

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

October 4, 2018

TO: Design Review Board Members

FROM: Lawrence J. Goldzband, Executive Director (415/352-3653; larry.goldzband@bcdc.ca.gov)
Andrea Gaffney, Bay Design Analyst (415/352-3643; andrea.gaffney@bcdc.ca.gov)
Rebecca Coates-Maloon, Principal Permit Analyst (415/352-3634; rebecca.coates-maloon@bcdc.ca.gov)

SUBJECT: Alameda Landing Waterfront Mixed-Use Development; Second Pre-Application Review
(For Design Review Board consideration on October 15, 2018)

Project Summary

Project Proponents & Property Owners. Community Improvement Commission of the City of Alameda (“CIC”) and Catellus Alameda Development, LLC (“Catellus”)

Project Representatives. Sean Whiskeman, Damir Priskich, Bill Kennedy and Lexie Lam (Catellus, Developer); Jason Victor (Ken Kay Associates, Landscape Architect); Gayle Johnson (Simpson Gumpertz and Heger, Wharf Structural Engineer); Nick Loizeaux (RPS Iris, Environmental Engineer); Dr. Juan Baez (Advanced Geosolutions Inc., Design/Build Deep Soil Mixed Column Soil Improvements); Haze Rogers and Richard Rodgers (Langan, Geotechnical Engineers)

Project Site. The project site is located at the north waterfront of the City of Alameda, in Alameda County. The site is located across the Alameda–Oakland Estuary from Oakland’s Jack London Square, along Mitchell Avenue and Marina Village Parkway, at the terminuses of 5th and Bette Streets. The project is bound by: Alameda–Oakland Estuary to the north; a wharf and warehouse facilities designated for commercial maritime-industrial use to the west; a residential neighborhood, the Posey Tube entrance and a Target department store to the south; and Mariner Square Dry Stack and Marina (boat storage and marina) and Pasta Pelican Restaurant to the east. Immediately southwest of the site is the City-owned Estuary Park and a large stormwater retention basin.

Existing Conditions. The 22.8-acre project site was developed as part of the northern portion of the U.S. Navy’s Fleet and Industrial Supply Center Annex in 1966. The Navy ceased use of the site in 1998 and subsequently transferred ownership of the property to the City of Alameda. The site includes a pile-supported, approximately 150-foot-wide concrete wharf which runs along the site’s approximately 1,400-foot-long shoreline, and an upland area extending approximately 650 feet between the wharf and the public road. The wharf at the project site is not in active use. The site contains two 72,000-square-foot warehouse buildings, which straddle the wharf deck and inland portions of the site. A portion of the site inland of the wharf is used to stockpile soil, and portions of that stockpile currently block views across the site to the estuary and Oakland Shoreline from Mitchell Avenue and Grand Marina Parkway. The site is paved, with no trees or developed planting, and is exposed to strong winds and sun (Exhibits 1 and 8).

A portion of the wharf directly west of the project site, owned by Bay Ship & Yacht, includes two large warehouse buildings which are actively in use by maritime-industrial businesses. In 2017, BCDC authorized removal of a narrow (5-foot-wide by 156-foot-long) portion of the wharf to create a structural separation between the project site and the adjacent Bay Ship & Yacht site. A stormwater outfall structure is located next to the wharf-cut, underneath the wharf deck (Exhibits 7 and 9).

An approximately 4,500-square-foot Alameda Municipal Power (AMP) electrical riser substation is located on the eastern side of the project site, near an existing public access path and waterfront park (the Mariner Square Waterfront Esplanade, authorized by BCDC Permit No. 1972.005.11). The shoreline path ends at its intersection with the project site. While the path is not a designated segment of the San Francisco Bay Trail (Bay Trail) because it is not part of a continuous trail network, it is anticipated to become the designated Bay Trail in the future as the shoreline is redeveloped (Exhibits 4-5).

