

3

LAND USE

INTRODUCTION	3.1
INTENT	3.2
LAND USE PROGRAM	3.3
HISTORIC RESOURCES	3.4
AFFORDABLE HOUSING	3.5
PERMITTED USES	3.6

3.1 INTRODUCTION

This Specific Plan provides a comprehensive land use plan for the redevelopment of approximately 918 acres of existing land and approximately 166 acres of submerged land defined by the Plan Area boundary and a distinctive way-of-life. The land use program includes a maximum of 4,346 new residential units, plus 186 Collaborative Housing units which may be relocated, and the reuse of existing residential buildings for up to 309 residential units; up to 350,000 square feet of retail uses and 3,182,000 square feet of other commercial and business park uses (including up to 500,000 square feet of adaptively reused space) and up to 260,000 square feet for civic/institutional uses; together with approximately 600 marina boat slips, approximately 145 acres of parks and open space and three large existing piers. This chapter sets out the land use plan and program as well as the uses permitted in each district within the Plan Area.

3.2 INTENT

The intent of this Specific Plan is to create a new transit-oriented neighborhood that respects the character and charm of Alameda. Implementation of the Alameda Point Specific Plan will create new and distinct urban districts and a pedestrian-friendly neighborhood. The Specific Plan allows for redevelopment of the historic core of the former NAS Alameda with civic, commercial, residential and community-oriented amenities, while creating new land uses within a network of new streets, utilities, transit systems and parks. The Specific Plan provides for new

housing in a central location in the Bay Area and is intended to improve Alameda's job/housing balance by allowing for job growth in the Plan Area. It supports State policies regarding infill development and affordable housing. The Specific Plan expands Alameda's parks, public recreation and open space opportunities especially along the waterfront and demonstrates sustainability through diversity of land uses, transportation alternatives and building and infrastructure design. The result of this Plan is to replace a large underutilized part of the City of Alameda that is currently comprised of dilapidated buildings, poor roadways, weedy open areas and unused and inaccessible shoreline. The Specific Plan will replace the former military uses with a vibrant, mixed use, transit-oriented infill community that takes advantage of its Alameda waterfront location and responsibly pursues a fiscally neutral and sustainable Project that is a benefit to the City as a whole.

It is the intent of this Specific Plan to allow reasonable flexibility in land uses, density and intensity of use, and land use district boundaries. This flexibility is needed to respond to future changes in market conditions, to ensure that the City is able to pursue superior reuse and development opportunities in accordance with the economic development goals of the Specific Plan, and to accommodate public and quasi-public uses.

Two special districts are at the heart of the Plan Area: the AP-PMU - Preservation Mixed Use neighborhood with its north-south axis of existing buildings and public spaces and the AP-MU - Mixed Use hub along West Atlantic Avenue. (*See Figure 1-2: Plan Area*) The primary intent of the

AP-PMU district is to facilitate reuse of existing buildings and places consistent with Historic Resource Design Guidelines. The AP-PMU district occupies much of the north side of the Plan Area and extends down the historic axis to the new Seaplane Lagoon Waterfront Park. The range of uses - residential, commercial and civic – will make this area eclectic. The other mixed-use district (AP-MU) will surround the new ferry terminal, with key retail and dining establishments oriented towards West Atlantic Avenue and the Seaplane Lagoon. It will be dense, mixed-use and a truly transit-oriented district, with the majority of its housing located within a quarter mile of the ferry terminal.

Around these two districts are located a series of neighborhoods connected by radial, tree-lined boulevards and local parks with a wide range of housing types, including single-family homes, duplexes, townhouses and apartments -- less dense than the AP-MU district. Ground floor spaces for retail, cafes, and restaurants are encouraged in the AP-C district and in the buildings fronting the Seaplane Lagoon Waterfront Park in the AP-RH district. In the AP-RM areas, single family housing (AP-RM) would predominate.

