

Northern Waterfront General Plan Amendment

10.0 Northern Waterfront

10.1 Challenges and Issues

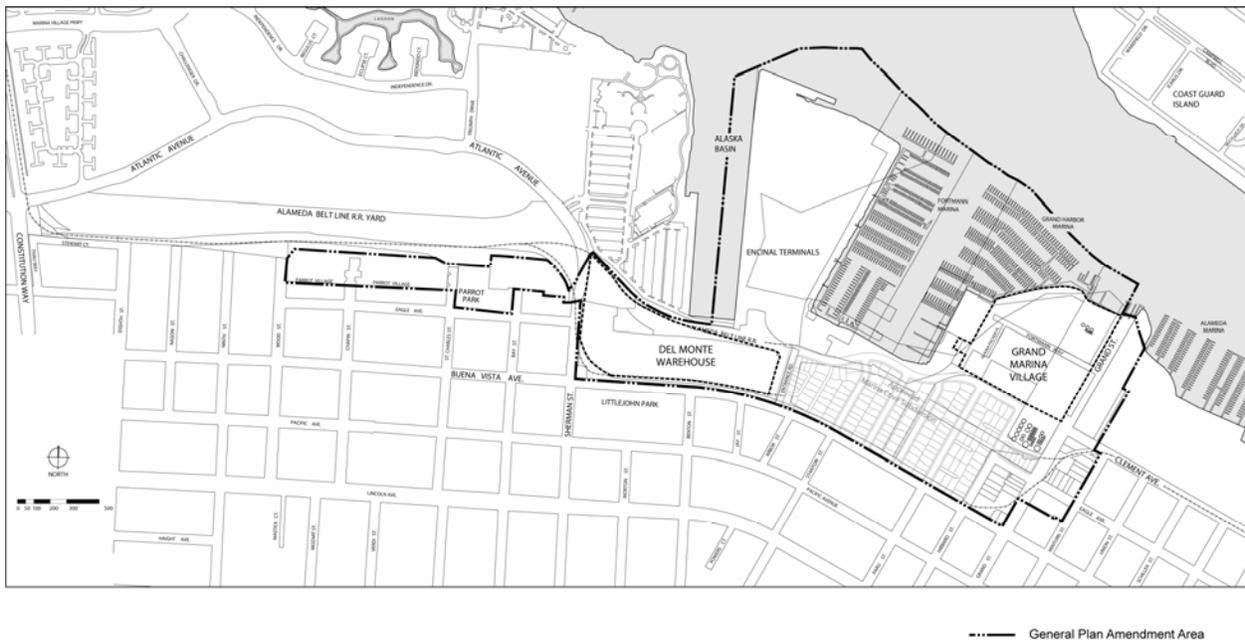
This element addresses the redevelopment of the Northern Waterfront planning area. Redevelopment of this area presents the City with unique and challenging opportunities. Successful redevelopment of the Northern Waterfront will include:

- ❖ *Fostering a vibrant new mixed-use environment.* The General Plan seeks to create a new and vibrant district with a variety of uses that are compatible with the waterfront location and adjacent neighborhoods. The General Plan encourages development of a variety of uses in the area to create a pedestrian-friendly, transit-oriented environment.
- ❖ *Reconnecting the community to the waterfront.* With an emphasis on new public shoreline access, replacing existing waterfront industrial and warehouse uses with residential, commercial, retail, and open space, and extension of the existing street grid to the waterfront, the policies aim to reconnect the community to its waterfront.
- ❖ *Improving access through and around the district.* Policies facilitate the extension of the existing Alameda grid system into and through the district to allow for the extension of the Clement Street truck route, reduce traffic volumes on Buena Vista, and increase access to the waterfront. Policies also promote use of alternative modes of transportation-such as light rail, shuttles, water taxis, and bicycles-to reduce present and potential future congestion.
- ❖ *Preserving the unique history and environment of the Northern Waterfront Area.* The General Plan includes policies to preserve the unique environmental, cultural, and architectural assets within the area and to utilize those assets in the creation of a new, vibrant mixed-use district.
- ❖ *Financially Sound Development* The General Plan policies and land use designations are designed to ensure that new development will fund the public facilities and services that are needed to serve the new development and that redevelopment of the area does not result in a negative financial impact on the City's ability to provide services to the rest of the City.
- ❖ *Facilitating a Jobs/Housing Balance.* With an emphasis on mixed use development, the General Plan policies for the area are intended to facilitate a jobs housing balance in the area and in the City for the purpose of reducing citywide traffic and the associated environmental, economic and social impacts of long commute trips.

