

# San Francisco Bay Conservation and Development Commission

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May 31, 2019

**TO:** Design Review Board Members

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**SUBJECT: Encinal Terminals Waterfront Development; Second Pre-application Review**  
(Design Review Board consideration on June 10, 2019)

## Project Summary

**Project Proponents & Property Owners.** North Waterfront Cove, LLC (applicant).

**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. (Exhibits 3 & 4)** Encinal Terminals is located along the north waterfront of the City of Alameda, in Alameda County. The approximately 23-acre 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. The applicants own 16 acres and lease 6.4 acres from the City of Alameda. 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 Terminals property to the rest of Alameda.

**Existing Conditions. (Exhibits 4-7)** 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 12<sup>th</sup> Street BART stations.

**Proposed Project. (Exhibits 8-13)** Since the project's first review by the DRB on December 17, 2018, the project proponents have worked to address the DRB's comments in the project design. Additionally, further site investigations into the stability of the wharf structure have resulted in modifications to the public access design. Appendix C provides a description of the changes and responses to the DRB's comments by the project proponents.

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 water shuttle 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 11). The 6.4 acre Tidelands District is public trust land held by the City and leased to the developers until 2029. The conceptual plan shows buildings in the tidelands area which show a possible scenario including trust-consistent development. 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 and the waterfront. 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 11-13).

Along the Alaska Basin wharf edge, the project proposes to remove the entirety of an existing wooden wharf (1.42 acres) and 1.53 acres of the existing concrete 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'. In the previous DRB review, only part of the wharf structure was proposed to be removed. However, further geotechnical investigations concluded that the applicant is unable to reach an acceptable safety standard in the event of a large seismic event for this portion of the wharf and therefore is proposed to be removed. The remaining portions of the wharf would be seismically retrofitted and used for public access.

Inland from the wharf, the proposed public access would include a 26' wide emergency vehicle access road that would serve as a secondary inland pedestrian and bicycle path. In addition, there would be a building setback of 15 feet, providing no less than 41 feet between the building and the western edge of the emergency vehicle access. The proposed Bay Trail alignment includes a ten-foot-wide promenade and a twelve-foot-wide cycle track along the water's edge, running approximately 1,000 feet alongside Alaska Basin. The trail would then continue as a 26-foot wide promenade up to the northwest corner, at which time it would then loop around to Fortman Marina, and then return to Clement Avenue along the east edge of the site. The trail along the Fortman Marina edge transitions 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 10).

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

**Public Access Areas. (Exhibits 14-25)** The entire proposed public access area is approximately 4.6 acres, of which 4.1 acres is on the waterfront. The waterfront public access areas range from 18 feet to 130 feet in width and would be comprised of the following areas:

1. **Gateway Plaza (Exhibit 15)**, would front the Gateway District at the corner of Alaska Basin and Clement Avenue, and measures approximately 0.9 acre. The design is an L-shaped waterfront plaza on wharf and land with picnic areas, public art, seating areas and a kayak rental facility on the southwestern edge of the site. Adjacent to the plaza is a small public dock measuring approximately 100 by 15 feet, which would provide a public launch and landing for small watercraft. A 26-foot-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.
2. The **Waterfront Plaza (Exhibit 16)** would be located north of the Gateway Plaza along the Alaska Basin wharf, spanning the Tidelands and Estuary Districts, and comprises approximately 2.2 acres. This area includes an urban beach and children’s play area 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 6500 square foot perched sand beach. The 26-foot-wide Bay Trail runs along the waterfront edge of the wharf.
3. The **Waterfront Promenade**, which contains just over an acre of land, would be located just north of the Waterfront Plaza and would wrap around the northwest and northern edges of the site:
  - a. The **Waterfront Promenade South (Exhibit 17)** would include linear seating areas and a sloped turf overlook, creating the first of three destination points. This area also would include the harbormaster building which would include a public restroom. The 26-foot-wide Bay Trail/EVA would continue along the waterfront edge of the wharf.
  - b. The **Waterfront Promenade North (Exhibits 18)** would be a destination waterfront plaza at the terminus of Alaska Basin that would allow for long views of the Estuary and the East Bay area. There would be an approximately 150’ long floating dock with seating areas, and, above it, the corner plaza overlook, which would incorporate seating areas and a sloped turf area on the northern edge. The EVA/Bay Trail route would follow a path close to the development parcel through the central paving area. Various planting and seating areas would provide scale and organization to this area. The 26-foot-wide Bay Trail would 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 plaza area, approximately 0.3 acres at the terminus of the central road, would allow for the Bay Trail, EVA access and additional seating areas.

