San Francisco Bay Conservation and Development Commission
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December 7, 2018

TO: Design Review Board Members

FROM: Lawrence J. Goldzband, Executive Director (415/352-3653; larry.goldzband@bcdc.ca.gov)
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SUBJECT: **Encinal Terminals Waterfront Development**
(For Design Review Board consideration on December 17, 2018)

Project Summary

Project Proponents & Property Owners. North Waterfront Cove, LLC (applicant). The project is located on property leased by the City of Alameda. There is an approximately 6.4 acre project on the peninsula identified as the Tidelands District, that is not part of the project under review.

Project Representatives. Michael O'Hara, (Tim Lewis Communities and North Waterfront Cove, LLC, Director of Forward Planning and Managing Partner); Andrew Sullivan (Page, Landscape Architecture Director); Angelo Obertello (Carlson Barbee & Gibson, Civil Engineer)

Project Site. Encinal Terminal is located along the north waterfront of the City of Alameda, in Alameda County. The site is a trapezoidal-shaped peninsula extending to the north into the Alameda–Oakland Estuary, with views to Coast Guard Island and Brooklyn Basin in Oakland. To the west of the site is Alaska Basin and Wind River Systems Office Park on the opposite side of the basin. Fortman Marina lines the east side of the peninsula and in the adjacent basin, with existing public access requirements along the edge (See Appendices A&B.) A planned extension of Clement Avenue runs along the south side of the property on which the former Del Monte warehouses will be redeveloped into a mixed-use community of 380 dwelling units and 30,000 square feet of commercial uses. Entrance Road is the only road that currently connects the Encinal Terminal property to the rest of Alameda.

Existing Conditions. (Exhibits 3-8) Historically Encinal Terminals had maritime industrial uses. There are three adjoining wharf structures on the western and northern edges of the project site, comprised of wood and concrete built between 1927 and 1962. Fishing boats once docked in Alaska Basin to deliver their catch to the Del Monte fish processing property just south of the site. More recently, the site served as a shipping container repair and storage facility, which closed in 2010 and at which point the lot became vacant. Currently the site contains a warehouse and several industrial structures. The site can be accessed by vehicle and the AC Transit 19 bus line which provides service off the island to the Fruitvale and 12th Street BART stations.

Proposed Project. (Exhibits 9-13) The approximately 23 acre project site is a proposed mixed-use residential development with up to 589 residential units, 50,000 square feet of commercial space, at least three acres of public access, and a commercial marina for up to 160 slips in Alaska Basin including landings for water taxi and shuttle ferry service. The proposed master plan divides the project into four districts: The Gateway District, the Tidelands District, the Estuary District, and the Waterfront District (Exhibit 12). The 6.4 acre Tidelands District is is not part of the project under review. It is public trust land held by the City and leased to the developers until 2029, and will undergo a separate planning process in the future. A central road extending from the southern entrance at the site would terminate at a roundabout at the northern waterfront which would provide vehicular access to the development parcels. The Encinal Terminals Master Plan was approved by the Alameda City Council on September 18, 2018. Phasing will begin with development of the Gateway District and continue to the north (Exhibit 12).

Along the Alaska Basin wharf edge, the project proposes to remove 1.06 acres of existing wooden wharf from the Northwestern waterfront and to add 0.17 acres of bay fill to the central north end for public access along the proposed 'Estuary Promenade'. The remaining portions of the wharf would be used for public access. Inland from the wharf, the proposed public access would include an emergency vehicle access road that would serve as a secondary inland pedestrian and bicycle path. The proposed Bay Trail alignment includes a ten-foot-wide promenade and a twelve-foot-wide cycle track along the water's edge running the length of Alaska Basin, and looping around to Fortman Marina returning to Clement Avenue. The trail along the Fortman Marina edge transitions from to an 18-foot-wide multi-use trail, which would be in addition to the public access provided by the Fortman Marina. Deep soil mixing would be used to strengthen soils behind the wharf structure to prevent liquefaction in the event of seismic activity (Exhibit 11).