10.2 Background

Since its initial development in the mid-1800s, land uses and economic activities in the Northern Waterfront area have been characterized by continual change. Prior to 1852, the area consisted primarily of marshland. Boatyards, shipping facilities, warehouses, and residences were among the first buildings constructed at the Northern Waterfront. Residential tracts were subdivided for development in the 1870s, resulting in development of the first neighborhoods in the area. In the 1880s and 1890s, the shipping and commercial marine activities at the Northern Waterfront were considered to be the best in the Bay Area. The Alaska Packers Association (the world's largest salmon-packing company and subsidiary of the California Packing Corporation - now Del Monte) started berthing its vessels in the area currently run by the Grand Marina around 1890. During the two world wars and the Vietnam War, large industrial, shipbuilding, and commercial uses such as Encinal Terminals, Del Monte Warehouse, Weyerhaeuser, Pennzoil, and Listo Pencil Company emerged as leading economic activities at the Northern Waterfront. During the 1970s, the Northern Waterfront area experienced a decline in activity when many of the commercial shipyards closed. Although the predominant land use within the area continues to be light industrial and warehousing, other land uses exist, including: residential, commercial, public/institutional, commercial recreation/marina, parks and public open space, and vacant/undeveloped lands. Currently the area consists of a patchwork of land uses; many former thriving industrial properties are now vacant and underutilized.

Figure 10-1 shows the Northern Waterfront planning area.



In 2000, the Alameda City Council authorized creation of a plan to manage and direct future redevelopment in the area. A 15-member Northern Waterfront Advisory Committee representing a range of community, area property owner, and local business interests was appointed by the City Council to manage an active community planning process to develop recommendations for the reuse and redevelopment of the Northern Waterfront area. By May 2002, the Advisory Committee's recommendations for a preferred land use concept were presented to both the Planning Board and

City Council. The Northern Waterfront Advisory Committee's recommended policies, as amended and adopted by the Alameda Planning Board and City Council, establish the overall planning and regulatory framework that will guide redevelopment of the area.

10.3. Guiding and Implementing Policies

The guiding and implementing policies provide a regulatory framework and guidance for the successful redevelopment of the area.

Guiding Policies: Land Use

- 10.3.a. Require that development in the Northern Waterfront is sensitive to the character of Alameda and the unique waterfront setting.
- 10.3.b. Require a mix of uses and open space near the Estuary and shoreline that provides for a lively waterfront and a pedestrian friendly environment.

Implementing Policies: Land Use

- 10.3.c. Allow the development and reuse of existing sites consistent with the land use designations shown on the Land Use Plan, site specific development policies, and the land use goals for each of the following sites described below:

Del Monte Site. Replace the warehousing uses on the Del Monte site with commercial, residential, and/or work/live uses.

Encinal Terminal Site. Replace the container care uses at Encinal Terminal with a mix of new uses including residential, commercial, senior housing, and public open space.

Marinas. Maintain the Grand and Fortmann Marinas and in-fill the adjacent sites with a mix of new uses including residential, institutional, commercial, and public open space.

Pennzoil Site. Replace the industrial uses at the Pennzoil site with a mix of new uses such as residential, commercial, and/or public open space.

Self-Storage Site. Replace the warehousing uses at the Self Storage site on Sherman with residential development to match the surrounding neighborhood.

Parrot Village. Maintain the Parrot Village residential development, Parrot Park and Community Garden.

Beltline Rail Yard Site. Consider opportunities to acquire the site for open space through a public ballot measure. If acquisition proves to be infeasible, consider a re-designation and

rezoning of the site to allow approximately 100 housing units. Maintain a right of way through the site for pedestrians, bicyclists, alternative vehicles, and/or future rail.

The Beltline site is a 21-acre parcel located between Constitution Way and Sherman Street.

- 10.3.d. Provide for a mixture, both vertical and horizontal, of compatible residential, neighborhood-serving commercial, commercial, retail, office, marine, and open space uses.
- 10.3.e. Encourage the preservation and imaginative adaptive reuse of historic structures in the Northern Waterfront.
- 10.3.f. Allow for the development of public facilities; such as schools and/or fire stations within the Northern Waterfront plan area. Consider opportunities to relocate Fire Station #3 to a location within the Northern Waterfront area adjacent to the Estuary.
- 10.3.g. Encourage commercial retail uses to locate adjacent to the waterfront that will contribute to a lively pedestrian oriented waterfront.
- 10.3.h. Rezone properties in the area to implement the Northern Waterfront Plan policies.

