

ITEM 7-B

CITY OF ALAMEDA

Memorandum

To: Honorable President and
Members of the Planning Board

From: Andrew Thomas
City Planner

Jennifer Ott
Chief Operating Officer – Alameda Point

Date: April 8, 2013

Re: Alameda Point Public Workshop: Endorse the Draft Vision Statement and
Provide Comments and Direction on the Draft Zoning Ordinance

BACKGROUND

As described in the January 28, 2013 staff report, the City of Alameda has commenced work on an updated Vision Statement to guide the preparation of an updated Zoning Ordinance, Master Infrastructure Plan (MIP), and Town Center and Waterfront Precise Plan (Precise Plan) for Alameda Point. In January, staff presented a first draft of the Vision Statement and the first draft of an updated Zoning Ordinance.

At the January meeting the Planning Board established a subcommittee comprised of Planning Board President Zuppan, Vice President Burton and Planning Board member Henneberry to work with staff on revising and improving the Vision Statement. Since that meeting the subcommittee has worked closely with staff on preparing a revised Vision Statement. The revised Vision Statement is attached as Exhibit 1 to this staff report for full Planning Board and community review, comment, and endorsement.

In addition to an introduction to the Vision Statement, this report provides an overview and discussion of the draft Zoning Ordinance, including the draft configuration and purpose statements for the six zoning sub-districts contained in the Zoning Ordinance (Exhibit 2). From staff's perspective, it is also very helpful to consider whether the configuration and purpose statements for the six sub-districts, and the major assumptions and planning principles underlying the draft Zoning Ordinance are consistent with the revised Vision Statement.

DISCUSSION

I. Vision Statement

Since the January 25, 2013 meeting, the Planning Board subcommittee has been working closely with City staff to re-write a second draft of the Vision Statement for Alameda Point (Exhibit 1). In staff's opinion, the draft Vision Statement:

- Provides a concise and clear statement of community goals and guiding principles for the redevelopment and reuse of Alameda Point;
- Highlights some of the critical challenges and trade-offs that will need to be overcome through community discussion and compromise to achieve successful redevelopment of Alameda Point; and
- Provides a "touchstone" document that the Planning Board and the community can use throughout the planning process for the update to the Zoning Ordinance, MIP, Precise Plan, and Environmental Impact Report (EIR) to ensure that these individual planning efforts and documents stay true to the community's primary goals and objectives for this important Alameda asset.

II. Zoning Ordinance Amendments

Currently, Alameda Point is zoned M-2/G (General Industry/Government Overlay), which is a reflection of the prior United States Navy (Navy) industrial uses at Alameda Point. Once the land is conveyed to the City, reuse and development of Alameda Point consistent with the Vision Statement will require that the City amend the zoning for the property.

