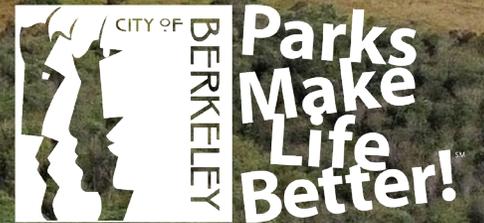


Waterfront Specific Plan

for the City of Berkeley Public Tidelands Area

COUNCIL WORKSESSION

November 18, 2024



Hargreaves Jones



In 2019, City Council funded a project to provide a long-term vision and plan for achieving a financially self-sustainable, publicly-owned Waterfront in the City of Berkeley that preserves and enhances infrastructure to support current and future community needs, while adapting to climate change and promoting environmental stewardship.

The draft Plan was published in September 2023 for public review and feedback and was last updated in October 2023. The latest update is being published November 8, 2024.

The draft Plan provides a vision for meeting current and future community needs at the Waterfront for the next 25-50 years, designates areas for potential appropriate commercial redevelopment and new recreation opportunities and provides design guidelines for future projects.

Marina Fund | Funding Gap

Unfunded Infrastructure Costs

- \$3.76M/year over 25 years
\$94M total need
(not including Berkeley Pier)

Operational Deficit

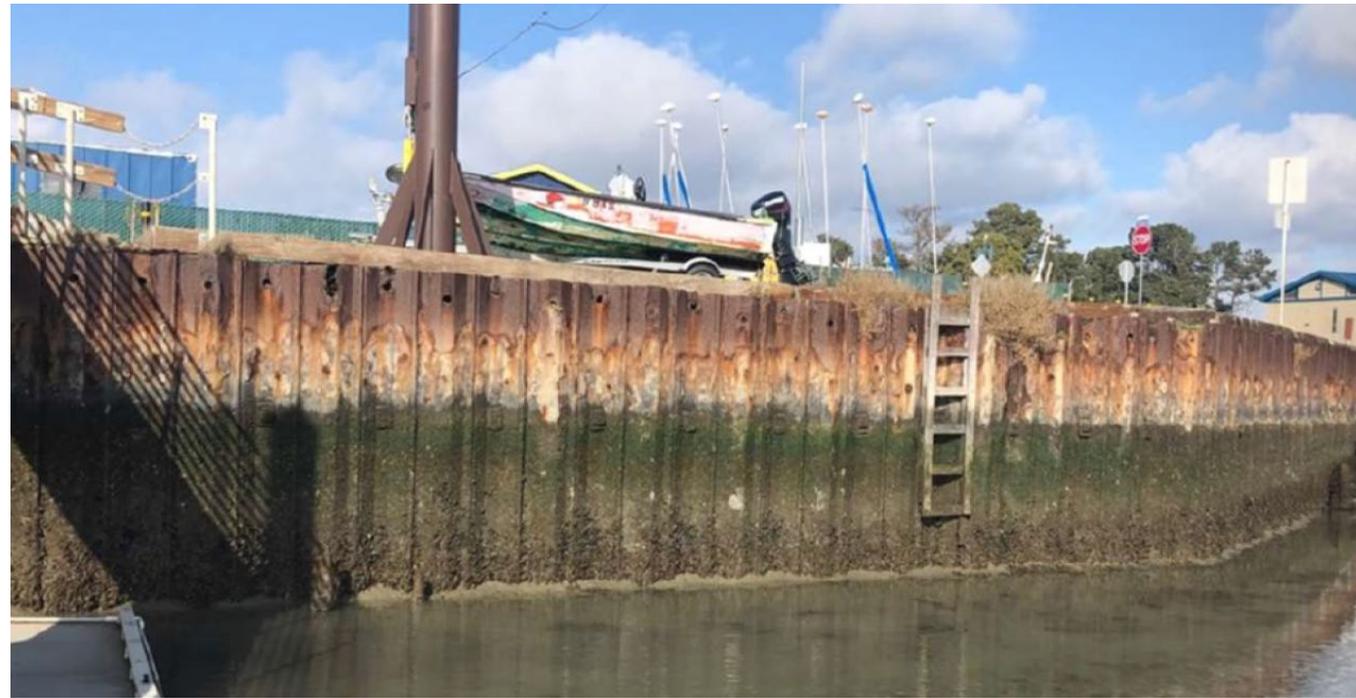
- \$850k/year

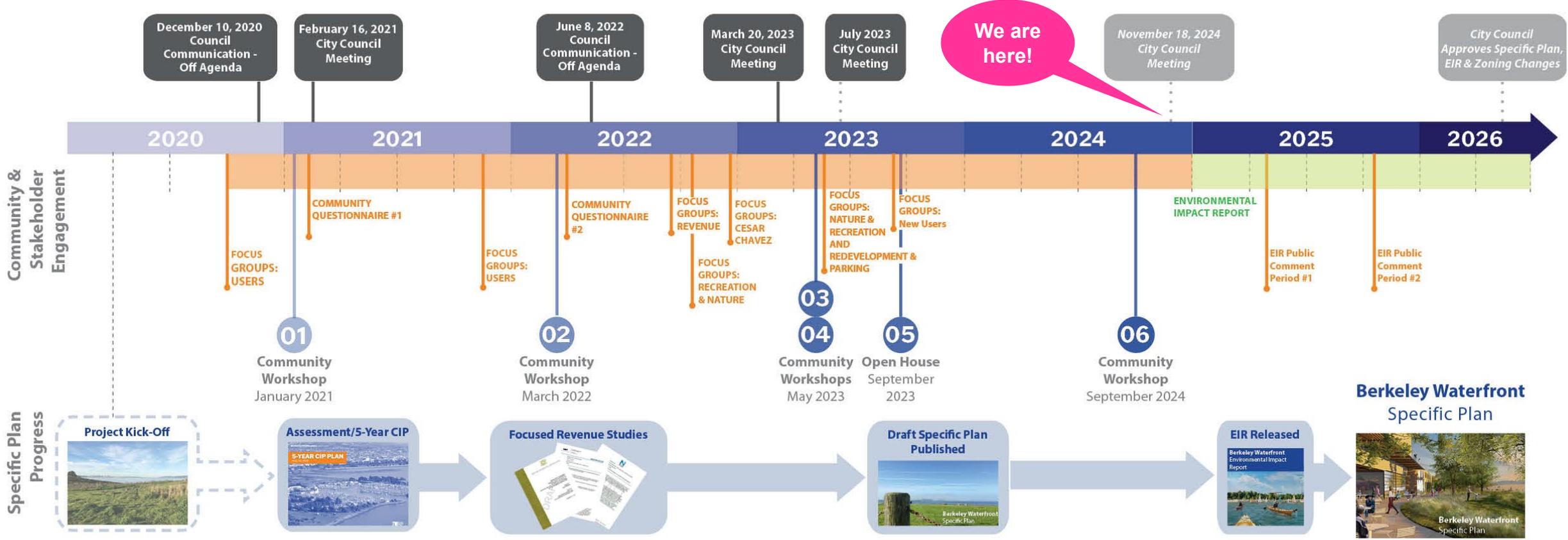
Measure Y (Parks Tax Increase)

- \$1.5M/year reduction in Marina Fund costs for Waterfront parks

\$3.1M/year = need* for capital + operating

*Does not include any capital set-aside for future infrastructure needs or replacements related to recently completed projects.