10.4 Housing

Guiding Policies: Housing

- 10.4.a. Provide for a mix of housing types, densities, and affordability levels throughout the Plan area.
- 10.4.b. Encourage and support the development of both “for-rent” and “for-sale” affordable housing units distributed throughout the Plan area.
- 10.4.c. Encourage and support the development of senior housing in the Northern Waterfront.

Implementing Policies: Housing

- 10.4.d. Rezone the Pacific Storage Site on Sherman Street for residential development.
- 10.4.e. Rezone the Encinal Terminals, Grand Marina, and Pennzoil sites for mixed-use residential development.
- 10.4.f. Encourage the development of residential units on the upper floors of small commercial buildings in the Mixed-Use designated areas, in compliance with the City Charter.
- 10.4.g. Consider opportunities for a houseboat community in the Northern Waterfront area.

10.5 Commercial

Guiding Policies: Commercial

- 10.5.a. Encourage neighborhood serving retail and services in the plan area that will complement and not compete with Bay Street Station and other commercial retail and services districts in Alameda.

Implementing Policies: Commercial

- 10.5.b. Encourage water and maritime related job and business opportunities that relate to the area's unique waterfront location.
- 10.5.c. Encourage retail uses that offer recreational products and services, such as windsurfing and sailing equipment and lessons and bicycle and boat rentals.
- 10.5.d. Encourage a variety of restaurants and activities that meet the needs of people of all ages and income levels.
- 10.5.e. Prohibit drive-through commercial facilities in the Plan area.

10.6 Circulation and Infrastructure

Guiding Policies: Circulation and Infrastructure

- 10.6.a. Require a safe circulation system through the Plan area that considers the needs of pedestrians, bicyclists, skaters, transit riders, automobile and truck drivers, and adjacent neighborhoods.
- 10.6.b. Design all new streets in the Northern Waterfront area for a maximum speed of 25 miles per hour to reduce the need for sound walls and minimize the need for future traffic calming modifications to the street.
- 10.6.c. Require transportation and infrastructure improvements to support full build out of the Northern Waterfront Plan area.

- 10.6.d. Provide docking facilities to encourage waterborne forms of transportation.

Implementing Policies: Circulation and Infrastructure

- 10.6.e. Extend Clement Avenue through the Northern Waterfront from Grand Street to Sherman to facilitate the movement of trucks, transit and/or rail, bicycles, and pedestrians.
- 10.6.f. Non-residential uses should be located adjacent to the Clement Truck Route to minimize disturbances to residents from truck traffic on Clement Street; however, if residential uses are proposed adjacent to the Clement Truck Route, residential structures shall be adequately set back and/or provide design features to minimize disturbances to future residents. In accordance with policy 10.8.f, sound walls shall not be used to buffer residential uses from the truck route.
- 10.6.g. Designate the extension of Clement Avenue through the Northern Waterfront as a Truck Route; remove the Truck Route designation on Buena Vista from Sherman to Grand Street. Do not extend the truck route through the Beltline property.
- 10.6.h. Implement traffic calming measures to slow and control traffic flow in and around the Plan area and protect adjacent neighborhoods.
- 10.6.i. Prohibit any northerly extensions of the existing dead end streets at Eighth Street, Mason Street, Ninth Street, Wood Street, Chapin Street, St. Charles Street and Bay Street.
- 10.6.j. Establish connections to the Bay Trail and other regional circulation systems.
- 10.6.k. Ensure that the public access path along the waterfront includes a separated path for bicyclists or is wide enough to minimize conflicts between pedestrians and bicyclists.

Bicyclists and Pedestrians

- 10.6.l. Create pedestrian and bicycle pathways and visual corridors along the waterfront and linking the waterfront to inland neighborhoods.
- 10.6.m. Create a Class I bicycle and pedestrian pathway through the Beltline property from Sherman to Constitution.
- 10.6.n. Create safe pedestrian crossings at all intersections within the Plan Area.
- 10.6.o. Require new development to provide facilities for pedestrians, bicyclists, and transit riders.
- 10.6.p. Ensure that all streets and pedestrian pathways include tree plantings.

