

# San Francisco Bay Conservation and Development Commission

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## Agenda Item #9

August 21, 2020

# Application Summary

## Alameda Marina Shoreline Improvement Project

(For Commission consideration on September 3, 2020)

<b>Permit Application Number:</b>	2018.003.00
<b>Applicants:</b>	Alameda Marina, LLC, and City of Alameda
<b>Project Description:</b>	Redevelop a 44-acre site for mixed uses, including maritime and commercial buildings, residential development, waterfront parks, and reconfiguration of an existing marina.
<b>Location:</b>	In the Bay and within the 100-foot shoreline band, at 1815 Clement Avenue, in the City of Alameda, Alameda County.
<b>Application Filed Complete:</b>	August 14, 2020
<b>Deadline for Commission Action:</b>	November 12, 2020
<b>Staff Contact:</b>	Schuyler Olsson (415/352-3668; schuyler.olsson@bcdc.ca.gov)

Figure 1. The project site is located on the northern waterfront of Alameda at a former maritime site.



## Project Overview

### Project Description

The Alameda Marina Shoreline Improvement Project will redevelop an approximately 44-acre formerly industrial site along the City of Alameda's northern waterfront for a variety of uses including marina, maritime and commercial, residential, parks and open space, and outdoor (including water-oriented) recreation.

The project site consists of public tidelands and privately-owned land, including submerged land. Approximately 27 acres of the site is owned in fee by Alameda Marina, LLC, including most of the upland portion of the site and part of the marina and graving dock structure, both of which are in the Bay. The remainder of the project site, including most portions of the site in the Bay and along the shoreline, is owned by the City of Alameda and leased to Alameda Marina, LLC. The project will be built in four phases over approximately ten years. At build-out, approximately 2,200 residents and employees will use the site daily, in addition to members of the public.

The project involves work both within and outside the Commission's jurisdiction. Within San Francisco Bay, the project involves repairing existing deteriorated shoreline protection, including riprap revetments and seawalls; seismically retrofitting four wharves that pre-date the Commission, three of which will be used for public access; rehabilitating and reconfiguring an approximately 529-slip marina; installing a floating dock and pedestrian footbridge for public access and water-oriented recreation; and installing a storm drain outfall and temporary cofferdam.

Within the 100-foot shoreline band, the project involves repairing existing deteriorated shoreline protection, including installing deep soil mixing and king piles to stabilize the shoreline; constructing various marina-related amenities, renovating or constructing buildings for maritime, marina, commercial, residential, and public uses; constructing three new waterfront parks and upland portions of the Wharf Promenade public access area, in addition to other open spaces and plazas; providing new Bay Trail along the entire shoreline; and constructing streets, parking, including required public shore parking, and landscaping.

Outside the Commission's jurisdiction, the project extends many of the maritime, commercial, and residential uses that will occur in the 100-foot shoreline band. In addition, the new Clement Avenue Open Space public access area will be constructed, along with a secondary portion of Bay Trail connecting Clement Avenue to the shoreline at the new Waterlife Park.

## Bay Fill

The project will result in a net increase of solid fill (6,236 square feet and 803 cubic yards) and floating fill (7,740 square feet), and a net decrease of cantilevered and pile-supported fill (28,878 square feet). New Bay fill consists of riprap and seawalls for shoreline protection, a floating dock and pedestrian footbridge for public access, various marina improvements, retrofits of existing wharves for public safety and public access, and a new outfall. The project also involves removing fill composed of riprap, seawalls, lagging, walers, floating docks, and various marina improvements.

## Public Access

At present, the project site is mostly inaccessible to the public, with exception of a 4,085-square foot public access area along 355 feet of shoreline, required under BCDC Permit No. 1988.025.01. The project will develop approximately 4.20 acres (182,994 square feet) of new and improved shoreline public access areas along the approximately 4,009 feet of shoreline. This includes 0.77 acres (33,475 square feet) in the Bay, 3.16 acres (137,489 square feet) within the 100-foot shoreline band, and 0.28 acres (12,030 square feet) outside of the Commission's jurisdiction. The required shoreline public access includes four major areas connected by approximately 4,250 linear feet of new Bay Trail:

- The approximately 1.18-acre Wharf Promenade that includes a 16-foot-wide Bay Trail segment, bicycle parking, benches, built-in wood bench seating, a multiuse recreational promenade, public art, marina artifacts, pedestrian plazas, a history kiosk, and gathering areas for small groups;
- The approximately 1.22-acre Harbor View Park that includes a 16-foot wide Bay Trail segment, bicycle parking, benches, picnic tables and barbeques, passive recreation space, shade trees, large and small group gathering areas, a public lawn, a multi-use plaza, a public restroom, and public shore parking;
- The approximately 0.96-acre water- focused Waterlife Park and East Park that includes a 16-foot-wide Bay Trail segment, benches, landscaping, a planted slope transition between finished grade and the graving dock, a pedestrian footbridge, a floating dock with accessible small watercraft launch facilities, and a triangular open lawn area; and
- The approximately 0.15-acre Clement Avenue Open Space Area, including an open lawn area and a 12-foot-wide Bay Trail segment connecting Clement Avenue to the waterfront.