Waterfront Specific Plan | Process



- **Support Existing & Expanded Uses** Redevelopment should support existing users, organizations, and businesses, but also create opportunities to encourage new users to experience the waterfront.
- **Balance Redevelopment** Encourage a more balanced distribution of redevelopment on north and south sides.
- **Access Nature & Recreation** Promote density and discourage sprawl so that nature, open space, and waterfront access are reinforced.
- **Protect Open Space** No development in park areas, and limited on shoreline edge to protect shared use trail, boating access, and views of the Bay.
- **Maintain & Enhance Waterfront** Establish more sustainable financial support for maintenance, operations, capital improvements, and security.



The Berkeley Waterfront Specific Plan **will:**

1. **Document a flexible** vision that **guides civic decisions** about nature, recreation and development for the next 50 years.
2. **Identify land use regulations** and where specific uses can occur.
3. **Establish development standards for new buildings or redevelopment** of existing buildings - setting **clear zoning parameters**.
4. **Establish design guidelines** for development projects, so that developers and City zoning and permitting boards can **evaluate** specific **project proposals**.

The Berkeley Waterfront Specific Plan **will not:**

1. **Design or implement** any of the **examples shown today** - these are illustrations to **represent potential development** within the development standards and guidelines that the Specific Plan will articulate.
2. **Guarantee** that **any new development will happen** - that will depend on the private market and city support.
3. **Guarantee** that **any proposed capital improvements will occur** - that will develop through **on-going CIP plans** that will include budget considerations and financing options, balanced against maintenance urgency and City priorities.
4. Any **planning** around **Cesar Chavez Park**.

Cesar Chavez Park | Planning History

1979 North Waterfront Park Master Plan

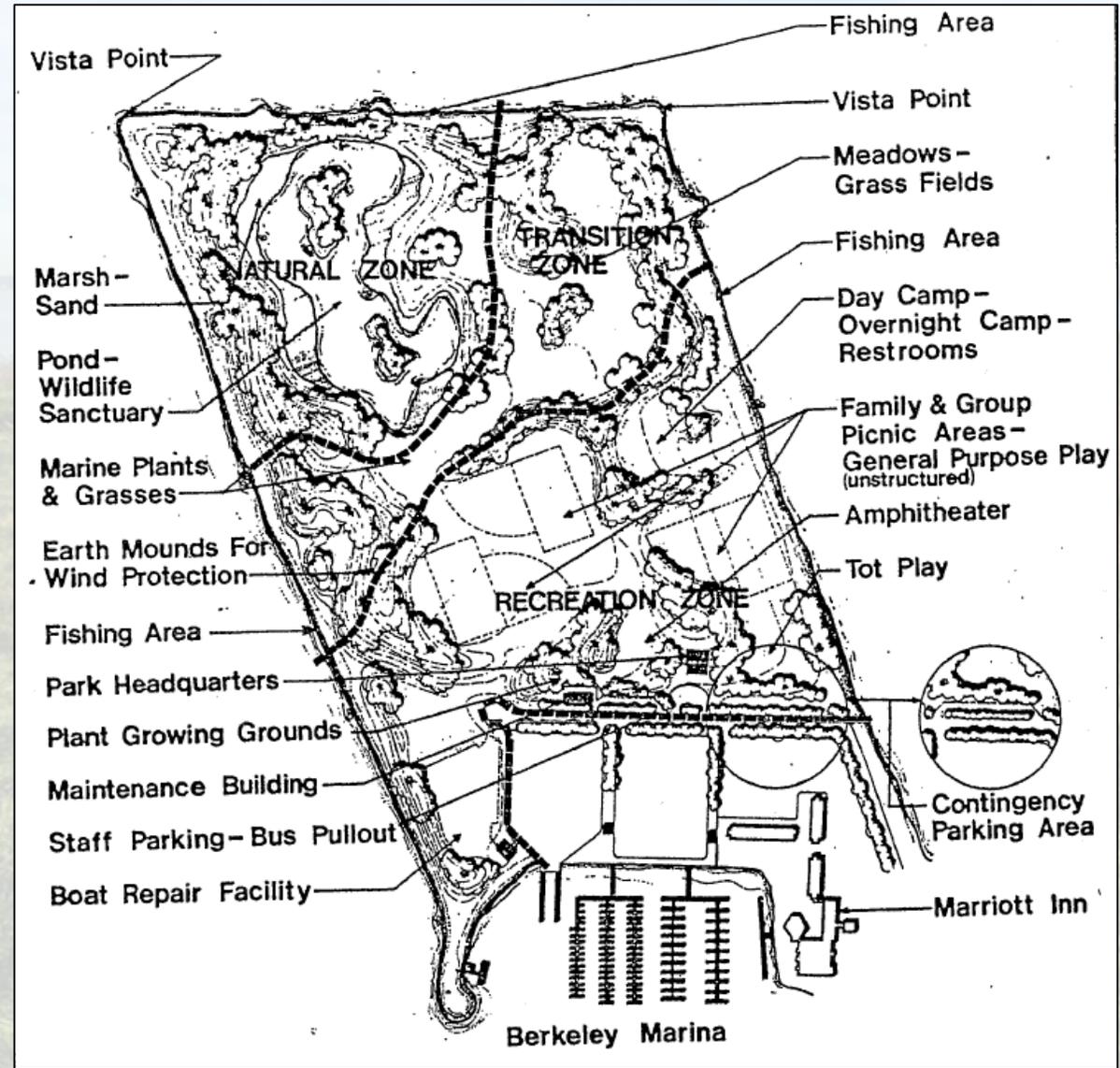
- Organized the park into recreation, transition & natural areas.
- In addition to landscaping and nature areas, included buildings, water access structures, a 7-acre pond, and space for ballfields, picnics, and overnight camping

1991 North Waterfront Park Conceptual Master Plan

- Envisioned an amphitheater area, children's play area, small boat dock, public art, landscaping
- Incorporated landfill testing and management, in addition to park improvements
- Never formally adopted.