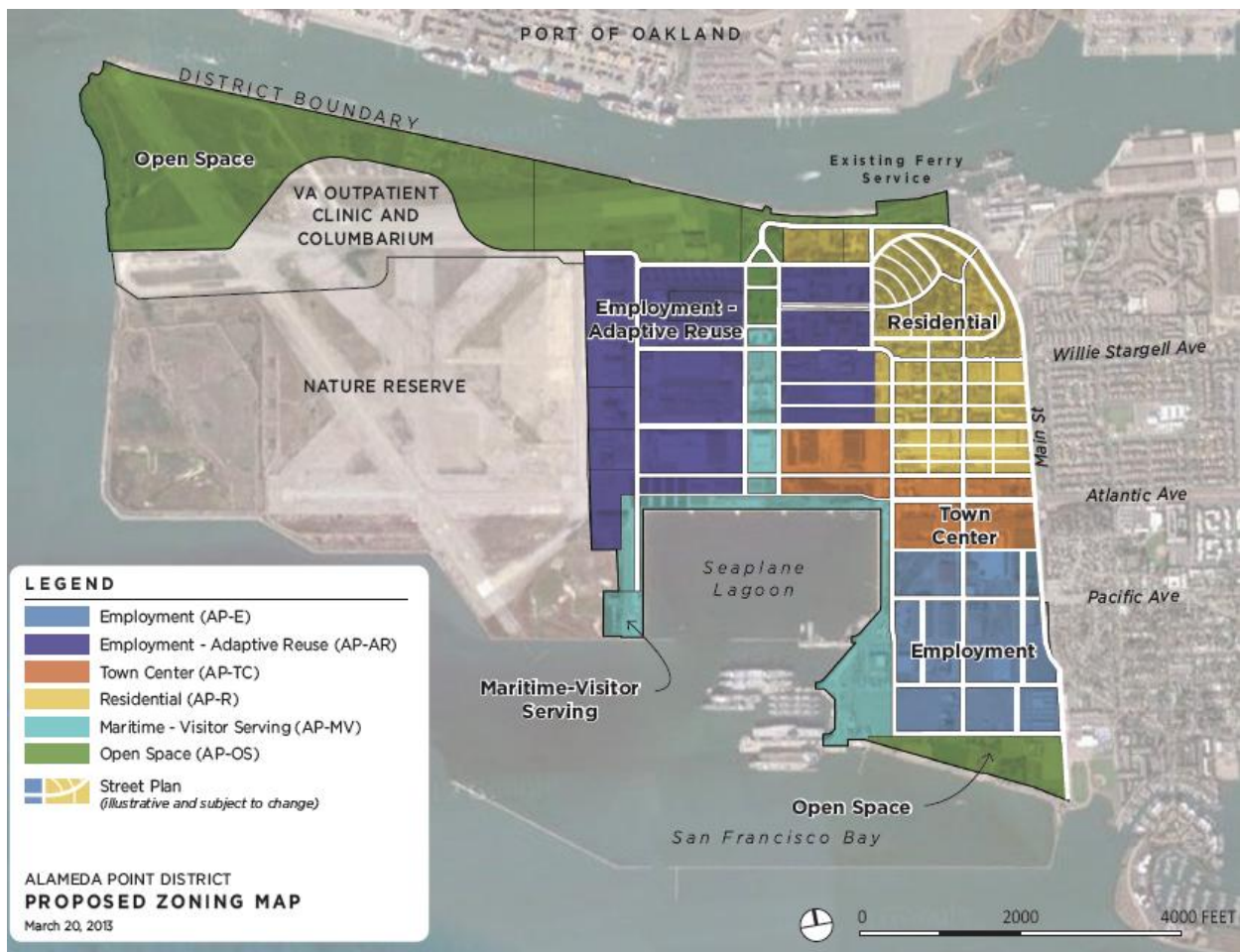
The draft amendments to the Zoning Ordinance for Alameda Point (Exhibit 2) were prepared by City staff and are intended to implement the City of Alameda General Plan policies for Alameda Point. Before entering into a detailed review of each provision and requirement included in the draft Zoning Ordinance, staff believes it would be prudent for the Planning Board and community to review the sub-district purpose statements, format and concepts contained in the draft Zoning Ordinance, as well as the major assumptions, planning principles, and questions that staff considered when preparing the first draft of the proposed Zoning Ordinance.

Sub-districts

Consistent with the policies and diagrams contained in Chapter 9 of the General Plan, Community Reuse Plan (Reuse Plan), and the community workshops held in 2010, the draft Zoning Ordinance proposes that Alameda Point be treated as an area comprised of sub-districts. The draft Vision Statement also embraces the idea of distinct geographical districts consisting of a mix of uses.

In the draft Zoning Ordinance, each sub-district focuses on prominent land use or reuse goal with a proposed mix of other uses, and therefore each district has a different set of requirements and standards. Although each sub-district differs in its function and purpose, the six districts are designed to work together to create a cohesive, mixed-use land use plan for Alameda Point tied together by a network of public streets and public open spaces.

The diagram below illustrates the boundaries of the proposed sub-districts and the proposed street plan for Alameda Point. (The street plan was discussed in more detail in the March 25, 2013 staff report). The public and open space network consists of the combined green “Open Space” area and light blue “Maritime Visitor Serving” Sub-districts generally consistent with all previous planning efforts.