- c. The **Waterfront Promenade Northeast (Exhibit 19)** would continue along the northern edge of the site, adjacent to the residential development in the Estuary District. This area would range from 30 to 50 foot in width and would include seating and a landscaped overlook. At the northeast edge of the property, where the proposed project meets Fortman Marina, the 26-foot-wide Bay Trail would reduce in width to an 18-foot-wide multi-use trail that follows the property line adjacent to the development parcels. This public access would be in addition to the required public access pathway along the shoreline of the Fortman Marina property.
4. The **Fortman Walk (Exhibit 9)** would comprise 0.9 acres and is an 18-foot-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-foot-wide planted patio setback would provide a buffer to the adjacent development. Pedestrian connections between the proposed project and the Fortman marina would be provided in key locations.
5. The **Waterfront District (Exhibits 11-19)**, would include a proposed marina for up to 160 boats. There would also be a public small watercraft launch (approximately 10 feet by 100 feet) adjacent to the 'Gateway Plaza. At the northwest corner of Alaska Basin adjacent to Destination Plaza, a public guest dock would be provided.
6. The **Water Transit Docking Facility (Exhibit 14)** is proposed for the north end of the site, adjacent to 'Destination Plaza' and the 'Estuary Promenade.' No further details on dimensions or operations have been provided.
7. Up to 180 **public parking spaces** may be provided within the buildings and around the site (**Exhibit 9**).

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

**Residential and Mixed-Use Development. (Exhibits 8-12)** The Mixed-use development, providing a mix of commercial and residential uses and parking facilities, is proposed at the south end of the site in the Gateway District and 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. Approximately 3 acres of the development parcels fall within 100 feet of mean high water.

**Waterfront District Marina. (Exhibits 11-19)** The proposed marina in Alaska Basin would include up to 160 boat berths, a small watercraft launch facility and a public guest dock. The marina would be permitted and developed at a later phase of the project. Further details and design review would likely occur at such time.

**Tidelands District. (Exhibits 8, 9 & 11)** The Tidelands District would include Trust-consistent uses and parking for the marina.

**Resilience and Adaptation to Rising Sea Level. (Exhibits 22-25)** 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 policies also state, "In some areas, a small amount of fill may be allowed if the fill is necessary and is the minimum absolutely required to develop the project in accordance with the Commission's public access requirements."

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 revised public access proposal:**

#### **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 revised public access proposal maximize physical and visual access to and along all sides of the waterfront?
  - a. Does the revised waterfront promenade design 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?
  - b. What recommendations or advice do you have concerning visual access in relation to the public access and the proposed marina waterfront district in Alaska Basin?

3. Are the public water access points and docks appropriately designed to avoid or reduce conflicts among the uses? Are there other amenities or uses that should be considered for water-oriented recreation?
4. 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?
5. Will adequate public access areas be provided with each phase of development?

**Sea Level Rise Resiliency and Adaptation**

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?

# Fortman Marina Public Access



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

Public Access

Bay Trail

Water Trail

Priority Use Areas

Existing

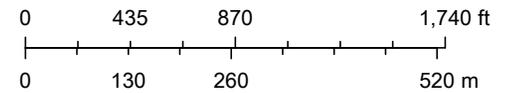


Existing Launch

Waterfront Park, Beach

Proposed

1:12,000



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



## Appendix C

### **NORTH WATERFRONT COVE, LLC RESPONSES TO DRB COMMENTS RAISED AT DECEMBER 2018 MEETING**

There were multiple comments related to the wharf, and it is worth taking time at the outset to describe what has changed with regard to the wharf, prior to beginning to address specific questions raised at the December 2018 DRB Meeting.

The project team met with the BCDC's Engineering Criteria Review Board (ECRB) one month after the last DRB meeting, in January 2019. The ECRB required that the publicly accessible waterfront amenity improvements for the proposed development meet a rigorous seismic safety standard equivalent to that of a new structure. The ECRB further directed that the proposed development seismically retrofit the maximum feasible area of the wharf to address the seismic hazard.

From the letter provided to the ECRB Staff:

“To meet the seismic safety criteria, the maximum feasible extent of the concrete wharf is proposed to be seismically strengthened by installing new lateral load resisting foundation pile elements connected to the existing wharf structure with tuned viscous damping devices to allow the structure to resist lateral accelerations and accommodate the kinematic slope displacement. This strategy and the criteria proposed by the design team were approved in the January 24, 2019 meeting.