Proposed Project. Since the project's first review by the DRB on July 9, 2018, the project proponents have worked to address the DRB's comments in the project design and to provide additional information regarding the residential development.

The updated project still proposes to demolish two warehouses and construct a 15-acre mixed-use development with up to 400 residential units and a minimum of 5,000 square feet of ground-floor retail and/or restaurants. The development would also include a 35-space retail and public parking lot, and a 4.5-acre public waterfront park with promenade and plaza, including a roundabout for drop-off at 5th Street, a retail plaza with café seating, bike parking, and planted areas (Exhibits 11-16). The mixed-use development is anticipated to bring up to 800 residents and 15 employees to the area. The riser substation would remain in its existing location, and would be surrounded by a fence in the middle of the turnaround and a low wall, planting, and trees between the drop-off and the waterfront park space (Exhibit 28).

A 59,800-square-foot inland section of the wharf deck would be removed and replaced with soil fill. The deck to remain varies from 68-feet to 88-feet-wide from the water's edge of the wharf and would have a distributed dead load limitation of 35 pounds per square foot, but would allow heavier point loads for trees and intensive planting areas. A sub-surface retaining wall would be installed along the wharf cut and reinforced upland with densified soil methods (Exhibits 9-10).

Within the Commission's Bay and 100-foot shoreline band jurisdictions, and extending beyond the Commission's jurisdiction, the proposed project would consist of the following public access components:¹

1. **5th Street View Corridor (Exhibits 12, 17, and 22).** A 75-foot-wide view corridor would be established for 5th Street from Mitchell Avenue to the Waterfront Plaza. This view corridor is designed to create an axial public view along 5th Street in Alameda to Jack London Square and up Broadway in Oakland. The 5th Street Corridor would establish a commercial and retail spine with residential uses on upper floors to connect the larger commercial

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.

areas inland to the waterfront, terminating at the Waterfront Plaza. A 35-space public parking lot restricted to park users would be located inland of the AMP riser substation to the east of the 5th Street Corridor. This project component remains the same as that presented to the DRB at their first review.

2. **Waterfront Plaza (Exhibits 15 and 17).** A 2.08-acre public plaza would be constructed on the waterfront at the terminus of 5th Street, with approximately 1.31 acres within BCDC's jurisdiction and 0.87 acres outside of BCDC's jurisdiction. Proposed public access features include a large paved plaza surrounded by a pergola structure, a sculptural climbing structure, benches and lounge seating, bike parking, kayak storage, and planting areas. A water shuttle landing, public dock for small private boat tie-ups, and kayak launch are proposed as part of the project, with additional design details from that presented to the DRB at their first review (Exhibits 17, 32, and 33).
3. **Waterfront Wharf Promenade (Exhibits 16-30).** A 2.42-acre public promenade would be constructed along the waterfront on the existing wharf from the Waterfront Plaza at 5th Street to the Western Greenway at the extension of Bette Street. The entirety of the 100-foot-wide promenade would be within BCDC's jurisdiction. The promenade would contain a 12-foot-wide waterfront promenade, a 5-foot-wide furnishing zone, and an 18-foot-wide trail that is intended to become a designated segment of the Bay Trail. Public access amenities proposed along the waterfront promenade include benches, a picnic area, vertical art elements, recreational games, wide planting areas, and a seven-foot-wide sidewalk between the promenade and the inland residential development. Since the first DRB review, the design of the promenade has been modified to have a more clearly defined edge at 90-feet from the edge of the wharf, with a new 10-foot private yard and building setback zone and the primary face of residential units at 100-feet from the edge of the wharf.
4. **Bicycle and Pedestrian Bridge to Oakland (Exhibits 4 and 14).** Although not proposed as part of this project, the City of Alameda is exploring a possible bicycle and pedestrian bridge crossing of the Alameda–Oakland Estuary launching from Alameda to connect to the Oakland shoreline. Two potential locations for the bridge have been identified, one of which would connect Alameda Landing to Jack London Square. A bridge at this site would rise slowly over the project site from Mitchell Avenue, up to 30-35 feet in the air above the waterfront park before crossing the Estuary. City of Alameda staff have stated that: "Since both the park and the neighborhood will be designed and constructed before a bridge is designed, funded, and constructed, [City of Alameda] staff is recommending a park design and an adjacent residential neighborhood site plan that can potentially accommodate a bridge in one of three locations within Alameda Landing: 1) the western buffer, 2) an new 70 foot wide public right of way and view corridor running parallel to the western buffer and through the middle of the neighborhood, and 3) the 75 foot wide 5th Street extension public right of way."
5. **Western Greenway View Corridor (Exhibits 12-14, 20-21).** The amended Master Plan requires a minimum 50-foot-wide, approximately 590-foot-long greenway to be constructed along the western edge of the property, adjacent to the Bay Ship & Yacht-owned portion of the wharf (3,479 square feet in the Shoreline Band). This "land use green buffer," sitting atop storm drain easements, provides a separation from the maritime

