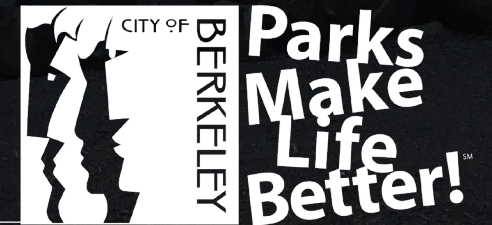


Waterfront Specific Plan

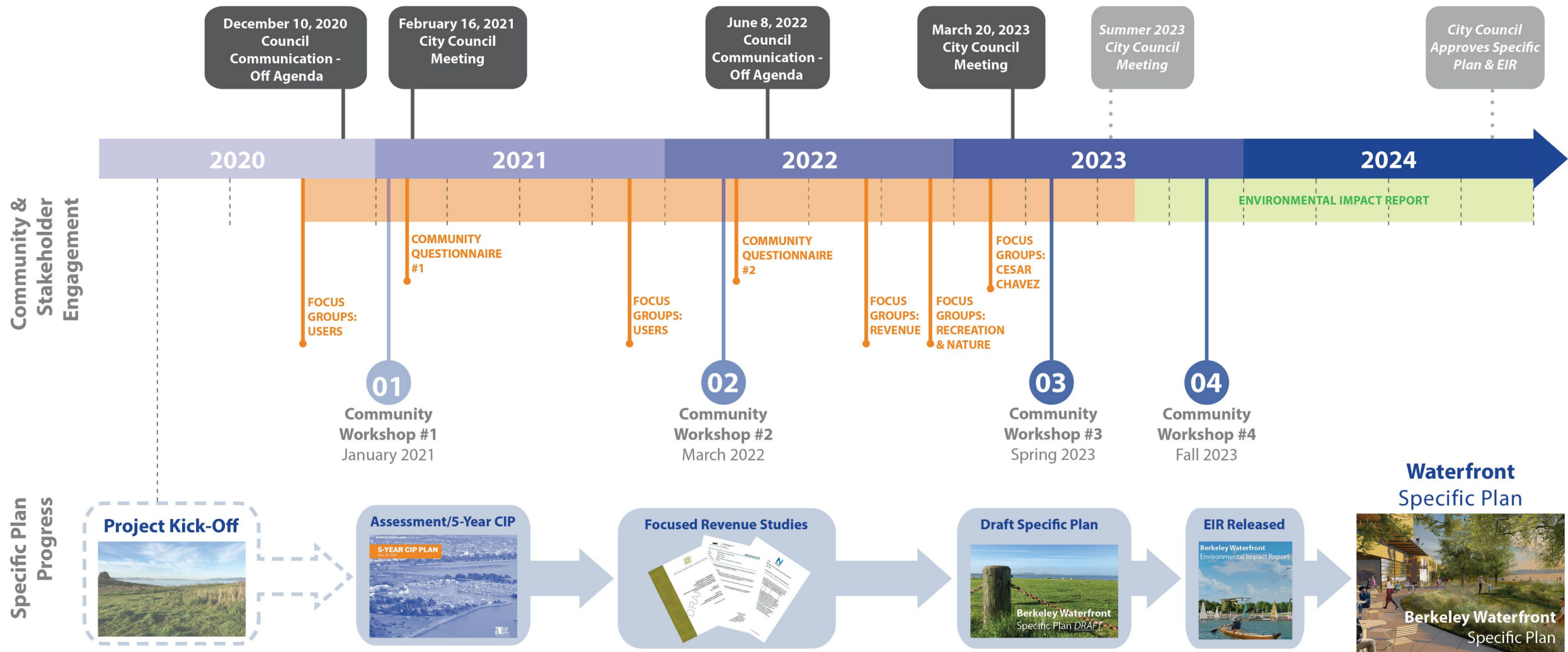
for the City of Berkeley Public Tidelands Area

March 20, 2023

CITY COUNCIL SPECIAL MEETING



Hargreaves Jones



Waterfront Specific Plan Process

2 Community Workshops
204 participants

24 Focus Groups
+/- 200 participants

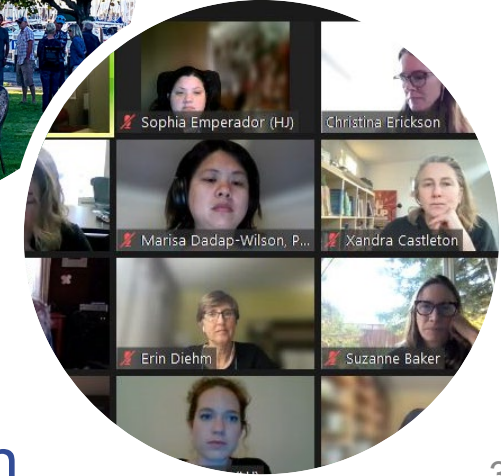


2 Community Questionnaires
1,799 responses



1 Project Website
1,127 subscribers

2 Council Updates & **2** Council Work Sessions



2020

2021

2022

2023

Engaged Public Process | Community & Stakeholder Outreach

HargreavesJones

- Leading Landscape Architecture & Planning Firm
- Reputation for Transformative Waterfront Projects
- 100+ National & International Awards
- >\$1B in Built Landscapes
- >\$3B of Economic Impact



Supporting Team

Economics | **Keyser Marston Associates**
Marine Engineering | **Moffatt & Nichol**
Transportation Planning | **Nelson\Nygaard**
Civil Engineering | **Bkf Engineering**
Community Process | **Bluhon Group**



Queen Elizabeth
Olympic Park LONDON



South Lake Union SEATTLE

- 1 Is the current Inner Harbor developed area appropriate for additional opportunities like food/beverage and hotel uses?
- 2 Are the existing shoreline, parks, and natural areas appropriate for new and enhanced recreational amenities like an aquatic center, small craft launch, beach enhancements, placemaking, and usable space at Shorebird Park?
- 3 What funding alternatives are possible given the limitations of Marina Fund revenues to cover Waterfront expenses?



South Sailing Basin

Berkeley Marina

San Francisco Bay

Potential Food & Beverage Hotel Uses

- ① Marine Center Area
- ② Dry Boat Storage Area
- ③ Existing Hotel Expansion
- ④ Berkeley Marina Office Area
- ⑤ Skates Parking Lot

Potential Enhanced Recreation

- Ⓐ Aquatic Boat Center / Café
- Ⓑ Small Watercraft Launch & Event Area
- Ⓒ Shorebird Hill & Shorebird Beach