“The design team had also indicated to the ECRB that the non-retrofitted portions of the wharf that were founded in 40-feet or more of Young Bay Mud at the Northern end of the site were at risk of collapse and could not be feasibly modified to prevent collapse during the large scale seismic event specified in the approved criteria. During the January 24, 2019 ECRB meeting, concerns were raised by the board members regarding the safety of the non-retrofitted wharf, specifically with regard to allowing public access on a portion of wharf that cannot meet the same seismic standards as the retrofitted portion. Because the ECRB could not recommend allowing public access to this portion of the wharf, it was suggested that we work with staff and further evaluate the safety of those portions of the wharf (Northern wharf) that are infeasible to retrofit, to see if public access was safe.

“To address the concerns, the design team evaluated the impacts to the Northern wharf area under multiple seismic scenarios. It was determined through this study that, without a retrofit scheme for the Northern portion of the wharf, there is no significant seismic event in which the design team could guaranty non-collapse and therefore could not guaranty life safety. This public safety concern cannot be feasibly overcome by modifying the existing structure and represents an untenable liability to the development team. Since the safety of future occupants on that portion of the Northern wharf cannot be guaranteed, public access to a waterfront promenade cannot be allowed on that portion of wharf.

“The Northern wharf will ultimately be demolished, at approximately Station 10+00. Total Northern concrete wharf demolition in this area is approximately 70,000 s.f. Station 10+00 was selected because it is the area where ENGEIO has safely determined that the Young Bay Mud horizon is less than 40’, and where the retrofit scheme can be utilized. If there is a period of time when the southern portion of the retrofitted wharf has been completed and is accessible, but before demolition on the Northern wharf has been completed, the Northern wharf will be fenced off and access denied to it, until it is removed.”

The project team returned to the ECRB in May and presented their responses to the Board, who approved the proposal. As a result, the resultant wharf structure that will be seismically upgraded and retrofitted will create an approximate 2-acre waterfront plaza that will be upgraded pursuant to the approved ECRB criteria and is therefore expected to be an enduring aspect of the project, and not a temporary improvement. The remaining wharf areas that are not able to be feasibly retrofitted (approx.70,000 sf) will be demolished. All told, there is over 4 acres of waterfront public access provided on the site, as reflected in the new site plan.

Below are responses to comments raised at the December 2018 meeting. Portions of some of the draft meeting minutes are included here, with specific responses to questions raised. Some items have been moved around and may not follow the chronological order of when comments were raised.

### **General Site Plan Comments:**

Mr. Leader asked about the end and whether the traffic will flow to the water transit. He stated it would otherwise be a long way to walk.

***RESPONSE:** The Central Boulevard terminates at a roundabout at the water transit docking facility, providing a convenient drop off point.*

Ms. Barton stated the Tidelands District gap is unfortunate. It interrupts the energy flow.

***RESPONSE:** The prior site plan showed the Tidelands as a blank slate, pursuant to the need to plan these improvements with the City of Alameda, the landowner. The approved Master Plan spells out the requirements for the types of uses that are allowable. We updated the conceptual site plan to incorporate two of the allowable uses that may be feasible and attractive for the City of Alameda to pursue, including a hotel on the west side of the Tidelands District and a public recreation facility on the east side. Hopefully this provide the DRB with the sense that the Tidelands will not be a gaping hole in the site.*

Mr. Strang stated it was interesting to see the previous plan. He stated the previous plan is a much better plan - the central road has a much wider right-of-way, it has larger setbacks for the buildings, and has a bigger open space destination at the end. In the current plan, given the

tentative nature of the west promenade as the main amenity, if that gets damaged or reduced, then the central axis is not anything near what it was in the previous plan.

Ms. Alschuler agreed that the former plan was interesting. She stated the need to begin thinking about what would attract someone out there. The current plan has a view corridor on the central roadway, but the water cannot be seen from there because of the distance. With a plan that opens up to the water more than the current plan, it might start to give a sense of the beauty that is ahead.