commercial uses and provides for Bay Trail and public access from the waterfront park to Estuary Park and the sports fields on Mitchell Avenue and the Bette Street Class I bike path to Stargell Avenue. From Estuary Park, cyclists will be able to continue on Singleton Avenue to reach the Main Street Ferry Terminal and over five miles of future waterfront bicycle trails at Alameda Point. The greenway would consist of a 12-foot-wide public trail with 3-foot-wide shoulders on either side, as well as planting. A 7-foot-wide shoulder is proposed between the trail and a private roadway located in the 50-foot-wide greenway extending approximately 325 lineal feet from Mitchell Avenue to allow access to the proposed residential area. Outside of BCDC's jurisdiction, the Western Greenway would include a view plaza with bollards, seating, and bike parking. The western edge of the site interfaces with the Bay Ship & Yacht facility, with a significant view up the estuary between the two warehouse buildings. At the intersection of the Waterfront Promenade and the Western Greenway, features may include a see-through grate or an extension of the wharf railing at the corner interface with the Bay Ship & Yacht property, and an emergency vehicle turnaround area. This project component remains generally the same as that presented to the DRB at their first review. The conceptual residential plan now provides for homes facing onto the green in most cases, reducing back-of-house views along the Western Greenway.

6. **Mitchell Avenue Greenway (Exhibits 12-14).** A 1.77-acre greenway would be located along the southern side of the project site, outside of BCDC's jurisdiction. The proposed greenway would sit on top of a utility right-of-way that cannot be developed, but could provide additional open space connections to projects east of the proposed development and west to Estuary Park. This project component remains the same as that presented to the DRB at their first review.
7. **Neighborhood Access, View Corridors, and Pocket Parks (Exhibits 12-16, 27).** Since the first DRB first project review, a residential development partner has been brought on to the team to develop the site. Preliminary residential layouts include two north-south public streets and view corridors through the residential neighborhood, which connect the Mitchell Avenue Greenway to the waterfront wharf promenade. The specific location of these two corridors is subject to change as the residential development plan evolves. Each of the two public streets and view corridors would terminate in a newly proposed "pocket park" (approximately 2,200 square feet each) that would interface with the waterfront wharf promenade. An east-west view corridor would also be provided with views of the neighboring maritime uses at the Bay Ship and Yacht Company property to the west.

Within the Commission's Shoreline Band jurisdiction and extending beyond the Commission's jurisdiction, the proposed project would consist of the following development components:

Residential Development. Approximately 1.5 acres of residential development would be located within BCDC's shoreline band jurisdiction, with the remaining 13.3 acres sitting outside of the Commission's jurisdiction. Since the first DRB project review, a conceptual residential site plan has been provided with streets and alley locations and building footprints designed for illustrative purposes (Exhibits 12-14). The plan is still conceptual and subject to the City of Alameda Development Plan process for review and approval at the Planning Board staff level. The conceptual plan could include up to 400 units, with up to 30 percent single-family detached residential units, and the remaining units a mix of 3-4 story buildings. Building heights limits are set at 60 feet tall.

