

# ALAMEDA POINT

TOWN CENTER AND WATERFRONT PRECISE PLAN

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City of Alameda | Final Report | July 2014



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## PREFACE

With an iconic waterfront setting, stunning views, large underutilized areas, and close proximity to Downtown San Francisco, Alameda Point is a once-in-a-generation chance for the City of Alameda to expand employment, increase housing options, augment public amenities, improve transit service, and create an attraction that elevates the profile of the community within the larger region.

Located in the heart of the Bay Area, the decommissioned former Naval Air Station (NAS) Alameda presents a prime opportunity for redevelopment. With an iconic waterfront setting, stunning views, large underutilized areas, and close proximity to both Oakland and Downtown San Francisco, Alameda Point is a once-in-a-generation chance for the City of Alameda to expand employment, increase housing options, augment public amenities, improve transit service, and create an attraction that elevates the profile of the community within the larger

region. In 2013, the City accepted conveyance of the first 1,400 acres of land from the U.S. Navy, paving the way for redevelopment to begin. At the core of the project, the 150-acre Town Center creates a compact, transit-oriented, mixed-use urban hub featuring a vibrant waterfront experience that leverages Alameda Point's unique character and existing assets, through incremental intervention, to catalyze investment and integrate the project area into the fabric of the City. Towards this end, the Town Center and Waterfront Precise

Plan provides both an holistic framework and form-based design guidelines for the arrangement of public and private streets, open spaces, infrastructure, and associated development that reinforce the City of Alameda's goals for a visitor-serving, mixed-use, sustainable waterfront community. This Precise Plan, in conjunction with the City Zoning and General Plan Amendments, Master Infrastructure Plan, Environmental Impact Report, and Transportation Demand Management Plan, will help guide the ongoing process of transformation.





## EXECUTIVE SUMMARY

The Precise Plan consists of form and use regulations for the arrangement of public and private street, public open space and parks, infrastructure, and associated private development which reinforce the community's goals for a transit-oriented, visitor-serving, mixed-use waterfront district.

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## **PURPOSE**

In July 2013, the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) adopted Plan Bay Area. Plan Bay Area is an integrated, long-range mobility and land-use plan to reduce transportation-related pollution from cars and light trucks in the San Francisco Bay Area, as required by the California Sustainable Communities and Climate Protection Act of 2008 – California Senate Bill 375 (Steinberg). A key component of Plan Bay Area is the designation of regional Priority Development Area (PDAs). These sites are intended to provide lands for regional employment and housing growth in proximity to regional transportation systems in order to reduce greenhouse gas emissions and combat climate change. Plan Bay Area designates NAS Alameda as one such PDA. Accordingly, the preparation of this plan was partially funded by an MTC Station Area planning grant to support the creation of a transit-oriented development consistent with Plan Bay Area.

The Alameda Point Town Center and Waterfront Precise Plan is a specific plan to implement the City of Alameda's vision for the heart of the former Alameda Naval Air Station (NAS Alameda) and fulfills the request for a Town Center Waterfront Masterplan required under AMC 30-4-24 Alameda Point District. The Precise Plan is designed to facilitate redevelopment and reuse of the planning area in a manner consistent with the 1996 NAS Alameda Community Reuse Plan and City of Alameda General Plan, and complementary to the unique physical, environmental, and institutional constraints at Alameda Point.

The Precise Plan consists of a development framework along with form and use regulations for the arrangement of public and private streets, public open space and parks, infrastructure, and associated private development which

reinforce the community's goals for a transit-oriented, visitor serving, mixed-use waterfront district that is economically diverse, environmentally sustainable, and compatible with and supportive of the NAS Alameda Historic District.