Figure 2. From top to bottom: Renderings of Waterlife Park, Wharf Promenade, Marina and Dry Boat Storage, and Clement Avenue Bay Trail Connection.



Birdseye View Looking East at Marina and Dry Boat Storage



## **Flooding and Sea Level Rise**

The project includes strategies to ensure that Bay fill and public access areas at the site are resilient to projected sea level rise through mid-century and can be adapted for additional sea level rise to 2100. As further specified in the project’s Sea Level Risk Assessment and Adaptive Management Plan (“Sea Level Rise Plan”), the upland required public access areas (including Harbor View Park, Waterlife Park and East Park, Clement Avenue Open Space, and the Bay Trail) will be raised to a minimum elevation of +13.5 feet NAVD 88. This elevation is more than seven feet above the current mean higher high water level (MHHW), six feet above current 2-Year King Tide levels, and 3.7 feet above the current 100-year base flood elevation, which is the equivalent to 2070 to 2080 sea level rise projections under a high emissions scenario. The Wharf Promenade public access area will initially remain at +12 feet NAVD 88, slightly lower than the other public access areas, but above the projected 100-year base flood elevation for mid-century.

The Sea Level Rise Plan identifies a series of potential measures to adapt the public access areas to higher levels of sea level rise as needed beyond mid-century, including implementation of floodwalls and earthen berms, elevation of the wharves and the pedestrian footbridge, and other storm drain system enhancements. To provide funding for necessary adaptation measures, the application indicates that a funding mechanism for necessary adaptation measures would be established with a special tax administered through a Community Facilities District.

## **Schedule and Cost**

Construction would begin as early as fall 2020 and would occur for up to ten years and over four major phases. The estimated total project cost is approximately \$21 million.

## Issues Raised

The staff believes the primary issues raised by the proposed project are:

- (1) Whether it is consistent with the Commission's fill policies, including those related to water quality, safety of fills, natural resources, and sea level rise; and
- (2) Whether the proposed public access is the maximum feasible consistent with the project, and otherwise consistent with the Commission's policies related to public access, recreation, and scenic views.

## Staff Notes

The staff notes the following considerations for the Commission:

- **Design Review Board.** The Board reviewed the project at its meetings on March 5, 2018 and September 17, 2018.
  - At the Board's initial hearing on the project on March 5, 2018, Board members requested that the project extend the project's maritime history theme to the eastern edge of the site and relocate the Bay Trail closer to the water. They expressed support for a water taxi service, proposed at the time, but stated the location may need to change for better public access. Furthermore, the Board stated the responsibility of the development was to make the public feel invited to visit the site, unlike the wall of buildings, gates, and other elements that blocks visual and physical access to most of the site. The Board expressed strong support for the Waterlife Park at the graving dock.
  - At the Board's second hearing on the project on September 17, 2018, Board members expressed approval of the evolution of the design since its first review. The Board provided several additional comments and concerns on the project's design, including but not limited to:
    - 1) requesting information on how the public access areas would be maintained;
    - 2) providing suggested improvements to the project's interpretive elements;
    - 3) requesting analysis of how specific public access areas would be impacted by sea level rise;
    - 4) requesting that the Bay Trail be pulled back from the northern edge of Harbor View Park to develop a vegetated edge, rather than having a railing along the shoreline; and
    - 5) redesigning the east end of the residential development to maximize views of the Bay.
  - Commission staff worked with the permittees to address the comments and concerns of the Design Review Board in the design of the project.

- **Engineering Criteria Review Board.** The Board reviewed the project at its meeting on July 25, 2019.
  - The Board raised several comments or concerns, including but not limited to: 1) incorporation of groundwater and fill settlement into the sea level risk assessment; 2) additional analysis of certain clays; 3) addressing contaminants on the site; 4) changing the occupancy class of the promenade wharf; 5) conducting a site response analysis of shear wave velocity; and 6) further analysis of seismic instrumentation requirements to monitor the effects of earthquakes on site soils.
  - Commission staff worked with the permittees to address the comments and concerns of the Engineering Criteria Review Board in the design of the project.

## Applicable Policies

The following policies are applicable in the Commission's review of the proposed project:

- McAtter-Petris Act: Sections 66602 (Water-Oriented Land Uses and Public Access), 66605 (Allowable Bay Fill) and 66632.4 (Maximum Feasible Public Access)
- San Francisco Bay Plan policies on: Fish, Other Aquatic Organisms, and Wildlife; Water Quality; Climate Change; Safety of Fills; Shoreline Protection; Recreation; Public Access; Appearance, Design, and Scenic Views; Environmental Justice; Mitigation; and, Other Uses of the Bay and Shoreline

## Exhibits

1. Site Map and Vicinity Map
2. Open Space and Public Access Plan