even as the Bay Area overall continued to grow significantly. By the time the 1980 Census was taken, Oakland was also a majority minority city.

Not surprisingly, Oakland's Auto Row took an economic nosedive as Americans across the country fled to the suburbs and took their dollars with them. Article after article in the Oakland *Tribune* during the 1960s and 1970s notes the move auto related businesses to Walnut Creek or Lafayette or areas beyond. Residential areas along Auto Row also deteriorated significantly; homes were razed in some areas and disinvestment spread.

The New American City: 1995 and beyond
In the early 1990s, Oaklands' population began to increase, and some areas of the city began to stabilize as new residents trickled in. By the 2000 Census, the population trend had wholly reversed, and for the first time, Oakland exceeded its 1950 population. Much of this growth came in the city's communities of color: the 2000 Census captured a snapshot of an incredibly diverse city, with a number of new immigrant groups establishing communities in Oakland neighborhoods and contributing to the revitalization of some of the city's older commercial districts.

Locations and photos of historically significant buildings can be found on appendices 15 and 16.

Transit

a) Current Transit Options and Frequencies: The area is located 2/3 mile from the MacArthur BART station, 1/3 mile from the 19th Street BART station and benefits from major AC Transit trunk line bus service (Route 51) along Broadway in addition to close proximity to a Bus Rapid Transit (BRT) line along Telegraph Avenue and sits perpendicular to the Interstate 580 Corridor providing visible, convenient freeway access. Summit Alta Bates and Kaiser operate free shuttle service between medical centers and the MacArthur BART station. Route 51 has headways

b) ***Future Planning and Funding:***
AC Transit Projects –

The Uptown Transit Center

The Uptown Transit Center is an inter-modal transit station that will enhance the current access, connectivity and transfers between pedestrians, bicyclists, BART trains and AC Transit buses. The project spans the entire block of 20th Street between Broadway and Telegraph Avenue in the City of Oakland, adjacent to BART's 19th Street Station (an exclusive public mass transit guideway).

Line 51 Service & Reliability Study

The route serves many key destinations in the Cities of Alameda, Oakland, and Berkeley, including four BART Stations (19th Street and city Center Stations are in the Broadway /Valdez District project area), schools, shopping districts, UC Berkeley, and hospitals. Over the past two years, AC Transit has collected and analyzed data to evaluate the route and its deficiencies. As a result of this effort, the agency has compiled recommendations to improve the route's overall reliability.

Grand MacArthur Corridor

AC Transit's Strategic Vision identifies the Grand MacArthur Corridor as an important future Bus Rapid Transit Corridor. The corridor is unique because it is also an important, all-day Transbay Route, as well as a newly established cross-town transit connection. AC Transit's Strategic Vision, which guides future East Bay transit investments, anticipates that more than two million additional passengers would annually use a faster and more frequent bus service in this area. The first phase of this improvement is now underway. In partnership with AC Transit, the Alameda County Congestion Management Authority has begun a study of traffic signal improvements and transit priority measures in the 16-mile corridor. The scope of work includes a transit operating plan (evaluation of the existing transit routing, suggested frequency of transit service, number of stops) and identification of capital improvements that speed bus service (priority at traffic signals, queue jumps, bus lanes, and improved and more comfortable bus stops). The final improvement package and its budget will be developed from the results of the study.

Funding Source
RM2 (Regional Measure 2) and TFCA (Transportation Fund for Clean Air)

East Bay Bus Rapid Transit (BRT)

The project would build bus lanes and BRT stations on arterial streets in the cities of Berkeley, Oakland and San Leandro. The BRT Corridor currently under review in Oakland focuses on Telegraph Avenue which parallels the Broadway/ Valdez District project. The intent of the project is to achieve the speed and reliability of rail using lower cost buses. The project would also include specially designed passenger boarding platforms, shelters, NextBus signs and bus priority at traffic signals. The new service would operate primarily on Telegraph Avenue, International Boulevard and East 14th Street.

Funding Sources
1. Regional Measure 2 (RM-2) - $65 million for Construction. RM-2 includes $3 million annually to operate the system.
2. Alameda County Measure B, - $20 million for construction.
3. Federal Small Starts - $75 Million (Anticipated).
4. State Transportation Improvement Program - $85 Million (Anticipated)

BART Projects

Several BART policies will provide overall guidance for decision making related to the BART stations associated with the development of a specific plan for the Broadway/Valdez District. Policies include;
Access Management & Improvement
Station Area Planning
Sustainability
Transit Oriented Development

19th / Broadway Station

Planning: BART staff is working with the City of Oakland as they plan for job growth and new residents in downtown Oakland. The City completed a Downtown Transportation Study in 2004 as a part of this effort.

Access Improvements: The District is installing accessible fare gates to accommodate the access needs of customers in wheelchairs, bicyclists, and others with luggage.

Reinvestment: The 19th and Broadway Station had new, energy efficient lighting fixtures and lamps installed inside the station in 2004, as a part of ongoing station renovation program activities. The station will also have upgraded replacement ADA compliant platform edge tiles installed.

Description of the Study Area

Physical Description

a) Location: The Broadway/Valdez District, defined as the portion of Broadway between West Grand Avenue and Highway 580 includes the arterials of 27th and Valdez is approximately 0.8 miles in length and 40 acres in size (refer to Appendix 1).
b) Land Uses: On December 8, 2007, the Oakland City Council adopted an interim ordinance for the Broadway/Valdez District amending zoning regulations for three years or until the City Council adopts permanent regulations to A) Create the S-5 Broadway Retail Frontage Interim Combining Zone Regulations (S-5 Zone) and B) Amend the zoning maps to include the S-5 zone on and near Broadway from 23rd Street to Hawthorne Avenue. These new interim regulations give the City opportunity to develop a Specific Plan

and Programmatic EIR designed to create a regional retail center along this stretch of Broadway. The S-5 overlay preserves the ground floor of buildings for storefront businesses and medical services. New automobile sales, auto repair and servicing and light industrial activities are severely limited. This represents a major change for an area that has been a center for these types of activities for many years. Given the City's deficit of retail sales, it is believed that this trade-off is critical to developing the area as a regional retail (City) center. Once the Specific Plan is complete, the City anticipates adopting further amendments to the Zoning Code to comply with the recommendations of the Specific Plan (refer to Appendix 1).

c) Physical Characteristics: See Map Attachments.
d) Local Regulations:
e) Retail Data: Many respondents to an Oakland consumer shopping survey conducted in July 2007, stated they do their shopping, entertainment and comparison shopping outside of Oakland:

   A large percentage of respondents reported that they shopped outside of the City for comparison goods (75%). Oakland shoppers patronize retail in Alameda, Berkeley, San Leandro, Walnut Creek and San Francisco. Only (27%) of respondents reported that they shopped in Oakland for comparison goods. Major competitors included but were not limited to Macy's, Nordstrom's, Pottery Barn, REI, and Target.

f) Transportation and Access: See Appendix 18 and 21.

Demographics and Economics

The residents of the City of Oakland comprise a large and potentially lucrative market for retail goods and services. Retail demand in the City is generated by almost 420,000 City residents*, who occupy almost 160,000 households. Oakland's households span a broad range of incomes: 30,500 households have annual incomes at or above $100,000, 46,000 households have yearly incomes between $50,000 and 100,000, and 60,000 households have incomes below $35,000. The average household income of City residents is roughly $67,500. Per capita income is $25,500 per year, roughly equal to the California average.

Table 1. City of Oakland, 2007 Demographics

Population (est.)	420,000
Households (est.)	160,000
Average Household Size	3 persons
Average Household Income	$70,000
Est. Per Capita Income	$30,000
Median Age	36 years
Median Housing Price	$510,000

Source: CCG, Claritas Inc., August 2007.

Based on a combination of demographic and socio-economic factors, Claritas PRIZM defines Lifestyle clusters to predict consumer behavior. More than one third of the City's households belong to the clusters grouped under the heading "Urban Uptown," defined as the nation's wealthiest urban consumers with the most sophisticated tastes. The diverse, predominantly childless group called Midtown Mix includes another 24% of Oakland households. Oakland has 3 to 7 times greater concentration of households in these clusters than does the nation as a whole *(See Appendix C for Cluster Profile Definitions)*. These clusters are an attractive shopper support base for new retail.

Table 2. Oakland Lifestyle Clusters

Cluster Name	2006 House-holds	% of House-holds**	Oakland/ U.S. Index***
Young Digerati	7,000	5%	360
Money and Brains	11,000	8%	370
Bohemian Mix	20,000	13%	740
Cosmopolitans	6,000	4%	320
American Dreams	13,000	9%	400
Urban Achievers	13,000	9%	570
Multi-Culti Mosaic	13,000	9%	500
Close-In Couples	10,000	7%	590
Upper Crust	5,500	4%	250
Blue Blood Estates	2,500	2%	170
Movers and Shakers	4,500	3%	190
Big City Blues	11,000	8%	680

Source: CCG, Claritas Inc., August 2007.

C. DIVERSITY

Oakland is the most diverse city in the nation, with a population becoming increasingly balanced between Euro Americans, African Americans, Latino Americans and Asian Americans. The different peoples of Oakland live in every neighborhood, with each group represented at every income level.

Table 3. Oakland Diversity

	2007 Est. Pop.	House-holds	% House-holds
Euro American	130,000	60,000	40%
African American	130,000	50,000	33%
Latino American	110,000	30,000	18%
Asian American	70,000	20,000	15%
Total	**420,000**	**160,000**	

Source: CCG, Claritas Inc., August 2007.

Agency, Organization and community Involvement

Many agencies, organizations and neighborhood groups are actively participating in the development of a specific plan for the Broadway/Valdez District. The Greenbelt Alliance in partnership with the Great Communities Collaborative, supports the development of homes, shops, and jobs along the Broadway corridor. The Alliance notes in its webpage that the wide and busy Broadway should be revitalized to make it easier for people to walk to where they want to go. New development should include traffic

calming devices, wider sidewalks to provide safe pathways, and bus shelters should be plentiful and welcoming along the corridor. Other organizations and agencies include Walk Oakland Bike Oakland, East Bay Housing Organization, BART and AC Transit. Organized neighborhood groups active in the process include the HarriOak Neighborhood Association; the Richmond Boulevard Neighborhood Association; Piedmont Avenue Neighborhood Improvement League (PANIL); Rockridge Community Planning Committee (RCPC); and the Greater Mosswood Neighborhood Group.

Local Economy

Major Employers within close proximity to the study area include AC Transit, APL, AT&T, BART, California Department of Transportation (CalTrans), CH2MHill California, Inc., City of Oakland, Clorox, Cost Plus World Market, County of Alameda, Dreyer's Grand Ice Cream, East Bay Municipal Utilities District (EBMUD), Federal and State Agencies in downtown Oakland, Golden State Warriors, Port of Oakland, University of California, Office of the President, URS, Kaiser Permanente, Rainin Instruments, Sutter Health Affiliates and Wells Fargo Bank.

In the last decade, Oakland has ranked among the top cities for business in *Forbes* and other publications. As part of the ninth largest regional economy in the United States with a Gross Regional Product exceeding $200 billion, Oakland has a strong and diverse business environment. This economic diversity should allow Oakland to remain stable during economic downturns.

The Gross Metropolitan Product (GMP) for Oakland, estimated at $107.8 billion for 2004, ranks in the top 20 metropolitan economies in the United States and among the top 60 in the world. Oakland's GMP ranks higher than the GMP for San Jose, St. Louis, Sacramento, Pittsburgh and Cleveland as well as the Gross National Product of Hungary, Columbia, Singapore and the Philippines. Oakland's GMP also eclipses the Gross State Product of Nevada, Oklahoma and Kansas.[1]

Real GMP is expected to expand at an annual rate of 6.1 percent.[2]

Based on U.S. Census data, Oakland is ranked third in the nation in the percentage of women-owned businesses.

In April 2001, *Newsweek* named Oakland as one of America's top 10 technology cities. Downtown Oakland is home to a vast telecommunications network with hundreds of miles of underground fiber-optic cable. Oakland's infrastructure is a major attraction in the global information industry.

According to the Landauer Realty Group, out of the sixty largest office markets in the United States, Oakland is expected to have the strongest market for the next several years.

Oakland's leading industry sectors include business services, health care services, transportation, food processing, light manufacturing, government, arts, culture, and entertainment.

Labor Force

Since January 1999, more than 10,000 new jobs have been created in Oakland. Downtown Oakland has a daytime workforce of more than 76,000.

According to forecasts by the Association of Bay Area Governments (ABAG), Oakland will add almost 50,000 new jobs in the next 25 years.[1] The high tech industry has discovered the opportunities offered by Oakland and more than 300 such companies are now based in the city. In fact, there are more technology jobs in the Oakland Metro Area than in San Francisco.

