



***Guidelines for Infill Development
Within the NAS Alameda Historic
District***

ADOPTED BY THE PLANNING BOARD ON _____, 2024

CITY OF ALAMEDA - PLANNING, BUILDING AND TRANSPORTATION DEPARTMENT

Exhibit 1
Item 5-B, September 9, 2024
Planning Board Meeting



Introduction

Background

This Guideline was prepared to implement Mitigation Measure 4.D-1b of the 2014 Alameda Point Environmental Impact Report (EIR), which states: “Prior to approval of new buildings within the Historic District the City shall complete and adopt Guidelines for New Infill Development within the NAS Alameda Historic District. All new building will be reviewed for conformance with the guidelines.”

In 1940 the Naval Air Station Alameda (NAS Alameda) was opened by the U.S. Navy on the west end of the City of Alameda’s main island. NAS Alameda was further developed as part of the nation’s preparation for, and then involvement in, World War II. Over the next 50 plus years NAS Alameda was expanded several times beyond this original core before the U.S. Department of Defense closed operations at NAS Alameda in 1996.

In 1999 the City of Alameda designated the original core of NAS Alameda, as a district, a local Historic Monument. Additionally, in 2012 the NAS Alameda Historic District was added to the National Register of Historic Places (NRHP), and the City amended its local designation to be consistent with the NRHP nomination.

In 2013 the City of Alameda prepared and circulated an EIR that analyzed the environmental impacts of future development at the former NAS Alameda, now referred to as Alameda Point. In 2014, the City Council adopted and certified the Final EIR¹. Impact 4.D-1 concluded that development facilitated by the project could potentially have a significant, adverse impact on Historic Resources within the NAS Alameda Historic District. Mitigation measures were adopted and incorporated into the project, i.e. the development review standards, to reduce potential significant adverse impacts to the NAS Alameda Historic District and historic resources.

It was recognized that, even with implementation of the mitigation measures, demolition and/or substantial alteration of NAS Alameda Historic District contributors could result in significant and unavoidable impacts. The City Council also concluded that specific economic, social, and environmental benefits would outweigh and override any significant unavoidable environmental effects that would result.

This guide is intended to provide one means of minimizing and, to the extent feasible, avoiding significant impacts to the NAS Alameda Historic District, within the context of the overall objectives of the City to strengthen the community’s economic base, reinvest in infrastructure, increase the supply of a range of housing types, promote sustainable development, provide transit-oriented mixed-use development opportunities, provide open space and other community benefits, and ensure a predictable and fiscally sound development process.

¹ <https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/base-reuse/environmental/eir-resolution-14891.pdf>

Applicability and Framework

These guidelines apply to new infill development proposed within the NAS Alameda Historical District (Figure 1). These guidelines do not apply to development projects requiring ministerial review under State law or otherwise exempt from review per the AMC. Project designers may use this as guidance for projects that make modifications to contributing buildings and sites and on sites adjacent to the district to the extent new development could affect the context of the district. Projects involving new buildings on sites containing a contributing building within the NAS Alameda Historic District will be reviewed by the Historical Advisory Board for a Certificate of Approval and the Planning Board for Use Permit and/or Design Review approval. The procedures and requirements are found in Alameda Municipal Code (AMC) Sections 13-21, 30-21 and 30-27, respectively. Projects involving new buildings on vacant sites or sites containing a non-contributing building will be reviewed by the Planning Board for consistency with these guidelines. Projects which only involve interior construction in buildings closed to the general public are not subject to these guidelines.

These guidelines supplement existing development regulations previously adopted for Alameda Point, including the zoning districts and the precise / specific plans for portions of Alameda Point, and the Citywide Design Review Manual. The NAS Alameda Historic District is located within three Alameda Point zoning sub-districts: Adaptive Reuse (AP-AR), Main Street Neighborhood (AP-MS), and Waterfront Town Center (AP-WTC). Codified in AMC Section 30-4.24, the AP – Alameda Point zoning provides development standards such as setbacks from property lines, maximum building height, and building orientation. The Adaptive Reuse sub-district uses a form-based development framework; guidelines for the permissible building and frontage types are also found within the Citywide Design Review Manual.² Allowed building and frontage types for the Waterfront Town Center and Main Street Neighborhood sub-districts are found within the Town Center and Waterfront Precise Plan (adopted 2014) and the Main Street Neighborhood Specific Plan (adopted 2017), respectively.