Current proposals include 3-storey townhouses and flats along the waterfront park. Other development restrictions include providing 10% of market-rate units with floorplans smaller than 1200 sf, and not exceeding the total vehicle trip generation allowed for the master plan. The remaining vehicle trip generation will be the primary limiting factor on the number and type of units.

1. **Retail & Commercial Development.** A minimum of 5,000 square feet of ground-floor retail and commercial development would be included in the project, all of which would be located outside of the Commission's jurisdiction along the 5th street corridor.

Existing Approvals and Proposed Construction Timeline: The project is part of a master plan for the former military site, and a master plan amendment was approved in 2017 which allows for the currently proposed development. The City of Alameda Planning Board approved the waterfront park development plan on September 10, 2018, including the public plaza and promenade and design criteria for the residential development. The project will need to return to the Planning Board for staff-level review of the development details prior to construction. The Commission's Engineering Criteria Review Board (ECRB) reviewed the project on September 26, 2018, and requested additional information regarding project criteria, including information related to seismic joints and wave passage effects along the wharf, seismic instrumentation, notation, Deep Soil Mixing (DSM) and potential lateral movement of underlying bay mud, minimizing environmental impacts of the DSM and fill placement on material moving into the Bay, the sea level rise inundation zone, and characteristics of fill landward of the wharf including buoyancy potential of cellular concrete fill. The project is expected to return to the ECRB with responses in November 2018. Pending approvals, project construction is anticipated to take 14-16 months.

Phasing: As part of the development agreement with the City, the waterfront park, water shuttle and kayak launch would be completed in no more than two phases, and the phases should be completed prior to or concurrent with the completion of the adjacent residential neighborhood. The majority of the waterfront park elements would be required through the City's development agreement and the conditioned approvals from the City Planning board.

Operations and Maintenance: Catellus would develop the public access improvements, including the waterfront plaza and promenade, which the City of Alameda would own, operate, and maintain. The residential and commercial portions of the site would be built out by a vertical developer, and operated and maintained through a Municipal Services District (MSD). The MSD will contribute funds to the ongoing maintenance of the public access including the wharf structure.

Resilience and Adaptation to Rising Sea Level (Exhibits 34-35). According to the Federal Emergency Management Agency ("FEMA") current 100-year-flood elevation for the project site is +9.75' NAVD88. As proposed, the waterfront park site elevations along this area of shoreline would range from +12.8' to +13.0' NAVD88. The residential development would be elevated to +15.5' NAVD88.. For site planning purposes, the project proponents have used the following sea level rise estimates based on the 2018 State Guidance based on the Ocean Protection Council's findings for medium to high risk aversion: 23 inches by 2050 (BFE+1.9' SLR = +11.65' NAVD88) and a 68 inches for the end of the century (BFE+5.7'SLR = +15.45' NAVD88).

The proposed public wharf, including plaza and promenade could be inundated by the end of the century during King Tides as well as a 100-year flood event, but would not flood at Mean Higher High Water. The proposed residential area within the shoreline band could be inundated by the end of the century during a 100-year flood event, but would not be flooded on a daily basis. The sea level rise adaptation strategy could include flood resilient materials, an elevated walkway provided as part of the proposed design on the inland side of the wharf, signage alerting the public to intermittent flooding, and venting portals that will mitigate wave air pressure under the deck (Exhibit 35).

Prior DRB Review. The project was reviewed by the DRB on July 9, 2018. The DRB expressed the need for additional information regarding the residential development design in order to provide guidance on the design of the public access components. The DRB had questions, in part, regarding wharf stabilization for sea level rise adaptation; residential design standards and finished floor elevations; staging of construction of the waterfront park; the socioeconomic mix, density, and height of housing units; the interface of the residential development with the park and the public experience and physical and visual access through the residential development; the kayak launch and surface material, parking, and access to the launch; the location and reasoning behind the retaining wall and deck removal; location of ground-floor retail spaces and whether additional retail would be planned; connections to and along Mitchell Avenue and Bette Street, particularly related to bicycle access; and possible locations of a future bicycle/pedestrian bridge.