2003 Marina Master Plan

- Primarily a CIP plan, so largely excluded Cesar Chavez Park, except along southern edge



Waterfront Specific Plan

for the City of Berkeley Public Tidelands Area



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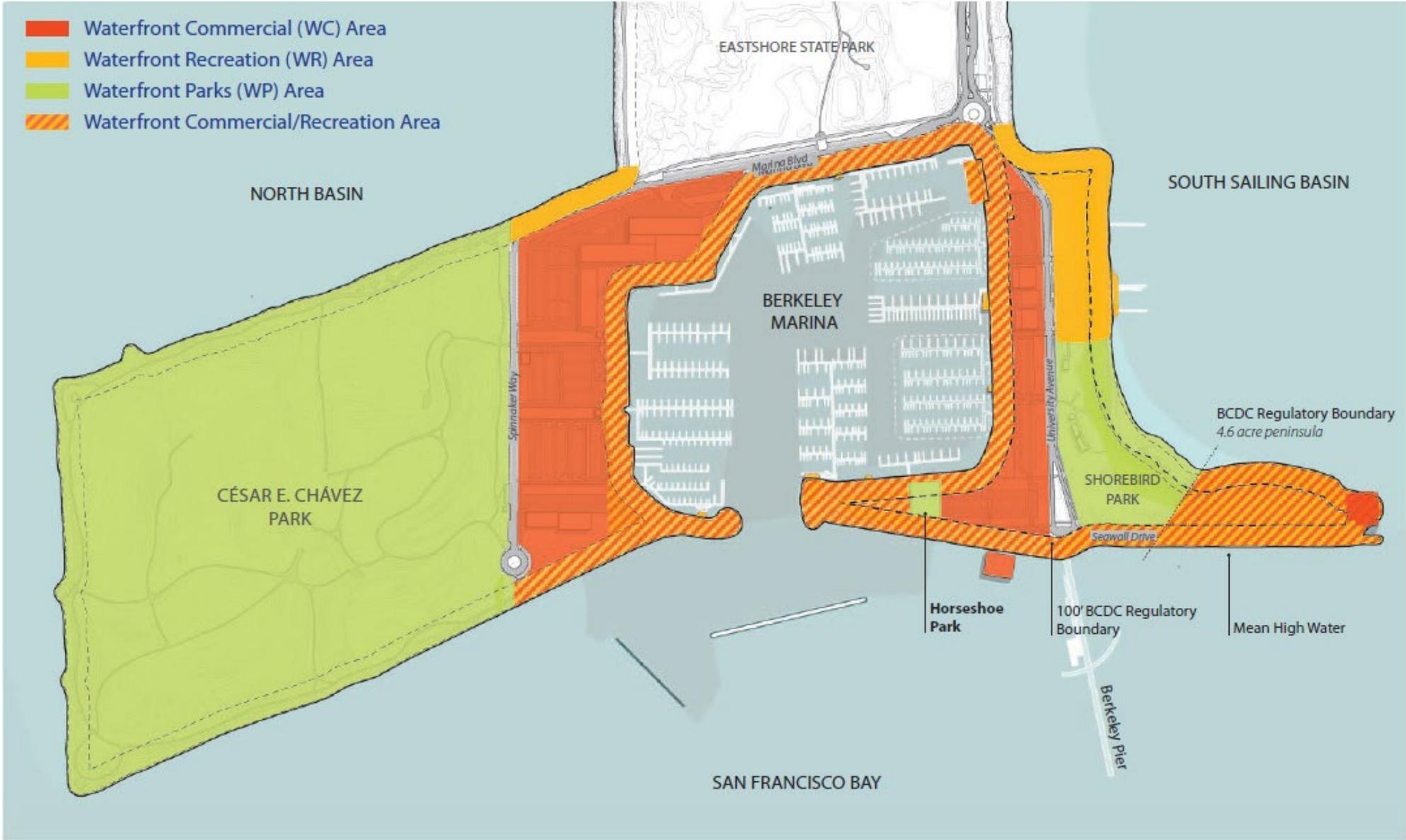
Draft Specific Plan | What does it include?



Waterfront Specific Plan | New Opportunities Amidst Existing Uses



Figure 3-7 | Proposed Waterfront Land Use Areas



Waterfront Specific Plan | Where would new uses be permitted?

Table 3-1 Allowable Land Uses at the Waterfront

| Land Use | Area WC Waterfront Commercial | Area WR Waterfront Recreational | Area WP Waterfront Park | Use-Specific Regulations / Guidelines |
|---|-------------------------------------|---------------------------------------|---|--|
| Residential Uses | | | | |
| <i>No Allowable Uses</i> | | | | |
| Public & Quasi-Public Uses | | | | |
| Club / Lodge | UP(PH) | UP(PH) | NP | consistent with the Public Trust |
| Community Center | AUP | AUP | AUP (Shorebird & Horseshoe) NP (Cesar Chavez) | consistent with the Public Trust |
| Museum / Cultural Center* | AUP | AUP | NP | consistent with the Public Trust |
| Park / Playground | ZC | ZC | ZC | |
| Retail Uses | | | | |
| Retail, waterfront-related* | ZC | ZC | NP | consistent with the Public Trust |
| Personal and Household Service Uses | | | | |
| <i>No Allowable Uses</i> | | | | |
| Office Uses | | | | |
| <i>Maritime Uses only, related to Tidelands Trust uses (see below)</i> | | | | |
| Food and Alcohol Service, Lodging, Entertainment & Assembly Uses | | | | |
| Commercial Recreation Center, waterfront-related* | AUP | AUP | NP | consistent with the Public Trust |
| Food Service Establishment | AUP | AUP | NP | limited to first two floors or usable open space on upper levels; direct entries from ground level |
| Group Class Instruction, waterfront-related* | ZC | ZC | NP | consistent with the Public Trust |
| Hotels, Tourist | UP(PH) | UP(PH) | NP | permitted in subarea WR-2 only, where adjacent to WC subarea |
| Maritime Uses (Land)* | | | | |
| Boat Repair & Service* | UP(PH) | NP | NP | |
| Boat Sales & Rentals* | ZC | ZC | NP | |
| Boat Fuel Station, Gasoline & Alternative Fuel* | UP(PH) | NP | NP | |
| Ferry Access Point* | UP(PH) | UP(PH) | NP | |
| Marina* | ZC | ZC | NP | dry land portion |
| Maritime Office* | ZC | ZC | NP | accessory to & supportive waterfront recreation / Tidelands Trust |
| Recreational Boating & Water Use* | ZC | ZC | NP | |
| Visitor Services* | ZC | ZC | ZC | |

ZC = Zoning Certificate
AUP = Administrative Use Permit
UP(PH) = Use Permit (Public Hearing)
NP = Not Permitted
 * Denotes land uses not currently included in the Berkeley Municipal Code / BMC Glossary

Waterfront Specific Plan | What new uses would be permitted?