Transit and other Alternatives to the Automobile

- 10.6.q. Develop shuttle services to minimize parking demand and traffic in the area.
- 10.6.r. Establish a Transit District, amend the Citywide Development Fee Ordinance, or establish a comparable mechanism to fund expanded Northern Waterfront transit services in corridors through and between the Northern Waterfront and the high ridership generators inside and outside the City such as Oakland BART stations, airport, and transit hubs.
- 10.6.s. Maintain a public right of way for a future rail/transit corridor along Clement Avenue from Grand Street to Sherman Street as part of a citywide transit corridor.
- 10.6.t. Provide opportunities for water transit facilities at the foot of Grand Street or at the Alaska Basin.

Parking

- 10.6.u. Develop a coordinated parking strategy for the area that maximizes utilization of shared parking facilities or structures and minimizes the need for multiple surface parking lots.
- 10.6.v. Require that parking be located inside, below, or behind buildings and are not located or designed in a manner that would deter access to the waterfront or reduce the quality of the waterfront experience. Require ample space for pedestrians, landscaping, lighting, and benches in front of buildings.
- 10.6.w. Landscaping along Sherman, Buena Vista, and Clement, should be designed to screen the cars from view from the public access, adjacent neighborhood areas, Little John Park and the Alaska Basin without compromising public safety or views of the water.

Infrastructure Phasing and Funding

- 10.6.x. Phase development in accordance with transportation and infrastructure improvements necessary to serve the new development.
- 10.6.y. If necessary, require new storm drain facilities to meet current and future demand and minimize potential flooding impacts on adjacent properties.
- 10.6.z. Ensure that police, fire, educational, parks, opens space, and other public services are adequately funded to serve new development.
- 10.6.aa. Consider creation of a Northern Waterfront Assessment District to fund public improvements and or municipal services required to support new development in the area.

10.8 Urban Design

Guiding Policies: Urban Design

10.8.a. Improve the visibility and public access to the Northern Waterfront Plan area and Oakland/Alameda Estuary.

10.8.b. Require that buildings at waterfront locations be designed with attractive and varied architecture style.

10.8.c. To ensure design compatibility with adjacent developments and neighborhoods; limit new building heights to 60 feet.

Implementing Policies: Urban Design and Aesthetics

10.8.b. On large sites with multiple buildings and with individual tall buildings adjacent to the water, require building heights to “step down” as they approach the water.

10.8.c. Require that new development provide a pedestrian-friendly scale with building sizes consistent with adjacent and historic land uses in the area.

10.8.d. Require new buildings to “face” the street.

10.8.e. Prohibit the use of sound walls within the Plan area.

New development should be designed and new streets should be engineered to minimize noise impacts and eliminate the need for sound walls.

10.10 Site Specific Development Policies

The purpose of the site-specific development policies is to ensure the redevelopment of each of the major sites within the area is consistent with the area wide policies and citywide goals. The site-specific development policies are intended to assist project developers in the preparation of proposed development plans and provide additional guidance for the review of those plans by the community and city decision makers. Where a certain facet of development and design is not directed by the guidelines, the standards of the City of Alameda Zoning Ordinance or Design Guidelines shall be used.

10.10.a The Mixed Use Designated Sites

The Mixed Use designation allows for the development of a wide variety of complementary uses to create a lively, pedestrian-oriented environment containing a mixture of commercial, residential, office, waterfront, park, and open space uses.

The Del Monte Site

Northern Waterfront General Plan Amen



General Plan Designation: Specified Mixed Use

Development Policies: The intent of the development policies for the Del Monte site is to facilitate adaptive reuse and rehabilitation of the Del Monte Warehouse, a building of significant historical value that is eligible for listing on the National Register of Historic Places in a manner that is compatible with the needs and interests of the adjacent residential and recreational uses.

Any plan to redevelopment this site should be compatible with the following site-specific development policies:

Site Development

- D-M 1. Encourage the sensitive rehabilitation and adaptive reuse of the Del Monte Warehouse Building consistent with Secretary of the Interior's Standards for Rehabilitation.

The Secretary of the Interior's Standards for Rehabilitation provides guidelines to ensure that rehabilitation efforts preserve the historic integrity of the building and/or site. Copies of the document are available at the City of Alameda and through the State of California.

- D-M 2. Consider a pedestrian access or “pass through” through the building to connect Littlejohn Park to the public greenway adjacent to Alaska Basin in a manner consistent with the Secretary of the Interior's Standards for Rehabilitation.