Contributing to Alameda's jobs/housing balance are two business park campus (AP-BP) districts, one located just south of the AP-MU district and its transit services and a second to the south of the existing Bachelors' Enlisted Quarters building. These areas would be appropriate for a large single employer or multiple smaller ones. Maritime uses, hotels and other leisure time uses, from bait shops to restaurants, may be located along the Seaplane Lagoon shoreline in the AP-BP, AP-MU and AP-PT districts. Other

uses include the approximately 60-acre regional Sports Complex proposed on the northern edge of the Plan Area.

The character of the Plan Area is reinforced by the presence of parks and open space throughout the heart of the area and along its edges. A linear park and the network of smaller internal neighborhood parks are connected to the larger perimeter amenities. The Seaplane Lagoon Waterfront Park is linked by trails to a marina and to the three existing large piers at which the U.S.S. Hornet and other vessels are docked. A large park is located on the Bay's edge. Shoreline access is proposed along all waterfront edges including around the Northwest Territories where public trust uses are allowed. The large proposed Sports Complex on the Estuary will be a magnet that attracts sports enthusiasts.

This Specific Plan, the Alameda Point Pattern Book for project design guidelines and mandated Historic Resource Design Guidelines for the Historic District (each as defined in *Chapter 9: Plan Review*) provide the fundamental land use regulations for Alameda Point. *Chapter 7: Development Standards* regulates site planning, building scale and parking standards. Where the Specific Plan and the Alameda Municipal Code are inconsistent, the Specific Plan shall prevail. The following is a description of the various land use districts within the Plan Area. *Table 3-2: Permitted Uses by Land Use Category* defines the precise uses that are permitted or conditionally permitted in each district.

3.3 LAND USE PROGRAM

The Plan Area's land use program includes workplaces, schools, homes, shopping and services, civic facilities, parks, a marina, piers, public recreation and open space. *Figure 3-1: Land Use* illustrates the location and relationship of all the primary land use areas, including open space and the street system within the Plan Area. *Table 3-1: Land Use Summary* quantifies the density and intensity of the proposed uses. The Land Use Program described in the text, tables and diagrams will serve as the main reference for all future planning decisions and implementation activities in Alameda Point. Each of the land use districts have the appellation "AP".

Table 3-1: Land Use Summary sets forth:

- A range of residential units allowed in each district, such that the total number of units at build-out shall be within the range;
- The permissible residential density per net acre in each district, such that the average density per net acre within that district at build-out shall be within that range;
- The maximum allowable non-residential square footage in each district; and
- The aggregate number of acres devoted to each district in the Plan Area.

TABLE 3-1 : LAND USE SUMMARY, ALAMEDA POINT				
LAND USE DISTRICT	Residential Units	Density Per Net Acre	Square Feet of Non-Residential	Acres
AP-PMU: Preservation Mixed Use	309	4.1-17.0 du/a	635,000	133.4
AP-MU: Mixed Use	1,248	30.1-70.0 du/a	182,000	28.7
AP-RM: Residential Medium	1,265	4.1-17.00 du/a	17,000	127.1
AP-RMH: Residential Medium High	923	17.1-30.0 du/a	-	40.0
AP-RH: Residential High	1,100	30.1-70.0 du/a	22,000	27.1
AP-C: Commercial	-	-	800,000	13.1
AP-BP: Business Park	-	-	1,715,000	63.4
AP-PT: Public Trust (Unsubmerged Lands)	-	-	421,000	350.2
AP-PT: Public Trust (Submerged Lands)				166.0
Public Rights-Of-Way	-	-	-	133.0

1. Variations in the size, configuration and development program for each of these districts are permitted pursuant to *Chapter 9: Plan Review* (regarding density transfers, density bonuses, changes in use, minor changes in district boundaries and historic preservation);
2. A fire station, branch library and the existing western branch of the City's administrative offices will be accommodated within the Plan Area.
3. Existing occupied and unoccupied housing stock may be relocated or reused.