Berkeley Waterfront | Potential Opportunities

Waterfront Wayfinding

Comprehensive & Consistent Signage



Diverse Waterfront Experiences

Passive & Active Recreation / Inclusive Programming



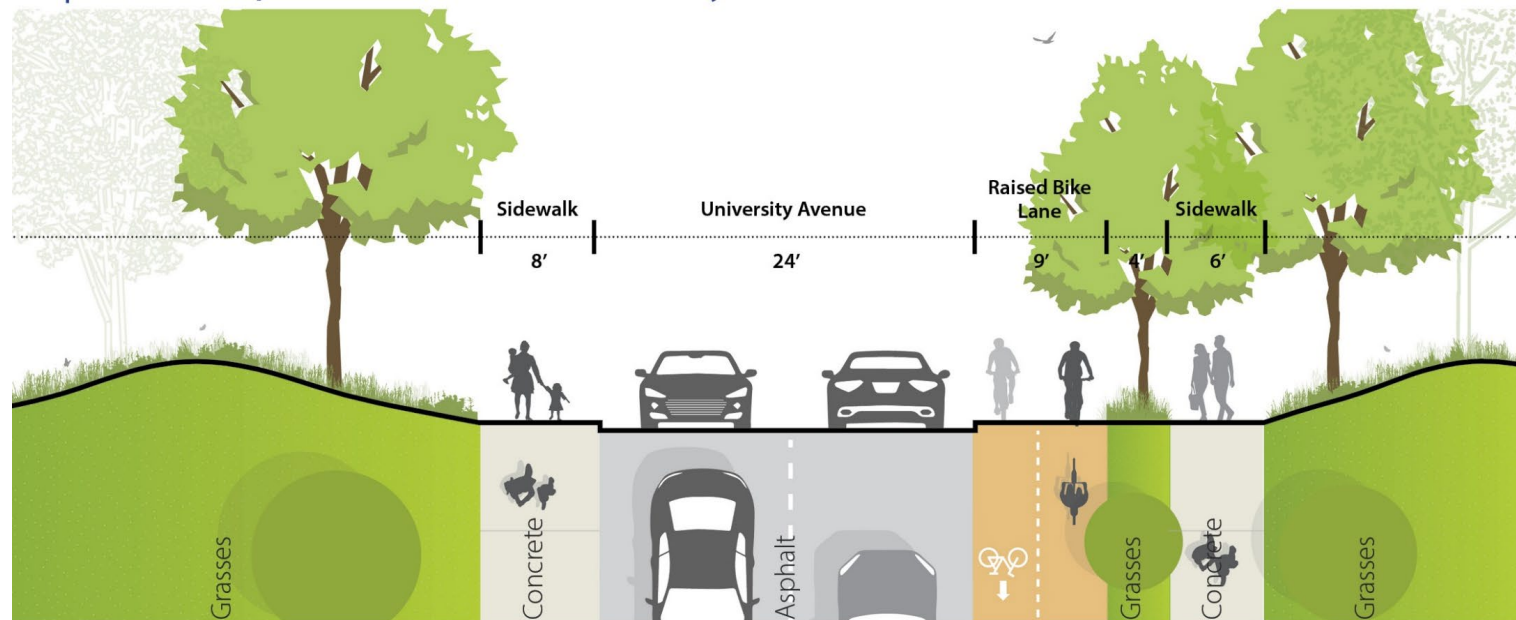
Cohesive Public Realm Character

Planting, Materials & Furniture Palettes



Multi-Modal Access & Connectivity

Streetscape & Trail Improvements



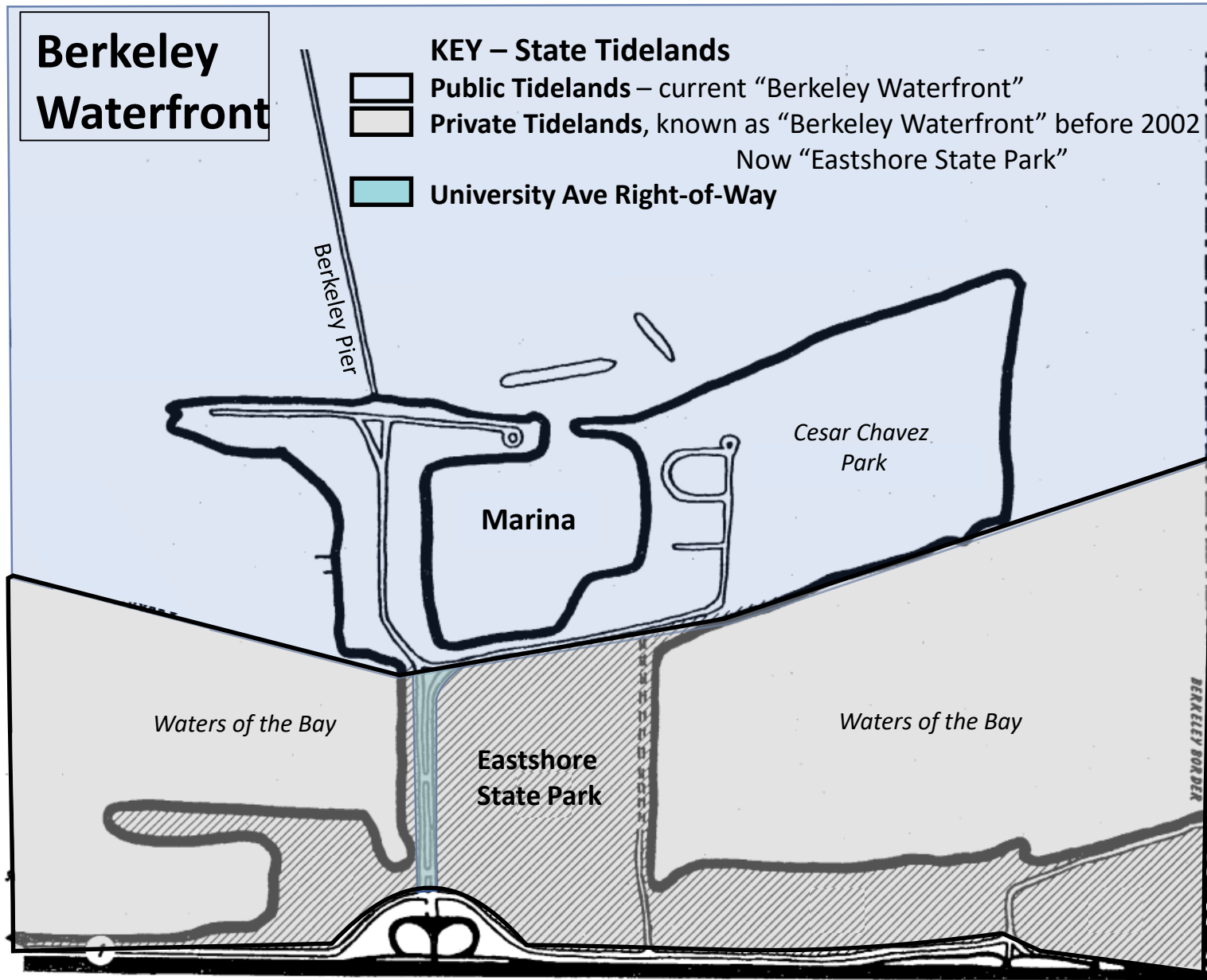
Waterfront Placemaking | Water, Nature & Recreation for All

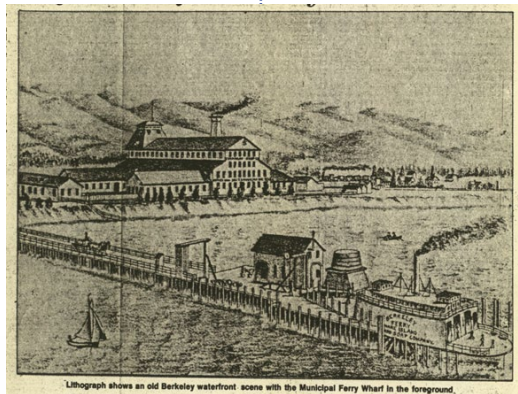


Provide a vision and plan for achieving a financially self-sustainable, publicly-owned marina area with infrastructure and amenities to support current and future community needs, while adapting to climate changes and promoting recreation and environmental stewardship.

An aerial photograph of the Berkeley waterfront, showing a dense residential area in the background, a large marina filled with sailboats in the middle ground, and a rocky breakwater extending into the water in the foreground. The entire image has a blue color cast. A semi-transparent white horizontal band is overlaid across the middle of the image, containing the title text.