Basis of Guidance

It is possible to add new construction within the boundaries of historic properties if site conditions allow and if the design and placement of the new construction respect the overall character of the site.³ Construction located on a site containing a contributing building is more likely to require more careful review than infill development on a vacant lot or on a lot containing a non-contributing building.

² <https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/building-planning-transportation/planning/citywide-design-review-manual-1-2014.pdf>

<https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/building-planning-transportation/guidelines/cdd - plg - gud - guide to residential design.pdf>

³ <https://www.nps.gov/subjects/taxincentives/new-construction-in-historic-properties.htm>

According to the Secretary of the Interior’s Standards for Rehabilitation⁴ – Standard 9 in particular – and the Guidelines for Rehabilitating Historic Buildings⁵ new construction needs to be built in a manner that protects the integrity of the historic building(s) and the property’s setting. In addition, the “Guide to Preserving the Character of the Naval Air Station Alameda Historic District”⁶ is a definitive reference for the context and features of most importance in the district, as is the “Cultural Landscape Report for NAS Alameda”.⁷ As noted above, the Town Center and Waterfront Precise Plan (2014) and Main Street Neighborhood Specific Plan (2017) include design guidelines for the Hangars and Residential sub-areas, respectively, that are also incorporated into these standards.

The main goal of these guidelines is to preserve the existing character of the NAS Historic District by requiring new development to reference the architectural styles and character defining features of contributors to the district. While new buildings should not feel out of place and in conflict with the character of the surrounding buildings and landscape, new development should not be confused for being an original building to NAS Alameda.

How to Use This Guide

All new buildings subject to these guidelines (see Applicability section above) shall follow this four-step process:

1. Identify and comply with development standards for the project site.

Development in the NAS Alameda Historical District is regulated by three Alameda Point Zoning Districts (Figure 1). The following outline provides a list of code sections and reference documents to determine the pertinent development standards by zoning district. These minimum standards ensure the general compatibility of new development with the location and scale of the sub-areas. See Appendix A and the footnotes within this Guide for internet links. Documents are also available at the City of Alameda Department of Planning Building and Transportation.

a. Adaptive Re-use Subdistrict

- i. Building Orientation, Setbacks, Height Requirements
AMC Sections 30-4.24.d and e
- ii. Building Types and Building Frontage Design
AMC Section 30-4.24.f for list of permitted building types and building frontages, as further defined in the Citywide Design Manual.

⁴ <https://www.nps.gov/subjects/taxincentives/secretarys-standards-rehabilitation.htm>

⁵ <https://www.nps.gov/crps/tps/rehab-guidelines/rehabilitation-guidelines-1997.pdf>

⁶ https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/base-reuse/previous-planning-docs/guide_to_district_part1.pdf

https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/base-reuse/previous-planning-docs/guide_to_district_part2.pdf

⁷ https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/base-reuse/previous-planning-docs/nas_alameda_cultural_landscape_report.pdf

b. Main Street Neighborhood

- i. Building Orientation and Setbacks
AMC Section 30-4.24.d
- ii. Height Requirements
Main Street Neighborhood Specific Plan, Section 5.4.1
- iii. Building Types and Building Frontage Design
Main Street Neighborhood Specific Plan, Section 5.4.2

c. Waterfront Town Center

- i. Building Orientation, Setbacks, Height Requirements
Town Center and Waterfront Precise Plan, Section 5.B
- ii. Building Types and Building Frontage Design
Town Center and Waterfront Precise Plan, Section 5.C

2. Identify the project’s NAS Alameda Historical District sub-area

The NAS Alameda Historical District is divided into four sub-areas based on the historical operational functions (Figure 1). These sub-districts include:

- a. Administrative Core
- b. Hangars Area
- c. Shops Area
- d. Residential Area

This sub-district location will determine additional guidance in the next steps.

3. Itemize the predominant architectural style and character defining elements and features of the project’s sub-district and adjacent contributing buildings.

In 1997 the U.S. Navy commissioned a “Guide to Preserving the Character of the NAS Alameda Historic District” that identified the character defining features and elements of contributing buildings. The Summary of Design Features section, below, provides this information.