Allowable Land Uses at the Waterfront (cont.)

| Land Use | Area WC Waterfront Commercial | Area WR Waterfront Recreational | Area WP Waterfront Park | Use-Specific Regulations / Guidelines |
|--|-------------------------------------|---------------------------------------|-------------------------------|--|
| Maritime Uses (Water)* | | | | |
| <i>Maritime uses over water (revetment crest) are subject to compliance with allowable uses as regulated by State Lands Commission, BCDC, and USACE. See Section 2.5 Berkeley Marina Operations for further information.</i> | | | | |
| Industrial & Heavy Commercial Uses | | | | |
| <i>No Allowable Uses</i> | | | | |
| Incidental Uses | | | | |
| Alcoholic Beverage Service | ZC (beer & wine) AUP (spirits) | ZC (beer & wine) AUP (spirits) | NP | I |
| Live Entertainment | ZC (unamplified) AUP (amplified) | ZC (unamplified) AUP (amplified) | NP | |
| Outdoor Cafe Seating | ZC | ZC | NP | |
| Other Miscellaneous Uses | | | | |
| Maintenance Facility & Yard | ZC | ZC | ZC | City-owned only, accessory to & supportive of open space & waterfront recreation |
| Parking Lot | UP(PH) | UP(PH) | NP | 23.322 Parking & Loading |
| Parking Structure | UP(PH) | NP | NP | 23.322 Parking & Loading |
| Public Market, Open Air | AUP | AUP | NP | |
| Transportation Services* | ZC | ZC | ZC | |
| Temporary Uses & Events | | | | |
| <i>Special events (including but not limited to concerts, festivals, parades, sporting and community events) are subject to "Special Event Permits" issued by the City of Berkeley. Special events do not require Zoning Permits. No permanent structures or infrastructure. See Section 2.10 Waterfront Special Events & Programming for further information.</i> | | | | |

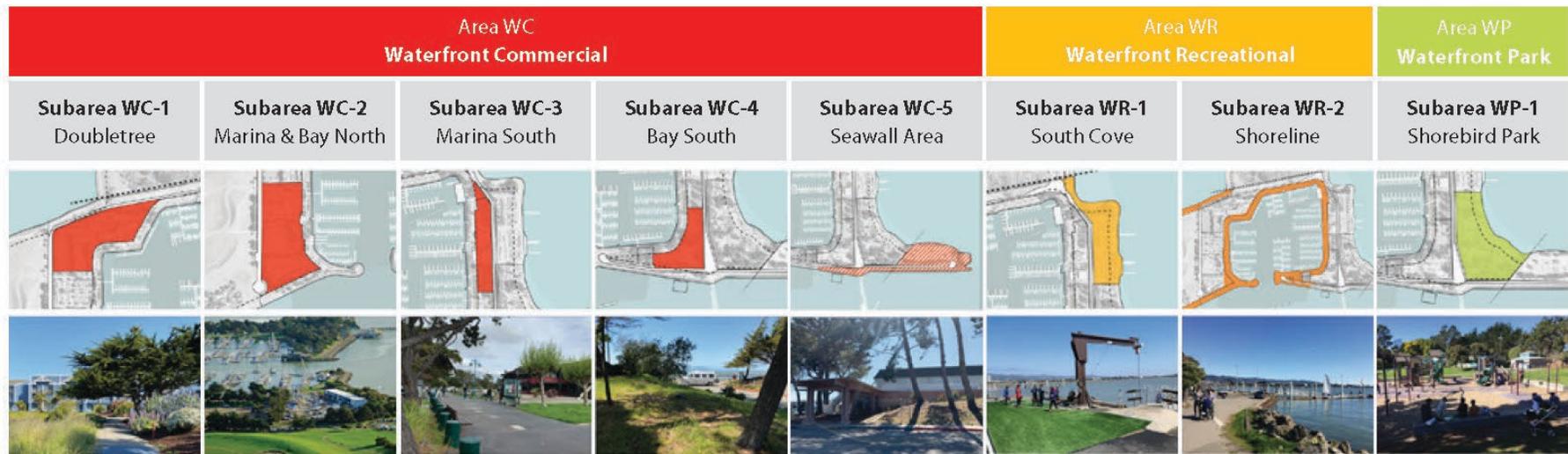
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| Finished Floor Elevation | CA State Sea Level Guidelines | | | | | CA State Sea Level Guidelines | |
|---|---|--------------------|----------------|----------------|--------------------|-------------------------------|------------------------|
| Building Height, Maximum | 65' | 45' | 65' | 65' | 35' ^[6] | 25' | |
| Setback from Revetment Crest, Minimum | 30' ^{[1][2]} | | | | | 30' ^{[1][2][6]} | 100' ^{[1][2]} |
| Building Separation, Minimum | 30' Inner Harbor-Sailing Basin / 75' on San Francisco Bayfront ^{[1][2]} | | | | | 20' | no requirement |
| Building Subarea Coverage, Maximum | 40% | 20% ^[6] | | | 7.5% | 10% ^[6] | 2% |
| Pedestrian Entrance Frequency, Minimum | 50' min. | 30' min. | | 50' min. | 30' min. | 20' min. | 30' min. |
| Ground Floor Uses, Minimum | 40% Active Use | 60% Active Use | 80% Active Use | 60% Active Use | 60% Active Use | 80% Active Use | 80% Active Use |
| Ground Floor Transparency, Minimum | 60% water-facing facades ^[4] 40% land-facing facades ^[4] | | | | | 60% ^[4] | no requirement |
| Usable Open Space, Minimum | 5 sq. ft per 100 gross sq. ft ^{[5][3]} | | | | | no requirement | |
| Off-Street Parking, Maximum (no Minimum) | Lodging Uses | 0.9 per room | 0.5 per room | | | N/A | |
| | Non-Lodging Uses | no requirement | | | | | no requirement |

Notes

- [1] Exceptions for patio areas, single story height structures with roof decks, recreational amenities, and other elements that aid the transition from private to public
- [2] Revetment crest to be located in coordination with City per SLR 2100 projections at time of development, per CA State Sea Level Guidelines.
- [3] An AUP may be granted to reduce useable open space requirements if shown to be necessary to build an all-electric building.
- [4] Facades between 3 and 10 feet above grade (doors and transparent windows) to allow maximum visual interaction between exterior pedestrian areas and building interior. Dark or mirrored glass will not satisfy this requirement. Facades within 100' of shoreline edge are "water-facing".
- [5] Each square foot of usable open space provided as publicly accessible open space shall be counted as two square feet towards achievement of minimum
- [6] Subareas do not include open water, but existing buildings over water count towards total subarea land coverage.

Waterfront Specific Plan | What restrictions would be placed on new uses?