## **THE PRECISE PLAN IS ORGANIZED AS FOLLOWS:**

1. **Precise Plan Framework:** Introduction to the purpose, objectives, guiding principles and fundamental components of the Plan.
2. **Existing Conditions:** Overview of the existing physical, institutional and regulatory factors that shape the Plan.
3. **Access and Mobility:** Discussion of existing and proposed access and transportation systems serving the project area.
4. **Open Space and Landscape:** Illustration of proposed open spaces, recreational facilities, landscape treatment, and other natural features.
5. **Land Use and Development Guidelines:** Regulations for the development of the project area.
6. **Phasing and Implementation.** Phasing considerations and conceptual recommendations, including discussion of potential implementation strategies.
7. **Infrastructure and Financing:** The requirements for infrastructure necessary to support the plan objectives, as well as strategies for capital improvement financing.
8. **Administration and Enforcement:** Procedures and mechanisms for Plan administrative and enforcement.

The following pages summarize core elements of the Precise Plan.

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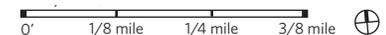


**PROJECT CONTEXT**

Alameda Point is located in the heart of the San Francisco Bay Area, on the site of the former Naval Air Station Alameda (decommissioned in 1997). Within this larger redevelopment project, the Town Center and Waterfront Precise Plan covers 150 acres, comprising the primary urban core along the main entry – Ralph Appezatto Memorial Parkway – and the waterfront land surrounding the historic Seaplane Lagoon. The Precise Plan project area is bordered by the Bayport neighborhood to the east, a planned residential neighborhood and the adaptive reuse area within NAS Alameda Historic District to the north, the planned Enterprise employment district and Maritime Administration (MARAD) Fleet to the south, and a Nature Reserve owned by the federal government to the west.

**PLAN VISION**

The primary goal of redevelopment within the Town Center and Waterfront Precise Plan is to create a compact, transit-oriented, mixed-use urban core and vibrant waterfront experience that will leverage the unique character and existing assets of the area, through incremental intervention, to catalyze transformation of the wider Alameda Point area.





**SUB-AREAS**

The Town Center and Waterfront Precise Plan organizes the 150-acre site into several sub-areas defined by uniquely distinguishing characteristics. The Atlantic Entry sub-area is envisioned as a residential

neighborhood that provides integration with the adjacent Bayport community along Main Street. The Transit Village Center, is intended to be a vibrant mixed-use urban hub. The East Waterfront is an area of mixed retail, entertainment, hotel,

ALAMEDA POINT TOWN CENTER AND WATERFRONT



commercial and residential uses that connect the Transit Village Center to the Enterprise District and Maritime industrial areas. Along the Northern edge of the Seaplane Lagoon, the Taxiway Sub-area provides infill development compatible

with the NAS Alameda Historic District and features a distinctive waterfront park as a regional attraction. At the far edge of the site, the Western Waterfront is a low-impact area of passive recreational use, supportive of the adjacent nature preserve. Additional

description of each sub-district is provided in Chapter 1.

- 1 MARINA PROMENADE
- 2 SEAPLANE PLAZA
- 3 ALAMEDA POINT PARK
- 4 DE-PAVE PARK



- 1 MARINA PROMENADE
- 2 SEAPLANE PLAZA
- 3 ALAMEDA POINT PARK
- 4 DE-PAVE PARK
- 5 NEIGHBORHOOD PARK
- 6 PARKING
- 7 PARKING

ILLUSTRATIVE MOBILITY IMPROVEMENTS



**ACCESS AND MOBILITY IMPROVEMENTS**

Fundamental to the redevelopment of the Town Center and Waterfront area are access and mobility improvements providing increased multi-modal transportation options that promote walking, cycling and transit use over single-occupancy automobile use. Shuttle and rapid bus

services and facilities, a new ferry terminal, an extensive cycling network, a comprehensive Transportation Demand Management Plan, and a walkable street network are all integrated to reduce traffic and create a healthier transit-oriented environment. These elements of the plan are further detailed in Chapter 3: Access and Mobility.