Therefore, the third step requires using the Summary of Design Features section to itemize the predominant architectural style and character defining elements and features of the project’s sub-district and adjacent contributing buildings.

The Seaplane Lagoon Taxiway, located within the Hangars Sub-Area, is also a part of the Town Center and Waterfront Precise Plan, which has its own design guidelines. Those Precise Plan guidelines apply to new development in the Hangars Sub-Area.

The Residential Sub-Area is also fully located within the boundaries of the Main Street Neighborhood Specific Plan, adopted in 2017. Those guidelines apply for new development in the Residential Sub-Area.

4. Design infill development that incorporates character defining elements and features and is consistent with the development standards, design guidelines, and Secretary of the Interior Standards and Guidelines.

Step four requires using the information gathered above to inform the design of new infill development. The NAS Alameda Historic District Supplemental Design Review Questionnaire for Infill Development, attached, is required as part of any entitlement application that includes new infill buildings within the historic district. Project applicants shall provide design narratives to demonstrate compliance with the categories of Structural and Materials, Windows and Doors, and Elements and Features.

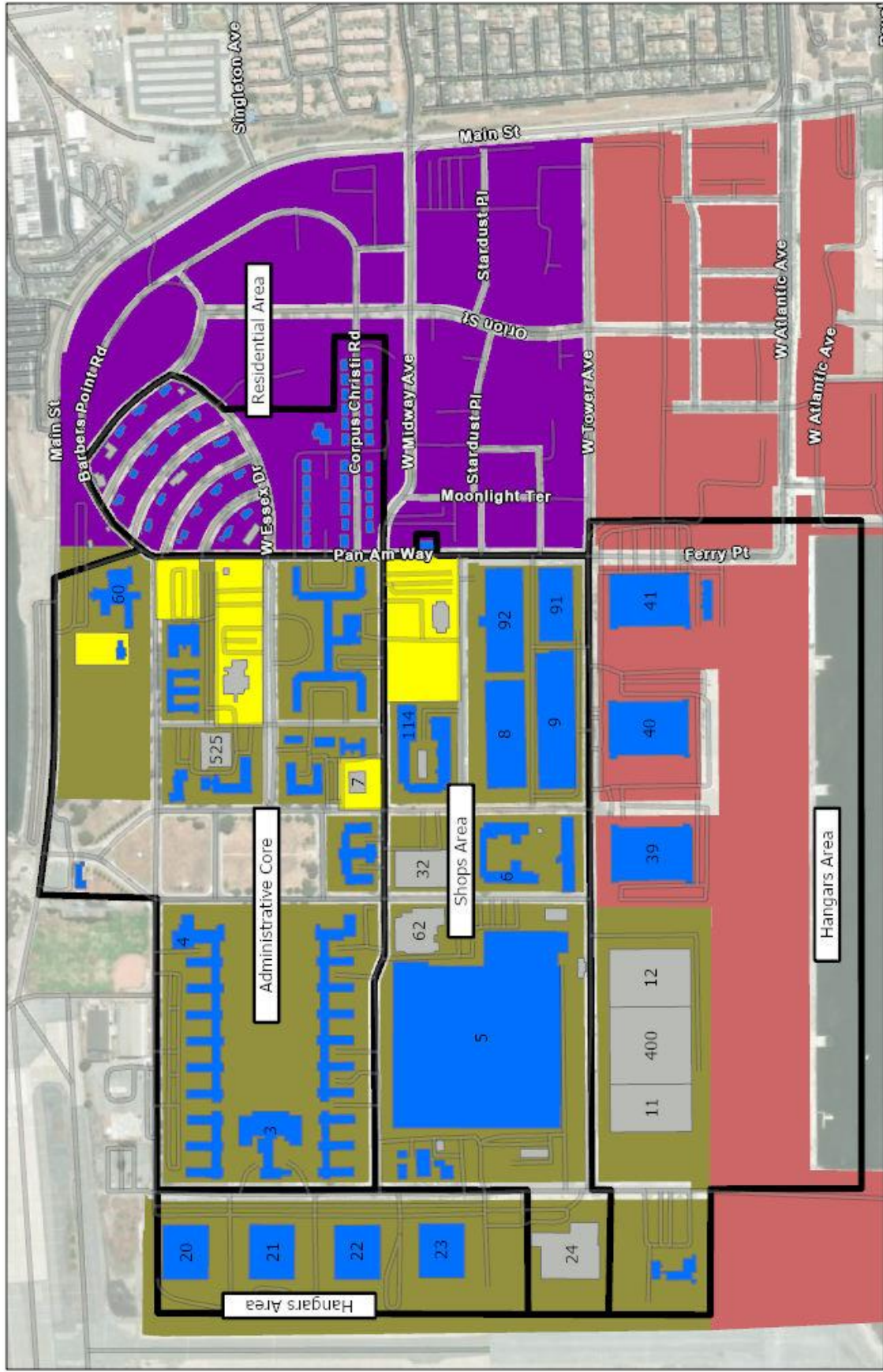


Figure 1

Alameda Point Zoning Districts

-  NAS Historic District Sub-Areas
-  Non-Contributor Spaces
-  Contributor Structure
-  Non-Contributor Structure
-  Adaptive Reuse
-  Main Street Neighborhood
-  Waterfront and Town Center



Summary of Design Features

1. Administrative Core

Sympathetic Design Elements

Structural and Materials

- Smooth reinforced concrete surfaces
- Horizontal orientation
- Flat roofs
- Use of vertical elements for emphasis
- Use of curved elements for contrast

Windows and Doors

- Wood double-hung, two-over-two pattern
- Metal double-hung, two-over-two pattern
- Light wood doors
- Stacked windows

Elements and Features

- Continuous horizontal concrete bands quoin elements, used in wall panels separating windows.
- Columns – oval shape
- Cast stone ornamental figures
- “Stacked” features, usually windows
- Curved concrete canopies and entry elements
- Spiral staircases
- Concrete planters
- Concrete benches

2. Hangar Areas

Character Defining Features

Structural & Materials

- Smooth stucco surface above a tall concrete bulkhead