Town Center Sub-district

The purpose of this sub-district is to create a mixed-use center that draws residents, employees and visitors to the waterfront and adjacent open space, retail, restaurant, entertainment, lodging and recreational facilities, such as the Bladium. Mixed-use

buildings with multifamily housing units are envisioned in the Town Center along the West Atlantic corridor leading into Alameda Point and along the Seaplane Lagoon. To support the purpose and intent of the Town Center, the draft Zoning Ordinance includes a number of important provisions, including:

- Major retail uses are limited in the other sub-districts to encourage and facilitate a “critical mass” of retail activity in the Town Center;
- Multi-family housing is required in this district to create an appropriate density to support transit, pedestrian orientation and retail uses. Single family housing is not permitted in this district; and
- A detailed “precise plan” is required for this sub-district before any new construction occurs in this area. The purpose of the Precise Plan is to adopt form-based, transit supportive standards and regulations for the arrangement of public and private street streets, public open space and parks, infrastructure, and associated private development consistent with City’s goals and expectations for a transit-oriented, waterfront, visitor serving mixed-use community. Exhibit 3 provides a map of the Precise Plan boundaries, which encompass the Town Center Sub-district and the portions of the Maritime and Visitor-Serving Sub-district along the Seaplane Lagoon.

As the community and Planning Board works through the Zoning Ordinance and Precise Plan over the next year, staff anticipates that the community will need to address the following major questions:

- How do we redevelop the areas within the Historic District in a manner that creates a vital, transit-oriented, town center that is also consistent with the character defining features of the Naval Air Station Alameda Historic District (Historic District), which is characterized by large buildings separated by large open spaces designed primarily for the movement of aircraft, rather than pedestrians?
- Are vertically mixed-use buildings with residential units above ground floor commercial spaces required or simply permitted?
- How many of the 1,425 units permitted at Alameda Point should be reserved for the Town Center and where should they be located to ensure a vital, transit-oriented, retail center?
- How tall can buildings be in the Town Center? Can they be as tall as the Seaplane Hangars? Can they be taller?

- Are there interim commercial or retail uses that may be permitted and/or encouraged until a critical mass of other residential and employment uses are developed to support the ultimate vision of the Town Center? Additionally, how do the Precise Plan and Zoning Ordinance encourage and promote temporary uses that attract visitors and activity to the Town Center on an interim basis?

Residential Sub-district

The purpose of this Sub-district is to provide lands for a variety of housing types with complementary, small-scale, neighborhood-serving uses, urban agriculture, and parks uses. Adjacent to the existing Bayport residential neighborhood and the Main Street Ferry Terminal, this Sub-district is currently occupied by 200 units of supportive housing for formerly homeless populations, an urban farm and commercial nursery, and 65 units of former Navy family housing, including the historic “Big Whites” officer housing.

To support the purpose and intent of the Residential Sub-district, the draft Zoning Ordinance includes a number of important provisions, including:

- A wide variety of housing types, including multifamily housing, is permitted in this area;
- Larger scale retail and commercial uses are prohibited to preserve a residential environment in the Residential Sub-district;
- Smaller, neighborhood serving retail and service uses are permitted to support a pedestrian friendly environment that reduces the need for automobile trips by residents; and
- A detailed “precise plan” is required for this sub-district before any new construction can commence to ensure that residential development is appropriately designed and developed consistent with the pedestrian friendly, sustainable, diverse, “Alameda-style” neighborhood design objectives described in the General Plan.

As the community and Planning Board work through the zoning and future Residential District Precise Plan over the next couple of years, staff anticipates that the community will need to address the following major questions:

- How do we accomplish one or more “neighborhood centers” in this Sub-district?
- Do we require neighborhood center retail and service uses in these areas or simply permit them or do we create a neighborhood center using another type of focal point (e.g., a park)?

- Are vertically mixed-use buildings with residential units above ground floor retail spaces required in certain parts of the sub-district or simply permitted?
- Is diversity of housing types (single-family, multi-family, etc.) required or simply permitted in this Sub-district?
- How do the internal in-tract streets and parks connect with the larger backbone street and open space network?
- How can the residents and services provided by the Alameda Point Collaborative, Building Futures for Women and Children, and Operation Dignity, be integrated into the new neighborhood to create a unified, mixed income community?
- How many of the 1,425 units permitted at Alameda Point should be reserved for the Residential Sub-district?

Adaptive Reuse Employment Sub-district

The purpose of this Sub-district is to allow for a range of commercial, institutional, and educational uses that create employment opportunities to facilitate the adaptive reuse of existing buildings, and preserve the contributing elements of the Historic District, to the extent feasible. This Sub-district falls entirely with the Historic District. Currently, residential uses are conditionally permitted in the “Administrative Core” of the Historic District, which could also be attractive to a university or other institutional campus user. The western row of hangars, home to a number of wineries and distilleries, is also significantly restricted by the 2012 Biological Opinion (2012 BO) issued by the United States Fish and Wildlife Service related to the nearby presence of the nesting grounds of the endangered California Least Tern.