Oakland's labor pool ranks 8th in the United States in overall educational achievement. More than one-third of Oakland residents have a college degree – twice the national average. The Oakland Metro Area is a fertile intellectual environment with approximately 100,000 students attending local universities and colleges such as the University of California-Berkeley, California State University-East Bay, Patten University, Mills College, Holy Names University, Lincoln University, California College of the Arts, San Francisco State University, and the University of Phoenix.

Oakland's labor force of 199,500[2] is educated, skilled and readily available for employers who need managerial/executive, professional, sales, technical, and clerical staff. Oakland's labor force also includes significant numbers of skilled and semi-skilled technicians and tradespeople.

[1]The Role of Metro Areas in the U.S. Economy, The United States Conference of Mayors, 2006.
[2]Ibid.

Housing Market

HOUSING DEVELOPMENT AND HOUSEHOLD GROWTH IN OAKLAND, 1990s AND 2000s

	Housing Units		Occupied Units/Households	
	Growth	Average Annual Growth	Growth	Average Annual Growth
1990 – 2000				
U.S. Census 1990-2000	2,770	**277**	6,269	**627**
Since 2000				
Oakland Development, 2000-2005 /a/	4,307	749		
Oakland Development, 2006-mid 2009 /b/	4,090	1,169		
Subtotal (9-1/4 yrs.)	*8,397*	***908***		
Under Construction, 2009	1,097			
Subtotal (10-11 yrs.)	*9,494*	*863-949*		
CA Dept. of Finance, 2000-2008 /c/			Up to 7,270	**Up to 831**

/a/ April 2000 for Census through 2005, 5-3/4 years.
/b/ 2006 through mid-2009, 3-1/2 years.
/c/ Estimates of household growth April 2000 through 2008 (8-3/4 years) may be high as the estimate for 1/1/09 does not account for the recent effects of foreclosures and increased housing vacancy rates.

Source: Hausrath Economics Group; *Oakland Draft Housing Element 2007-2014*; Oakland Cumulative Growth Scenario, June 2006 and July 2007; CA Department of Finance.

HOUSING DEVELOPMENT IN OAKLAND:
UNITS BUILT AND IN THE PIPELINE

	Number of Housing Units
Built 2000-mid 2009	8,400
Under Construction, 2009	1,100
Built and Under Construction 2000-2009	*9,500*
Approved, as of mid 2009	8,630
Built, Under Construction, and Approved	*18,130*
In Predevelopment, as of mid 2009	9,000
TOTAL	27,130

Source: Hausrath Economics Group; *Oakland Draft Housing Element 2007-2014*; Oakland Cumulative Scenario, June 2006 and July 2007.

POTENTIAL ABSORPTION SCENARIOS FOR
OAKLAND HOUSING PROJECTS ALREADY IN THE PIPELINE
(Scenarios If All Projects Are Developed)

		Absorption Scenarios /a/		
		Trends	**Option**	***ABAG P2007***
	Number Units	@ 800/year After 2011	@ 1,200/year After 2011	@ 1,900/year After 2011
Already Approved Projects	8,630	10.8 years	7.2 years	4.5 years
		In 2022	By 2019	In 2015-2016
Projects in Predevelopment, Mid-2009	9,000	+11.25 years	+7.5 years	+4.7 years
		In 2033	By 2026	In 2020-2021

/a/ Absorption averaging 800 units per year is a trends-based scenario that continues the rate of development and growth that occurred since 2000. Absorption at 1,900 units per year reflects the ABAG *Projections 2007*, a policy-based scenario for increased growth in Oakland in the future. Absorption averaging 1,200 units per year presents another scenario.

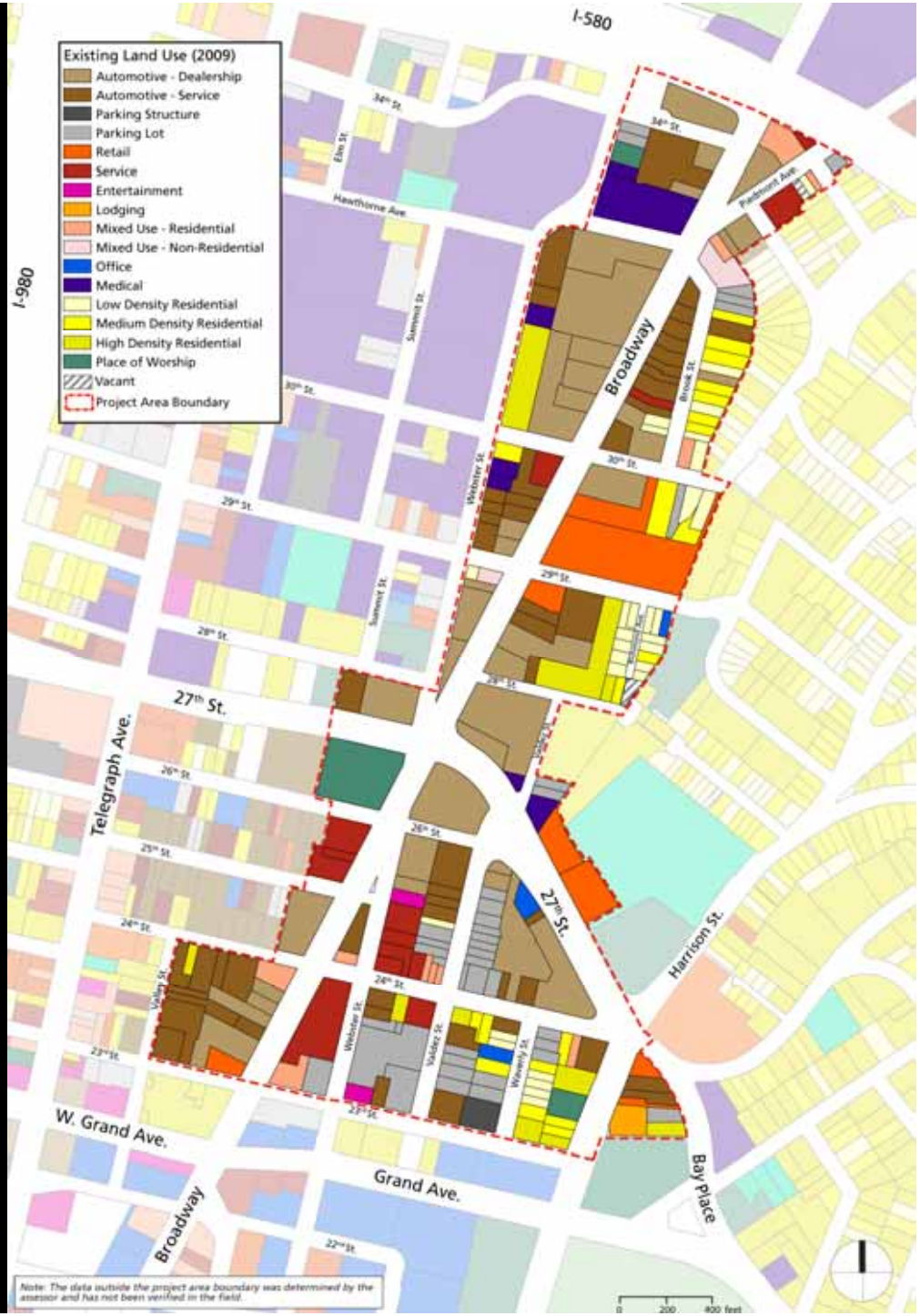
Source: Hausrath Economics Group

List of Maps

ULISF Oakland TOD Tour- Appendix 1:

Existing Land Use

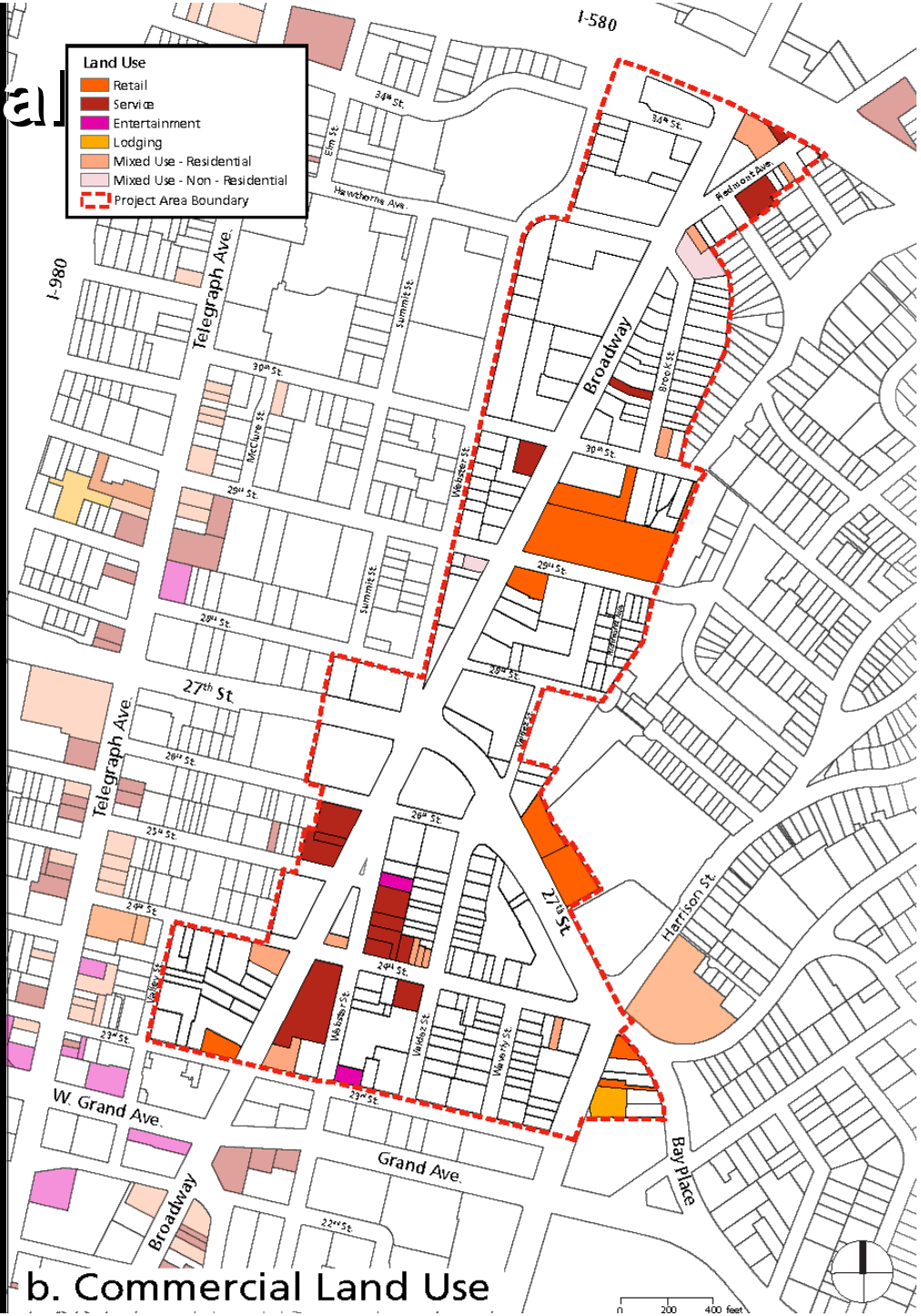
- Project area land use pattern distinctly different from adjoining neighborhoods
  - CBD (urban, high-density mixed use) to the south
  - Institutional to the west
  - Residential to the east
- The land use pattern of Broadway's Historic Auto Row is almost a century old
- Seven (7) of places of worship in project area and vicinity
- Four (4) schools in the immediate project vicinity



ULISF Oakland TOD Tour- Appendix 2:

Land Use: Commercial

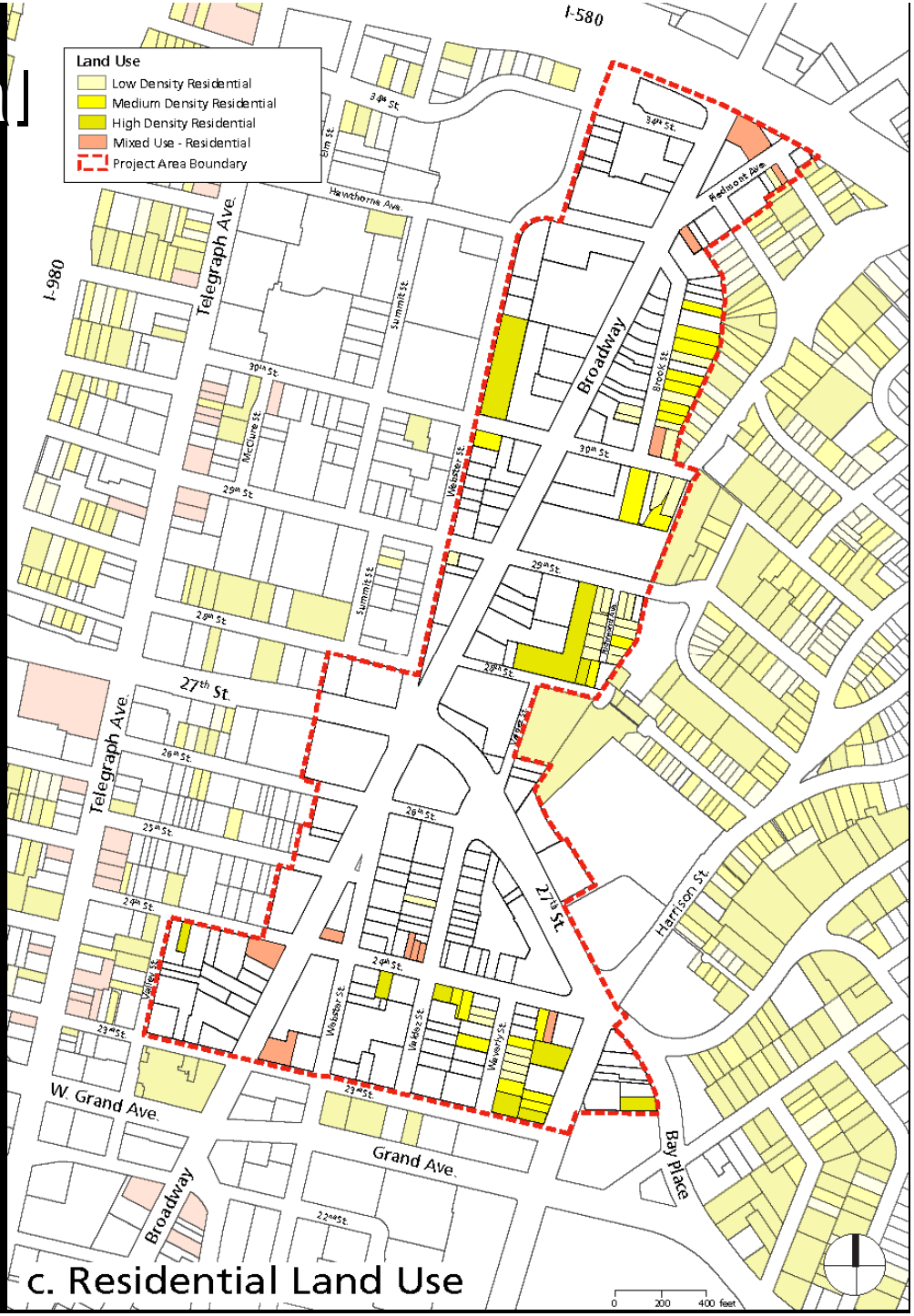
- Very limited retail in project area or surrounding areas
- Cluster of restaurant and service uses below 26th Street
- Key commercial land use objectives:
  - Transform land use character from auto-oriented sales and service to thriving shopping district
  - Identify sites large enough to accommodate destination retail
  - Identify a mix of retail uses that provide regional attraction and address local needs
  - Create a distinct identity for the area as a unique destination



ULISF Oakland TOD Tour- Appendix 3:

Land Use: Residential

- A range of residential uses exist in the project area:
  - Older single-family homes
  - High density senior housing
  - Newer mixed use projects
- Well-established residential neighborhoods to the east.
- Growing residential presence in Uptown.
- Key residential land use objectives:
  - Compatibly integrate new uses with existing residential
  - Integrate new housing to support and enliven district
  - Develop design and program to address needs of residents

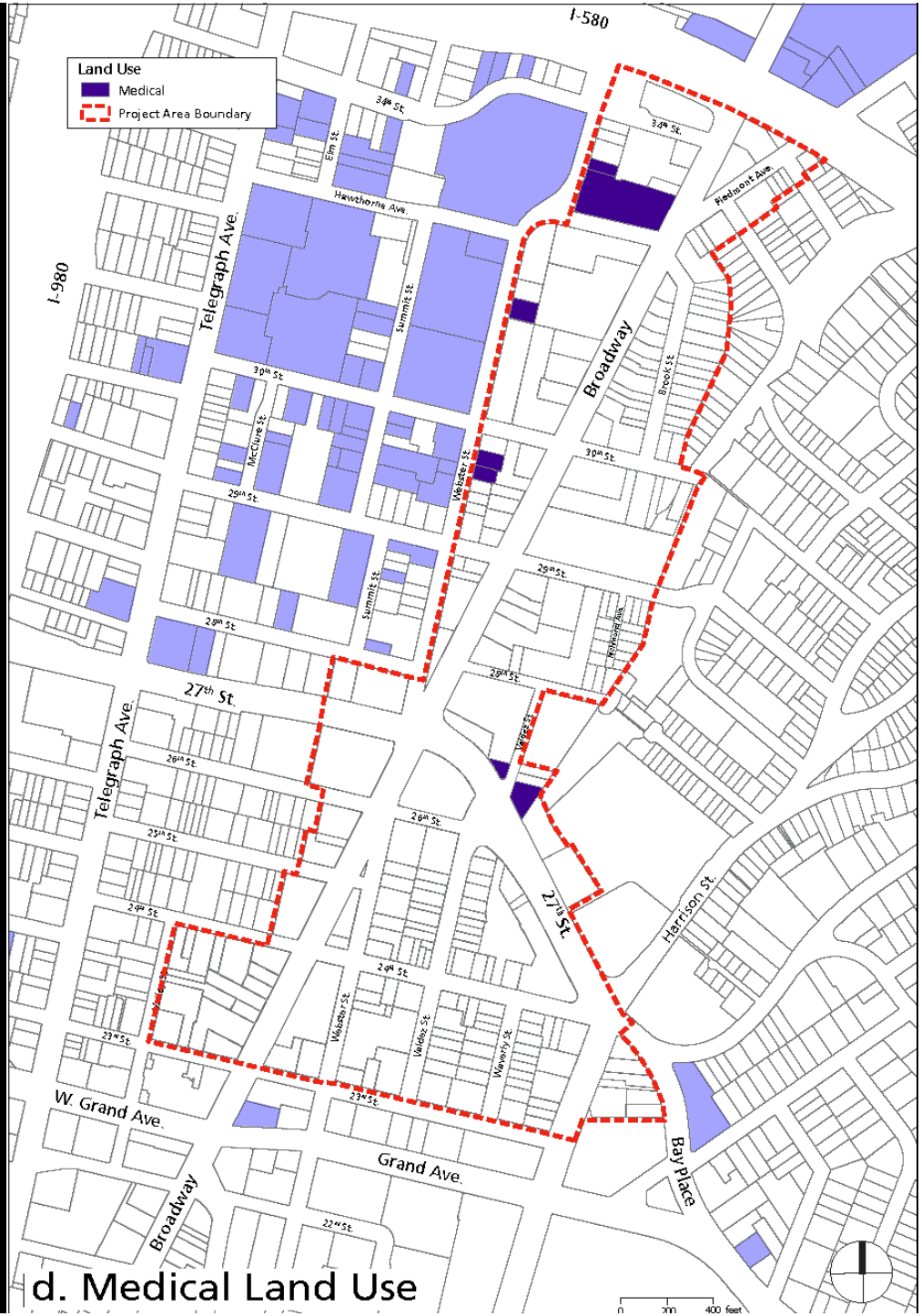


c. Residential Land Use

ULISF Oakland TOD Tour- Appendix 4:

Land Use: Medical

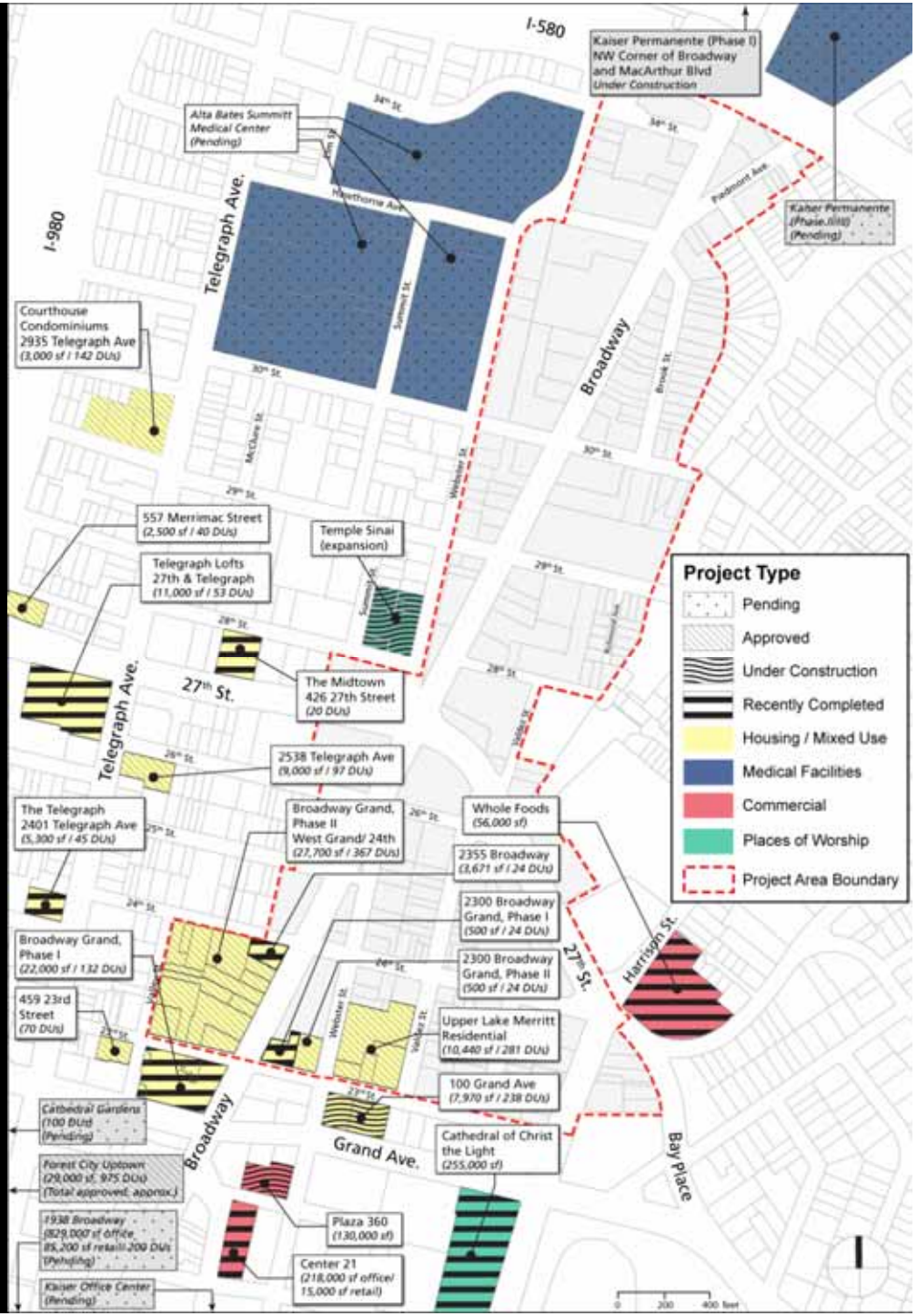
- Summit Alta-Bates & Kaiser medical centers predominate in the areas west and north of the project area
- Medical centers bring thousands of employees & visitors to the area daily
- Both centers are undertaking major redevelopment projects to meet State requirements for seismic safety and to modernize facilities
- Key medical land use objectives:
  - Coordinate medical center upgrades with Project Area plans
  - Create a retail destination for med. center employees/ visitors
  - Explore potential for medical office use in project area



ULISF Oakland TOD Tour- Appendix 5:

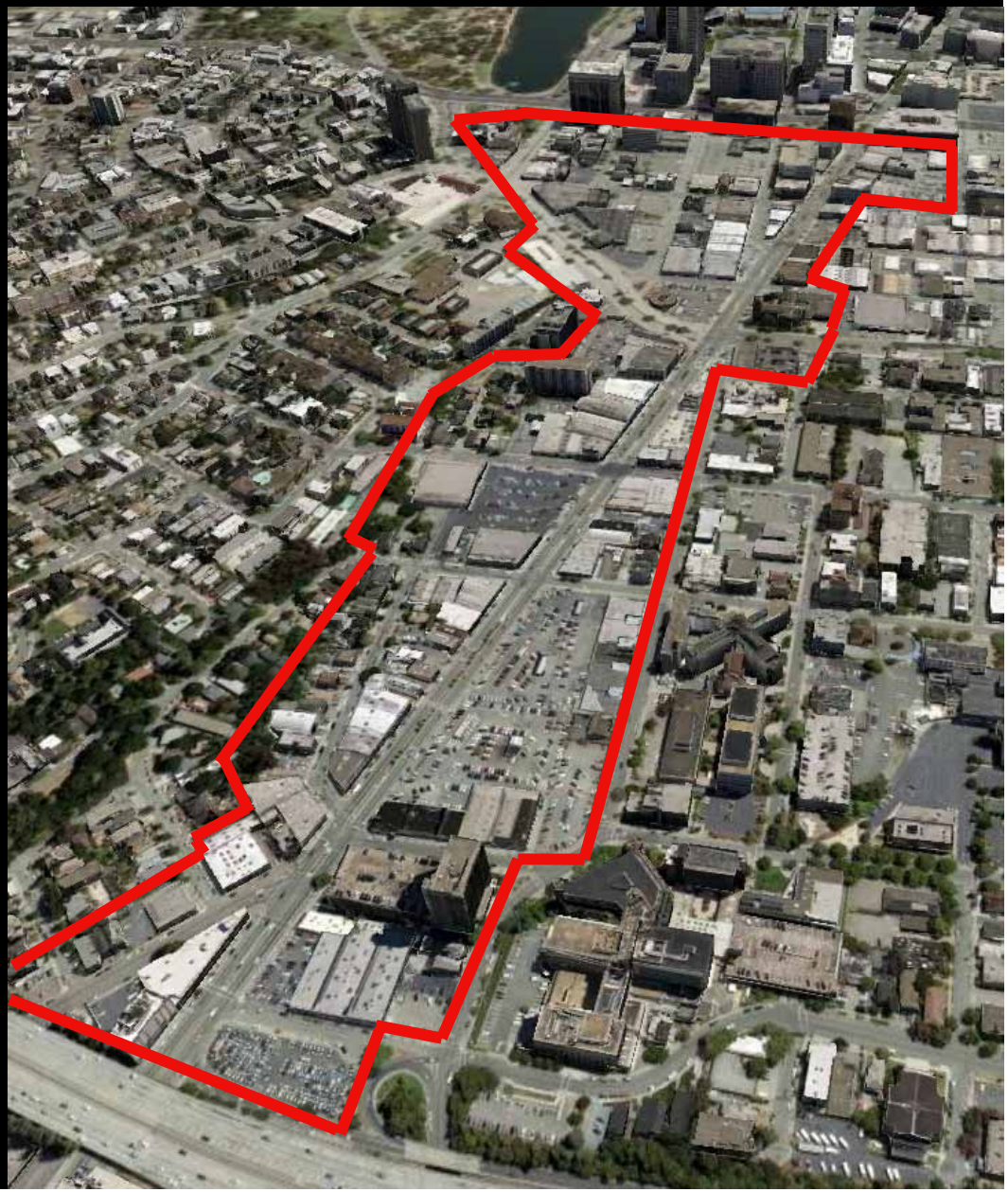
Proposed & Current Projects

- Until recent recession, there was significant development activity in the project vicinity
- Limited development in the project area—2 mixed use projects on Broadway between 23rd & 24th streets
- Two major projects approved in area, but unclear if they will proceed as entitled (Broadway Grand Phase II and Upper Lake Merritt Residential)
- Recent projects in the Uptown District have:
  - increased downtown activity
  - enhanced development character
  - linked the project area to the CBD
  - Enhanced perception of project area



Development Intensity

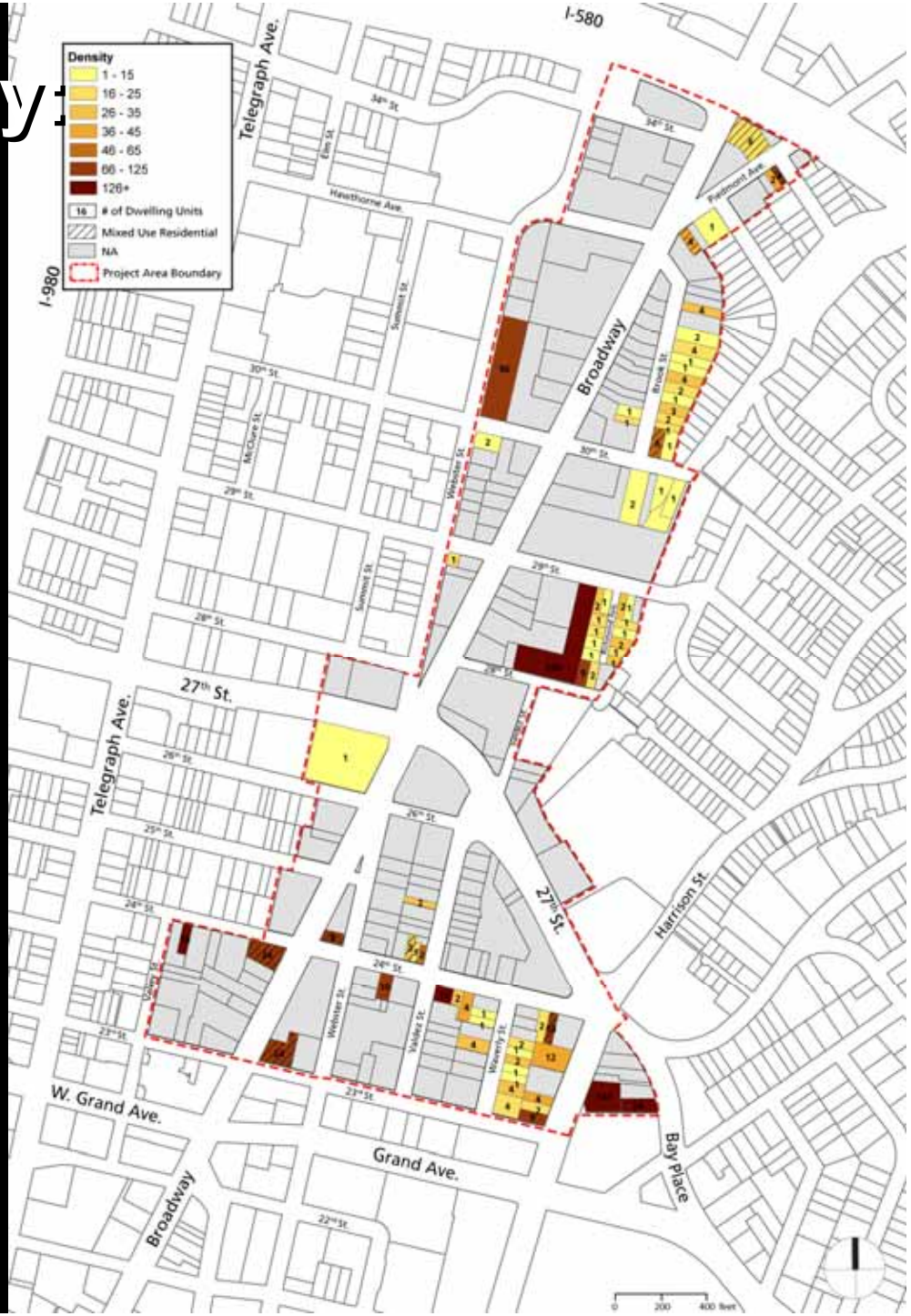
- Development intensity varies greatly within the area from surface parking lots to high rise buildings
- Project area development is significantly less dense than the adjoining CBD
- Project area development patterns are much less consistent than adjoining neighborhoods
- The relatively low density and the inconsistent development pattern are functions of the area's historic use for automobile sales and service



ULISF Oakland TOD Tour- Appendix 7:

Development Intensity: Residential

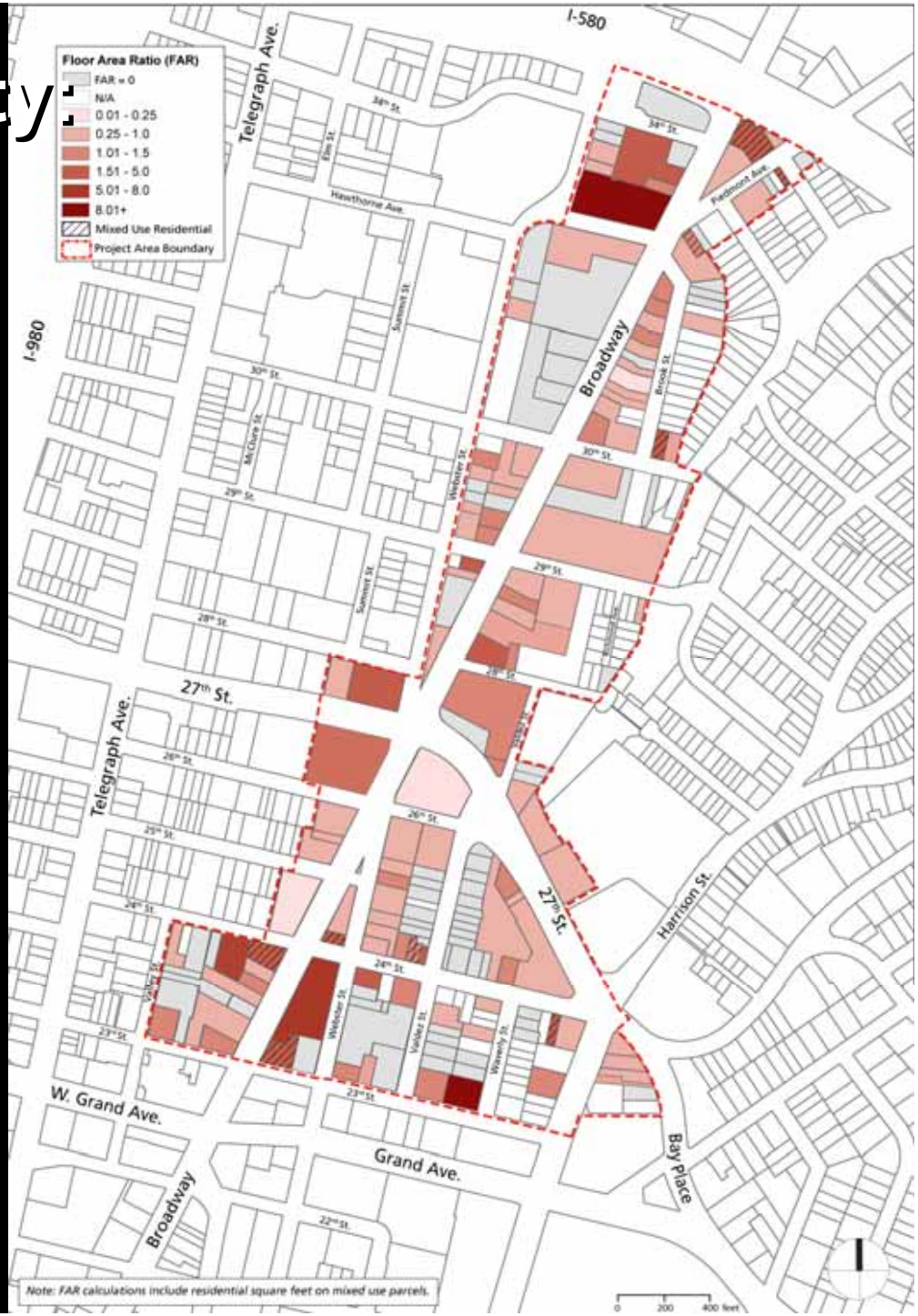
- Residential development intensity in the project area varies greatly
- Average residential density is 42 dwelling units per acre (du/ac), but median density is 23 du/ac
- Density calculations skewed by a few high density projects, such as the Valdez Plaza apartments
- Majority of sites have single family or small multi-family development at low densities
- Two thirds (2/3) of the residential use has a density of less than 15 du/ac
- More recent projects have densities in the 66-126 du/ac range



ULISF Oakland TOD Tour- Appendix 8:

Development Intensity: Non-Residential

- Average non-residential density is 1.0 Floor Area Ratio (FAR), and the median density is 0.9 FAR
- These density calculations do not accurately reflect the unevenness of the development pattern
- The highest FAR in the area is ten times the average
- 27% of the non-residential area has an FAR of zero (i.e., no structures)
- Buildings with the highest FAR include parking structures
- FAR only measures building area, and is not a good indicator of intensity of use (e.g., number of employees)



ULISF Oakland TOD Tour- Appendix 9:

Underutilized Parcels

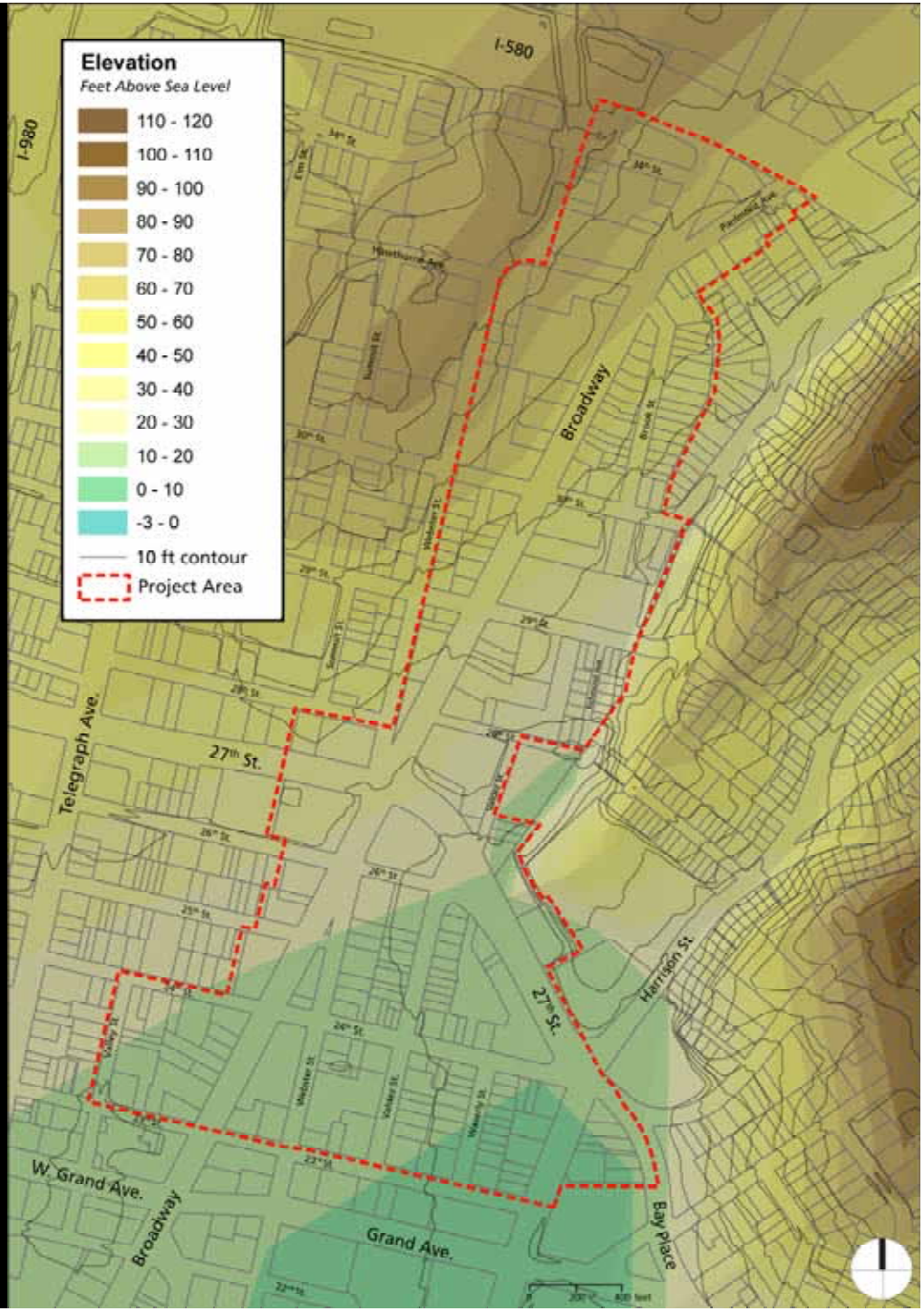
- For this analysis, under-utilized parcels include:
  - Undeveloped parcels
  - Surface parking/auto sales lots
  - Parcels with an FAR of >0.33
  - Parcels with vacant buildings

- 37% of the developable area could be considered under-utilized
  - 29 parcels are undeveloped or have no structures
  - 39 parcels are used for surface parking
  - 15 parcels have vacant buildings
  - 5 parcels have a FAR of >0.33

ULISF Oakland TOD Tour- Appendix 10:

Topography

- Project area situated in shallow valley (Glen Oak watershed draining to Lake Merritt)
- Pill Hill and 'HarriOaks' neighborhood frame the project area
- Ridges give definition to project area
- Subtle slope down from north to south reinforces connection to CBD
- Higher elevations of surrounding neighborhoods provides views and natural orientation down into project area



ULISF Oakland TOD Tour- Appendix 11:

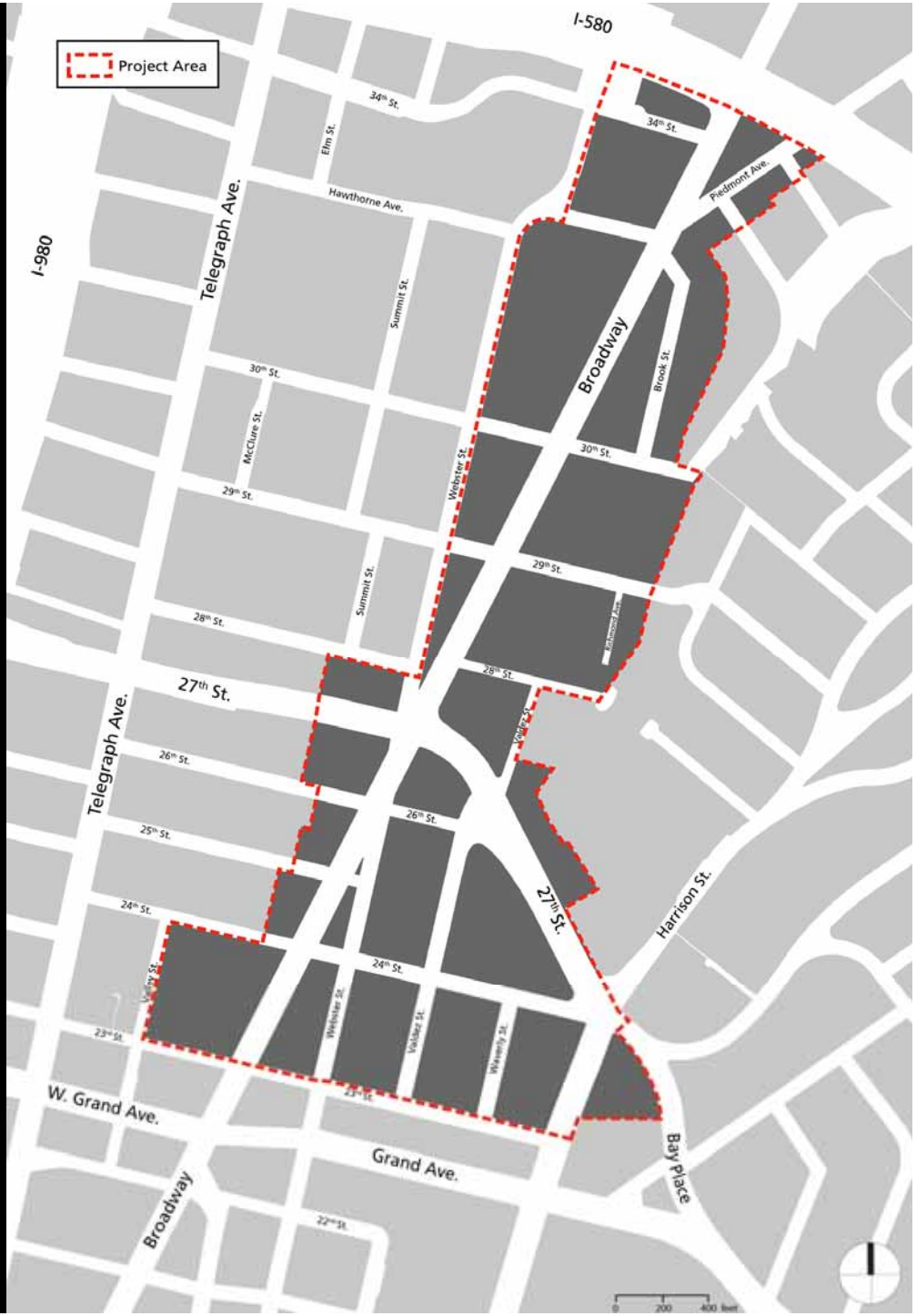
Topography: Grade Changes

- West-to-east cross slope down to Glen Oak Creek creates elevation differential between Webster Street and Broadway; Broadway and Brook Street, etc.
- Elevation differences provide opportunities to sensitively and less expensively integrate multi-level development (especially parking)

ULISF Oakland TOD Tour- Appendix 12:

Block Structure

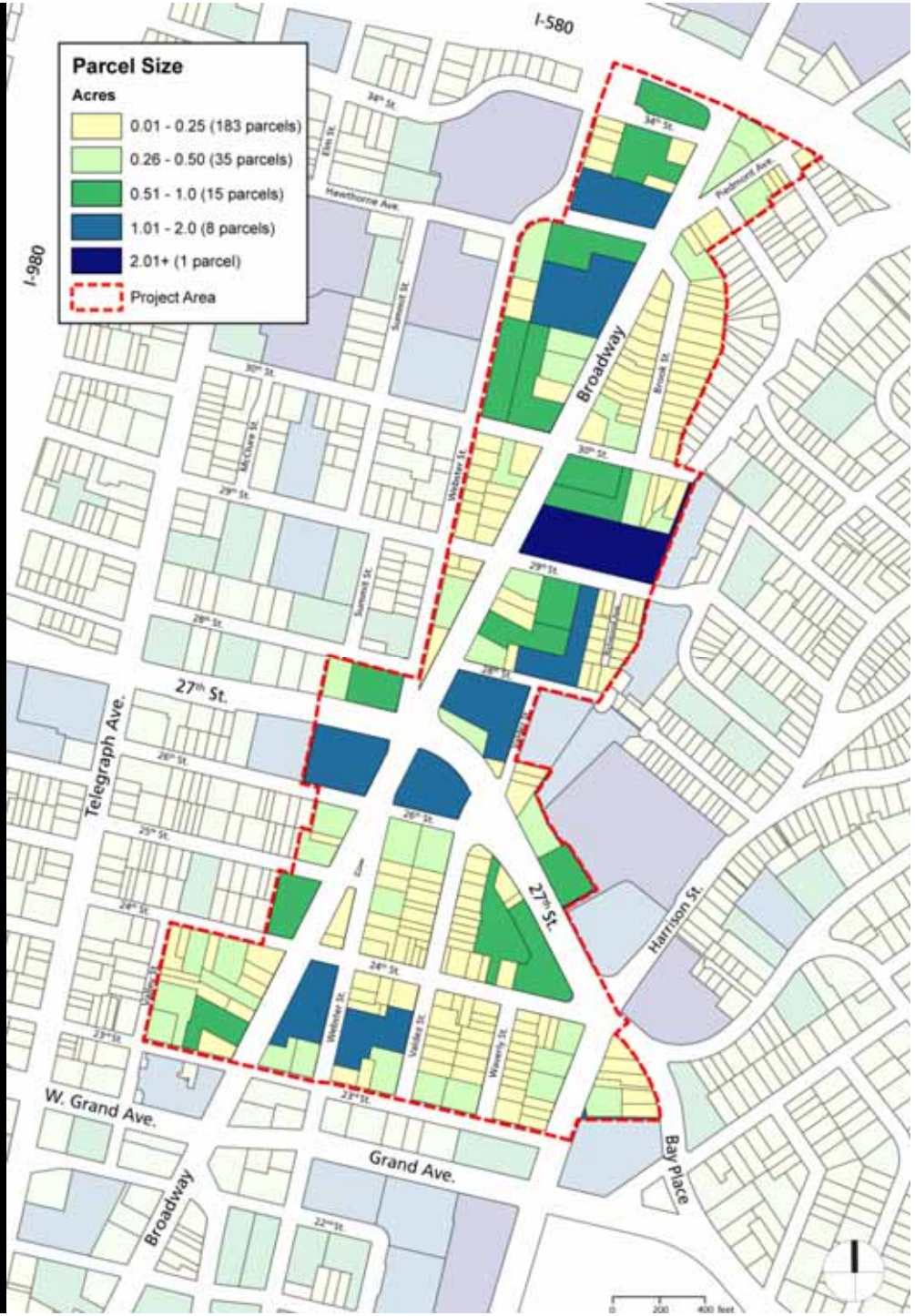
- The project area's length (¾ mile) is not particularly pedestrian friendly
- The area's long narrow configuration combined with Broadway's arterial function tend to support automobile-, rather than pedestrian-oriented commercial development
- Broadway's diagonal alignment to the underlying street grid creates an irregular block pattern
- Small, irregularly-shaped parcels are constrained for development, but also result in distinctive "flat-iron" buildings
- The absence of regularly spaced thru streets results in large irregularly-shaped parcels that constrain pedestrian & vehicle circulation



ULISF Oakland TOD Tour- Appendix 13:

Parcel Size

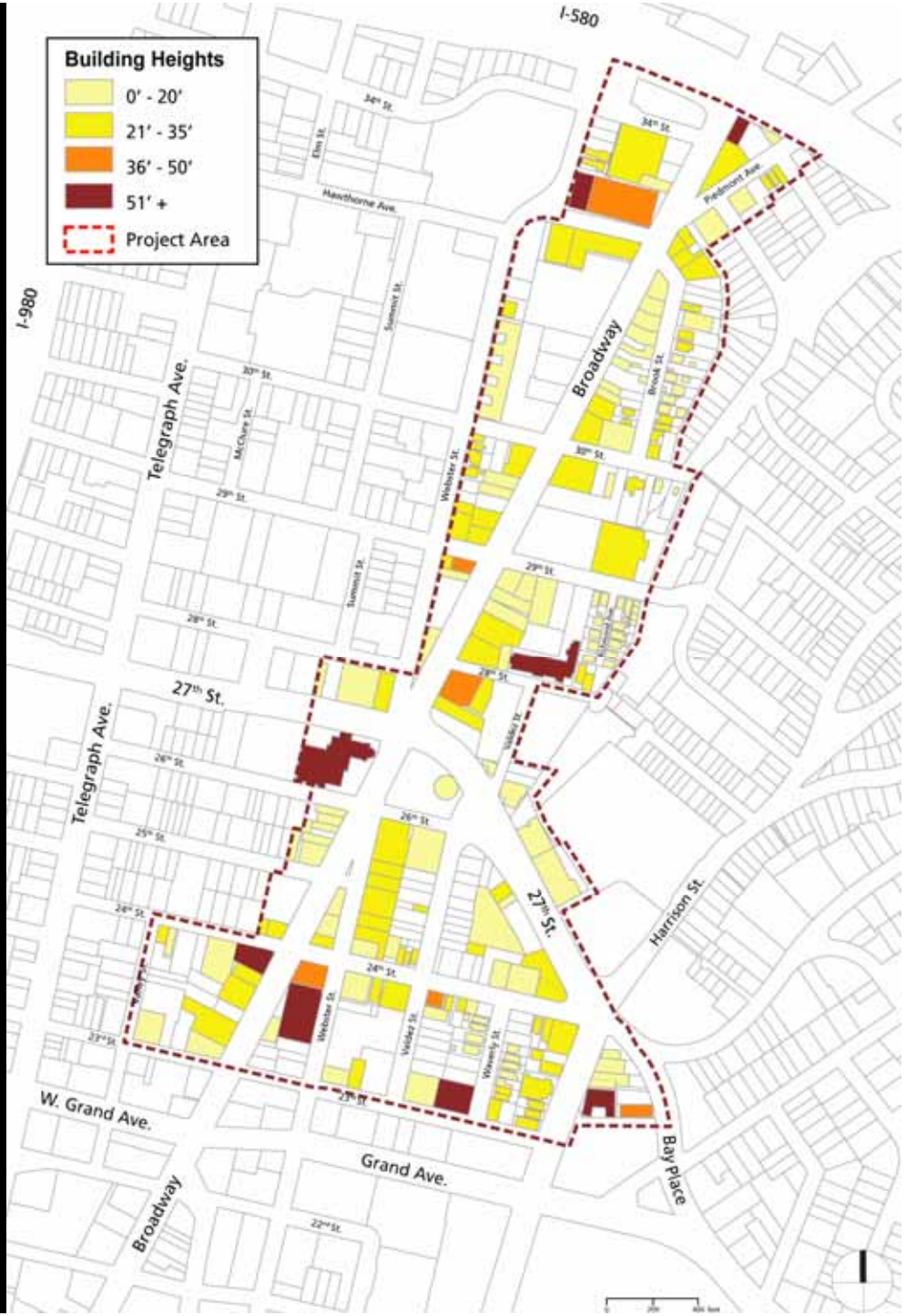
- Parcel size like block size influences the type of development and area character
- Parcel sizes in the project area tend to be small:
  - 75% are less than a ¼ acre
  - Only 4% are larger than 1 acre
  - Only 1 parcel is larger than 2 acres
- A finer grained pattern of small lots:
  - generally provides a more comfortable pedestrian environment, but also
  - makes redevelopment more complicated and potentially less viable



ULISF Oakland TOD Tour- Appendix 14:

Building Heights

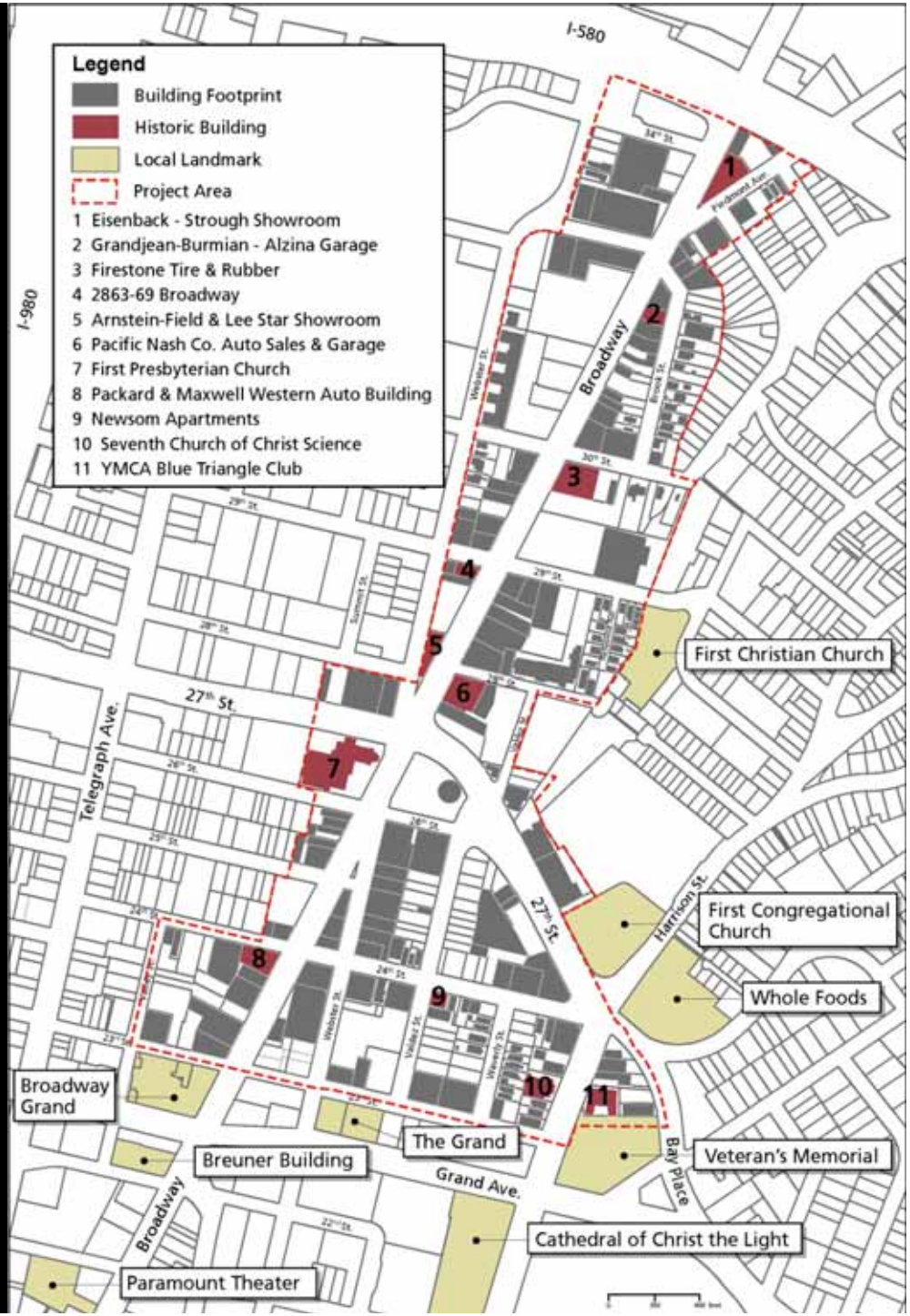
- Over 90% of the buildings in the project area are 2 stories or less—i.e., 15 to 25 feet in height
  - 65% are one-story
  - 27% are two-story
- The tallest buildings in the area are:
  - 12-story Broadway Webster Medical Plaza (approximately 150 feet tall)
  - 12-story Valdez Plaza (approximately 125 feet tall)
- Heights of other elements:
  - First Presbyterian Church: 150’
  - I-580 overpass: 25+’
  - Pill Hill: 80-85’ plus



ULISF Oakland TOD Tour- Appendix 15:

Historic Buildings

- Historic buildings provide intrinsic character upon which to build
- One California Historic Landmark (St. Mary's College site)
- 11 buildings are identified by Oakland as historic resources
- Historic resource objectives:
  - avoid demolition or substantial alternation of identified resources
  - integrate contributing structures when feasible
  - comply with the *Secretary of Interior's Standards for Rehabilitation*



ULISF Oakland TOD Tour- Appendix 16:

Historic Buildings





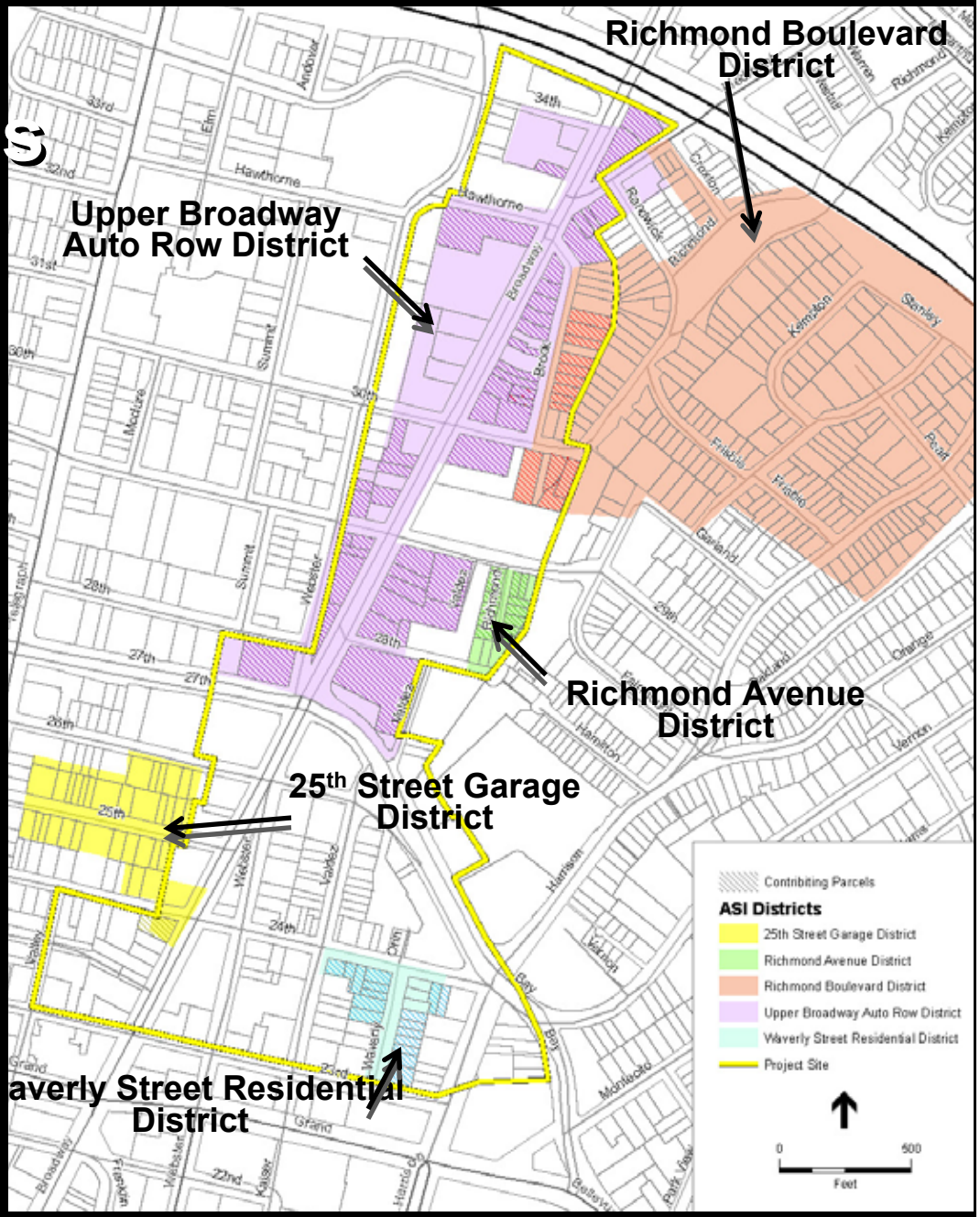






ASI Districts & Contributing Parcels

- 5 Areas of Secondary Importance identified by City in project vicinity
- Properties listed as 'contributors' to an Area of Secondary Importance are not historic resources for CEQA purposes
- Contributing structures may have local importance that are worthy of recognition in planning
- Historic resource objective:
- Integrate characteristics of ASI's into future development



Transportation

- Current commute mode shares for study area residents:
  - 51% drive alone
  - 8 percent carpool
  - 30 percent take transit
  - 6 percent walk
  - 1 percent bike
- Study area residents use transit, bike, and walk more than City, County, and State averages
- Key transportation objective:
  - create a regional retail destination while minimizing vehicle trips, miles traveled, and emissions generated

Pedestrian Facilities

- All streets in the area have sidewalks and signal protected crosswalks at major intersections.
- Pedestrian connectivity to area is generally good.
- Connectivity and quality of pedestrian environment within project area is deficient.