Berkeley Waterfront Background





Ferry Wharf



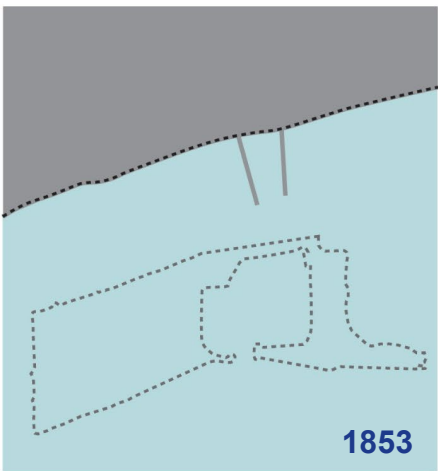
Pier & Docks



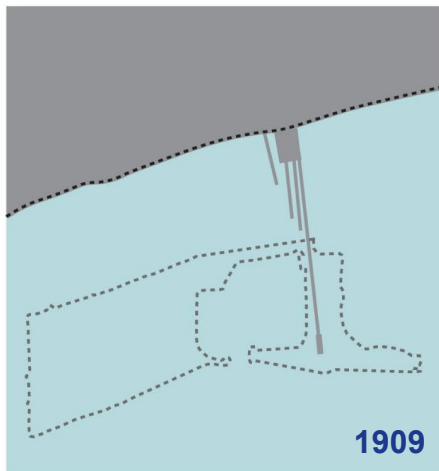
Pier, Marina & Landfill



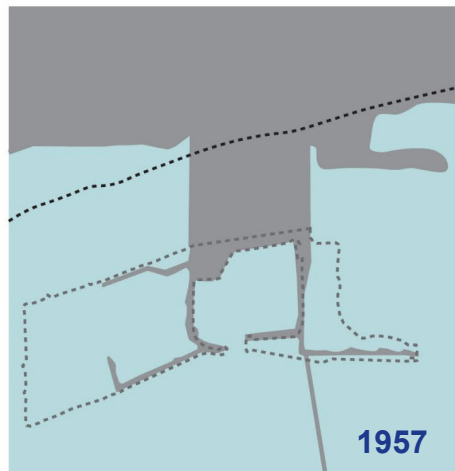
Pier, Marina, Parks & Recreation, Commercial Uses



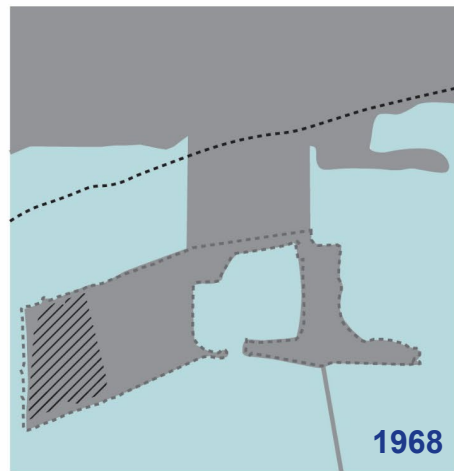
1853



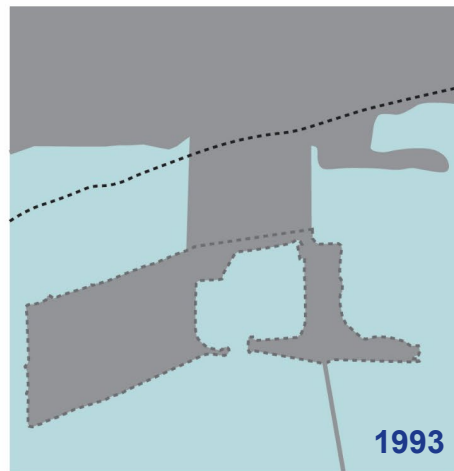
1909



1957



1968



1993

Historic Overview | Constructed Land & Evolving Uses

Unique Coastal Landscape



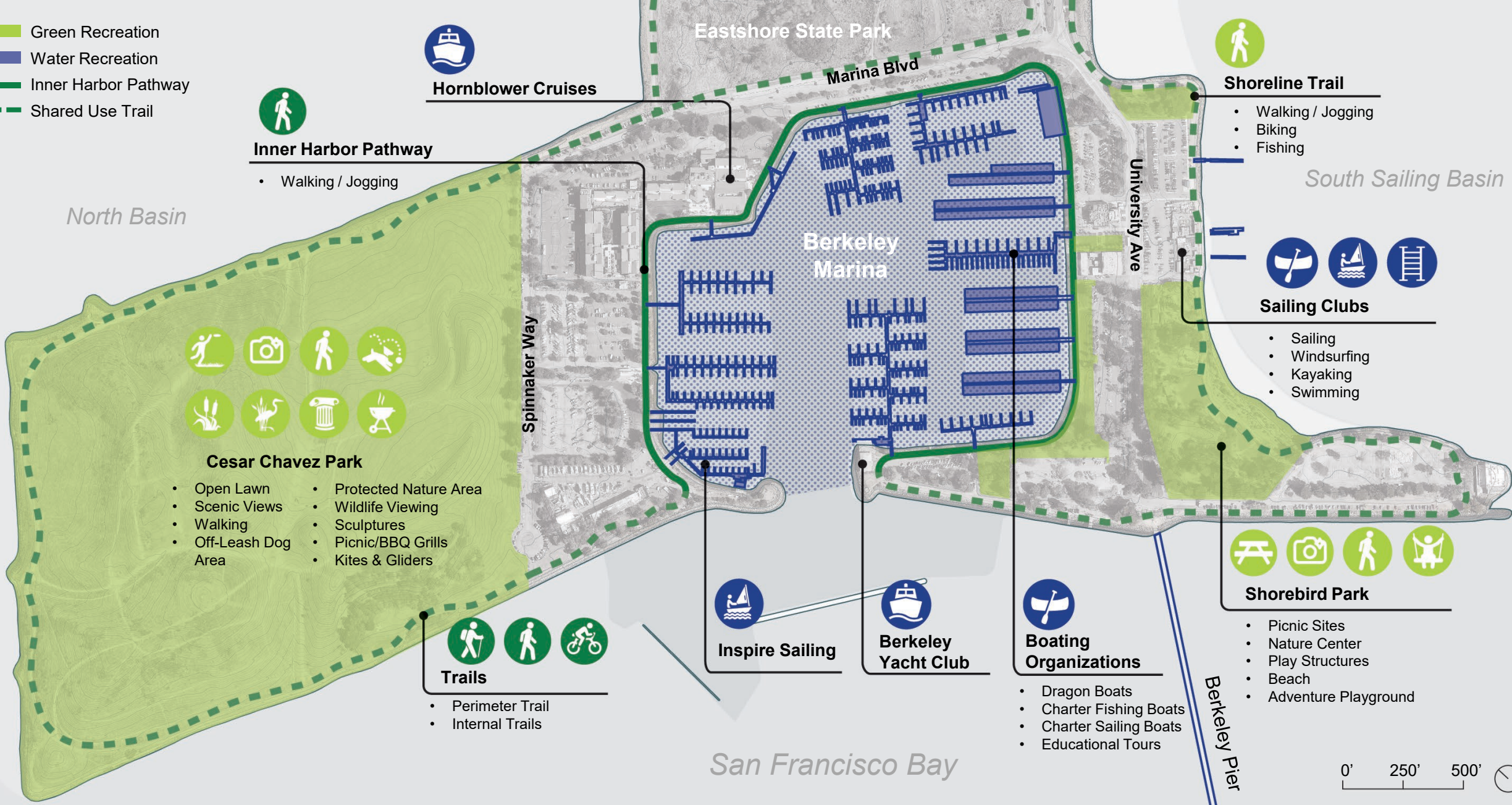
Access to Water, Nature & Recreation for All



