

CITY OF ALAMEDA PLANNING BOARD
DRAFT RESOLUTION

A RESOLUTION OF THE CITY OF ALAMEDA PLANNING BOARD RECOMMENDING THAT
THE CITY COUNCIL ADOPT GENERAL PLAN DIAGRAM AND TEXT AMENDMENTS

WHEREAS, the City of Alameda is required to maintain an up to date and internally consistent General Plan; and

WHEREAS, the City of Alameda regularly reviews its General Plan to ensure that the document is up to date and internally consistent; and

WHEREAS, Land Use Element Section 2.2 was reviewed by the Planning Board and found to be inconsistent with the Housing Element and State Housing Law as described in the November 13, 2018 staff report; and

WHEREAS, Land Use Element Section 2.3 was reviewed by the Planning Board and found to be out of date as described in the November 13, 2018 staff report; and

WHEREAS, the Planning Board held a duly noticed public hearing on November 13, 2018, and examined all submitted materials and public comments.

NOW, THEREFORE, BE IT RESOLVED that the Planning Board of the City of Alameda makes the following findings:

1. **California Environmental Quality Act.** The proposed amendments are statutorily exempt from further review under the California Environmental Quality Act pursuant to CEQA Guidelines Section 15061(b)(3), the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. The proposed amendments do not establish new General Plan policies that could cause an effect on the environment. They simply eliminate out of date information and language from the 1991 Land Use Element that conflicts with language within the 2014 Housing Element; therefore the proposed amendments do not establish new land use policy that could have a new significant impact on the environment
2. **The General Plan Land Use Element Amendments relate favorably to the General Plan.** The proposed amendments ensure internal consistency with state housing law and the 2014 Housing Element that was certified by the State of California as being compliant with state law.
3. **The General Plan Land Use Element Amendments support the general welfare of the community.** The proposed amendments ensure for an internally consistent, up-to-date Land Use Element and General Plan which is required by the California Government Code and supports the general welfare of the community by ensuring consistent decision-making by the City of Alameda.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the Planning Board recommends that the City Council amend Section 2.2 Land Use Classifications introductory section and the descriptions of the Residential, Specified Mixed Use, and Business Park classifications as follows. Unchanged Land Use Element text is shown in plain Arial font. Proposed deletions to Land Use

Exhibit 5

Item 7-A, 11/13/18

Planning Board Meeting

Element text are shown in ~~striketrough Arial font~~. Proposed additions to Land Use Element text are in single-underline Arial font.

2.2 LAND USE CLASSIFICATIONS

The following descriptions apply to uses indicated on the General Plan Diagram. The legend on the Plan Diagram includes an abbreviated version of the descriptions.

The classifications are adopted as General Plan policy and are intentionally broad enough to avoid duplication of the City's zoning regulations. The development standards for a specific property are established by the property's zoning district regulations. The General Plan Diagram illustrates the general distribution and location of different land uses within the city. The zoning district regulations shall be consistent with the General Plan Diagram. More than one zoning district may be consistent with a single General Plan use category.

~~For most uses, a maximum permitted rate of gross floor area to site area is specified. The floor area ratio (FAR) is a broad control of building bulk that limits both visual prominence and traffic generated.~~

RESIDENTIAL

~~Because very little land subdivision is expected, residential densities are expressed in housing units per net acre, exclusive of land used or to be used for public or private streets. Where new streets will be needed, the land area to be occupied by streets is to be subtracted before calculating density or ratio of floor area to site area. Densities within the ranges listed below are used to calculate probable housing unit increases in Tables 2-1, 2-3 and 2-6. Densities used to estimate future additions do not establish entitlement to a specific number of housing units or amount of floor area.~~

Low-Density Residential: ~~Single-family detached units. New units typically will be on 5,000-square-foot, or larger, lots, or in planned unit developments not to exceed 8.7 units per net acre. Density range: 4.5 to 8.7 units per net acre. Secondary dwelling units discussed in Section 65852.2 of the Government Code of the State of California are also permitted, and are not limited by this density range. The Low-Density Residential land use classification identifies existing residential neighborhoods that are characterized primarily by single family detached units. These neighborhoods may also include accessory dwelling units, parks, schools, religious institutions and other nonresidential uses that serve the community. Existing residential density in these areas is typically 4 to 9 units per acre. New development residential density is governed by the subject site zoning regulations, which in the Low-Density Residential land use classification are typically limited to less than 9 units per acre.~~