ULISF Oakland TOD Tour- Appendix 20:

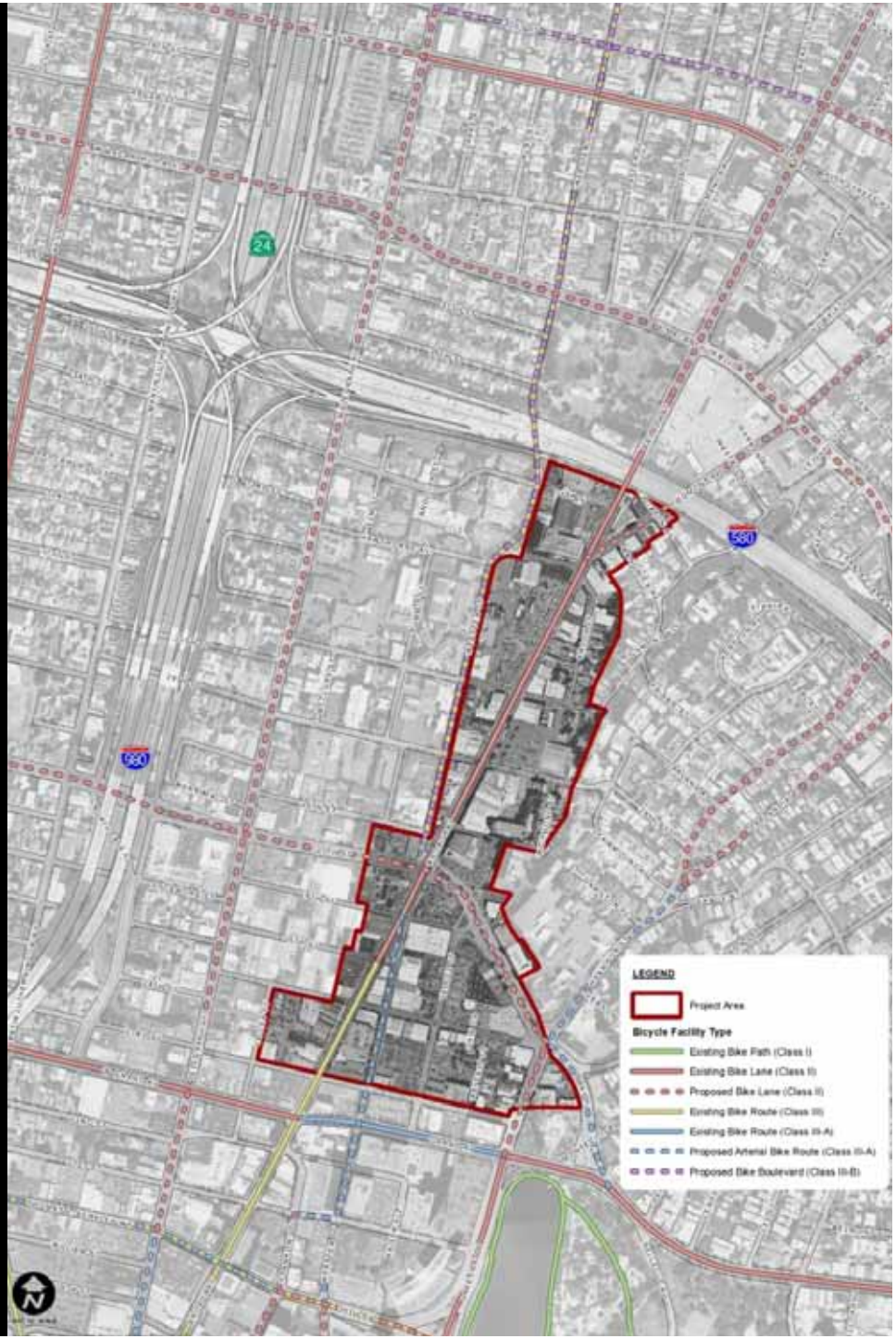
Existing & Proposed Bicycle Facilities

Existing

- Bike lanes (Class II) on Broadway north of 25th Street and on Grand Avenue
- Bike routes (Class III) on Broadway south of 25th Street and on Webster St north of Broadway

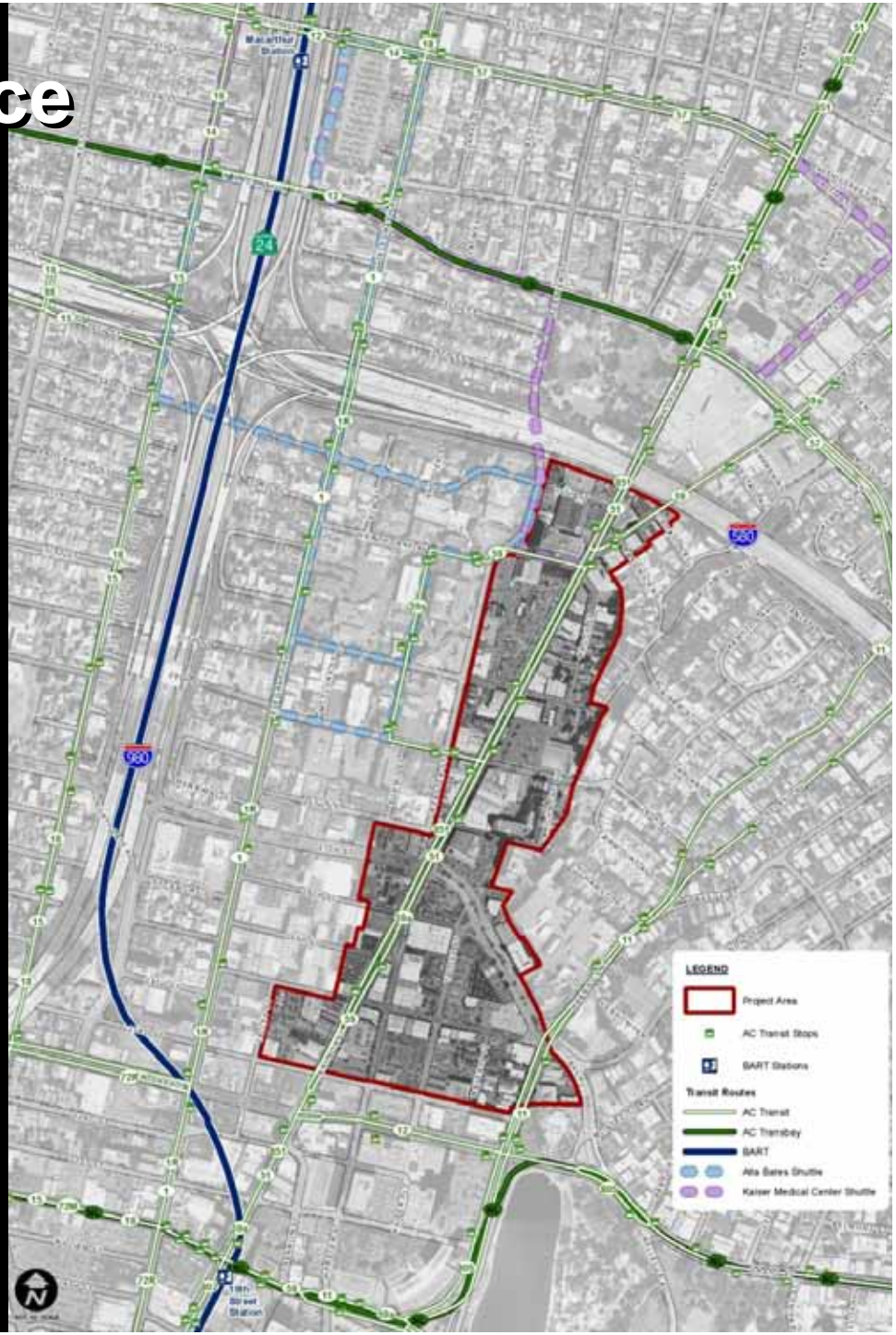
Planned

- Bike lanes (Class II) on Piedmont Ave, 27th Street, and Harrison Street south of 27th Street
- Arterial Bike Route (Class III-A) on Webster Street south of Broadway
- Bike Boulevard (Class III-B) on Webster Street north of Broadway



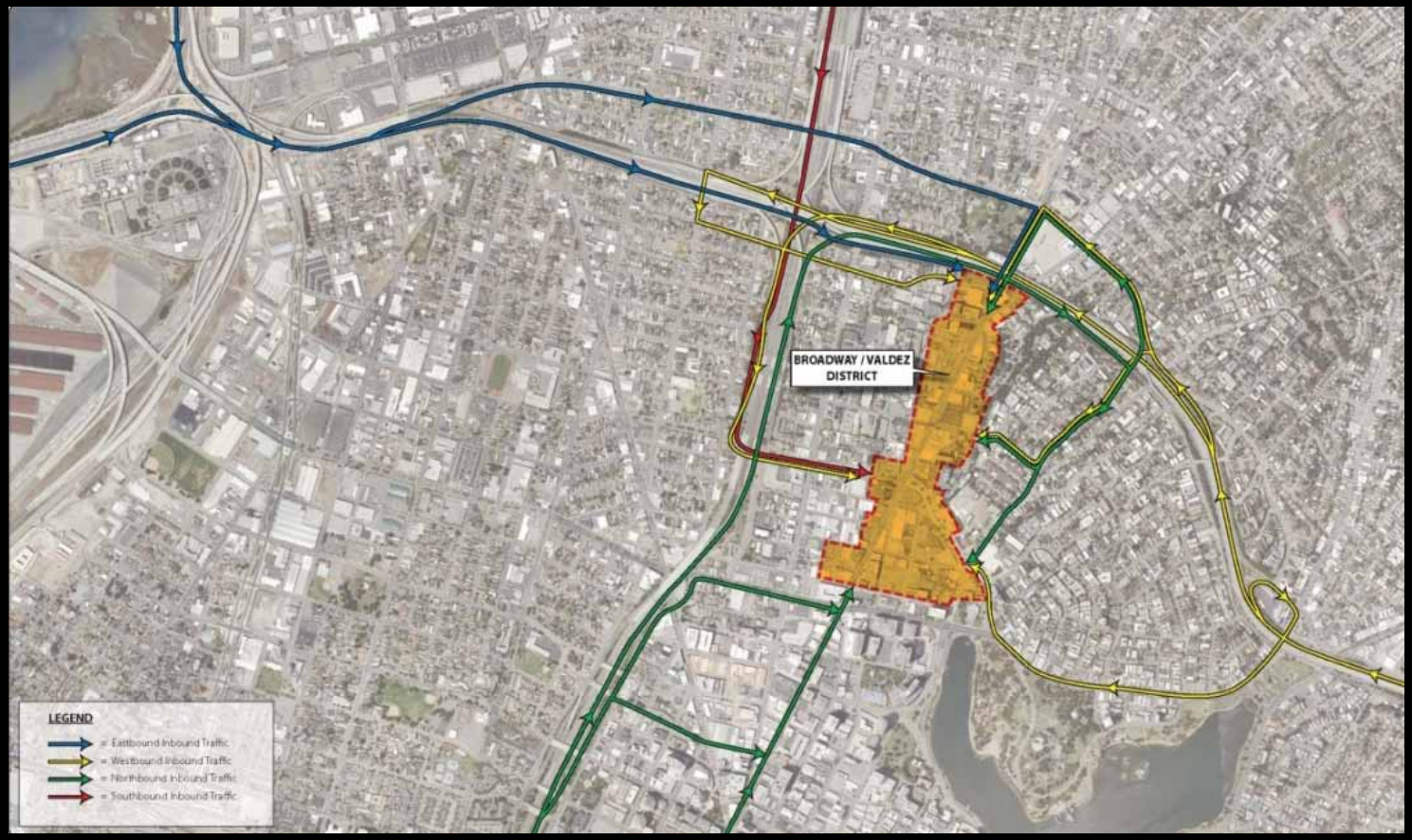
Existing Transit Service

- AC Transit Route 51 along Broadway is AC Transit's busiest route
- Nearest BART Stations are 19th Street (1/4 mile plus) and MacArthur (1/2 mile plus) stations
- Summit Alta Bates and Kaiser operate free shuttle service between the medical centers and MacArthur BART Station
- AC Transit is planning BRT service along Telegraph Avenue