Land Use Program

- D-M 3. Adaptive reuse of the structure may include a range of uses including work/live, hotel, commercial, retail, office and/or residential uses. A mix of compatible uses is encouraged, but a single use is allowable if the single use is compatible with the historic structure and the surrounding land uses. Allow a mix of retail, residential, and commercial uses in the Del Monte Warehouse Building.
- D-M 4. Encourage uses and design features at the Del Monte building that will encourage pedestrian activity and visual interest.
- D-M 5. Encourage community serving retail uses in the Del Monte Building but not including, “big box” type retail commercial uses or drive-through commercial facilities, such as fast food outlets.

On-Site Parking and Landscaping

- D-M 6. The on-site parking plan should allow for a joint or shared parking program with the future redevelopment within the area in an effort to consolidate parking, minimize the amount of waterfront land dedicated to parking, and provide parking for visitors to the public access areas.
- D-M 7. Ensure that the parking plan does not create a real or perceived barrier limiting public access to the water.

- D-M 8. Consider a joint parking facility to serve both the Encinal Terminals and Del Monte sites and that would also support public access to the waterfront and the Bay Trail.

Off-site Public Improvements and Infrastructure

- D-M 9. Allow the extension of Clement Street from Sherman Street to Grand Street.
- D-M 10. Allow for a future rail/alternative vehicle corridor from Sherman to Grand Street within the Clement Avenue Right of Way.
- D-M 11. Allow for a shoreline public promenade of an adequate width adjacent to the Alaska Basin.
- D-M 12. The development should fund a fair share proportion of the costs of extending Clement Street from Sherman to Grand to serve Del Monte and other projects in the Northern Waterfront. (The fair share to consider dedication of land.)
- D-M 13. The development should fund a fair share proportion of costs needed to upgrade storm sewer and wastewater facilities to serve all future development within the Northern Waterfront area.

Encinal Terminal Site

General Plan Designation: Specified Mixed Use

Site Specific Development Policies: The intent of the site specific development policies for the Encinal Terminal Site is to facilitate redevelopment of the site with new land uses that will take advantage of the unique site configuration and waterfront location, increase opportunities for public access and enjoyment of the waterfront and eliminate the existing uses which contribute a large volume of truck traffic in the vicinity. The Mixed Use designation will allow for the development of a wide range of land uses to capitalize on the site's unique location adjacent to the Alaska Basin, Oakland/Alameda Estuary, Fortman Marina, and Del Monte Warehouse site. Anticipated land uses in this district include a range of housing types, including senior housing, commercial, office, and public parks and open space. Public waterfront access around the perimeter of the site is envisioned, as well as a new marina on the Alaska Basin.



Figure 1: Encinal Terminals and the Fortman Marina

Pursuant to the areawide policies, any plan to redevelop this site should be consistent with the following Site Specific Policies:

Site Development

- E-T 1. Require that the master plan for the development of the Encinal Terminals site illustrate how the various parcels can be developed as a unified development. The master plan must address all phases of the development of the site.
- E-T 2. Require that the master plan include adequate open space and a clear public access around the perimeter of the site.
- E-T 3. The Master Plan should consider relocating the tidelands trust lands to the perimeter of the site to allow residential mixed-use development in the core of the site with publicly accessible open space around the perimeter of the site.
- E-T 4. Cluster development to maximize open space and view corridors to the estuary.
- E-T 5. Given that Encinal Terminals is surrounded by water on three sides, taller buildings should be located at the southern end of the site.
- E-T 6. If a parking structure is proposed, require ground floor uses and/or a pedestrian friendly facade.
- E-T 7. If a parking structure is proposed, locate the structure to serve public access to the waterfront and future development at the Del Monte site.

Land Use Program

- E-T 8. The Master Plan for the Encinal Terminal site shall replace the existing container storage and cleaning operation with a mix of uses to create a lively waterfront development. The plan should include at least the following four land uses: residential, retail, commercial, and public open space.
- E-T 9. Residential uses may include senior housing or assisted living facilities.
- E-T 10. Commercial uses may include restaurants, marine related uses, office uses, and/or additional berths in the Alaska Basin. Additional berths should not be allowed on the northern edge of the site facing the Estuary and Coast Guard Island to preserve views of the water and Oakland.



Figure 2: The Encinal Terminal Site is currently occupied by shipping containers.

On-Site Parking and Landscaping

- E-T 11. Require that the master plan include inviting, well-designed public entrances from Clement Street. Primary vehicular access into the site should occur at a four-way intersection at Clement/Entrance, if feasible.
- E-T 12. Consider opportunities for a public human powered/non-motorized boat launch facility at Alaska Basin.
- E-T 13. Require public art installations adjacent to the Alaska Basin shoreline consistent with the Public Art Ordinance.