To support the purpose and intent of the Adaptive Reuse Employment Sub-district, the draft Zoning Ordinance:

- Allows a wide variety of commercial and employment uses in this area to support and facilitate adaptive reuse and investment in the existing buildings in the Historic District;
- Conditionally allows residential uses within existing buildings to facilitate adaptive reuse of key historic buildings; and
- Does not require a detailed specific plan for future development due to the need to be flexible and opportunistic, but will require future discretionary development plans for new construction that will come before the Planning Board and City Council.

Staff anticipates that the Board and community will need to address the following major questions:

- How can new infill construction be accommodated within the Adaptive Reuse Sub-district as anticipated in the Reuse Plan?
- Should some of the 1,425 total units be allowed to be used in the Adaptive Reuse District to support adaptive reuse?

Employment Sub-district

The primary purpose of this Sub-district is to create an area that will be attractive to a wide range of new businesses that have the potential to provide good jobs and generate sales tax. The zoning for this Sub-district is designed to support high quality industrial, office, and research and development laboratories that will bring new, high paying jobs to Alameda. In contrast to the Adaptive Reuse Sub-district where new construction must carefully consider potential impacts on the Historic District, new construction in the Employment Sub-district will not be constrained by Historic District considerations.

To support the purpose and intent of Employment Sub-district, the draft zoning ordinance:

- Allows a wide variety of commercial and employment uses; and
- Does not require a detailed specific plan for future development due to the need to be flexible and opportunistic, but will require future discretionary development plans and design review that will come before the Planning Board and City Council.

Questions:

- Should residential uses be conditionally allowed in this Sub-district?
- Should larger format, auto-oriented retail uses be conditionally allowed in this Sub-district?
- What types of buffers can or should be required between heavy industrial uses (such as maritime industrial uses, larger scale commercial manufacturing uses) and nearby residential neighborhoods on Main Street?

Maritime and Visitor-Serving and Open Space Sub-districts

The purpose of the Maritime and Visitor-Serving Sub-district is to provide lands for active maritime and visitor-serving uses consistent with the State of California's Public Trust Doctrine (Public Trust or State Lands) restrictions¹ and compatible with the uses planned within the adjacent sub-districts. All the lands with the Maritime and Visitor Serving District are State Lands property. Residential use of these lands is prohibited by the State of California.

The purpose of the Open Space Sub-district is to provide lands for parks, recreation, and trails. The extent of the Open Space Sub-district mirrors the lands designated "Parks and Open Space" in the General Plan. These lands are also restricted by the Public Trust restrictions; therefore residential use of these lands is prohibited by the State of California. These lands combined with the Maritime-Visitor Serving Sub-district described above create the network of public space that links the different sub-districts together.

Within the Open Space portions of the network, the priority is public open space. Within the Maritime and Visitor-Serving portions of the network the priority is maritime use and waterfront oriented visitor serving uses that support and compliment the adjacent open space areas and provide additional water oriented services and facilities. In some areas of the Maritime and Visitor-Serving Sub-district public open space and promenades will be provided. In other areas public access may need to be restricted to accommodate maritime users.

For example, the portion of the Maritime and Visitor-Serving Sub-district that is adjacent to the Town Center Sub-district should allow for an active waterfront promenade with restaurants and cafes with views of the Seaplane Lagoon. The southern end of the Maritime and Visitor-Serving Sub-district abutting the Employment Sub-district will contain maritime industrial uses, including the Maritime Administration (MARAD) ready reserve fleet, its supporting facilities and other existing and new maritime commercial and industrial users. While public waterfront access in this area will need to be limited, these users generate significant lease revenue and, in some instances, create significant job opportunities. The adjacent triangular green open space area along the southern edge of the Employment Sub-District often referred to as "Enterprise Park" is envisioned as a public open space and park.

¹ State Lands areas are subject to California's Public Trust doctrine, which protects the rights of the public with regard to the State's waterways, including current and former tide and submerged lands (Public Trust Lands). The permitted uses on Public Trust Lands will be limited to harbor-related uses, such as marinas and shipyards, maritime related industry, warehouses, and water-oriented commerce; hospitality uses, such as hotels, restaurants, and other visitor-serving facilities; and ecology-related uses, such as wetlands, wildlife preserves, fishing areas, habitat and open space preservation, passive parks, greenways, and water-related recreation. Public Trust Lands may not be used for general-purpose industrial, retail, commercial, office or housing.