Within and outside of the Commission's jurisdiction, the proposed project would consist of the following public access components:[1]

Public Access Areas. (Exhibits 13-23) The entire proposed waterfront public access area is approximately six acres, ranges from 18 feet to 130 feet in width and would be comprised of the following areas:

1. The proposed **Waterfront Plaza (Exhibits 14 & 21)** in the Gateway District at the corner of Alaska Basin and Clement Avenue measures approximately 1 acre, and is an L-shaped waterfront plaza on wharf and land with picnic areas, a kayak rental facility, and a public restroom on the south-western edge of the site. Adjacent to the plaza is a small public dock measuring approximately 100 by 55 feet, which would provide a public launch and landing for small watercraft. A 26-feet-wide Emergency Vehicle Access (EVA) path provides a secondary circulation route for pedestrians and cyclists adjacent to the development. Groundfloor retail spaces, including outdoor cafés and seating are proposed for the adjacent development parcels. Sidewalks and bicycle lanes would be provided along Clement Avenue connecting to the rest of Alameda.

[1] The wharf structure was constructed prior to the establishment of the Commission. For overwater structures that predate the Commission and that have not undergone significant structural repairs or a change of use, the Commission's practice has been to review development on these overwater structures under the same policies that it would for development within the 100-foot shoreline band, but are distinguished as public access over water.

2. The **Waterfront Amenity Area** comprises approximately 5 acres and would run north of the Waterfront Plaza along the Alaska Basin wharf, spanning the Tidelands and Estuary Districts.

    a. The **Waterfront Middle Area (Exhibits 15 &21)** is an urban beach and children's play area located to the North of the Waterfront Plaza adjacent to the Tidelands District. The EVA walkway extends on the inland side of the wharf with a palm-lined sidewalk. Playground areas and a sloped lawn frame an approximately 8000 square foot perched sand beach. The 26-feet-wide Bay Trail runs along the waterfront edge of the wharf.

    b. The **Waterfront Middle North Area (Exhibits 16 & 22)** is an art walk and series of garden rooms located north of the Urban Beach adjacent to the Estuary District. The EVA walkway continues on the inland side of the wharf with a palm-lined sidewalk. Five garden rooms, ranging in width from 60 to 100 feet, would provide a variety of activities and spaces including picnic and barbecue areas, art installations, shade structures and gardens. The 26-feet-wide Bay Trail continues along the waterfront edge of the wharf which jogs eastward to account for the removal of the wooden wharf.

    c. The **Waterfront North Area (Exhibits 17 &22)** is a destination waterfront plaza at the terminus of Alaska Basin that affords sweeping views of the Estuary and the East Bay area. The plaza occupies approximately 1.5 acres at the northwest corner of the Estuary District. The EVA route follows a path close to the development parcel through the central paving area. Various planting and seating areas provide scale and organization to the plaza. The corner area would contain a sloped turf seating area and a canopy structure to allow for performances with views of the Bay. The 26-feet-wide Bay Trail turns the corner inland of the sloping lawn to connect to the Estuary Promenade and the turnaround of the central road into the development. A waterfront plaza area, approximately 0.3 acres at the terminus of the central road allows for the Bay Trail, EVA access, seating areas, and a shade canopy.

    d. The **Waterfront Northeast Area (Exhibits 18 & 23)** continues the Estuary Promenade located at the northern end of the site, adjacent to the residential development in the Estuary District. The promenade is approximately 60 feet wide and includes seating, an overlook, and waterfront steps down to the water's edge. At the northeast edge of the property where the proposed project meets Fortman Marina the 26-feet-wide Bay Trail reduces in width to a multi-use trail that follows the property line adjacent to the development parcels. This public access is in addition to the required public access pathway along the shoreline of the Fortman Marina property.

3. The **Fortman Walk (Exhibit 23)** comprises 0.9 acres and is an 18-feet-wide multi-use trail that runs along the east edge of the property from the Estuary promenade back to Clement Avenue. Adjacent to the trail, a ten-feet-wide planted patio setback would provide a buffer to the adjacent development.

4. In the **Waterfront District (Exhibits 13-16)**, which includes a proposed marina for up to 160 boats, there would be a public small watercraft launch (approximately 55 feet by 100 feet) adjacent to the 'Waterfront South' urban beach area. Also, in this area, the proposed harbor master building would provide a public restroom. At the northwest corner of Alaska Basin adjacent to Destination Plaza, a public guest dock would be provided.

