

# San Francisco Bay Conservation and Development Commission

455 Golden Gate Avenue, Suite 10600, San Francisco, California 94102 tel 415 352 3600 fax 415 352 3606

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**TO:** Engineering Criteria Review Board (ECRB) Members

**FROM:** Lawrence J. Goldzband, Executive Director (415/352-3653; [larry.goldzband@bcdc.ca.gov](mailto:larry.goldzband@bcdc.ca.gov))  
Rafael Montes, Staff Engineer (415/352-3670; [rafael.montes@bcdc.ca.gov](mailto:rafael.montes@bcdc.ca.gov))  
Sam Stewart, Coastal Program Analyst (415/352-3612; [sam.stewart@bcdc.ca.gov](mailto:sam.stewart@bcdc.ca.gov))

**SUBJECT: Encinal Terminals Project, City of Alameda, Alameda County**  
(For Board consideration on May 8, 2019)

## Project Summary

**Project Name.** Encinal Terminals Project, City of Alameda.

**Project Proponent.** North Waterfront Cove LLC c/o Tim Lewis Communities.

**Site and Project Description.** Encinal Terminals had historically been used for maritime purposes. The terminal is a trapezoidal-shaped peninsula located along the Oakland Estuary on the north waterfront of the City of Alameda. Alaska Basin is located to the west of the site, and Fortman Basin Marina is located to the east. The proposed project would be located on property owned by the project proponent, on two non-contiguous parcels separated by a parcel that was historically tidelands.

The proposed project is a mixed-use development with residential units, commercial space, public access, and landings for water taxi and shuttle ferry service. The proposed project would repurpose existing wharf structures for reuse as public access areas.

The proposed project would remove an existing timber structure on the western portion of the site, while leaving a concrete structure on the southwestern side for public access uses. Deep soil mixing would be used to strengthen soils along the western shoreline and the southern shoreline along Alaska Basin to prevent liquefaction of the inland soil in the event of seismic activity.

The existing wharves include:

1. A timber wharf, which is proposed for removal.
2. A 1924 wharf (referred to as "C1"), consisting of 1,500-foot-long, 8-inch concrete slab over 18-inch diameter timber piles with concrete pile jackets. The width of the wharf varies from 30 to 200 feet.
3. A 1960 wharf (referred to as "C2"), consisting of 800-foot-long by 35-foot-wide, 24-inch concrete deck over 18-inch octagonal precast piles with cast-in-place pile caps.

The proposed project would repurpose the C1 and C2 wharves for public access. Although structural upgrades would be made to the southwestern portion of the structures, the northern portion would not be seismically retrofitted and would instead be removed. The project proponent has reserved a 41-foot-wide strip of public access to be dedicated along the western shoreline, inland of the wharves, which would function as public access at such time as the remaining wharves become structurally obsolete and infeasible to further upgrade.

**Prior Reviews and Objectives.** The Board has reviewed the proposed project at two prior meetings, with its focus being on the review of the engineering criteria of the wharves that would be reused for public access. The first review of the engineering criteria was on November 1, 2017. The second was on January 24, 2019, during which the Board took two motions. The first motion by the Board was to accept the safety criteria of the section of the wharf proposed to be seismically upgraded. This motion was made contingent on the project proponent responding to the Board’s remaining questions regarding the areas under the wharves, which related to ground motion information, site characterization and geomorphology of the site relative to the analyzed cross sections. The Board’s second motion required the proposed project to return to provide the Board with an opportunity to evaluate the life safety criteria of the non-retrofitable portion of the wharf. The Board also directed the project proponents to work with Commission staff and the Design Review Board (DRB) to consider the proposed public access improvements and related Bay Plan policies.

On April 24, 2019, staff received a letter from North Waterfront Cove LLC, included in the referenced materials, stating that the northern portion of wharf consisting of an area of approximately 70,000 square feet would be removed and would no longer be a part of the proposed public access area. This change to the project responds to the Board’s second motion.

In a meeting on April 25, 2019 between the project proponent and staff, it was confirmed that, a seismic joint/gap will be fitted between the retrofitted wharves and timber wharf, if phasing of the removal and retrofit does not concur. In that event, the project proponent plans to fence off the timber wharf from the public, until such time as it can be removed.

In addition, on April 23, 2019, staff received a response to the Board’s first motion from Engeo, a consultant of North Waterfront Cove LLC.

The project proponent has submitted the responses referred to above and has informed staff that they will not be attending the meeting.

## Commission Findings & Policies

**Bay Plan Policies.** The project raises issues related to Bay Plan policies on topics including Safety of Fills, Shoreline Protection, Public Access and Climate Change. The following policies are relevant for the Board’s review:

**Safety of Fills.** The policies on the Safety of Fills seek to reduce risk of life and damage to property for projects that require construction on fill in San Francisco Bay. The following policies apply:

1. **Policy No. 1.** The Commission has appointed and empowered the ECRB to “establish and revise safety criteria for Bay fills and structures thereon.”

2. **Policy No. 2.** Even if fill may be permissible, no fill or building should be constructed if hazards cannot be overcome adequately for the intended use in accordance with the criteria prescribed by the ECRB.
3. **Policy No. 3** requires the installation of strong-motion seismographs on all future major landfills with the guidance of and recommendations by the California Geological Survey, for purposes of data comparison and evaluation.
4. **Policy No. 4** requires that adequate measures be provided to prevent damage from sea level rise and storm activity that may occur on fill or near the shoreline over the expected life of the project. New projects should either be:
  - a. set back from the edge of the shoreline so that the project will not be subject to dynamic wave energy;
  - b. built so the bottom floor level of structures will be above a 100-year flood elevation that takes future sea level rise into account for the expected life of the project;
  - c. specifically designed to tolerate periodic flooding; or
  - d. employ other effective means of addressing the impacts of future sea level rise and storm activity.

**Public Access.** Public access is generally required as an integral component of shoreline development and usually consists of pedestrian and other nonmotorized access to and along the shoreline of San Francisco Bay.

**Public Access Policy No. 5** requires that public access be sited, designed, managed and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding.

### Board Questions

The project proponent has informed staff that they will not be attending the meeting; however, the Board will have the opportunity to review the project proponents' responses to points the Board raised during its January 24, 2019 meeting. In addition, the staff has the following questions for the Board:

1. Does the Board have any further concerns regarding the engineering criteria or overall safety of the proposed retrofitted areas?

### **Material Enclosed with this Staff Report for May 8, 2019 ECRB Meeting**

1. Letter from North Waterfront Cove LLC by Michael S. O'Hara to Rafael Montes, P.E.
2. ENGEO, Response to BCDC ECRB Comments-First Approved Motion, April 4, 2019.
3. April 25, 2019 Conceptual Project Rendering.