Waterfront Parking Study | Status

- WSP delayed to conduct parking study
- Funded by Pier Ferry project
- Scoped to evaluate additional visitors from Pier Ferry + WSP

Task 1: Existing Conditions

Task 2: Pier-Ferry Conditions

Mode Share

TDM Strategies & Case Studies

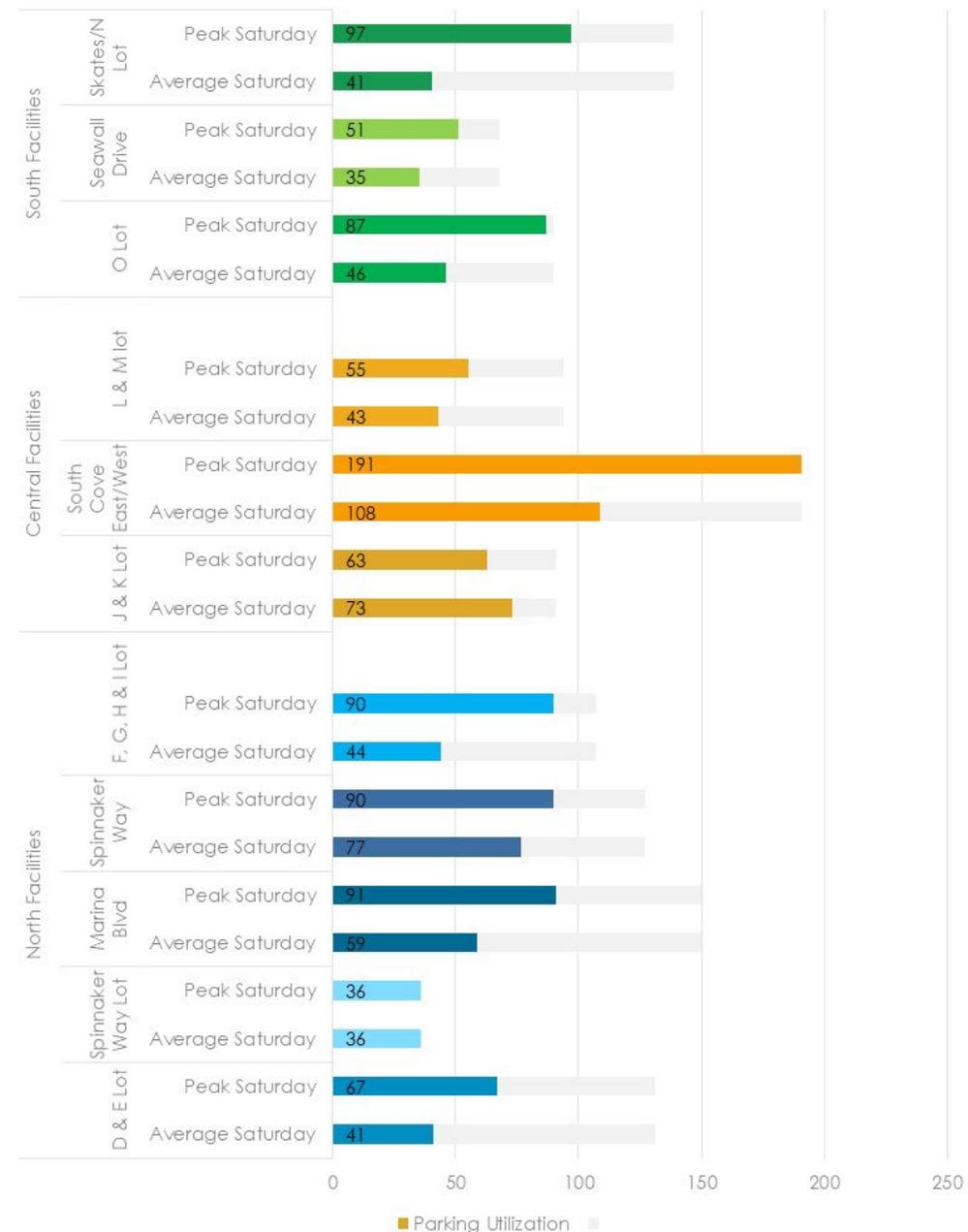
Updated Mode Share (with implementation of TDM)

Task 3: Cumulative Development

Mode Share / Demand Projections

Phase 2 TDM Strategies

- **Existing conditions – significant parking available**
- Community meeting held 9/30
- Study complete in coming months