Iconic Destination Waterfront

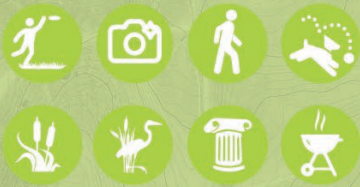


- Green Recreation
- Water Recreation
- Inner Harbor Pathway
- Shared Use Trail



Inner Harbor Pathway

- Walking / Jogging



Cesar Chavez Park

- Open Lawn
- Scenic Views
- Walking
- Off-Leash Dog Area
- Protected Nature Area
- Wildlife Viewing
- Sculptures
- Picnic/BBQ Grills
- Kites & Gliders



Trails

- Perimeter Trail
- Internal Trails



Hornblower Cruises



Inspire Sailing



Berkeley Yacht Club



Boating Organizations

- Dragon Boats
- Charter Fishing Boats
- Charter Sailing Boats
- Educational Tours



Sailing Clubs

- Sailing
- Windsurfing
- Kayaking
- Swimming



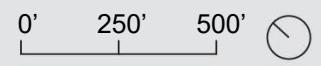
Shorebird Park

- Picnic Sites
- Nature Center
- Play Structures
- Beach
- Adventure Playground



Shoreline Trail

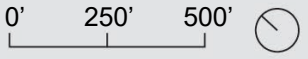
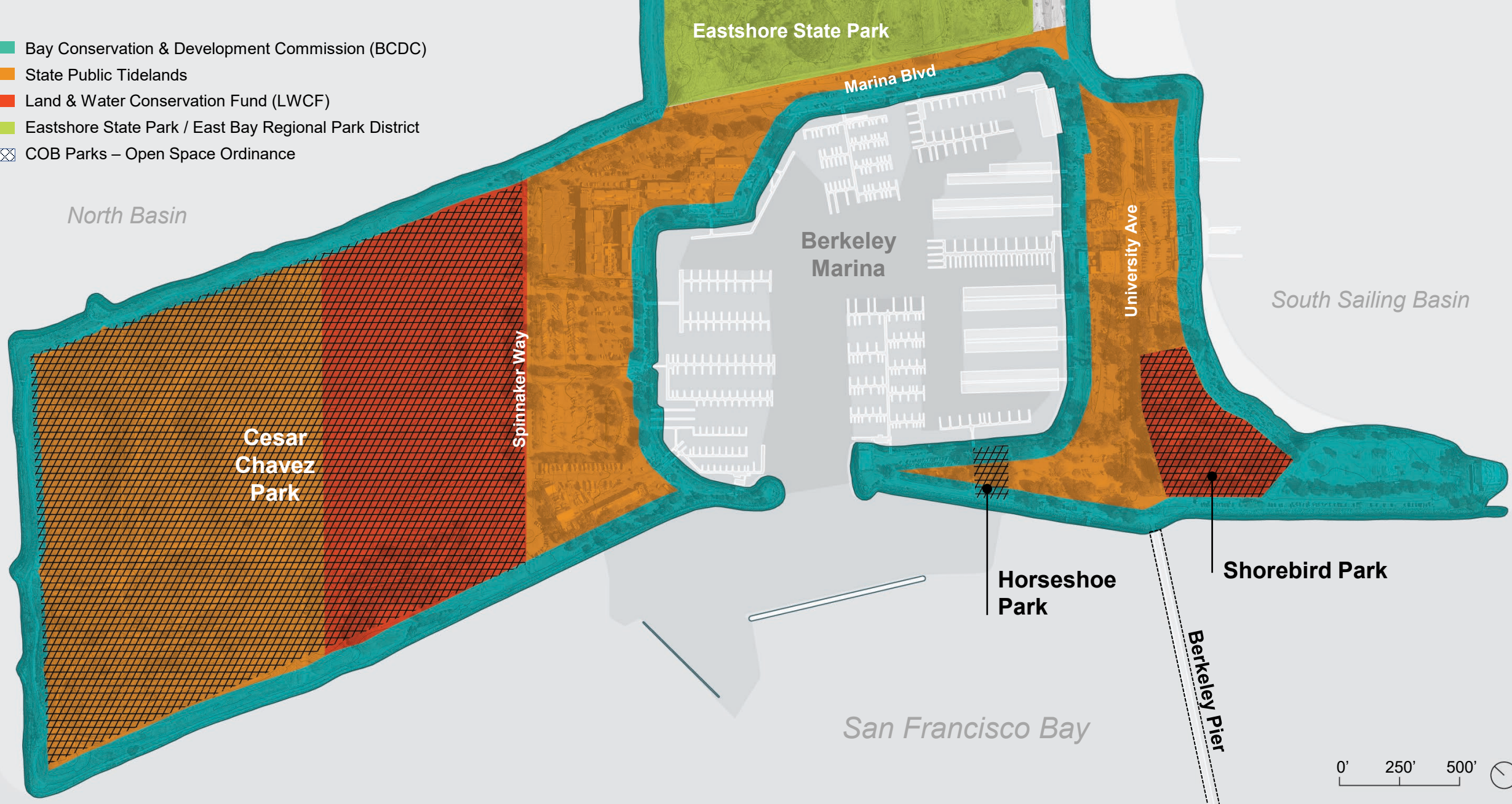
- Walking / Jogging
- Biking
- Fishing





Existing Community Amenities | Water, Nature & Recreation

- Bay Conservation & Development Commission (BCDC)
- State Public Tidelands
- Land & Water Conservation Fund (LWCF)
- Eastshore State Park / East Bay Regional Park District
- COB Parks – Open Space Ordinance





Grant of State Tidelands (1913)

CHAPTER 347.

An act granting to the city of Berkeley the salt marsh, tide and submerged lands of the State of California, including the right to wharf out therefrom to the city of Berkeley, and regulating the management, use and control thereof.

[Approved June 11, 1913. In effect August 10, 1913.]

The people of the State of California do enact as follows:

SECTION 1. There is hereby granted to the city of Berkeley, a municipal corporation of the State of California, and to its successors, all the right, title and interest of the State of California, held by said state by virtue of its sovereignty, in and to all the salt marsh, tide and submerged lands, whether filled or unfilled, within the present boundaries of said city, and situated below the line of mean high tide of the Pacific ocean, or of any harbor, estuary, bay or inlet within said boundaries, to be forever held by said city, and by its successors, in trust for the uses and purposes, and upon the express conditions following, to wit: That said lands shall be used by said city and its successors, solely for the establishment, improvement and conduct of a harbor, and for the construction, maintenance and operation thereon of wharves, docks, piers, slips, quays, and other utilities, structures and appliances necessary or convenient for the promotion and accommodation of commerce and navigation, and said city, or its successors, shall not, at any time, grant, convey, give or alien said lands, or any part thereof, to any individual firm or corporation for any purpose whatever; *provided*, that said city, or its successors, may grant franchises thereon, for limited periods, for wharves, and other public uses and purposes, and may lease said lands, or any part thereof, for limited periods, for purposes consistent with the trusts upon which said lands are held by the State of California and with the requirements of commerce or

Tide lands granted to Berkeley.

Conditions of grant.

Franchises for wharves, etc.