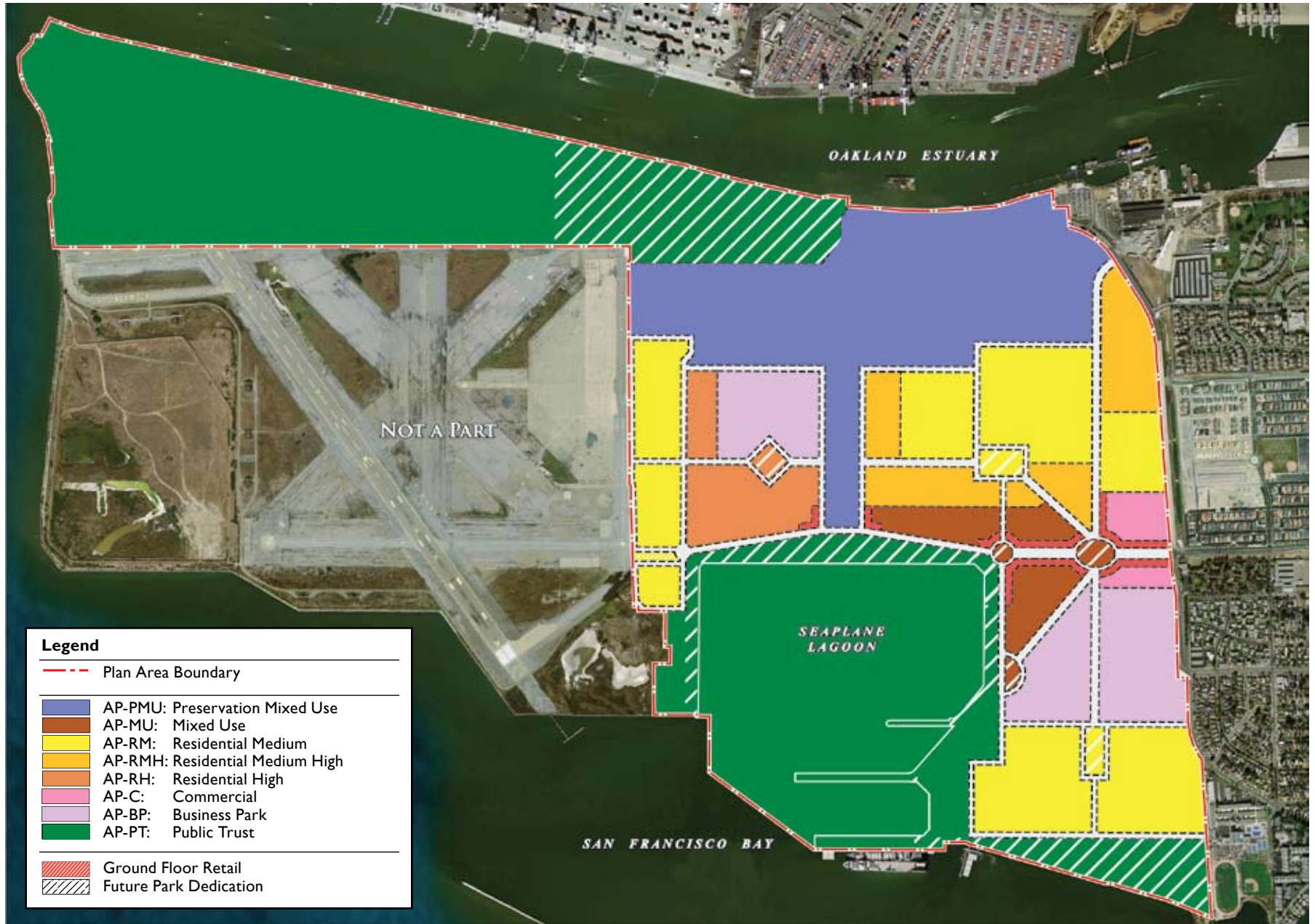


Figure 3-1: Land Use

Note: Ground floor retail is encouraged where shown.

Not to Scale



Exceptions to these regulations are set forth in *Chapter 9: Plan Review*. A “net acre” is calculated by excluding rights-of-way, parks and public open spaces from a gross acre.