Public Improvements and Infrastructure

- E-T 14. The Encinal Terminal development should fund a fair share of the costs of the Clement Street extension from Sherman to Grand.
- E-T 15. The Encinal Terminal development should fund a fair share of the costs to upgrade storm sewer and wastewater facilities necessary to serve all future development within the Northern Waterfront area.
- E-T 16. The site plan should allow for a shoreline public promenade around the perimeter of the site and adjacent to the Alaska Basin and Fortman Marinas.



Grand Marina Site

General Plan Designation: Specified Mixed Use

Site Specific Development Policies: The intent of the site specific development policies is to facilitate redevelopment of the site with a mix of new uses that are compatible with the adjacent neighborhoods and adjacent Grand and Fortman Marinas, and increase public access and enjoyment of the waterfront.

The Grand Marina site is currently comprised of a number of parcels each under a different ownership, a variety of uses some of which are not compatible with the long term vision for the area and some of which should be preserved. To ensure that the ultimate build out of the site is compatible with the area wide goals, each development proposal should include a plan for the entire site illustrating how the development may proceed in a manner that is consistent with the area wide policies while ensuring that later phases of the development are not precluded or hindered.

Site Development

- G-M 1. Redevelopment of the Grand Marina area should continue the Alameda street grid from the adjacent Marina Cove development to the Estuary and the extension of Clement Street.
- G-M 2. Provide adequate public open space, view corridors, and a clear public access to, and along, the Oakland/Alameda Estuary.
- G-M 3. Provide for a human powered/non-motorized boat launch facility at the Grand Street terminus.
- G-M 4. Where commercial buildings abut residential uses, building heights should be stepped down to reflect the height of nearby residential buildings. Facades near residential uses should restrict views from within the structure into nearby yards and homes.

Land Use Program

- G-M 5. Redevelopment of the Grand Marina Site should replace the existing animal shelter, corporation yard, and industrial uses with a mix of new uses which may include residential, senior housing/assisted living; marina related commercial, office, restaurants, general commercial, retail and/or open space.
- G-M 6. Redevelopment of the area should preserve and reuse the Alaska Packers building.

Off Site Improvements

- G-M 7. The Grand Marina development should fund a fair share of the costs of the Clement Street extension from Sherman to Grand.
- G-M 8. The Grand Marina development should fund a fair share of the costs to upgrade storm sewer and wastewater facilities necessary to serve all future development within the Northern Waterfront area.
- G-M 9. Redevelopment of the Pennzoil site should provide for the extension of Clement Street.
- G-M 10. Development of the City and Pennzoil sites should provide for the continuation of the pedestrian greenway along Clement Street required as part of the Marina Cove residential project.

10.10.b. Medium Density Residential Designated Sites

The General Plan's Medium Density Residential designation allows two-family or one-family units with a minimum lot size of 2,000 square feet per unit. Allowed densities range from 8.8 to 21.8 units per acre.

Mini Storage Site

General Plan Designation: Medium Density Residential

Site Specific Development Policies: This site is designated medium density residential to allow residential development consistent with the character and density of the adjacent residential neighborhoods. Pursuant to the area wide policies, any plan to redevelop this site should be consistent with the following site-specific policies.



- P-S 1. Provide a pedestrian-friendly scale with building sizes consistent with the adjacent residential properties.
- P-S 2. Access to this site shall be from Sherman Street.

Residential Infill Properties

General Plan Designation: Medium Density Residential

Site Specific Development Policies: These sites are designated medium density residential to allow residential infill development consistent with the adjacent residential sites.



- R-I 1. Rezone the residential properties adjacent to Clement and Grand Streets that are currently zoned M-1 for residential development.
- R-I 2. Require that new development be consistent with Citywide Design Guidelines.
- R-I 3. The scale of new construction should be harmonious with the character and density of adjacent buildings.

R-I 4. All exterior walls of a building shall be articulated with a consistent style and materials. Architectural detailing shall not consist solely of color changes without changes in material or planes.

Parrot Village and Park:

General Plan Designation: Medium Density Residential

Site Specific Development Policies:
This site is designated medium density residential to allow residential development consistent with the character and density of the adjacent residential neighborhoods. Pursuant to the areawide policies, any plan to redevelopment this site should consistent with the following site-specific policies:



P-V 1. Maintain the current size and density of the existing Parrot Village development.

P-V 2. Maintain the Parrot Village Park and Community Garden.