The Board also provided recommendations, in part, to: consider the character of the residential units on the ground floor facing the water, and including as many public uses as possible; provide plantings in solid ground when possible and move trees away from buildings, minimizing the amount of plantings on the wharf deck; separate the public right-of-way from the building frontage along 5th Street and the promenade and consider the interface of the public and private areas, potentially shifting building entrances back and creating a transition zone; ensure the Western Greenway functions as a welcoming public space, with a more public face and considerations for a future pedestrian bridge; consider additional opportunities for view corridors, such as through the middle of the development and between the Bay Ship and Yacht warehouse buildings and/or along Bette Street; add permeability to the design of the residential development and ensure connectivity through the development that feels public; consider how the space could be used for special events and related amenities that could be needed; develop a clear intention for the park from a character standpoint; define the edges and connection points at the interface of the residential and public spaces and the view corridors before design elements such as plantings; consider options to separate parking from view of the park, such as terracing or underground parking; siting retail with proximity and connectivity along the shoreline and adjacent to activities; create a more architectural solution around the perimeter of the AMP substation; and better addressing the resilience and adaptability of the public access to sea level rise.

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 proposed project would develop a public plaza and promenade along the waterfront on an existing wharf structure, including a trail. The public plaza and pathways would be designed to be universally accessible.

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 public plaza and promenade would be located along the shoreline, bayward of the proposed residential and commercial development. The waterfront plaza and promenade, the Western Greenway and 5th Street would provide views of the Estuary and Jack London Square, as would the view corridors in the conceptual residential development plan. The public parking area is located inland of the riser substation and public access areas.

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 Bay Plan policies on **Climate Change** state, in part, that “[w]hen planning shoreline areas or designing larger shoreline projects, a risk assessment should be prepared by a qualified engineer and should be based on the estimated 100-year flood elevation that takes into account the best estimates of future sea level rise and current flood protection and planned flood protection that will be funded and constructed when needed to provide protection for the proposed project or shoreline area.... The risk assessment should identify all types of potential flooding, degrees of uncertainty, consequences of defense failure, and risks to existing habitat from proposed flood protection devices.” Additionally, the policies state that “[t]o protect public safety and ecosystem services, within areas that a risk assessment determines are vulnerable to future shoreline flooding that threatens public safety, all projects...should be designed to be resilient to a mid-century sea level rise projection. If it is likely the project will remain in place longer than mid-century, an adaptive management plan should be developed to address the long-term impacts that will arise based on a risk assessment using the best available science-based projection for sea level rise at the end of the century.”

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. Given the conceptual residential site plans and development principles:
 - a. What are the key considerations for ensuring the waterfront promenade will be inviting to the public?
 - b. What are the key considerations to maximize physical and visual access to and along the waterfront from Mitchell Avenue and 5th Street?
2. Are the public access areas (Waterfront Plaza, the Waterfront Wharf Promenade, the Western Greenway, and the pocket parks) designed in a manner that “feels public” and makes the shoreline enjoyable to the greatest number of people?

3. Does the revised project provide a variety of accessible opportunities for water-oriented public use?
 - a. Are there opportunities to avoid or reduce conflicts among the uses on the dock platform (water shuttle, public dock, kayak launch)?
4. Does the Board have any advice on the proposed design principles that would better facilitate a future bicycle/pedestrian bridge connection?
5. Given the conceptual residential plan, does the design of the Western Greenway maximize views and physical connections to the shoreline?
6. Does the revised shielding (e.g., low wall, planting) around the substation minimize potential adverse impacts to Bay views, and create a sense of public connection to the proposed public access, while maintaining public safety?

Sea Level Rise Resiliency and Adaptation:

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