**RESPONSE:** *The previous plan was rejected by the City of Alameda and is no longer under consideration. Again, the City of Alameda specified the 62' dimension, in order to create the central corridor without taking up more of the City's Tidelands property. Further, the concern or the "tentative nature of the west promenade" should be allayed by the approval from the ECRB of the wharf retrofit scheme.*

Mr. Strang stated the central roadway seems fairly narrow and the project proponents are trying to do what looks like a conventional boulevard on top of fill and that structure. He questioned how successful getting street trees to grow in that environment would be. He suggested a larger setback to make the central roadway a fantastic boulevard, given in the future that that might be one of the main access points.

**RESPONSE:** *Again, the City of Alameda specified the 62' dimension, in order to create the central corridor without taking up more of the City's Tidelands property. The landscape plan assumes that the on-site soils will be tested, and that a site-specific soil amendment plan will be developed for the site; planting plans will be adjusted accordingly.*

Ms. Alschuler stated clearly the decision was made to provide a very deep public access corridor that goes all the way out with lots of different things happening that require a lot of programming and maintenance. There is a nice area at the end with the amphitheater. The question is whether that is the right choice. View issues with the dock also need to be considered.

**RESPONSE:** *View corridors are created for vehicles in the central boulevard, include vistas to the west and east, as well as to the north. Further, view corridors for the pedestrian and bicycle and maritime visitors will be created along the Waterfront Plaza and Waterfront Promenade at the water's edge.*

Mr. Leader stated it is an extraordinary site that is exceptional in its qualities, has water all the way around, and has less wind issues and other attractive things for housing and for the public, but he noted that the programming is standard and could be anywhere. He suggested more of a sense that there is something very special being proposed here. He suggested out of whatever required program the 30,000 square feet adds up to that it delivers something more unusual, more particular, with more of a mission about delivering to the public. He stated there is a nice park on the edge, but he questioned if there should be something that is ambitious or speaks of an exceptional site.

**RESPONSE:** *The recreational component has been reviewed by the City of Alameda and includes the programming that has been specified in multiple meetings. As to the components of the commercial/retail, the comments are acknowledged that there is a great opportunity to amplify the special setting. Development Plan and Design Review*

*applications for the buildings will detail out the building amenities and specifics for the buildings, including the commercial components, and will be considered by the City's Planning Board.*

Ms. Alschuler agreed that there needs to be something that works in all seasons that would encourage people to make their way out there. She questioned if the water taxi is designed at the right location. She asked if the water taxi is there to serve the people in Alameda. Many people will be living on the land side to the south. She asked if the water taxi should come further into the site to be more visible to the people in town and if it would enliven other areas of the site.

**RESPONSE:** *The south portion of the Alaska Basin is deemed to be best used for the kayak launch and water access. The roundabout design near the water transit accommodates access to the water transit docking facilities. Moving the water transit into Alaska Basin would complicate the marina and add time to the commute, as the vessel would need to navigate around the marina. The City of Alameda specified the 62' dimension. As to the components of the commercial/retail, the comments are acknowledged. Development Plan and Design Review applications that the City's Planning Board will consider will detail out these specifics.*

Ms. Alschuler stated a lot needs to be put together to make it something special that is different from other sites. This has to do with programming. She stated it may help to have an entity there so someone is there every day watching what is happening, seeing who is there, taking in the equipment, and other things if there was more of an active use of some sort at the site.

**RESPONSE:** *This entire waterfront will be owned and maintained by the master HOA for the site, but will contain easement for public access, of course. So, issues related to daily interaction and seeing how the space is used, will be the purview of the HOA.*

Mr. Strang agreed. He stated, if the west promenade is the main amenity, the only thing that can be counted on for the distant future is 41 feet and 26 feet of that is a fire lane. That leaves 15 feet for an amenity. He agreed with Mr. Leader's suggestion that including a destination at the end with a better access road through the middle would make it more durable.

Mr. Leader stated it would be nice to hear a higher-level commitment to the retrofit of the concrete.

**RESPONSE:** *See the discussion about the wharf at the outset of this document. As a result of this commitment to the retrofit scheme, the only area where the 41' foot dimension really comes into play on the wharf is in the connection between the north Waterfront Plaza and the northern promenade. The EVA area will only be an EVA when it is in use by emergency vehicles; at all other times, it will be available for public access, walking and bike riding. In addition, the site plan includes some special destination points along the Waterfront Plaza and Waterfront Promenade.*

Ms. Alschuler suggested that it be more concentrated because all those areas are not being promised permanently. She stated it is the city's responsibility to look at the proposed project in combination with surrounding projects to figure out what the water taxi experience would be and consider how to bring people to the water. She stated even if the edge begins to crumble, the floats will still be there for the boats and should maybe be part of the public experience as part of a retrofit.