5. The **Water Transit Docking Facility (Exhibit 13)** is proposed for the north end of the site, adjacent to 'Destination Plaza' and the 'Estuary Promenade.' No further details have been provided.
6. Up to 150 **public parking spaces** may be provided within the buildings and around the site **(Exhibit 10)**.

The proposed project would also consist of the following development components:

Residential and Mixed-Use Development. (Exhibits 9-13) The proposed residential development would be located within the northeast portion of the site in the Estuary District. The low to mid-rise residential buildings would include a variety of unit types fronting the northeastern waterfront and the Fortman Marina Walk. Private open spaces would be provided on upper floors of the residential development. Mixed-use Development is proposed along Alaska Basin in the Gateway and Estuary Districts which include a mix of residential and commercial uses. Approximately 3 acres of the development parcels fall within 100 feet of mean high water.

Waterfront District Marina. (Exhibits 13-16) The proposed marina in Alaska Basin would include 160 boat berths, a harbor master building on the water, a small watercraft launch facility and a public guest dock.

Resilience and Adaptation to Rising Sea Level. (Exhibits 21-23) As proposed, the entire site would be elevated to the existing wharf elevation +13' NAVD88. Based upon the 2018 State of California Guidance on Sea Level Rise (SLR), the proposed project would not flood at mid-century considering a medium-high risk aversion of 1.9 feet of SLR by 2050 (BFE+1.9' SLR = +11.9' NAVD88). The project life is assumed to last beyond the end of century so adaptability for year 2100 water levels should be considered. End of century sea level rise elevations for medium-high risk aversion under the high emissions scenario predict 6.9 feet of sea level rise. Under this scenario, the project site would experience flooding at higher high water on a daily basis and any additional flood event. As such, the adaptive strategies may include implementation of floodwalls, earthen berms, elevated wharves and other storm drain system enhancements, such as pump stations at outfalls. The project has been designed to accommodate these adaptive measures without requiring fill within the Bay. The wharf structure would be periodically inundated at extreme amounts of sea level rise. Accordingly, the project has reserved a corridor along the landside of the wharf that can be adapted to be protected from extreme sea level rise. This interior corridor will provide for a long term protected public access area. A community facilities district and/or a geologic hazard abatement district would be established to ensure adaptive management measures are funded (See Risk Assessment for further information.)

Commission Findings, Policies & Guidelines

San Francisco Bay Plan Policies. The Bay Plan **Public Access** policies state, in part, that "…maximum feasible access to and along the waterfront and on any permitted fills should be provided in and through every new development in the Bay or on the shoreline…" and that "[a]ccess to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where convenient parking or public transportation may be available." Further, these policies state, in part: "… improvements should be designed and built to encourage diverse Bay-related activities and movement to and along the shoreline, should permit barrier free access for persons with disabilities to the maximum feasible extent, should include an ongoing maintenance program, and should be identified with

appropriate signs." Additionally, the policies provide that "[p]ublic access should be sited, designed, managed, and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding," that "[a]ny public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby," and that access should be designed consistent with the physical and natural environment**.**

The Bay Plan **Appearance, Design, and Scenic Views** policies state, in part, that "all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay" and that "[m]aximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas..." Furthermore, "[s]tructures and facilities that do not take advantage or complement the Bay should be located and designed so as not to impact visually on the shoreline. In particular, parking areas should be located away from the shoreline."

The Bay Plan policies on **Recreation** state: "Interpretive information describing the natural, historical, and cultural resources should be provided in waterfront parks where feasible." The Commission's Public Access Design Guidelines state, in part, that public access spaces should create a "sense of place" and should be designed in a manner that "feels public," that is, "in a way that makes the shoreline enjoyable to the greatest number of people."