Prior Planning Board Comments

At its March 12, 2012 meeting, the Planning Board and community provided a number of initial comments on staff's proposed Alameda Point sub-districts. The following section provides a summary of the comments and a response on how the proposed amendment to the Zoning Ordinance addresses these issues:

Comment: Maximize waterfront access and experience, and water orientation of development, and, in particular, explore residential opportunities along waterfront, including taxiways along the northern shoreline of the Seaplane Lagoon.

The Zoning Ordinance allows for extensive waterfront access and new land uses that will create an attractive, accessible waterfront. The Town Center Sub-district contemplates residential development along the taxiways in front of the Seaplane hangars oriented along the waterfront, taking advantage of the water views. The Maritime and Visitor-Serving Sub-district, subject to Public Trust restrictions, allows for an active waterfront promenade and a row of restaurant and cafes with outdoor seating and other visitor-serving uses overlooking the Seaplane Lagoon. The Open Space Sub-district will also have trails that maximize public access to the waterfront.

Comment: Consider zoning strategies to minimize potential conflicts between residential and commercial areas.

The Zoning Ordinance focuses residential development in the Residential and Town Center Sub-districts. While all of the sub-districts allow for a mix of uses, the other sub-districts allow for predominantly employment-generating or economic development uses that do not contemplate residential uses or only limited residential use. The segregation of heavier industrial or research and development uses from residential neighborhoods will help to minimize these conflicts and to attract new users concerned about proximity to residential uses. It is also expected that as the employment areas are developed, lighter industrial or transitional office or flex uses will be planned in "transition" zones adjacent to existing or planned residential areas or visitor-serving areas to serve as an appropriate buffer zone for heavier industrial or research and development uses.

Comment: Encourage and provide for mixed-use development in all areas and avoid homogenous single-use areas.

All of the sub-districts encourage a mix of compatible uses. For example, the Residential Sub-district allows for neighborhood retail, small-scale convenience retail, smaller-scale grocery stores, cafes, office, community centers, health clinics, playhouses, schools, daycare centers, and urban farms, in addition to the full spectrum of residential building types. Additionally, the Adaptive Reuse Employment Sub-district allows for a diversity of uses ranging from industrial, warehouse, institutional, hotels, work/live and residential uses within the former residential areas of the Historic District

affording significant flexibility for reusing and repurposing the existing buildings. While the Town Center Sub-district prohibits the heavier industrial uses and single-family detached housing, it allows for a mix of housing types, including housing over retail, restaurants, retail, office, hotels, and other commercial and entertainment uses. Finally, the required specific plans for the Residential Sub-district and the Town Center Sub-district should include requirements for vertical mixed use in appropriate locations and circumstances.

Comment: Ensure welcoming and compatible access and linkages to open space through both the residential and commercial/industrial areas.

The Open Space and Maritime and Visitor-Serving Sub-districts together are intended to create a network that will link the entire property together with public spaces and waterfront facilities. There will be trails and pedestrian and bicycle linkages through these and other areas that help to create a welcoming and inter-connected environment for enjoying passive and active public spaces. The portions of the Maritime and Visitor-Serving Sub-district along the Seaplane Lagoon will be included in the Precise Plan and studied in more detail.

Comment: Explore residential opportunities in employment areas (i.e., adaptive reuse and new construction areas), especially as transitions from existing residential neighborhoods and the Town Center area.

To facilitate adaptive reuse of key buildings within the Historic District, residential use is conditionally permitted in the former residential buildings within the Historic District in the Adaptive Reuse Employment Sub-district, but the draft Zoning Ordinance is designed to concentrate the residential opportunities in the Town Center and Residential Sub-districts. (The required master plans for these areas will need to address the appropriate scale, density, and configuration of these areas to ensure compatibility with these plan's goals). The concentration of housing units in these areas will also make the implementation of significant and expensive infrastructure development more financially feasible and create greater demand for transit along the major transit corridors. Also, by segregating the new employment uses from residential uses, the City will have better opportunities to attract high-quality business and jobs.

Comment: Provide for a diversity of housing types that meet the needs of all income levels and avoids concentrations of affordable housing.