ILLUSTRATIVE LAND USE VARIETY



**LAND USE DIVERSIFICATION & RESOURCE PRESERVATION**

The provision for a variety of land uses within the Town Center further supports both City and Regional goals for the redevelopment of NAS Alameda. By balancing opportunities for a range of housing options, employment uses and supporting commercial and recreational amenities, the Precise Plan facilitates

creation of an attractive, vibrant, 24/7 mixed-use environment – development of which will help support the infrastructure improvements needed to protect historic and cultural resources while providing economic growth and access improvements in a manner supportive of the emissions reduction goals of Plan Bay Area. Land use recommendations for the Town Center are covered in Chapter 5 of the Precise Plan.

WATERFRONT CHARACTER

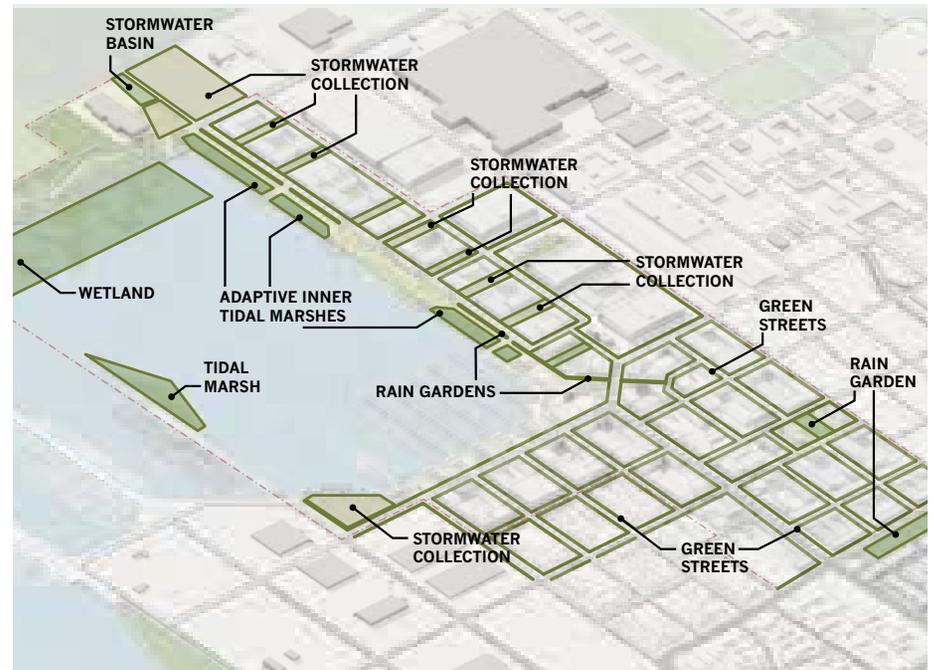


**IMPROVED WATERFRONT ACCESS, OPEN SPACE AND RECREATIONAL AMENITIES**

A vital feature of the project is adaptive reuse of the historic Seaplane Lagoon. Built initially for military and (later) commercial air travel, the Precise Plan re-imagines this iconic piece of maritime infrastructure as a setting for diverse activities. Over one mile of the Lagoon's edge is transformed for dining and entertainment, a plaza, a

museum, a market, a promenade, a marina, access for watercraft, active recreation areas, flexible event space, picnic grounds, and augmented habitat zones for camping and more passive recreational use. In its entirety, the Seaplane Lagoon is designed as a regional attraction promoting the full range of activities for public enjoyment of the waterfront. Open Space and Landscape guidelines are further detailed in Chapter 4.

ILLUSTRATIVE GREEN INFRASTRUCTURE



**SUSTAINABLE URBANISM**

Rooted in Alameda Point's designation as a regional Priority Development Area under Plan Bay Area, pursuant to California SB 375, is the essential goal of cultivating a sustainable community. As such, the promotion of urban sustainability underlies the entire Precise Plan framework, including transit and mobility provisions, land use and density regulations, urban

form, green infrastructure and other development control guidance. As a result, holistic measures to enhance urban sustainability permeate the Precise Plan in its entirety. Additionally, specific recommendations concerning sustainable water, energy, landscape and building strategies are covered in Chapter 4: Open Space, Landscape, and Sustainability.