The Bay Plan **Recreation** policies state, in part, that "[d]iverse and accessible water-oriented recreational facilities…should be provided to meet the needs of a growing and diversifying population and should be well distributed around the Bay and improved to accommodate a broad range of water-oriented recreational activities for people of all races, cultures, ages and income levels." The policies state that waterfront parks should be "provided wherever possible," and that they "should emphasize hiking, bicycling, riding trails, picnic facilities, swimming, environmental, historical and cultural education and interpretation, viewpoints, beaches, and fishing facilities."

Where practicable, the policies state that "access facilities for non-motorized small boats should be incorporated into waterfront parks." Additionally, parking that accommodates expected use should be provided, as well as "launching facilities, restrooms, rigging areas, equipment storage" and should be accessible to ensure boaters can easily launch their watercraft.

The Commission's **Public Access Design Guidelines** state partly that public access should be designed "so that the user is not intimidated nor is the user's appreciation diminished by large nearby building masses…." And "View opportunities, shoreline configuration and access points are factors that determine a site's inherent public access opportunities." Furthermore, "public access improvements should be designed for a wide range of users," should "provide basic public amenities, such as trails, benches, play opportunities, trash containers, drinking fountains, lighting and restrooms that are designed for different ages, interests and physical abilities," and should be designed for the weather of the site. The guidelines also state that viewing the Bay is the "most widely enjoyed 'use' and projects should be designed to "enhance and dramatize views of the Bay."

Board Questions

The Board's advice and recommendations are sought on the following issues regarding the design of the proposed public access:

***Physical and Visual Access*:**

1. Are the public access areas designed in a manner that "feels public" and makes the shoreline enjoyable and inviting to the greatest number of people?
    a. What considerations should be given to designing the public access so that it's inviting to the public, taking into account the Tidelands District is not included in the project?
    b. Does the design create clear delineations between public areas and private development? Are there areas of potential conflict between these uses, and if so, how could they be resolved?
2. Does the proposed public access maximize physical and visual access to and along the waterfront?
    a. What recommendations or advice do you have concerning visual access in relation to the public access and the proposed marina in Alaska Basin?
    b. Does the proposed project provide clear connections for all users to the Bay from Clement Avenue, and otherwise maximize the opportunities for the public to access and view the Bay?
3. Would the proposed public access improvements maximize connections to the nearest public thoroughfare where convenient parking or public transportation may be available?
4. Do the proposed public access improvements create diverse recreational opportunities for people of all races, cultures, ages, abilities, and income levels?
5. Are the public water access points and docks are appropriately designed to avoid or reduce conflicts among the uses? Are there other amenities or uses that should be considered for water-oriented recreation?
6. Does the design take advantage of the unique historical features in its design, or are there additional opportunities to enhance the public's understanding of the site and its relationship to the Bay?
7. Will adequate public access areas be provided with each phase of development?
8. Does the Board have advice on site furnishings, signage, planting, or lighting such that the public spaces are inviting and enjoyable to the greatest amount of the public?

Sea Level Rise Resiliency and Adaptation:

9. Are the public areas and amenities appropriately designed to be resilient and adaptive to sea level rise? Have the wharf promenade and plazas been designed to be adaptive to potential intermittent flooding by the end of the century?