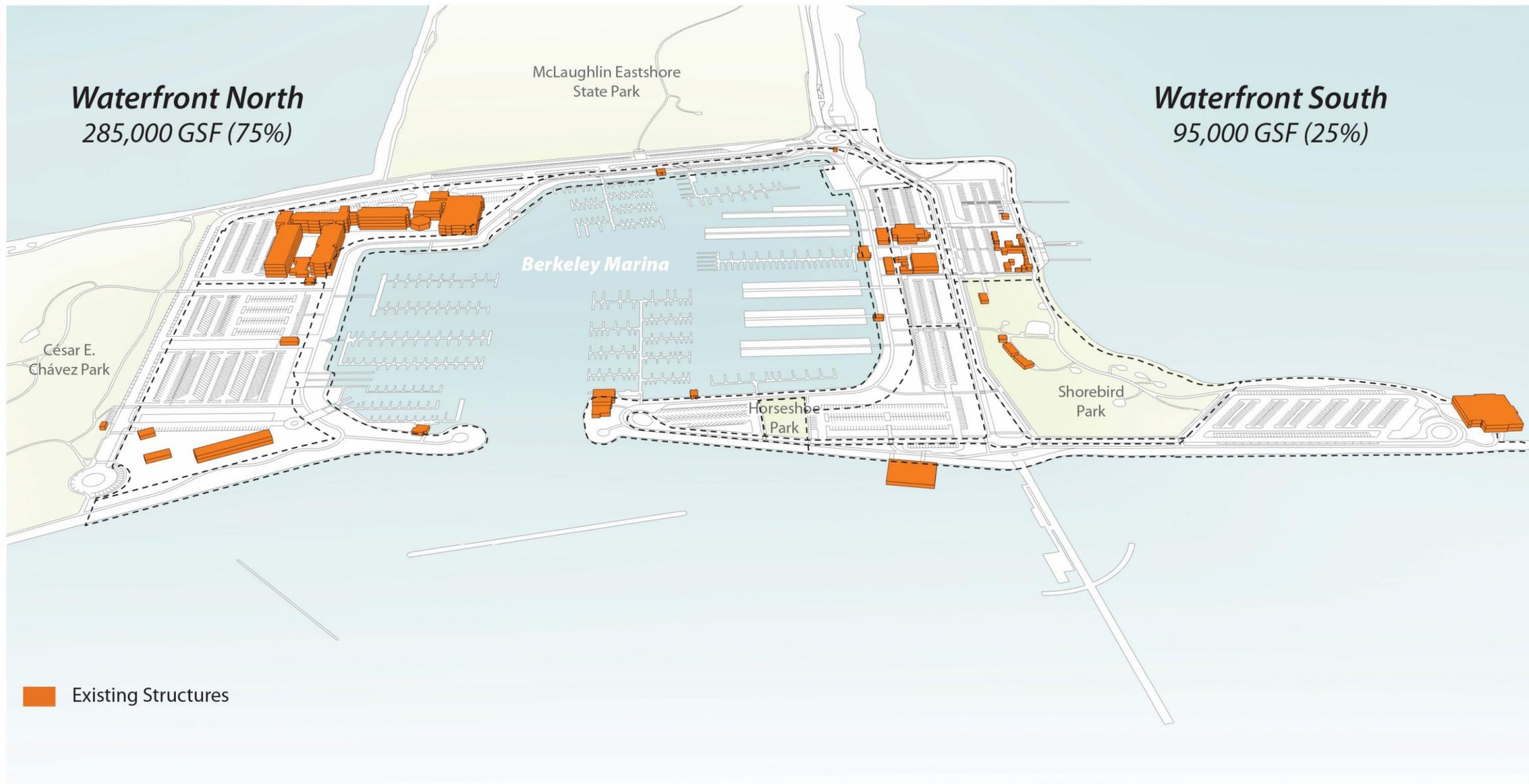


Waterfront Parking Study | Next Steps

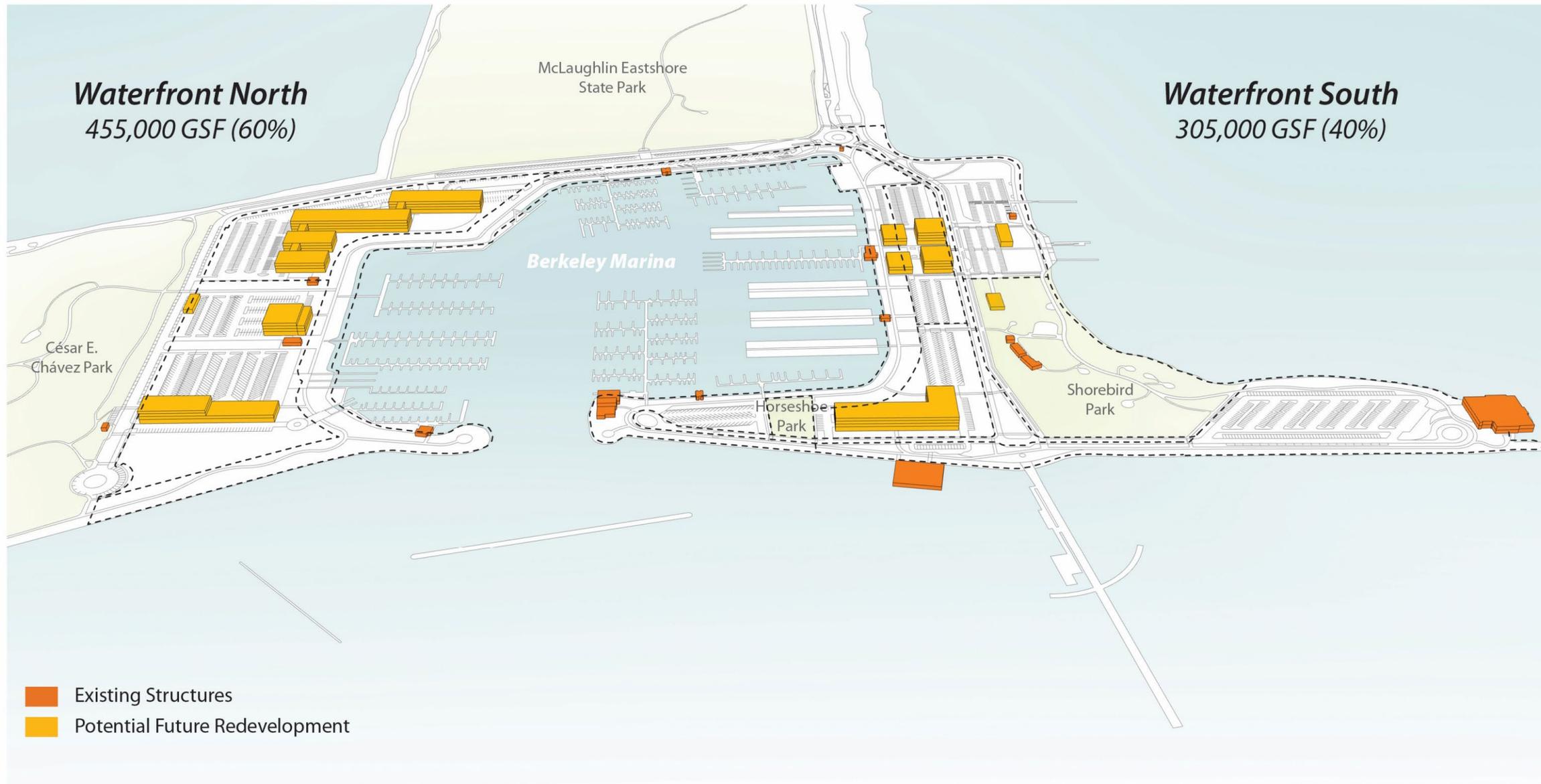
- Complete Task 2:
 - Estimate parking demand from new ferry visitors
 - Identify TDM strategies to reduce parking demand
 - Estimate parking demand after TDM strategies
- Complete Task 3:
 - Estimate parking demand from new ferry visitors **plus** new WSP-related visitors (from new commercial and recreational amenities)
 - Identify conceptual/phased TDM strategies to reduce parking demand
 - Estimate parking demand after TDM strategies