Figure 3-1: Land Use also shows lands within the Plan Area where future park dedication is planned. Until the lands are dedicated or reserved for public park purposes, the underlying land use district shall apply. The Specific Plan adopts this strategy because the final boundary line locations for such parks have not yet been determined and flexibility is needed until more precise development plans are known and the land is subdivided.

3.3.1 Alameda Point – Preservation Mixed Use (AP-PMU)

The approximately 133-acre AP-PMU district is a mixed use district permitting a wide range of uses and compatible new construction in accordance with the process established in *Section 9.6*. This district provides a broad range of uses in order to facilitate the reuse of historic and contributing buildings. This area would play a significant role in community “place making” and may include a community center, church, and civic uses such as fire department, a branch library, educational facilities, a post office, a museum and other cultural facilities. In addition, other uses are contemplated here such as live-work housing, residential uses, a hostel or hotel, workplaces for start-ups or small businesses, and personal and work-related services such as a barber shop or copy center, bakery, delicatessen, cafe, day care facilities and the like. Neighborhood and community parks as well as educational institutions are permitted in this district. Many of these uses may occupy historic NAS Alameda

buildings, thereby enhancing the character of the entire Plan Area.

To the extent that a parcel located in the AP-PMU district is located on lands that will be or are Public Trust lands pursuant to the Naval Air Station Alameda Public Trust Exchange Act (“Exchange Act”), the use of such parcel shall be limited to uses permitted or conditionally permitted in the AP-PT district described below. Housing and other uses inconsistent with the Exchange Act will not be permitted on Public Trust lands. The Planning Department of the City shall keep a publicly available record of parcels that are subject to the Exchange Act in the AP-PMU. In areas that are or will not be within the Public Trust, AP-PMU dwelling units will range on average from 4.1 to 17.0 dwelling units per acre.

3.3.2 Alameda Point – Mixed Use (AP-MU)

This district permits the integration of residential, public, institutional and commercial uses and a new ferry terminal and transit hub. A mix of high density housing, local-serving retail such as a grocery store, and workplaces are permitted here to create a vibrant environment. Uses may be vertically or horizontally integrated. The preferred location of a grocery store is at the corner of Main and West Atlantic Avenues (see *Figure 1-2: Plan Area*), to be convenient for residents of Alameda Point and adjoining neighborhoods. In both residential and commercial buildings, retail, restaurants and/or services for locals and transit users may occupy a portion of the ground floor frontage. Within the AP-PMU district, *Figure 3-1: Land Use* shows where ground floor retail uses are permitted on West Atlantic Avenue or across from the transit terminal. Along West Atlantic

Avenue, once ground floor retail uses are established in a building, retail may expand in the upper floors. Day-to-day shopping and service needs of residents could be met with an array of retail and service commercial uses, such as pharmacies, cleaners, book stores, sporting goods stores, electronic appliance stores and hardware stores within ground floor space or in commercial blocks. Home repairs, garden and furnishing needs could be met at larger format retail stores. Neighborhood parks are permitted in this approximately 29-acre district. AP-MU dwelling units will range from a minimum of 30.1 to a maximum of 70.0 dwelling units per acre.

3.3.3 Alameda Point – Residential Medium (AP-RM)
(4.1 – 17.0 du/ac)

Residential uses in the AP-RM district will be primarily for single family detached homes but may also include denser formats such as courtyard housing or housing around a mews. Other innovative site plans for single family housing types that use a shared driveway and common greens are also permitted in the RM areas. Duplexes, triplexes or large town homes or condominiums up to three stories in height would be permitted, reflecting the high end of the density range in this district. The Plan Area's AP-RM districts account for approximately 127 acres distributed throughout the Plan Area. RM units will range on average from a minimum of 4.0 to a maximum of 17.0 dwelling units per acre. Neighborhood and community parks as well as elementary, middle and high schools are permitted in this district.