SAMPLE DEVELOPMENT CONTROL GUIDELINES

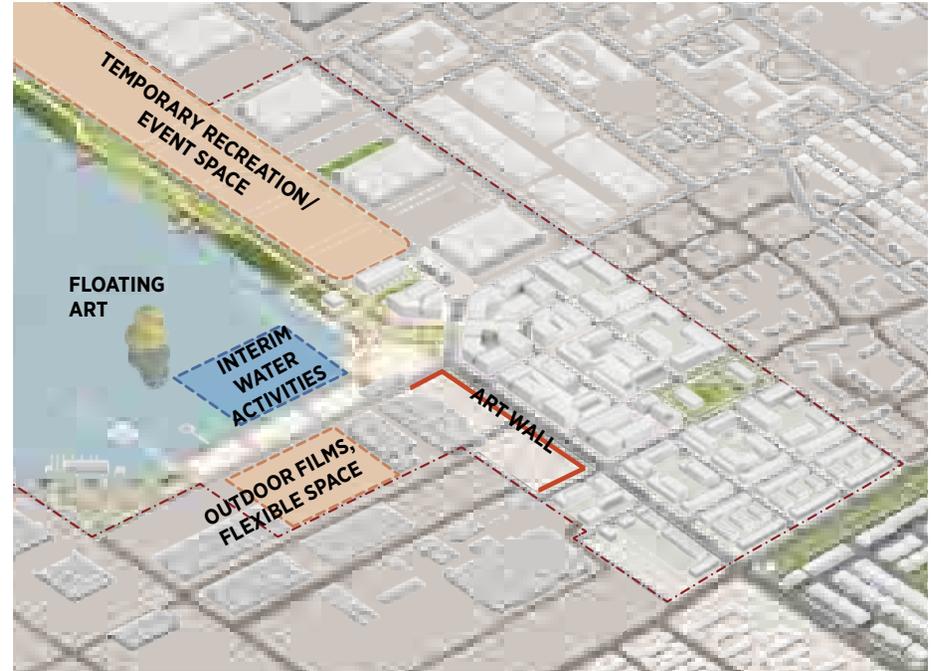


**LAND USE AND DEVELOPMENT GUIDELINES**

Development Guidelines provide the primary mechanism by which the vision illustrated in the Precise Plan Framework can be regulated throughout the implementation process. As such, the control guidelines detail the essential use and form requirements for the arrangement of public and private streets, public open space and parks, infrastructure, and

associated private development which reinforce the community’s goals for a transit-oriented, visitor-serving, mixed-use waterfront district. These regulations are noted throughout the Precise Plan, but are primarily concentrated in Chapter 5. In conjunction with the related regulatory documents, the control guidelines facilitate development supportive of the objectives of the overall project.

NEAR TERM DEVELOPMENT AND INTERIM USE



**PHASING AND IMPLEMENTATION STRATEGIES**

While the Precise Plan necessarily describes a long-term vision and the guidelines needed to regulate development towards that vision, full implementation will be undertaken in a number of phases over many years. Some components of the plan may be readily built in the near term, but others will take considerably more time to realize. The Precise Plan therefore provides

recommendations for maintaining, reinforcing, and capitalizing on the many assets already present at Alameda Point. In this way, the city can make optimal use of limited early-stage resources, while building greater momentum for redevelopment. Conceptual strategies for interim use, incremental improvement, and near-term redevelopment priorities are covered in Chapter 6.



**CATALYTIC INSPIRATION GUIDED BY A FLEXIBLE FRAMEWORK FOR IMPLEMENTATION**

In its entirety, and in concert with the City's concurrent planning efforts, the Town Center and Waterfront Precise Plan is intended to provide both an inspiring long term vision and the regulatory framework strong enough to maintain that vision, yet flexible enough to respond to evolving economic, political and social circumstances.