*Cesar Chavez Park
North Waterfront Park
Land Use Plan (1977)*

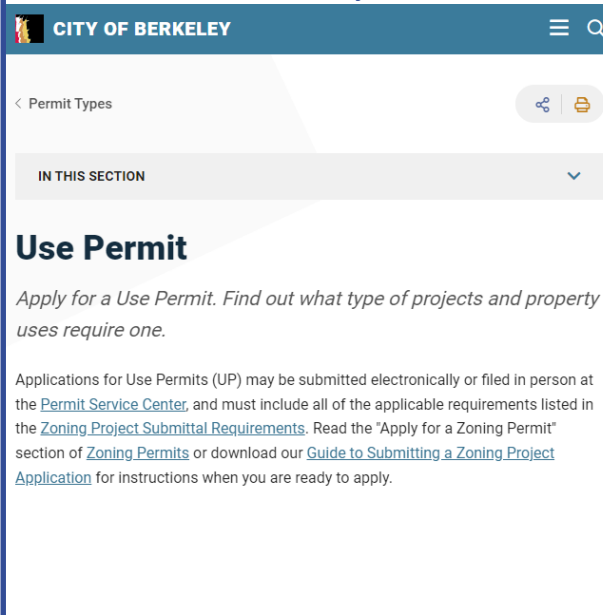
*Cesar Chavez Park
Council Resolution (1998)
Off-Leash Dog Area
Solar Calendar
Nature Protected Area*

Marina Master Plan (2003)

**Berkeley Waterfront Specific Plan (1986)
Amendment to City's Master Plan (1986)**

NOTE: These documents address private tidelands only (east of Marina Blvd, not the "Berkeley Waterfront Area")

City of Berkeley Use Permit No. 5567 (1964) Construction of Berkeley Marina



OPERATING REVENUES

- Berth Rental Fees
- Commercial Leases



Marina Fund



OPERATING EXPENSES

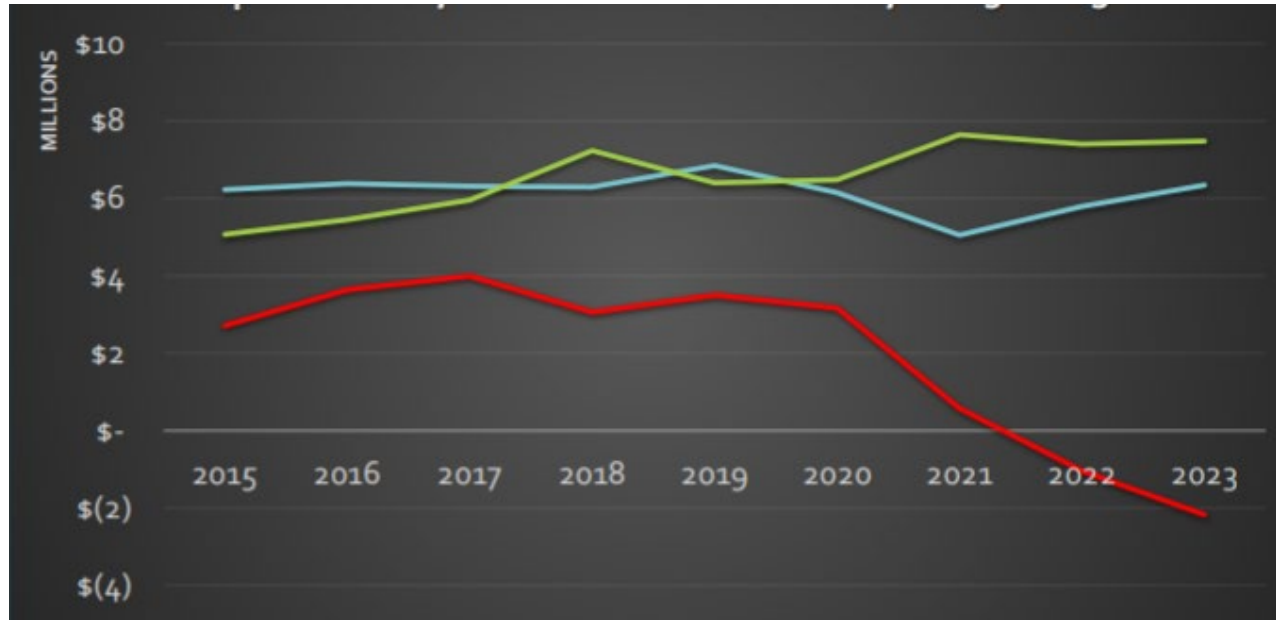
- Marina O&M
- Lease Administration
- Rec. Programs
- Utilities
- Maintenance
- Private Security

- Majority of Marina Fund revenues are from non-residents
- Since late 1990s, Marina Fund has been under stress
- Not enough revenue to cover capital and operating costs
- Structural deficit of \$1.4M/year
- \$1.08M needed in FY24; no funding identified
- >\$165M in unfunded infrastructure needs

Current Status

- Existing Marina Fund operations model is not viable
- Capital Waterfront expenditure needs exceed \$165M

Marina Fund – Expenditures, Revenues, Reserves FY15-23



— Fund Balance — Expenditures — Revenues



Deteriorated Finger Dock and Piling – Needs Replacement



- Over the past 15 years, the City has raised more than **\$55 million** for Waterfront capital projects
- Includes recent **\$15 million** state earmark authorized for Berkeley Marina and pier projects

- 1 Timber Piling Replacements
- 2 D&E Dock Replacements
- 3 Marina Key Fob System
- 4 Dredging Main Channel*
- 5 O&K Electrical Replacement
- 6 Finger Docks, Phase 4
- 7 K Dock Restroom Renovation
- 8 South Cove West Parking Lot*
- 9 Pier/Ferry EIR & Design Development*
- 10 South Cove Sailing Basin – Dredging Study
- 11 Cesar Chavez Perimeter Pathways*

**Pending State Coastal Conservancy approval*



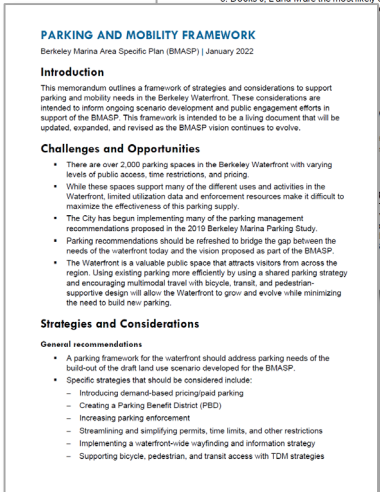
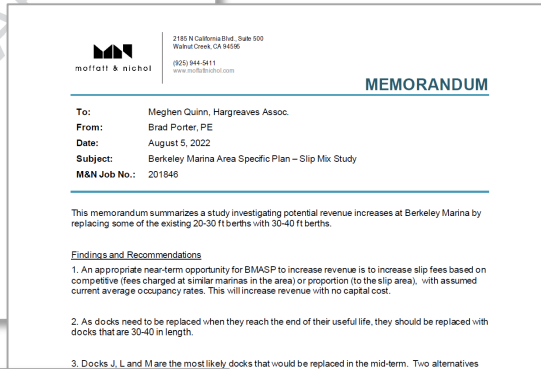
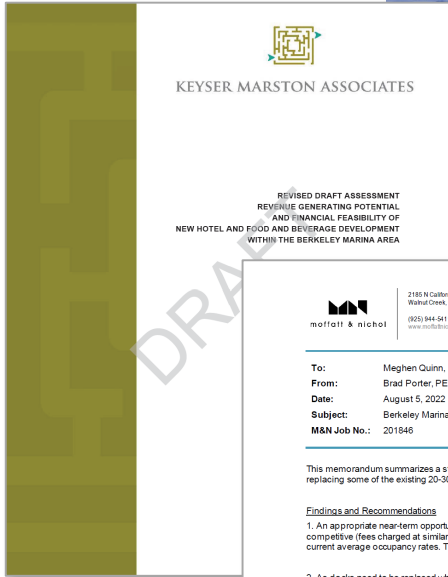
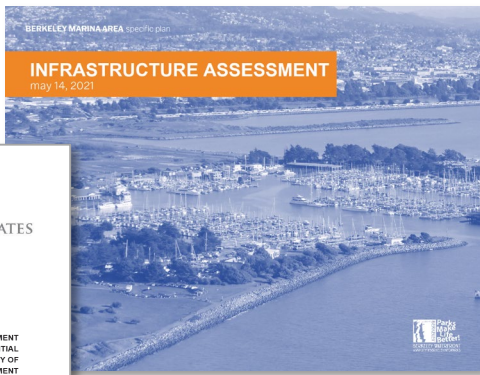
- 1 Marina Blvd/Virginia Shoreline - Bay Trail & Sea Level Rise
- 2 F&G Parking Lot Reconstruction
- 3 Finger Dock Renovation
- 4 Marina Harbor Basin North Sea Level Rise Improvement
- 5 Launch Ramp Parking Lot
- 6 Fire Water Loop
- 7 Main and Inner Harbor Dredging
- 8 Phase 2 Timber Piling Replacement
- 9 South Cove Sailing Basin Seawall Replacement
- 10 Seawall Drive Improvements + Bay Trail
- 11 J Dock Replacement
- 12 J&K Parking Lot Reconstruction
- 13 University Ave Renovation (Marina Blvd to Seawall Drive)
- 14 University Avenue Shoreline Sea Level Rise
- 15 South Cove Sailing Basin Dredging