***RESPONSE:** See comments related to wharf at the outset of this document. The south portion of the Alaska Basin is best used for the kayak launch and water access. The City mandates that all waterfront projects include docking facilities for future water transit. The roundabout design near the water transit accommodates access.*

Ms. Barton suggested including a rich cultural edge since all that is currently being built in Alameda is housing and retail.

Mr. Strang stated it would be easier to evaluate the proposal if there was more information on the Master Plan for the surrounding area, if there is one. He stated there will be many residents living nearby. He asked how individuals will cross the arterial given the new density coming into the area. He stated it would be helpful to better understand the circulation on the blocks surrounding the proposed site.

***RESPONSE:** The approved Master Plan includes information on the surrounding uses. The Master Plan implements the City's General Plan with regard to circulation and access and providing a linkage to the waterfront.*

### **Physical and Visual Access**

**STAFF REPORT PROMPT: 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? 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?**

Ms. Barton stated the Tidelands District makes the proposed site slightly less inviting and less public.

Ms. Alschuler stated the 150-foot Tidelands District is empty. She questioned who would invest in anything with only a ten-year lease.

***RESPONSE:** The prior site plan showed the Tidelands as a blank slate, pursuant to the need to plan these improvements with the City of Alameda, the landowner. The approved Master Plan spells out the requirements for the types of uses that are allowable. We updated the conceptual site plan to incorporate two of the allowable uses that may be feasible and attractive for the City of Alameda to pursue, including a hotel on the west side of the Tidelands District and a public recreation facility on the east side. It is correct that a lease term longer than ten years is necessary for someone to invest there, and we have begun discussions with the City about a lease extension. However, having a development proposal for that area is needed in order to work out the lease extension terms.*

**PROMPT: 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?**

Ms. Alschuler... stated that the rest of the property should be publicly accessible and highly maintained by a private entity that needs to be created. There is a lot in the permit that should

assure the commitment for maintenance. She stated the city is committed in other places; it would be good for the maintenance to be provided by another entity.

**RESPONSE:** *Maintenance will be provided in two tiers:*

- *HOA and /or CFD: Wharf top improvement maintenance and furniture replacement*
- *GHAD: For wharf maintenance and sea level rise adaptive measure implementations*

**PROMPT: Does the proposed public access maximize physical and visual access to and along the waterfront?**

Mr. Strang stated it is tough to answer this question. He stated the proposed public access does do a lot of those things, but there are many contingencies to implementing the current design. He stated the configuration seems reasonably good on the west side, but he asked how much the look can be depended upon, how it will age into the future, who will maintain it in the short-term, who will develop it, and in what order.

**RESPONSE:** *See the response re: the wharf.*

**PROMPT: What recommendations or advice do you have concerning visual access in relation to the public access and the proposed marina in Alaska Basin?**

Ms. Barton stated the assumption that there is private parking with gated access for individuals who use the marina.

**RESPONSE:** *There is Public parking located within the buildings and possibly on the Tidelands area to provide parking for the marina.*

Ms. Alschuler stated the marina is private, although a public restroom is included in the design. Ms. Gaffney stated the harbor master area is section 18, the launch is section 19, and the restroom is section 15 and is located down by the kayak launch.

Ms. Alschuler stated she is unclear how that works, but the design suggests a couple of public restrooms. One of them is inside the building.

**RESPONSE:** *See the revised plan, where the harbor master office is now on the wharf and will include a bathroom. Publicly accessible restrooms will also be provided in the ground floor of the mixed-use buildings at the Gateway and Estuary Districts. A restroom will also likely be placed in the Tidelands District.*

Mr. Strang asked about the parking for the marina that is on the west side.

Ms. Barton stated parking will be along the edge.

Mr. Strang stated there usually is a parking lot closer to the marina for watercraft users Ms. Alschuler stated the slides do not show that a road is planned for boaters to drop off their equipment and supplies.

Mr. Pellegrini stated there are two drop-off areas. The area for small crafts, kayaks, and human-powered boats is closer to Clement Avenue. He suggested that area as a primary access point to the site.

Mr. Pellegrini suggested pulling the parking facilities away from the shoreline in order to maximize public access for all users. He also suggested that the space at the end of the roadway be brought in and made larger so that a variety of things could happen, including a drop-off and staging area prior to storing vehicles in the parking garage. He stated watercraft users could use the public amenities with everyone else to access the open marina instead having watercraft users go into a garage and having to front the garage on two sides.