- Prominent quoin-like door pockets, integrated into the structure
- Rooftop monitors
- Grand interior hangar spaces w/office wings to either side

Windows and Doors

- Immense glazed segmental hangar doors
- Steel industrial sash w/awning-type openings
- Steel personnel doors w/ transoms

Elements and Features

- Copper flashing and roofing
- Decorative band at the fascia of hangar door pockets and above hangar doors

Town Center and Waterfront Precise Plan

The Seaplane Lagoon Taxiway, located within the Hangars Sub-Area, is also a part of the Town Center and Waterfront Precise Plan, which has its own design guidelines, which are incorporated here. Refer to sections 5.B, C and D of the Precise Plan for further guidance.

- New buildings between existing hangars shall be setback a minimum of 80' from existing hangars and limited to a maximum of 35' in height.
- Building placement shall be consistent with Figure 2. Buildings shall not be placed in areas designated "Character Defining Views." Buildings can be approved within areas designated "Other Views" through a Certificate of Approval from the Historical Advisory Board.

3. Shops Areas

Character Defining Features

Structural & Materials

- Drop-siding, v-groove siding, and flash wooden siding on wood frame buildings
- Smooth reinforced concrete surface
- Stucco siding
- Characteristic monitors
- Vertical accents at the entry

Windows and Doors

- Wooden industrial sash in all wood frame buildings
- Steel industrial sash in all concrete buildings

Elements and Features

- Incised concrete bands in wall panels between windows
- Strong vertical entry pavilion
- Curved entry
- Curved concrete canopy

4. Residential Area

Character Defining Features

Structural & Materials

- Stucco surface
- Hipped roof form
- Recessed porch on NCO house
- Two-story core with one-story wings form the officers' quarter buildings
- Attached garages in offices quarters

Windows and Doors

- Two-over-two double-hung wooden sash
- Wooden and glass doors on officer's quarters; wood doors with side-lites in NCO quarters.

Elements and Features

- Solid porch supports with portholes, present on officers' quarters
- Column of windows to light the staircases in the officers' quarters
- Original copper gutters and downspouts*

Main Street Neighborhood Specific Plan

The Residential Sub-Area is also fully located within the boundaries of the Main Street Neighborhood Specific Plan, adopted in 2017 and incorporated below.