Capital Improvements | Unfunded

An aerial photograph of a city waterfront. The top half shows a dense urban area with many buildings and houses, extending to a hillside. The middle section is a wide, light-colored horizontal band containing the title text. Below this band, the image shows a large marina filled with numerous sailboats and yachts. A long, curved stone breakwater separates the marina from the open water. In the foreground, there's a sandy beach area with some trees and a small building. The overall color palette is monochromatic, using various shades of blue and grey.

Waterfront Specific Plan Process



- 1) **Infrastructure Assessment DRAFT** (May 2021)
Hargreaves Jones, Moffatt & Nichol, Nelson\Nygaard, Bkf Engineering
- 2) **Implementation Strategy DRAFT** (April 2021)
Keyser Marston Associates
- 3) **Existing Amenities and Operations Assessment DRAFT** (April 2021)
Keyser Marston Associates
- 4) **Assessment Revenue Generating Potential DRAFT** (September 2022)
Keyser Marston Associates
- 5) **Dredging Needs Technical Memo DRAFT** (April 2021)
Moffatt & Nichol
- 6) **Slip Mix Study DRAFT** (August 2022)
Moffatt & Nichol
- 7) **Parking & Mobility Framework DRAFT** (January 2022)
Nelson Nygaard
- 8) **Berkeley Marina Sea Level Rise AB 691 Assessment Study DRAFT** (August 2019)
NCE

Assessment Revenue Generating Potential & Financial Feasibility of New Hotel and Food & Beverage Development Within the Berkeley Marina Area

Keyser Marston Associates (September 2022)

Estimated Potential of Primary Revenue-Generating Uses (20 Years)

Land Use	Lower Estimate	Upper Estimate
Marina	Increase share of larger slips (35+ feet) No growth in total slip count	
New Hotel	120 Rooms	200 Rooms
New Food and Beverage Facilities	4,000 SF	12,000 SF

Public & Commercial Recreation & Other Complementary Uses:

- Restoration of existing recreational fishing pier & ferry service
- Improving facilities for existing recreational clubs & programs
- Encouraging outdoor events to activate the Waterfront

Assessment Revenue Generating Potential & Financial Feasibility of New Hotel and Food & Beverage Development Within the Berkeley Marina Area

Keyser Marston Associates (September 2022)



- New Hotel Opportunities:**
- Boutique
 - Select-service hotel
 - 120 – 200 rooms



What We Learned | Market Demand – Potential Hotel Opportunities

Assessment Revenue Generating Potential & Financial Feasibility of New Hotel and Food & Beverage Development Within the Berkeley Marina Area

Keyser Marston Associates (September 2022)



Food & Beverage Opportunities:

- Mix of upscale and casual
- 4,000 – 12,000 SF new space
- \$3M – \$8M in net new sales



BMASP– Slip Mix Study

Moffatt & Nichol (August 2022)

- An opportunity to increase revenue is to **increase slip fees** based on competitive (fees charged at similar marinas in the area) or proportion (to the slip area), with assumed current average occupancy rates. This will increase revenue with no capital cost.
- **Replace docks** that are at the end of their useful life with docks that are **30-40 in length**.
- **Docks J, L and M** are the most likely docks that would be replaced in the mid-term. (See *alternative 1 & 2*)