APPENDIX A
DRB December 17, 2018
Public Access at Fortman Marina

Fortman Marina Public Access

12/6/2018, 9:46:12 AM

Public Access

Priority Use Areas

Waterfront Park, Beach

Bay Trail

Existing

Proposed

Water Trail

Existing Launch

1:12,000

0 435 870 1,740 ft

0 130 260 520 m

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus

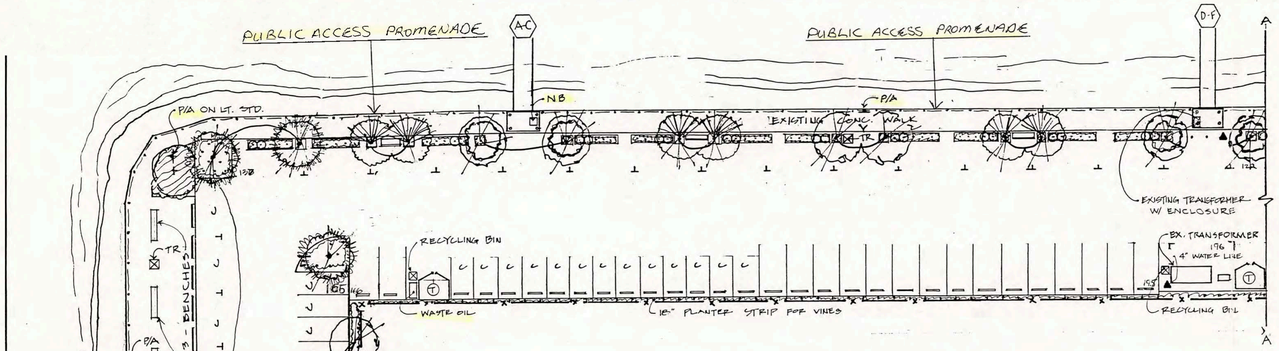
BCDC Staff
Bay Conservation and Development Commission

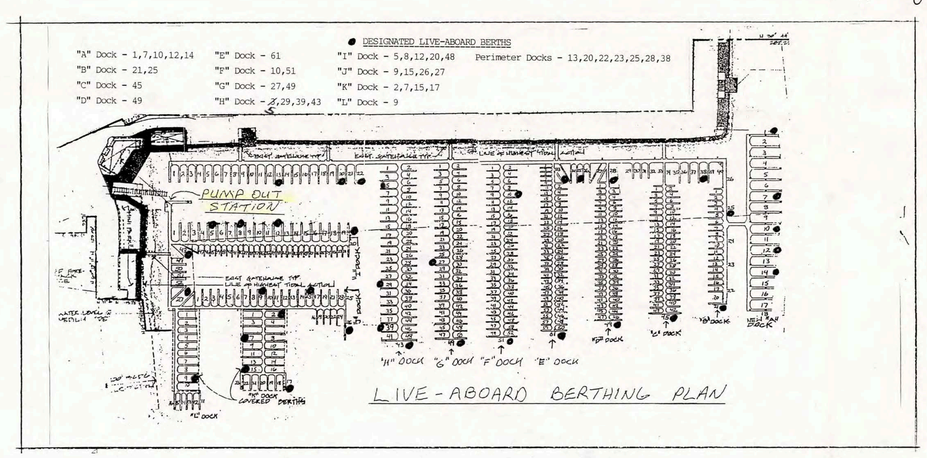
APPENDIX B
DRB December 17, 2018
Fortman Marina Public Access Permit
Number 1985.002.00

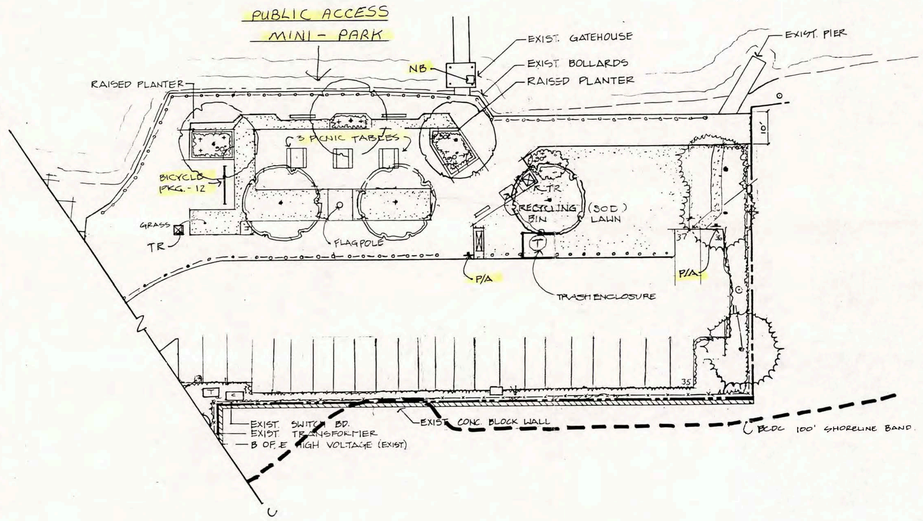
LIVE-ABOARD & PUBLIC ACCESS AMENITIES PLAN