- The size and height of new buildings should be of a similar or smaller scale so as not to overwhelm the historic buildings.
- New buildings should not be more than two stories (30 feet) in height in the infill areas beehive blocks or at the east end of the NCO Quarters on Corpus Christie Road.
- Set the heights of the foundation, floor levels, eaves, and upper roofline on a new building to be similar to the heights of those features on neighboring houses.
- Maintain a strong sense of the front façade plane.
- Minimize the perceived bulk and visual impact of a new building. Consider accommodating additional interior space through a rear wing that is not immediately visible from the street.
- New buildings should have a relatively simple roof form that references the forms found elsewhere in the Historic District. If a two-story building is planned, design the roof with a low pitch to reduce overall height and visual bulk.
- New residences should be compatible with historic architectural influences that area already found in the neighborhood. Consider the historic style precedents such as the stripped Neoclassical style with Moderne elements of the Big Whites and more utilitarian NCO Quarters within the Historic District when planning new buildings.
- If a contemporary design is desired, strive to blend it in with the neighborhood's existing aesthetic patterns and residential forms/massing.
- Historical design style building should have precedents in the neighborhood.
- Consider using stucco siding, as well as geometrical elements as a way to relate new buildings to the character of NAS Alameda's early Big Whites and NCO Quarters.
- Consider using the original Navy Building Color Palette both to repaint historic buildings and when constructing infill within the Historic District.
- Doors and porches should relate directly to the public realm and support the historic character
- Always place the primary entrance on the front façade (facing the street)
- Select door types that are compatible with the building style and overall character of the neighborhood.
- Consider incorporating a first-story porch into a new building design, reflecting the character of the Big Whites and NCO Quarters in the Historic District.
- If a porch design is being developed, select a roof form that relates to the roof of the overall building. Porches can also be recessed behind the front façade plane, if appropriate to the new building's design.

- Avoid double-height entrance features that are out of scale with the entrances found on surrounding houses.
- Arrange windows so that the new buildings have a surface-to-void ratio similar to that of historic houses.
- When feasible, select wood sash with lite configurations that are compatible with windows found elsewhere in the neighborhood.
- Avoid oversized windows that are out of character with the existing houses and the neighborhood.



Character Defining View
Other View

Figure 2

NAS Alameda Historic District Supplemental Design Review Questionnaire for Infill Development

Building/Site Address: _____

NAS Historical District Sub-Area*: _____

*Projects located in the Administrative Core Sub-Area should reference the Moderne style of the Citywide Design Review Manual and the federal moderne style, shown here: <https://www.denix.osd.mil/army-pre1919-pchh/denix-files/sites/97/2023/09/The-Architecture-of-the-Department-of-Defense-A-Military-Style-Guide-Report-2011-Legacy-10-129.pdf>

Project Information:

Proposed Architectural Style: _____

Nearest Contributing Structure (Building ID): _____

Design Narratives

In the spaces below, or attached separately, provide a written explanation of how the project is consistent with the character defining architectural vocabulary of project's Sub-Area, as defined in Section 2. When referencing project plans please provide sheet number and drawing number where applicable.

Surface, Roof and Building Forms: _____

Doors and Windows: _____

Design Elements and Features: _____

Town Center and Waterfront Precise Plan (Seaplane Lagoon Taxiway within Hangars Sub-Area Only):

Main Street Specific Plan (Residential Sub-Area Only): _____

Appendix A: Document Links

(See also footnotes throughout this document for links to pertinent reference documents)

Alameda Municipal Code Section 30-4.24

https://library.municode.com/ca/alameda/codes/code_of_ordinances?nodeId=CHXXDERE_ARTIZ_ODIRE_30-4DIUSRE_30-4.24ALPODI

Citywide Design Review Manual

<https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/building-planning-transportation/planning/citywide-design-review-manual-1-2014.pdf>

Main Street Neighborhood Specific Plan

https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/building-planning-transportation/planning/ams_specificplan_040317.pdf

Town Center and Waterfront Precise Plan

<https://www.alamedaca.gov/files/assets/public/v/1/departments/alameda/base-reuse/site-a/town-center-and-waterfront-precise-plan-final.pdf>