***RESPONSE:** There is public parking located within the buildings and possibly on the Tidelands area to provide parking for the marina.*

Mr. Pellegrini stated another reason to open up the space at the end is that many individuals will be accessing this site in the future through Rideshare, etc., that will take individuals to the water taxi. The map will tell the driver to get as close as possible. He stated having a more open area at the end where there will be more activity facilitating pick-ups and drop-offs might be useful for better flow in that area.

***RESPONSE:** The roughly 120' wide roundabout at the end is designed to accommodate drop offs and pull outs for dropping off gear, supplies, etc.*

Mr. Pellegrini stated linear connections using the 41 feet of dependable space may not be able to be done with a powerful landscape statement. He asked for greater detail on how the connections on the ground will happen. He asked if this will be an environment like the Embarcadero where there are materials and other things that lead and guide individuals from one destination to another in the absence of big trees or big, powerful landscaping. This information would help the Board understand the effectiveness of this location.

***RESPONSE:** With the commitment to retrofit the wharf in the area of the Waterfront Plaza, there is more assurance in the plan than may have been understood previously. A review of the Waterfront Plaza size and amenities plan, and the way in which different uses are accommodated in different areas of the site. There are different stopping and gathering points, some with overlooks, and all with ample seating. The only area where the 41' foot dimension really comes into play on the wharf is in the connection between the north Waterfront Plaza and the northern promenade.*

Mr. Strang agreed to embrace the industrial character and not try to impose conventional expectations.

Ms. Alschuler asked how the story of the site will be told in the future. She stated Pier 70 is going to a lot of trouble to make a new dramatic steel structure when there is an existing one at this site. She asked if that existing steel structure could remain somewhere on the proposed site to help tell the story.

***RESPONSE:** While the Master Plan encourages embracing the industrial character and historical waterfront of the area, the City has mandated that the existing steel structure be removed. As to the industrial nature of new buildings, the Master Plan indicates that the buildings should pay homage to the historic industrial waterfront. This will be reviewed by the Planning Board with the Design Review applications, once the buildings are designed.*

**PROMPT: 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? Would the proposed public access improvements maximize connections to the nearest public thoroughfare where convenient parking or public transportation may be available?**

Mr. Leader stated the central entrance roadway is a long frontage with no visual or physical access through. He stated because there is a garage on the first and second floors of the building, it makes it difficult to cut through and makes the garage complicated. He suggested taking the opportunity at the three angular streets to think through them more carefully, so they are not only back allies. He asked if more room could be allowed for them on both sides of the line and a delivery to some kind of a node that marks that point because there has to be a break there anyway.

Ms. Gaffney asked if he was referring to the area around number 21. Mr. Leader stated he was referring to the three angled lines on the presentation slides that separate the Tidelands District from the Gateway and Estuary Districts so they can be used. He asked if they could be used in a bigger way so they can deliver individuals to the water.

Ms. Alschuler suggested access using the Tidelands District where individuals can go in and turn around or to make a small loop to drop something off. He pointed to a 23-foot area and stated the angled line comes to another point that would provide a couple more places where individuals could get out to the park and marina.

***RESPONSE:** By adding the two uses to the Tidelands District, perhaps it is easier for the Board to envision how this area works together. It is very difficult to work out all of the potential options or alternatives as to how the site will interact with the Tidelands District. But the Tidelands District uses will all take the concerns outlined by the Board into consideration when it reviews development plans for buildings, and when it evaluates the use of the Tidelands District when it considers a lease extension. A common theme echoed time and again in the Master Plan is that of a cohesive plan, one that is tied together by the north south connecting road and the western promenade and plazas. It is also worth noting that most of the Tidelands District is outside of BCDC jurisdiction.*

Ms. Barton stated that also can provide an historic story.

***RESPONSE:** The Master Plan envisions utilizing the public art to use story boards to help tell the rich history of the site.*

Mr. Leader stated it seems that the corridor marching out with the palm trees on one side has a strength to it, but it gets weak at the street. He suggested additional strength by moving the palm

trees closer to the street or putting palm trees on both sides to make the gardens have more clarity and definition.

Ms. Gaffney asked if Mr. Leader suggested pulling the palm trees out towards the water on the west side. Mr. Leader stated he did and also suggested to put a second row at the edge before losing the soil. He asked if the water can be seen at the end or if the semicircle grass area blocks the view.