Alternative 1

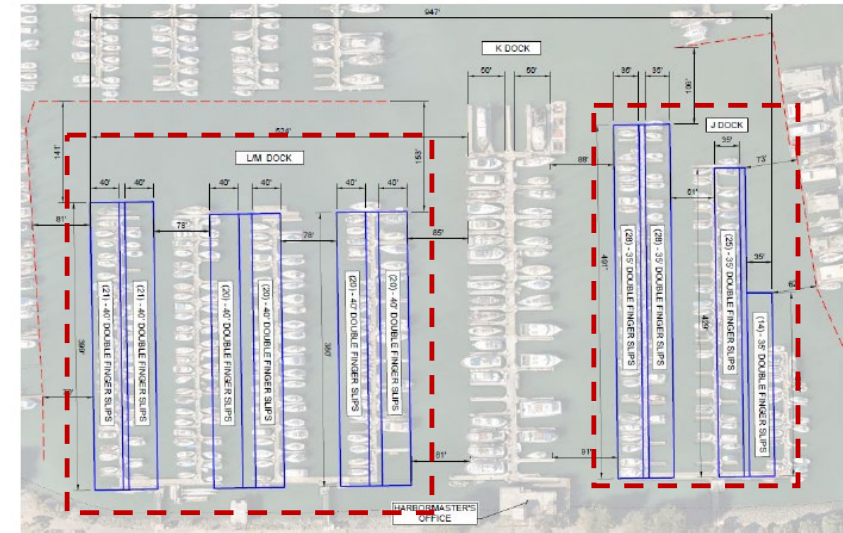


Figure 1 – Docks J, L, and M Reconfiguration Alternative 1

Alternative 2

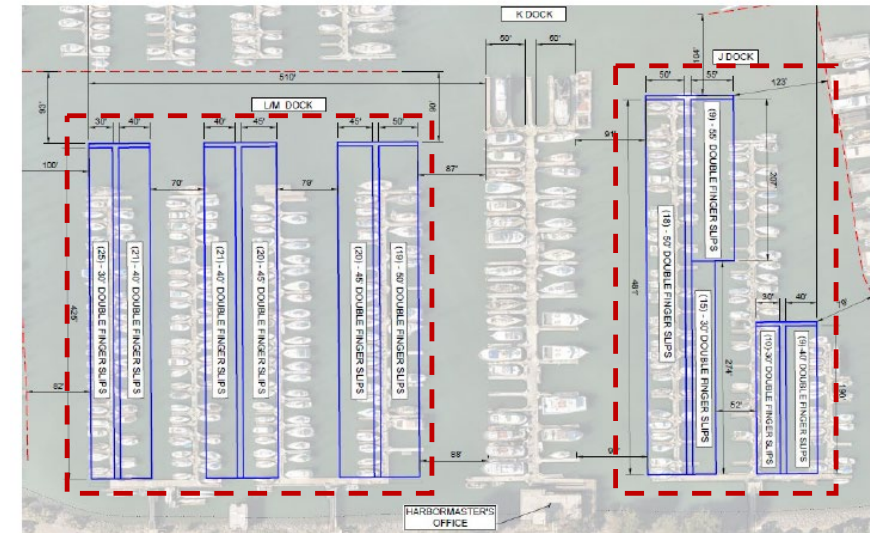


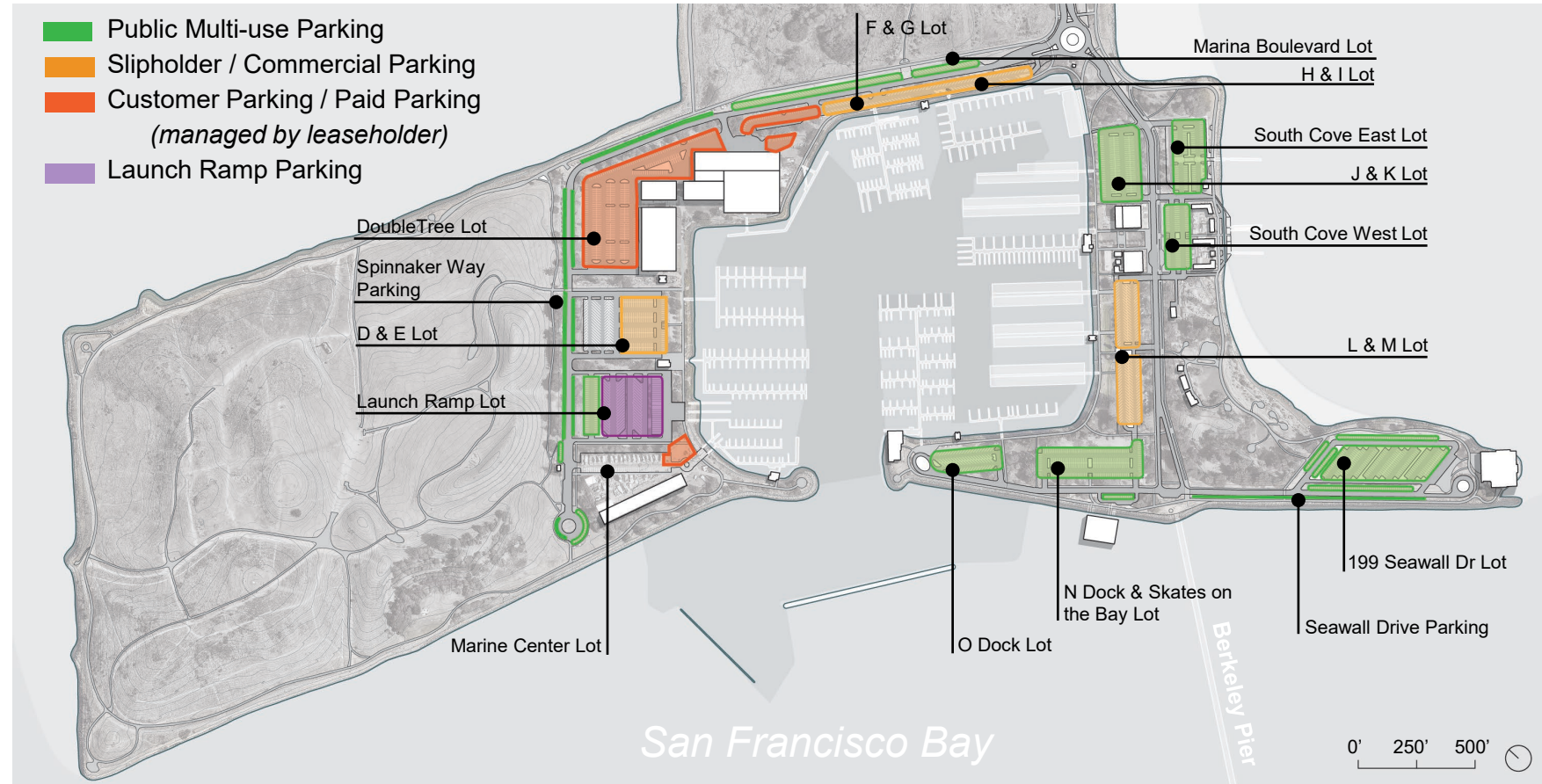
Figure 2 – Docks J, L, and M Reconfiguration Alternative 2

Parking & Mobility Framework

Nelson Nygaard (January 2022)

Suggested potential framework elements – to be explored in further study:

- Introduce **demand-based pricing/paid parking** strategy
- Create a Parking Benefit District (**PBD**)
- Increase parking **enforcement**
- **Streamlining and simplifying** permits, time limits, and other restrictions
- Implement a waterfront-wide **wayfinding** and information strategy
- Support bicycle, pedestrian, and transit access with **TDM strategies**



Physical and visual
Bay access

Convenient,
**free public
access**

Stunning **views**
of the City, Golden
Gate, Berkeley Hills

The ideal
balance between
natural assets and
active recreation

A deep connection to
**Cesar Chavez
Park & Berkeley
Pier**

Unprogrammed,
serene open
space

Miles of car-free
trails for
biking, walking,
running

A unique, ideal place
for **birdwatching**

A **superb marine
environment** for
sailing & nature

An invaluable,
local **retreat**
from the urban
environment

Dog walking
and **strolling**
for families and
seniors

A **diverse** social
environment with a
genuine sense of
community

Better **universal accessibility** throughout the park (pathways, etc)

Food is Key!
Bring in more food options at multiple price points

Interpretive **signage**, engaging & educational

Improve **wayfinding & signage**

Parking should be free!

Encourage **more people** to visit the Waterfront (programming, outreach, etc)

Provide refuge from challenging **wind** conditions

Paid **parking** is necessary

Lack of connectivity / improve trail network

Improve road conditions & more accommodations for other forms of transportation (bike racks)

More **support facilities** / comfort stations (restrooms, benches)

Preserve the **passive, peaceful** character of the Waterfront

Incorporate **living shorelines** & a **sandy beach**



Support and enhance existing recreation, parks, and open space, development, and programming currently enjoyed by Berkeley residents and visitors.



Reinforce the identity and character of the unique landscape of the Berkeley Waterfront for the recreational, environmental, social and economic values it provides to the surrounding community.



Encourage re-development opportunities that are comparable/complementary with the land uses appropriate at the Waterfront, respect the uniqueness of the site and maintain shoreline access and views.



Promote opportunities for all Berkeley residents and visitors to access and experience the Berkeley Waterfront, including its remarkable natural environment, diverse waterfront recreation, and community resources.



Establish a sustainable approach to long-term revenue generation and funding to effectively operate and maintain the Berkeley Waterfront, and proactively plan for and implement capital improvements.

An aerial photograph of a coastal city and harbor. The top half shows a dense urban area with many buildings and houses, situated on a hillside overlooking a large body of water. The bottom half shows a harbor filled with numerous sailboats and yachts, with a long pier extending into the water. The entire image has a blue color cast.

Questions for Council Feedback

- 1 Is the current Inner Harbor developed area appropriate for additional opportunities like food/beverage and hotel uses?
- 2 Are the existing shoreline, parks, and natural areas appropriate for new and enhanced recreational amenities like an aquatic center, small craft launch, beach enhancements, placemaking, and usable space at Shorebird Park?
- 3 What funding alternatives are possible given the limitations of Marina Fund revenues to cover Waterfront expenses?