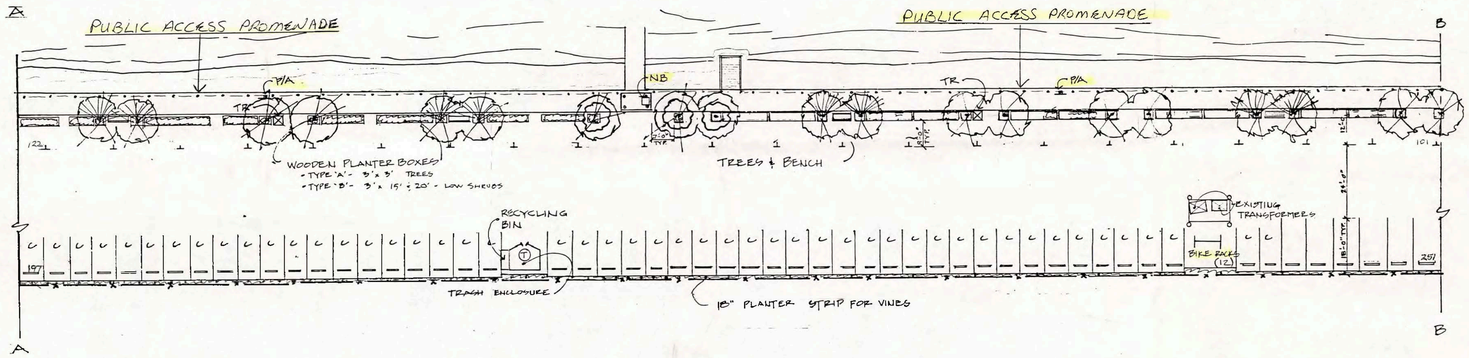
FORTMAN MARINA

Revision	Date	Description
PB	4/30/91	APP PLANTING STRIPS
PB	5/6/91	
PB	10/8/91	TREES ADDED
KW	3/3/92	PLANTING
KW	6/30/92	AMENITIES
KW	7/20/92	LIVE-ABOARD
HG	9/10/92	C/A INVENTORY