***RESPONSE:** The plan now shows trees on either side of the EVA area but does not pull the palms out to the edge.*

Mr. Leader stated it would be nice if the different gardens were loosened up and incorporated industrial, historical, maritime themes and materials.

Ms. Alschuler agreed that telling the story of the site could add a lot to people's understanding and experience.

***RESPONSE:** The public art within the gardens will be utilized to use story boards to help tell the rich history of the site.*

**PROMPT: Do the proposed public access improvements create diverse recreational opportunities for people of all races, cultures, ages, abilities, and income levels?**

Ms. Barton stated it is very diverse, but she wondered if there should be some kind of pause between all the diversity. A calm place or cadence.

***RESPONSE:** The various overlooks and gathering areas along the extent of the promenade and Waterfront Plaza provide the types of breaks that are proposed.*

**PROMPT: Are the public water access points and docks appropriately designed to avoid or reduce conflicts among the uses? Are there other amenities or uses that should be considered for water-oriented recreation?**

Mr. Strang stated the water's edge is only accessible at the ends of the project site because the entire open space, which is the main amenity, includes the marina, which does not allow for a clear view of the water. He noted that the ends of the project site are a long distance apart for individuals to travel. He asked if the boats in the marina can be configured differently to occupy more of the basin to provide areas along the way where the public can stop and get to the water.

Ms. Alschuler suggested reconfiguring the marina at the beach or where the angle road comes in.

***RESPONSE:** Several breaks have been incorporated into the marina design to allow for views into the water at three key areas along the water's edge. There is direct access to the water at the kayak launch at the south end of Alaska Basin, and the site plan now envisions a floating dock at the northwest corner.*

**PROMPT: Are the public water access points and docks appropriately designed to avoid or reduce conflicts among the uses? Are there other amenities or uses that should be considered for water-oriented recreation?**

Mr. Strang suggested creating intermittent locations for individuals coming from adjacent neighborhoods to get quickly to the water's edge, if the project proponents did not want to make a commitment to reconfigure the whole marina area.

Mr. Pellegrini stated those are three points that could be more clearly expressed.

Mr. Alschuler stated it could even be a reason to put the transient dock in a more protected location or near a restaurant where individuals can come and dock at a guest berth. It would help break up the blockage if there was a location where individuals could get out on the floating area.

*RESPONSE: There is direct access to the water at the kayak launch at the south end of Alaska Basin, and the site plan now envisions a floating dock at the northwest corner.*

**PROMPT: 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?**

Mr. Strang stated the historical periods of development of the pier with the wood and concrete are interesting. He suggested some of that could be revealed. He suggested, instead of looking to what a normal landscape would look like if it was on the ground, exposing some of those different types of structures and even cutting holes through the piers to see what is going on underneath as a way to leverage the historic material that is already there rather than covering it up. He stated a podium landscape would be very maintenance intensive to be successful.

Mr. Leader stated it seems a little impacted by all the cross-lines. He suggested loosening it up to be more deck-like and less like a garden. He stated there also should be a material distinction between the promenade where everyone walks and the deck-like condition. He suggested using that area for historic storytelling so something unfolds as individuals walk along.

Mr. Leader suggested organizing the space at the end corner to more of an L-shape as a way to better respond to the view at the site. He noted that the amphitheater seems a little forced in there.

*RESPONSE: With the modifications to the site plan as a result of the changes to the wharf, it is difficult to accommodate these requests and also address the safety concerns raised by the ECRB. As a result, there is no deck-like condition. The site plan has been reconfigured at the northwest corner, such that the small amphitheater has been relocated southward; the northwest corner now allows for vistas from the elevated portion of the site and from down on the water, at the floating dock.*

Ms. Alschuler stated it should be noted that some of these buildings are in the 100-foot shoreline band. She stated the Board will want to see what those buildings look like, particularly the edges of those and how the parking will be screened, uses that stretch out, some public activity such as an incredible climbing wall on the other side of the parking garage wall, or something that

people use and engage with. Something that makes it fun to be there. She suggested blocking the parked cars from view if possible.

***RESPONSE:** The Master Plan requires that parking in buildings be screened, and to use interesting ways to achieve that. The Planning Board will take this into consideration when it evaluates the Design Review applications for the buildings, once the buildings are designed.*

**PROMPT: Will adequate public access areas be provided with each phase of development?**

Ms. Alschuler referred to page 12 and asked if the phasing will progress in alphabetical order from Phase A through Phase F.