- Commercial Facilities
- Recreational Opportunities
- Waterfront Shoreline



1

Is the current Inner Harbor developed area appropriate for additional opportunities like food/beverage and hotel uses?

2

Are the existing shoreline, parks, and natural areas appropriate for new and enhanced recreational amenities like an aquatic center, small craft launch, beach enhancements, placemaking, and usable space at Shorebird Park?



Potential Food & Beverage Hotel Uses

- 1 Marine Center Area
- 2 Dry Boat Storage Area
- 3 Existing Hotel Expansion
- 4 Berkeley Marina Office Area
- 5 Skates Parking Lot

Potential Enhanced Recreation

- A Aquatic Boat Center / Café
- B Small Watercraft Launch & Event Area
- C Shorebird Hill & Shorebird Beach



Potential
Hotel / F&B
Redevelopment

Potential
Hotel / F&B
Redevelopment

Potential
Inner Harbor
Promenade

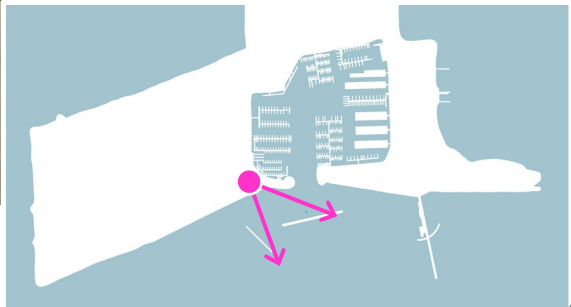
Berkeley Marina

Potential
Hotel / F&B
Redevelopment

San Francisco Bay



Spinnaker West | Potential Redevelopment

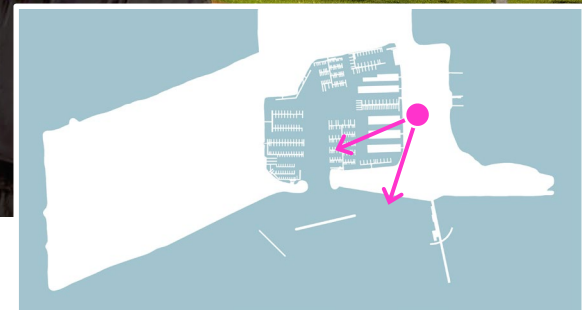




Waterfront South | Potential Redevelopment & Recreation

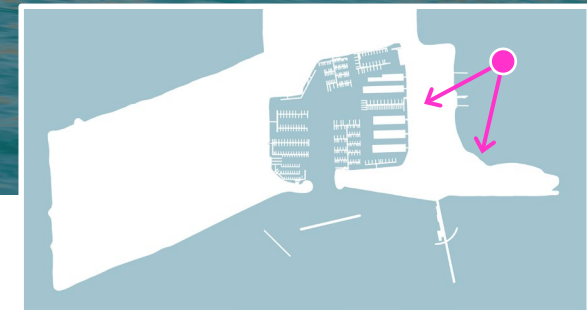


South Waterfront Inner Harbor | Potential Redevelopment



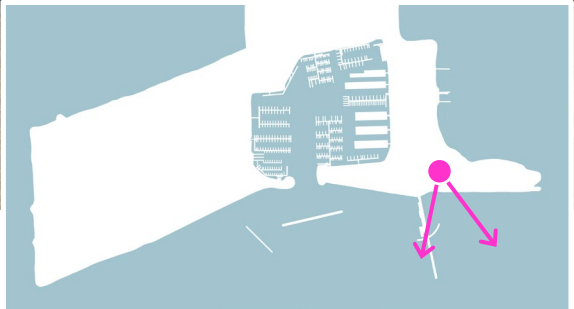


Aquatic Center | Potential Recreation Enhancements





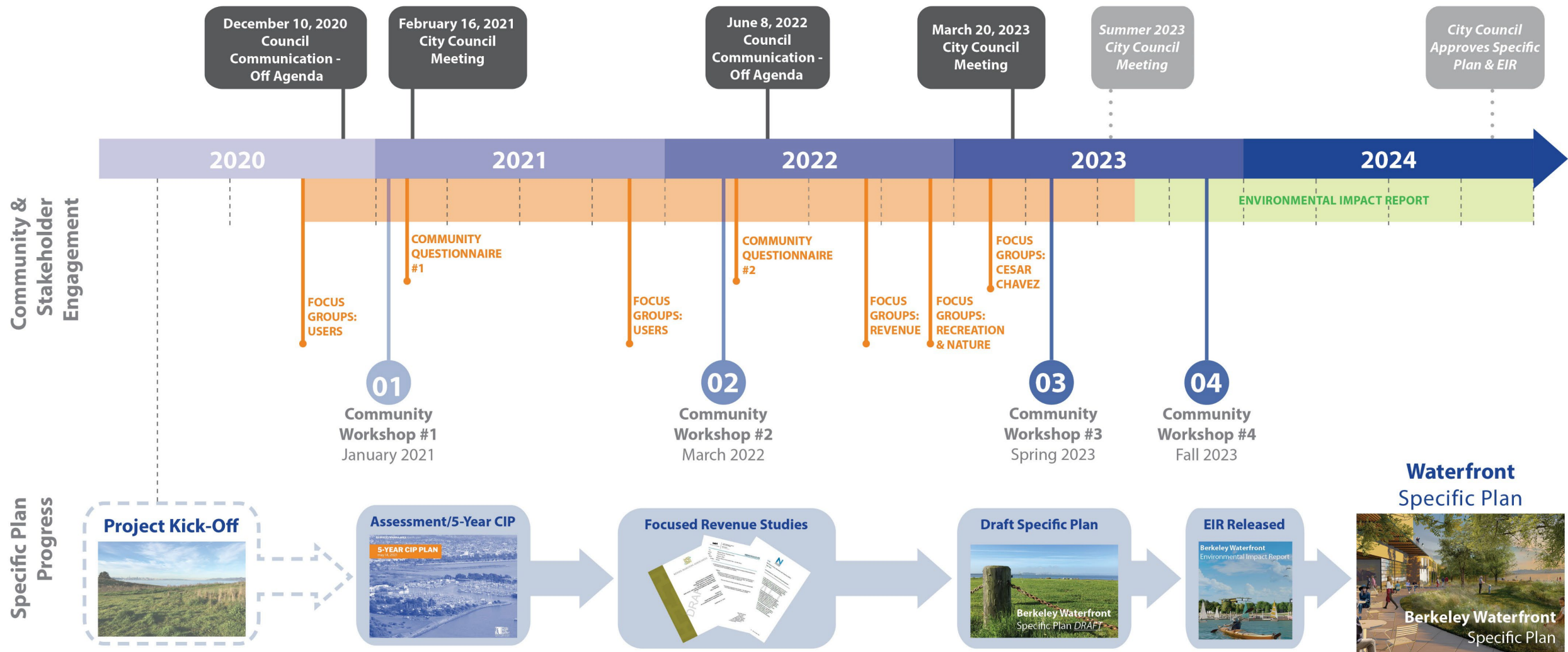
Shorebird Park | Potential Recreation Enhancements



3

What funding alternatives are possible given the limitations of potential Waterfront revenues to cover expenses?

- CIP Fund (General Fund)
- Parks Tax increase
- New City or regional tax
- Bond measure
- Loans or private financing
- Grants and external funding
- Use fees



Waterfront Specific Plan Process