Medium-Density Residential: ~~Two family or one family units. Medium-density residential development will provide at least 2,000 square feet of site area per unit. Existing densities range up to 70 units per net acre on blocks with mixed single- and units. Density range for additional units: 8.8 to 21.8 units per net acre. Projects of five or more units with 20 percent of the units affordable to lower income households earn a state-mandated density bonus permitting up to 26.1 units per net acre. Congregate housing and single room occupancy facilities would be permitted and their density would be regulated by the bulk standards (setbacks, height, lot coverage) in each zoning classification. The Medium-Density Residential land use classification identifies existing residential and mixed use~~

neighborhoods that are characterized by a mix of single family, multifamily, and community serving uses. These neighborhoods may also include parks, schools, religious institutions and other nonresidential uses that serve the community. In neighborhoods near Park Street and Webster Street, Medium-Density Residential areas may include small office buildings, medical clinics, assisted living facilities, and other commercial facilities that are compatible with a mixed use residential environment. Existing residential densities in these neighborhoods range from 9 to 70 units per acre. New development residential density is governed by the subject site zoning regulations, which in the Medium-Density Residential land use classification are typically limited to between 21 and 30 units per acre.

Residential Density Measure A Exceptions: ~~The City Council agreed in the Settlement Agreement on the Guyton vs. City of Alameda case that~~ Section 26-2 of the City Charter allows the Alameda Housing Authority to replace, with multi family housing, 325 low cost housing units. ~~Three hundred and twenty five represents the number of low cost units lost when the former Buena Vista Apartments were converted to Bridgeport Apartments. The City agreed that the~~ The 325 units of multi family housing can be built at densities allowed as of January 1, 1990, even if Zoning and General Plan changes are subsequently adopted which reduce allowable densities. California Government Code section 65915 provides for residential density bonuses of up to 35% above the otherwise-applicable maximum density allowed by zoning regulations for the site in return for specified percentages of deed restricted affordable units. Government Code section 65852.2 allows for addition of accessory units on parcels with single family homes.

SPECIFIED MIXED USE

~~Nine a~~ Areas designated on the General Plan Diagram as Specified Mixed Use are to have combinations of uses specified to implement General Plan policies. New development residential density is governed by the subject site zoning regulations, which in the Specified Mixed Use land use classification are typically limited to between 21 and 30 units per acre. Development programs that include limitations on development intensity are described in Sections 2.6. (See Table 2-1.) The Specified Mixed Use Areas labeled on the General Plan Diagram are:

MU1	Island Auto Movie
MU2	Mariner Square
MU3	Ballena Isle
MU4	Northern Waterfront (Grand Street to Willow Street)
MU5	Northern Waterfront (Willow Street to Oak Street)
MU6	Northern Waterfront (Sherman to Grand)
MU7	Catellus Mixed Use Commercial
AP1	Alameda Point Civic Core
AP2	Alameda Point Inner Harbor
AP3	Alameda Point Marina

BUSINESS PARK

Harbor Bay Business Park and portions of Marina Village consist primarily of offices, but also may include research and development space, manufacturing, and distribution. Harbor Bay plans include a small amount of retail space and a conference-oriented hotel. ~~Maximum FAR is .5~~ Both business parks are characterized by mostly two and three story buildings with

surface parking lots and a relatively low FAR of 0.5 to 1.0 depending on the size of the building and the lot. New development is governed by the subject site zoning regulations. Within the Harbor Bay Business Park, the maximum FAR for new development between the lagoon and the bay is limited to an FAR of 0.5, with increases up to a maximum of 2 permitted, proportional to the amount of required parking enclosed in a structure.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the Planning Board recommends that the City Council delete Section 2.3 General Plan Holding Capacity in its entirety and replace it with new Section 2.3 Alameda 2040, which shall read as follows:

2.3 ALAMEDA 2040

Located at the center of growing and changing San Francisco Bay Area, the period 2020 to 2040 will be a period of change presenting both challenges and opportunities for the Alameda community. General Plan policies are designed to manage this change to preserve a high quality of life in Alameda. The policies are based upon the following demographic assumptions:

Housing and Population: Since 1990, the San Francisco Bay Area population has grown by about 20%. Since 1990, the Alameda population grew by about 3%. Alameda's 3% growth rate may be largely attributed to the 2.5% increase in housing units added to the Alameda housing stock between 1990 and 2018. (Department of Finance estimates).