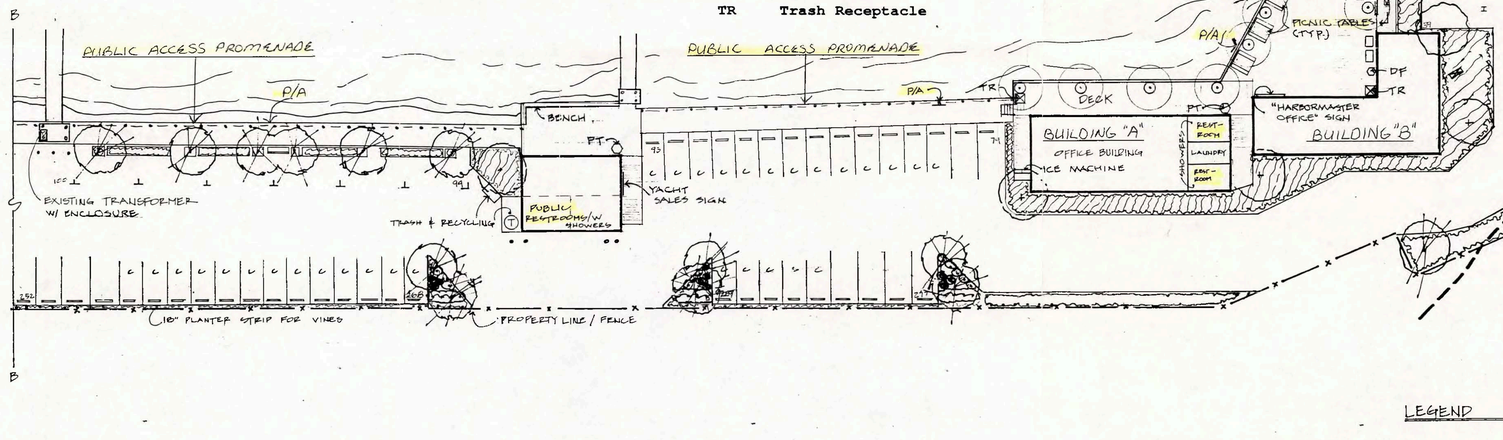


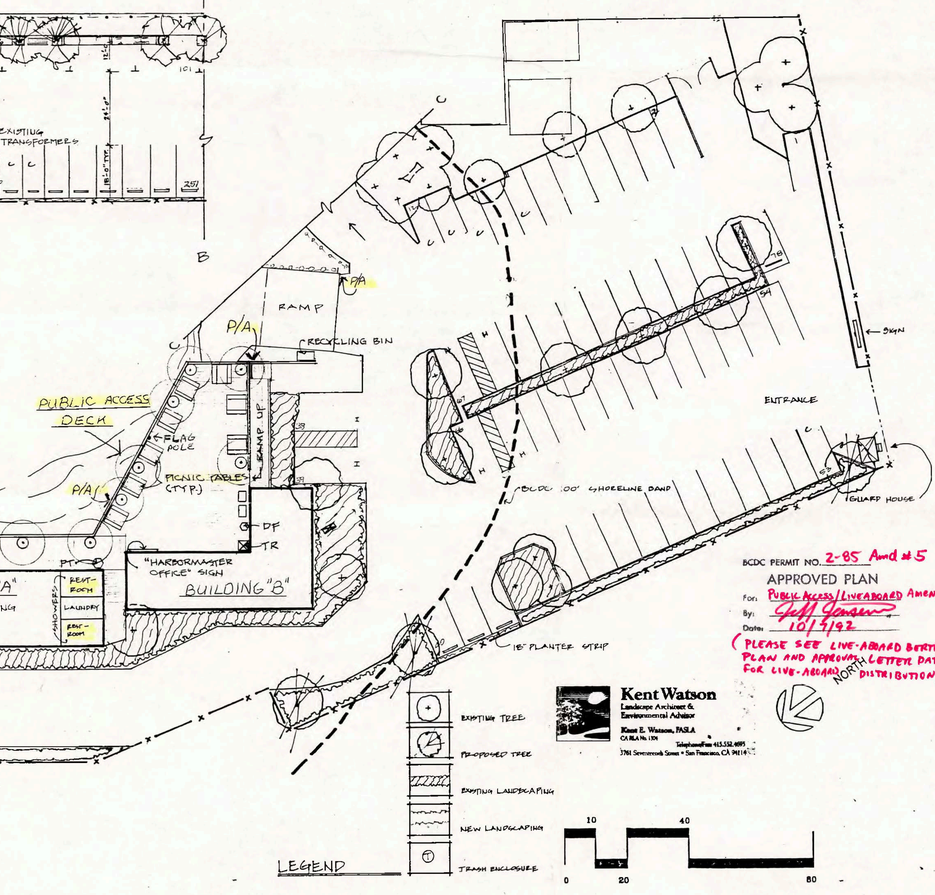
NOTES:

1. This drawing is intended to satisfy Condition II.B.1. of BCDC Permit No. 2-85, Amendment No. 5, as amended through February 26, 1992. Therefore, it identifies and locates those features and amenities that are part of the Live-Aboard and Public Access requirements of that Permit. It generally shows the landscaping that was in place as of 1 June 1992. New landscaping, planters and benches provided pursuant to the permit are shown on the "Site and Planting Plan, Sheet L-1, Rev. 3/11/92, by Kent Watson, FASLA, Landscape Architect."

LEGEND:

DF	Drinking Fountain
NB	Newspaper Box
P/A	Public Access Sign
PT	Public Telephone
TR	Trash Receptacle





BCDC PERMIT NO. 2-85 Amd #5
APPROVED PLAN
For: PUBLIC ACCESS/LIVEABOARD AMENITIES ONLY
By: Jeff Jensen
Date: 10/14/92
(PLEASE SEE LIVE-ABOARD BERTHING PLAN AND APPROVAL LETTER DATED 10/15/92 FOR LIVE-ABOARD DISTRIBUTION)

Kent Watson
Landscape Architect & Environmental Advisor
Kent E. Watson, FASLA
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3701 Sacramento Street • San Francisco, CA 94118

Date 04/22/91
Scale 1"=20'0"
Drawn IR! - KW
Job #9201- KW

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