Mr. Strang asked if the applicant will first build the access across the front of the Tidelands District or whether the Tidelands District area will be first.

Ms. Alschuler stated she understood from the presentation that the red dashes on the presentation slide will be completed in Phase B with the Estuary District. She asked if the project proponents are committing to the full breadth of the central section or the bridge to the outer section in the red triangle areas on the slide to be completed in Phase B or if they will wait until Phase E, when the first portion of the Tidelands District will be completed.

Ms. Alschuler asked about the sections in the red triangles on the presentation slide.

Ms. Alschuler noted that that area was much of the public space.

Ms. Alschuler stated the need to complete the end of the central roadway with the turnaround and destination all at the same time. She stated much of the open space is completed by Phase B.

***RESPONSE:** The updated Open Space Plan provides a detailed look at how the phasing will be achieved. The approved Master Plan mandates that every new phase includes a mix of uses, and one of those uses must be open space. It further states that all public access leading to or adjacent to a building must be completed as the building is completed. Lastly, the project proponents committed with the city to build the central roadway through the Tidelands District as part of the first phase of construction.*

**PROMPT: 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?**

Mr. Leader suggested a greater sensibility study or storytelling such as what it is all about, what it is aspiring to, and what is challenging and visionary about this fantastic site.

Ms. Alschuler agreed and stated this is the place to be a leader for the northern waterfront.

Mr. Leader stated the need for the place to tell an inspiring story for others to follow.

***RESPONSE:** We are in agreement. See comments related to public art and storytelling of the rich industrial waterfront.*

**PROMPT: Mr. Pellegrini asked for Board comments on the plant palette.**

Mr. Strang stated there are native plants there, but native plants perform better in native soil and the site does not offer native soil. It has instead a highly manipulated, industrial environment. It will take some thought to figure out the appropriate response to the question of the plant palette. He stated he was not sure where live oaks would go and if there was enough soil for them anywhere on the site. He suggested getting plants that fit - not only natives but agaves and tougher survivor plants may be more appropriate.

**RESPONSE:** *A broader combination of native and adaptive plants will be included in the final design. The plants will be considered for the challenging site conditions and soils. Once the site-specific soils have been tested a site-specific soil amendment plan will be developed and the planting plans will be adjusted accordingly.*

Ms. Barton suggested working with the scale of the estuary and including less small garden areas.

**RESPONSE:** *The revised site plan has fewer small gardens. A larger scale approach to the planting design will be considered in areas where the space and site conditions allow. Where appropriate a larger, simplified palette of plants may be utilized. Smaller scale garden plantings will be used in specific locations to accommodate specific activities (i.e. at café seating and along Clement street seating areas).*

### **Sea Level Rise Resiliency and Adaptation:**

**PROMPT:** 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?

Mr. Leader stated the seismic resiliency is critical. He stated it would be good if it was a reliable structure, if it was retrofitted by a reliable shoreline engineer, and something higher could be built at the edge to feel comfortable about it, but he noted that it seemed that the project proponents were unsure if it will remain standing in the case of a seismic event.

Ms. Alschuler asked if the wharf will be rebuilt in the future.

**RESPONSE:** *See comments about the wharf reconfiguration and seismic retrofit regarding concerns for the reliability of the structure. The criteria for the structural retrofit have been reviewed and approved by the ECRB.*

Ms. Alschuler asked to see more than just the current and long-term possibilities of a wall. She stated she would like to see some commitment of how some greater depth along the edge might be held onto. She stated there may be areas that could be saved. She suggested reinforcing something now to better protect it in the future.

Ms. Alschuler stated 41 feet, with this density and it being an emergency-access road at the same time is hard to imagine that that would be an edge that people would want to live near.

Mr. Strang stated the Board sees sea-level-rise approaches over and over but without plans to show how the site will be enclosed.

***RESPONSE:** Sea Level Rise (SLR) adaptive measures are outlined in the updated plan, and multiple options are proposed. Because the SLR adaptive measures are anticipated to be implemented at the end of the century, multiple approaches may be used or adopted over time. The GHAD board will manage these issues as time goes on and as the effects of SLR occur. As it is, all of the adaptive measures could be achieved either outside of the 41' permanent access, or by raising the EVA. In addition, the comment regarding the site being enclosed is important, because the SLR measures cannot perform in a vacuum, and will require a solution that works with adjacent lands as well.*