Regional Access

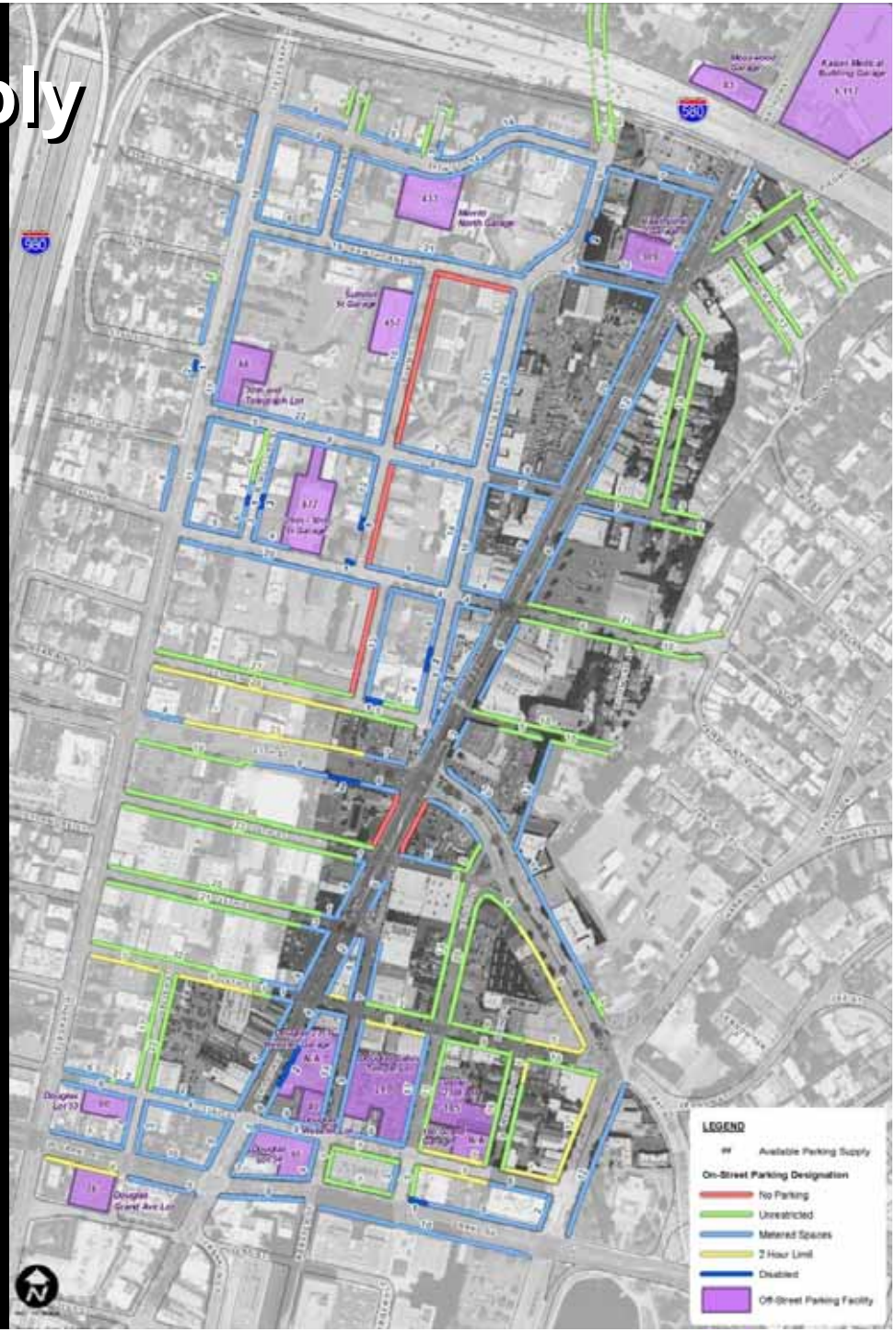
- Regional access provided via multiple routes depending on direction of approach and final destination
- This distributes traffic throughout the network, but can be confusing to first-time visitors to the area.



Inbound

Existing Parking Supply

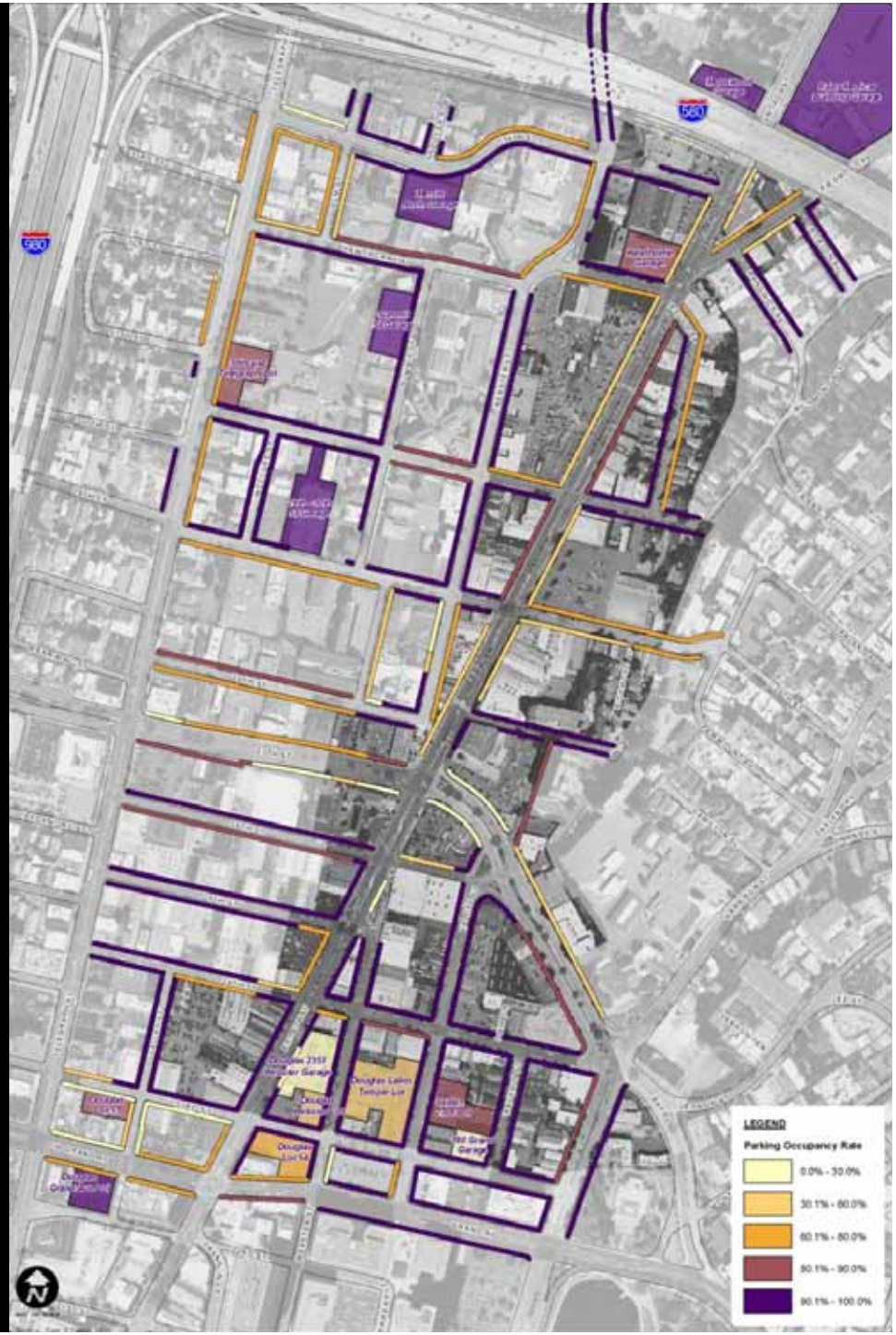
- Approximately 1,700 on-street parking spaces are provided within the project vicinity
- On-street spaces include a mix of metered, time-restricted, and unrestricted spaces
- More than 3,600 off-street spaces open to the public are provided in the project vicinity
- Off-street spaces in structures and surface lots are clustered near 23rd Street and near medical centers



ULISF Oakland TOD Tour- Appendix 24:

Parking Occupancy

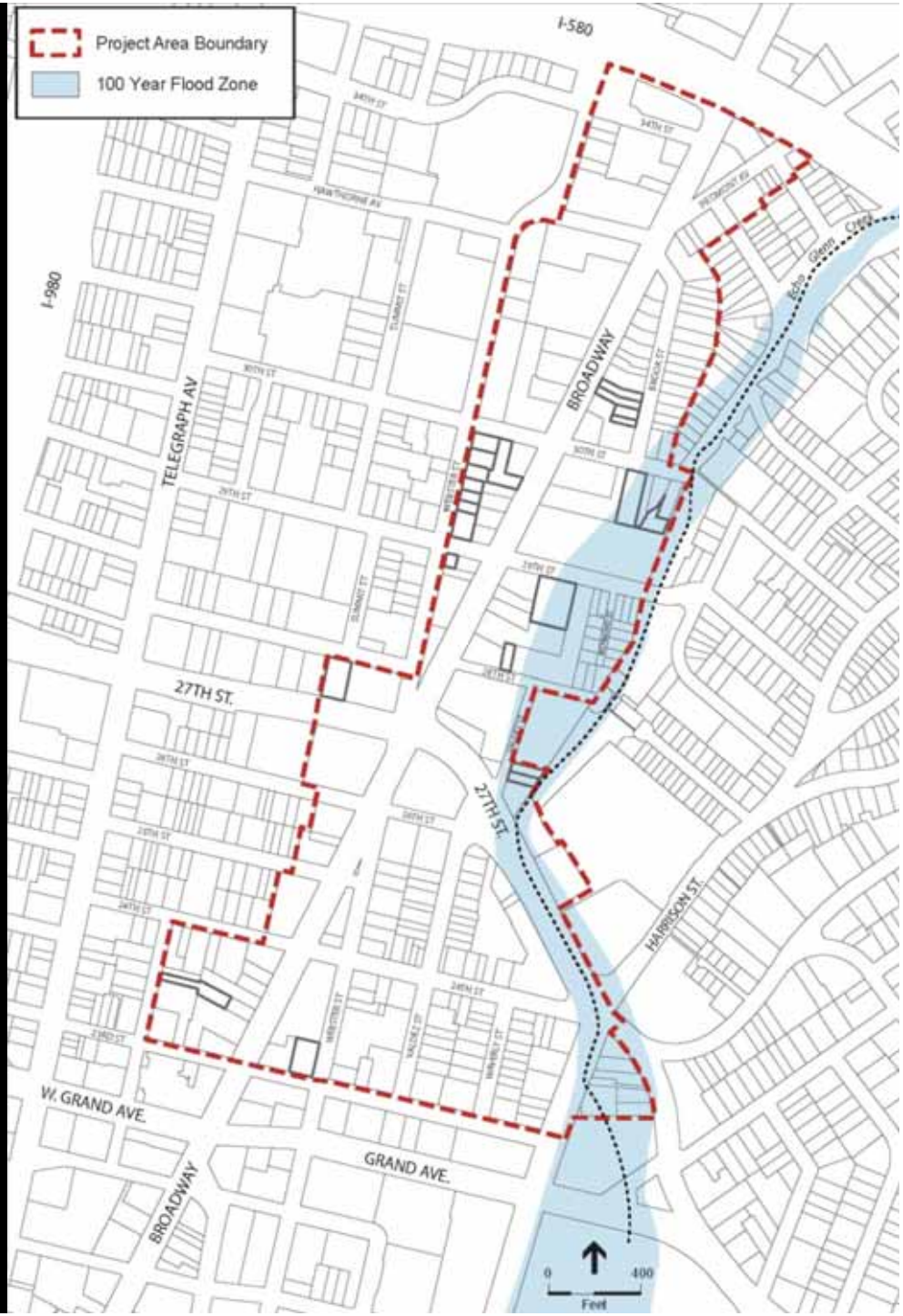
- Average occupancy of on-street spaces is about 84% at mid-day on weekdays
- Lower on-street parking occupancies along the residential streets and near center of project area (27th and Broadway)
- Average occupancy of off-street spaces is about 87% at mid-day on weekdays, but is much higher near the medical centers (92%) than around 23rd Street (66%)



ULISF Oakland TOD Tour- Appendix 25:

Flood Hazards

- The Project Area drains into Glen Echo Creek, which flows into Lake Merritt.
- Glen Echo Creek is mapped by FEMA as having a 100-year flood hazard area
- Existing properties along eastern edge of Project Area are within FEMA 100-year flood area (Zone A-19).
- Mitigations such as raising parcels out of the flood plain , reduction of flooding through system capacity improvements, or purchase of flood insurance may be required



Environmental Factors

Biological Resources

- Glen Echo Creek may present opportunities or sensitivities that should be considered by the project.

Air Quality

- New sensitive receptors, including residential uses, should not be located within 500 feet of I-580.

Noise

- Noise-sensitive uses within 2,580 ft. of I-580 centerline or 220 ft. of Broadway centerline may require mitigation.

Hazardous Materials

- As a result of historic association with automotive uses and the age of buildings, redevelopment may require monitoring and mitigation.