The Zoning Ordinance proposes a diversity of housing types that include single-family homes, carriage houses, stacked flats, multiplex, row houses, courtyard apartment buildings, work-live, and commercial block building types that allow for residential over retail. While 25 percent of all units built at Alameda Point will need to be made affordable to very-low, low, and moderate-income households, they will be interspersed throughout the sub-districts where residential uses are allowed. The future master plans

for the Town Center and Residential Sub-districts should allow future development to include an appropriate range of each type of housing, and that the higher density building types be appropriately located to support transit and the limited retail opportunities at Alameda Point.

Comment: Prefer that the zoning not include caps on development capacity for each area.

The Zoning Ordinance does not place “caps” on development capacity. However, the Zoning Ordinance does include height limits and development standards.

Comment: Pay careful attention to how maritime uses integrate and interact with open space areas, especially along the waterfront.

Existing and any newly proposed heavier maritime commercial or institutional uses, such as the MARAD fleet, in the southern portion of the base in the Maritime and Visitor-Serving Sub-district will need to be carefully coordinated with the adjacent Employment and Open Space Sub-districts during subsequent entitlement processes. The Precise Plan for the Town Center will provide greater detail regarding the design of public spaces adjacent to the water and the design of those areas where access may need to be restricted to accommodate the maritime industry. Again, the portions of the Maritime and Visitor-Serving Sub-district along the Seaplane Lagoon will be included in the Precise Plan and studied in more detail.

Comment: Provide for a cohesive transportation and open space network that ties sub-districts together.

As discussed above and presented in the draft Zoning Ordinance, the Open Space and Maritime and Visitor-Serving Sub-districts together are intended to create a network of public space that knits the development together. The draft Zoning Ordinance also provides an illustration of how the transportation network is compatible with the public space network and connects the different sub-districts. An initial draft of the street network was discussed with the Planning Board in March.

Comment: Provide more information on the zoning in the Town Center and the provision for mixed-use development and transitions between adjacent areas. Efforts should pay special attention to the Town Center as the heart of the surrounding development.

The Zoning Ordinance provides information on the uses and building types encouraged in this Sub-district. The Zoning Ordinance also requires that a subsequent master plan be prepared for this Sub-district and for the Residential Sub-district so that the Planning Board, City Council and community have the opportunity to discuss further how the design, transportation, and infrastructure standards and guidelines are developed, including the transitions between these areas and the adjacent employment areas. The

City is preparing the Precise Plan for the Town Center Sub-district and portions of the Maritime and Visitor-Serving Sub-district along the Seaplane Lagoon.

Comment: Provide more information on how the proposed zoning will guide and provide a basis for future entitlement efforts.

There is currently only one zoning designation for the entire Alameda Point property: General Industrial (Manufacturing) District with a Special Government District Overlay (M2-G). As the City progresses with disposition and development of initial and subsequent phases, and considers entering into longer term leases in certain areas, it is important to create land use districts that differentiate among sub-areas within Alameda Point by emphasizing predominant, ancillary, and excluded land uses within a given sub-district consistent with the community's vision for the property. The amendment to the Zoning Ordinance will help achieve this goal. Any future disposition and development process will be required to prepare more detailed applications and submittals, such as Development Plans, Design Review applications, subdivision maps. Any future process will also include additional public hearings with the Planning Board, other relevant boards and commissions, as necessary, and the City Council.

Proposed 30-4.23(e), (f)(iii), and (g) of the Zoning Ordinance specifically describe subsequent submittal requirements. As mentioned above, the Residential and Town Center Sub-districts require a subsequent master plan so that the entitlements for these areas can be discussed in greater detail. Other entitlement requirements for all sub-districts include development plan and design review, a Multi-Modal Transportation Implementation Plan, and construction improvement plans.

RECOMMENDATION

1. Hold a public workshop to discuss the draft Vision Statement and concepts underlying the draft Zoning Ordinance;
2. Endorse the draft Vision Statement; and
3. Provide comments and direction on the draft Zoning Ordinance.

Respectfully submitted,



Andrew Thomas
City Planner

Jennifer Ott
Chief Operating Officer – Alameda Point

Exhibits:

1. Draft Vision Statement
2. Proposed Draft Zoning Ordinance and Map for Alameda Point
3. Map of Town Center and Waterfront Precise Plan Area