3.3.4 Alameda Point – Residential Medium High (AP-RMH)

(17.1 – 30.0 du/ac)

This district, located along Main Street may include duplexes, townhomes, live-work units as well as single family detached homes. Clustered housing or housing that shares common open space and/or a driveway is also permitted in the RMH district. Duplexes, large and small townhomes and tuck under housing types of up to three stories in height typify this density range. AP-RMH areas account for approximately 40 acres in the Plan Area. RMH units will range on average from a minimum of 17.1 to a maximum of 30.0 dwelling units per acre. Neighborhood and community parks as well as elementary, middle and high schools are permitted in this district.

3.3.5 Alameda Point – Residential High (AP-RH)
(30.1 – 70.0 du/ac)

Multi-family housing up to five stories in height is a permitted use in this district. Multi-family housing is intended here, in apartments, condominiums, flats and housing with garage podiums or embedded garages within the residential block. AP-RH areas account for approximately 27 acres, although additional RH housing will be found in the AP-MU district. RH units will range on average from a minimum of 30.1 to a maximum of 70.0 dwelling units per acre. Residential development within the AP-RH district shall at all times allow at least 30.1 units per acre. Neighborhood and community parks as well as elementary, middle and high schools are permitted in this district. Ground floor retail and water-oriented services are permitted in the ground floor of buildings

in the AP-RH district, as shown in *Figure 3-1: Land Use*.

3.3.6 Alameda Point – Commercial (AP-C)

AP-C areas comprise approximately 13 acres of the Plan Area. Permitted commercial uses will include a variety of uses such as offices, stores for home furnishings or home repairs, shops, personal or business services, art galleries, vocational schools, banks, general office, medical/dental offices, clinics, cafés and restaurants. Neighborhood parks are permitted in this district. Residential uses are also conditionally permitted in the AP-C district, and are subject to the development standards for AP-RMH housing.

3.3.7 Alameda Point – Business Park (AP-BP)

Permitted uses in this approximately 63-acre district include research, offices, laboratories, multi-tenant, storage, maritime industry and services, multi-tenant, vocational schools, government facilities, warehousing and/or distribution uses with ancillary office space. Light manufacturing and assembly are permitted with a Use Permit. Potential uses include scientific, technical and research oriented industries such as in the fields of electronics, aerospace, biotechnology and computer hardware and software. An existing power sub-station may be relocated to this area. Live/work uses are permitted in the AP-BP district.

3.3.8 Alameda Point – Public Trust (AP-PT)

The AP-PT district comprises approximately 350 acres of unsubmerged lands and approximately 166 acres of submerged lands. This designation applies to several sites within the Plan Area, including the upland edges of Seaplane Lagoon, Enterprise Park along the Bay’s edge, the regional Sports Complex site and the Northwest Territories. Please see *Chapter 4: Open Space and Conservation* where the locations of these proposed uses are illustrated. The AP-PT district has been designed so that land uses on real property within the district will be consistent with the Naval Air Station Alameda Public Trust Exchange Act (the “Exchange Act”), after the completion of the land exchange contemplated therein. Under the Exchange Act and this Specific Plan, allowed uses are described as follows:

“The establishment, improvement, and conduct of a harbor, and for the construction, maintenance, and operation thereon of wharves, docks, piers, slips, quays, warehouses, factories, storehouses, equipment, parking areas, streets, highways, bridges, pedestrian ways, landscaped areas, public buildings, public assembly and meeting places, convention centers, parks, museums, playgrounds, public recreation facilities (including, without limitation, public golf courses, marinas, restaurants, hotels, commercial recreation facilities, entertainment facilities and attractions), and any other utilities, structures, and appliances, provided the facilities are incidental to, or necessary or convenient for, the promotion, benefit, and accommodation of the purposes of the public trust.”

Shoreline public access will be provided in all AP-PT areas. The AP-PT

District also encompasses the waters, piers and submerged lands in the Seaplane Lagoon and extends to the south. Until the precise location of the ferry terminal and transit hub is finalized along the edge of Seaplane Lagoon, the underlying AP-PT district regulations shall apply to AP-PT lands fronting Seaplane Lagoon, and the City will defer the reservation of such lands for public park purposes.