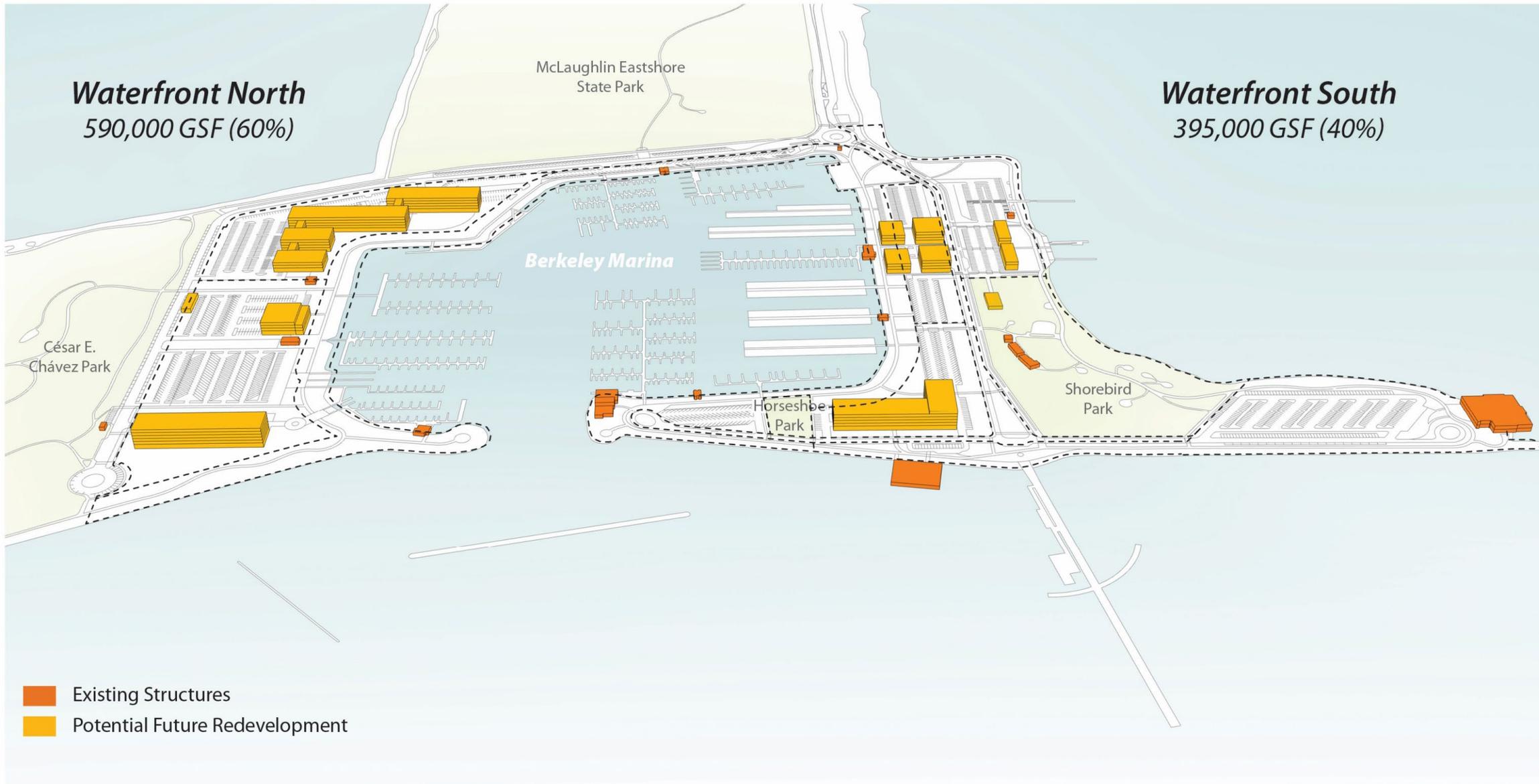
Existing Development | 380k total GSF generates \$2.2M in MF revenue



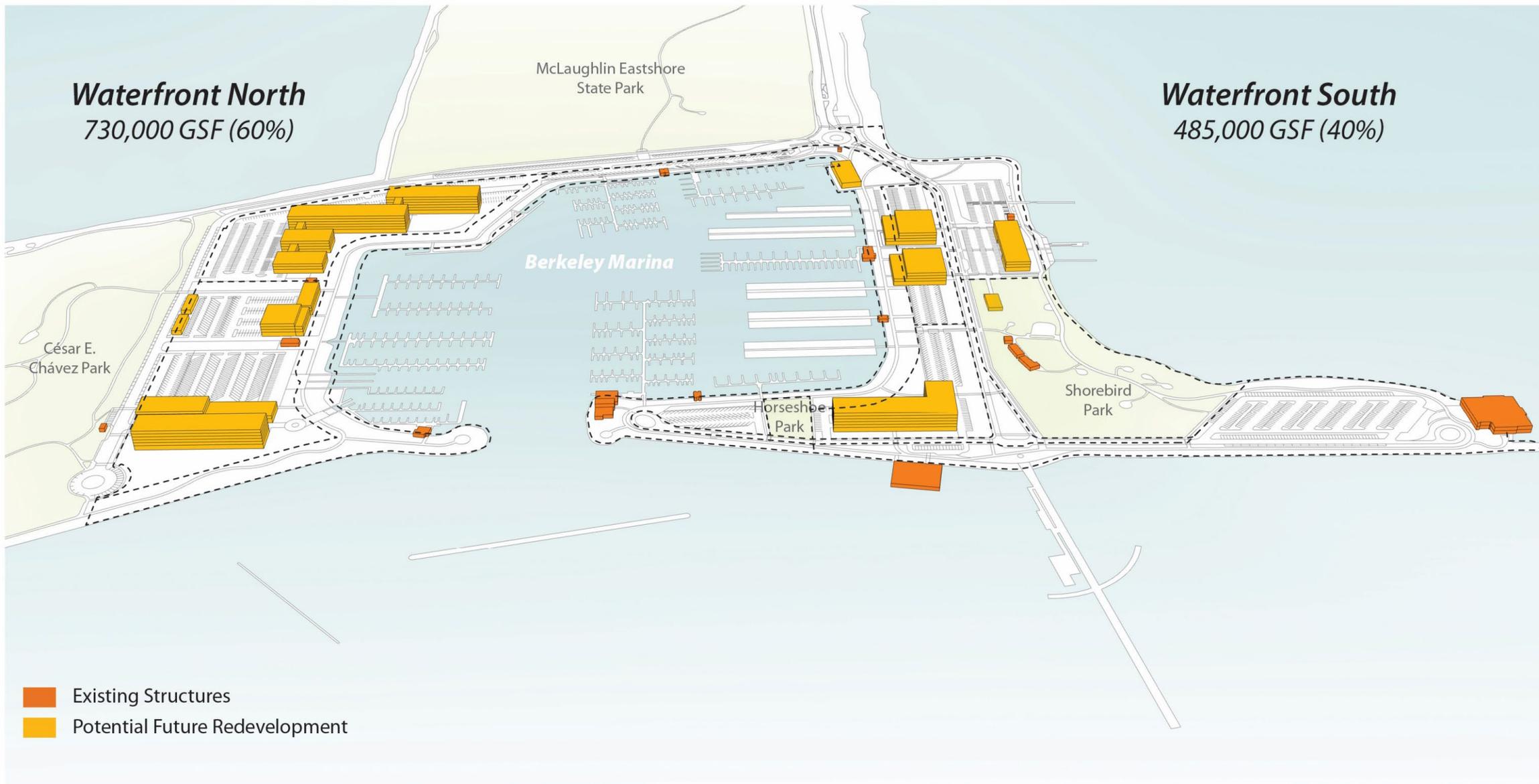
Low Scenario | 760k total GSF (adds 380k GSF), adds \$2.2M to Marina Fund



Moderate Scenario | 985k total GSF (adds 605k GSF), adds \$3.5M to Marina Fund



High Scenario | 1.215M total GSF (adds 760k GSF), adds \$4.8M to Marina Fund



What is the highest level of development that should be considered?