Plan Bay Area, the region's sustainability strategy, projects that the Bay Area population will increase by 25% between 2016 and 2040, an increase of almost 2 million people. The increase in population will create housing pressures and challenges for all cities in the inner areas of the Bay Area, including Alameda. The City of Alameda will be required to increase its housing production to accommodate its regional housing needs allocation (RHNA). Based on prior housing cycles, it may be expected that the City will need to add about 250 units per year or about 5,000 units over the next 20 years. Assuming a 2.4 person average household size and a 4% vacancy rate, the new housing will result in an increase in the City's population over the next 20 years by about 14% for a total of 91,438 men, women and children in 2040.

General Plan policies direct the additional housing to the City of Alameda's two Priority Development Areas: the former Naval Air Station property in western Alameda and the former industrial lands along the Northern Waterfront in Alameda. Locations for additional housing elsewhere in the City of Alameda are limited to accessory units in single family neighborhoods and a limited number of mixed use opportunity sites along the Park Street and Webster Street corridors.

Jobs and Employment: During the past 30 years, Alameda has seen a significant loss of jobs due to the closure of the Naval Air Station in 1993 and the nationwide recession of 2008. In 1990, the City had about 38,720 jobs, 18,000 of which were lost by the closure of NAS Alameda in the early 1990s. By 2015, it is estimated that the City has added back about 4,000 new jobs for a total of 24,000 jobs in Alameda. Most of the new jobs are located at the former Naval Air Station (including Alameda Landing) and the build out of the Harbor Bay Business Park.

Over the next 20 years, the San Francisco Bay Area is expected to remain a global leader and center for the development of new technologies, research, development, and innovation. The growing Bay Area economy is expected to create opportunities for business and job growth in Alameda and increased on-island employment opportunities for Alameda residents. ABAG and MTC estimate that the Bay Area will add approximately 700,000 jobs between 2015 and 2040, and that Alameda will add between 10,000 and 13,000 jobs during this period. Most of the new jobs will be located at Alameda Point, which has over 100 vacant acres zoned for commercial use, but a significant number of new jobs may also locate along the Northern Waterfront, and in the Harbor Bay Business Park.

Transportation. Since 1990, congestion on all of the regional transportation roadways, including those in Alameda, has increased due to regional population growth. I-880 freeway traffic volumes have increased significantly. Between Jackson and Broadway, I-880 was carrying about 175,000 vehicles a day in 1990, whereas in 2016 volumes had increased to over 211,000 vehicles per day, a 20% increase in traffic over 26 years. For Alameda residents, average travel time to work has increased over 30% since 1990. However, the number of drive alone commuters in Alameda has only increased by 0.005% in the last 30 years (23,810 in 1990 and 23,932 in 2017), and the number of vehicle trips over a 24 hour period in the tubes has actually decreased. According to Caltrans, the Webster and Posey Tubes accommodated about 70,000 daily vehicle trips in 1990, whereas in 2018, the tubes accommodated about 65,000 daily vehicle trips on an average day.

Given that the Bay Area population and regional freeway congestion are both projected to increase over the next 20 years, General Plan policies support actions necessary to provide a range of improved transportation choices for Alameda residents, including: relocation of the Webster and Posey Tube access ramps to the I-880 freeway to improve access for Alameda residents to the regional freeway system, expansion of the regional ferry services to include a third Ferry Terminal in Alameda at the Seaplane Lagoon, expanded and more frequent bus service across Alameda and across the Estuary to Oakland and BART, a new bicycle and pedestrian facility to replace the bicycle and pedestrian path in the Posey Tube connecting West Alameda to Downtown Oakland, completion of the Cross Alameda Trail from the Seaplane Lagoon to the Miller Sweeney Bridge, and bicycle safety improvements throughout Alameda.

Climate Change and Sea Level Rise: Over the next 20 years, climate change and sea level rise will replace traffic congestion as the single most important land use planning issue facing the Alameda community. With its low lying island topography, Alameda will be immediately and significantly impacted by small increases in sea level rise as more Alameda properties will experience flooding during high tides and storm events over the next 20 years.

General Plan policies support a battery of decisions and investments to combat global climate change and prepare for the local effects of that change, including: reducing citywide greenhouse gas emissions produced by our transportation choices and fossil fuel powered vehicles, which produce 52% of Alameda's greenhouse gas emissions, and reducing the greenhouse gases produced by our historic building stock, which generates over 46% of Alameda greenhouse gas emissions, and by preparing plans and funding strategies to make Alameda's neighborhoods, parks and commercial districts more resilient to the effects of sea level rise and increased frequency and severity of flooding events.