Approximately 60 acres within the AP-PT district is intended for a Sports Complex to meet growing regional and city-wide recreational needs and to provide better access to the waterfront for residents. Indoor and outdoor active and passive public recreation facilities are permitted in this district. Types of new sports facilities that are permitted include: football, lacrosse, soccer, softball, baseball, tennis, volleyball, BMX/mountain biking, basketball, bocce and indoor/outdoor swimming. Other similar sports facilities are permitted. The scale of the facility would allow Alameda to host citywide and regional tournaments in a number of sports. The existing gym is permitted to remain and may be reused for indoor activities. Similarly, the existing skate park would remain. Picnicking, informal outdoor gathering and playgrounds and landscaped areas are permitted. Ancillary uses including a café, food kiosks, restrooms, maintenance buildings and storage are permitted. See *Figure 4-6: Sports Complex* for a conceptual illustration of the Sports Complex facilities.

3.4 HISTORIC RESOURCES

In addition to the uses permitted by right in each land use district, any use permitted in the AP-PMU district may be permitted in any historic building or structure outside of the AP-PMU but in the Historic District, as defined in *Section 9.6* below, provided that a Use Permit is obtained for such use. If the subject structure is demolished or if alteration (as defined in *Section 9.6*) occurs in a manner inconsistent with the Historic Resources Design Guidelines, all future land uses of the property on which the building or structure is located must comply with the underlying district regulations. If a building or structure is damaged but not destroyed by fire, Act of God or other casualty, the building or structure may be rebuilt and used for the land use allowed by the Use Permit, if any, granted pursuant to this section and *Section 9.4*. For additional development regulations pertaining to historic resources, see *Sections 7.4.2, 7.5.2 and 9.6* below.

3.5 AFFORDABLE HOUSING

Alameda Point will incorporate housing which is affordable to all income ranges, including very low, low and moderate income households, by incorporating a mix of housing types, efficient land use and supporting amenities. The mix of affordable housing types to be provided in the Plan Area shall be consistent with California redevelopment law.

During the base reuse process, the City made a long term commitment to a collaborative of advocates for the homeless, women and children in need, and veterans. At the present time, an approximately 120-unit collaborative

of former homeless residents, staff and volunteers occupy buildings in the Plan Area. Also on-site is a facility for families in need as well as a housing program with single beds for veterans in transition. A more efficient, consolidated land use program is intended to accomplish the objectives of the original commitment and also achieve the City’s overall redevelopment goals. A new group of facilities to serve the homeless population, help women and children in need, and support veterans in transition is planned.

New affordable housing units will be reasonably dispersed throughout the phases of development, and may be located in exclusively affordable buildings. Affordable housing will be constructed so that it is coordinated with the overall residential construction program. New and rehabilitated affordable housing will be comparable in design, exterior appearance and overall quality of construction to market rate units. Affordable residential units at Alameda Point will include group living, duet townhomes, attached townhomes and multi-family apartment and condominium developments.

3.6 PERMITTED USES

To describe the character of this new community, *Section 3.3: Land Use Program* provided a generalized description of the land uses. The location of each use is shown on *Figure 3-1: Land Use*. This section’s purpose is to provide a more detailed, systematic matrix of the uses permitted within each of the land use districts listed below and described in *Section 3.3*. The following symbols used in *Table 3-2: Permitted Uses by Land Use Category*

indicate if the use is permitted and the type of permit, if any, required for a given use type within a specific land use designation:

P	Permitted
G	Permitted in ground floor only, except as noted under AP-MU above
C	Permitted with Use Permit approved by Planning Director
-	Not Permitted

The abbreviations used in *Table 3-2* shall correspond to the following land use designations:

- AP-PMU: Preservation Mixed Use
- AP-MU: Mixed Use
- AP-RM: Residential Medium
- AP-RMH: Residential Medium High
- AP-RH: Residential High
- AP-C: Commercial
- AP-BP: Business Park
- AP-PT: Public Trust