Considerations:

- The EIR evaluates the most significant possible conceptual buildout.
- The more development we study, the more we understand about impacts and mitigations
- Concerns about excessive development and how it impacts user experience
- MF revenue: larger development equates to larger potential revenue

| Option | Additional Revenue for Marina Fund |
|---------------------|---|
| Low: GSF x 2 | +\$2.2M/year |
| Moderate: GSF x 2.6 | +\$3.5M/year |
| High: GSF x 3.2 | +\$4.8M/year |

PRW Commission | WSP Recommendations

Commission did not take a stand on development scenarios.

Instead, recommends delaying action on WSP to allow time to:

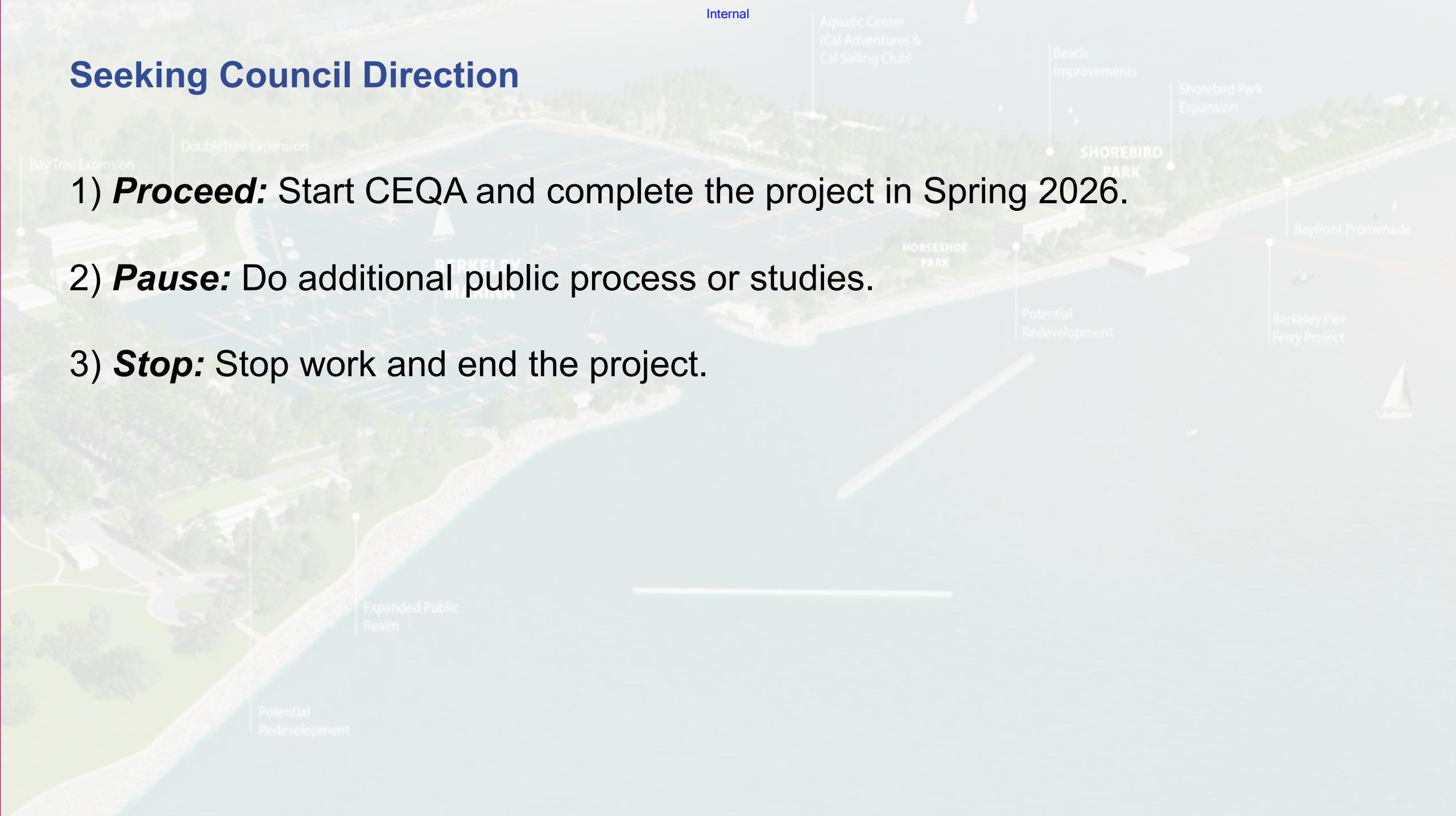
- 1) Complete the Parking Study
- 2) Prepare a Conceptual Plan for Cesar Chavez Park

Other recommendations:

- 3) Reorient primary goal of WSP from revenue generation to enhancing quality (including environmental quality) of waterfront experience and widening appeal to a broader range of the public.
- 4) Set a 25-year horizon for plan (not 50 years)
- 5) Reframe discussion of Seawall peninsula to encourage use and development, consistent with BCDC guidelines.
- 6) Encourage “public benefit” components for commercial development proposals
- 7) Encourage philanthropic funding / donations

Seeking Council Direction

- 1) **Proceed:** Start CEQA and complete the project in Spring 2026.
- 2) **Pause:** Do additional public process or studies.
- 3) **Stop:** Stop work and end the project.



If we were to PROCEED:

- We would start CEQA and likely be completed in 2026.
- We would need Council feedback on the level of development:
 - **Low Redevelopment Scenario**
 - Could still allow for new amenities, though may attract fewer proposals
 - Could raise up to \$2.2M, but that is less than needed for ongoing mtc and capital.
 - **Moderate Redevelopment Scenario – Staff Recommendation**
 - Potentially more new amenities, and **responds to community concerns about a more appropriate level of development.**
 - Could raise up to \$3.5M, which – with Measure Y – would meet needs for ongoing mtc and capital.
 - **High Redevelopment Scenario**
 - **Most flexibility – allows for low, moderate and high level of development**
 - Could raise up to \$4.8M, may be more than needed for ongoing mtc and capital.

If we were to PAUSE:

1. We could finish the Parking Study at the High redevelopment scenario, and return to Council for direction to proceed with the WSP, and then likely start CEQA in 2025.
2. We could finish the Parking Study at the High redevelopment scenario **and** complete a Cesar Chavez recreation-based conceptual/master plan, and return to Council for direction to proceed with the WSP, and then likely start CEQA in 2026.

This could be accomplished by redirecting existing scope/funding for the EIR, and complete and find funding for the EIR at a later time.

Note: It is possible for Council to give direction to 1) identify the level of redevelopment for study, 2) finish the Parking Study, and 3) complete a recreation-based Cesar Chavez plan.

If we were to STOP:

- Staff would stop work and end the project.
- Reasons could include:
 - Measure Y / Parks Tax increase reallocates \$1.5M in costs out of the Marina Fund budget starting in FY26, closing the operational deficit.
 - Staff could redirect focus to other projects in the Waterfront.
- New redevelopment could still occur, but it would go through a more difficult approval process as the Waterfront would remain “Unclassified” in the zoning code.

Thank you.

Questions and Discussion

