EMERYVILLE GENERAL PLAN

CITY OF EMERYVILLE | Adopted: October 13, 2009

Amended through: October 17, 2023

EMERYVILLE GENERAL PLAN

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1 INTRODUCTION & OVERVIEW

Emeryville, one of the smallest cities in California, covers an area of 1.2 square miles. It is located between Berkeley to the north, Oakland to the south, and the San Francisco Bay to the west. At the eastern end of the San Francisco Bay Bridge, Emeryville is the gateway to the East Bay.

Emeryville was incorporated in 1896 as a city of industry and business at transportation cross-roads. After several decades of decline as major industries closed and relocated, Emeryville has remade itself into a dynamic mixed-use community, home to global leaders in film-making, biotechnology, software, and other high-tech industries; an incubator for entrepreneurs and innovation; a retail and entertainment destination, with flourishing arts, food, and culture; and a growing residential community.

This General Plan is designed to guide growth and development. The Plan focuses on enhancing livability and quality of life for the city's expanding population; fostering responsible sustainable development; increasing connectivity; and enhancing the public realm. The General Plan articulates a vision for the City focusing on broad objectives such as "quality of life" and "community character." It also sets forth actions to be undertaken by the City to achieve those goals. It is clear that such broad objectives can only be attained if they are translated into actions that are tangible and that can be implemented. At the same time, it is also recognized that this General Plan is indeed general in nature, allowing for flexibility and evolution. It can thus be anticipated that changing times, challenges, opportunities, market conditions, and fiscal realities may necessitate amendments to this General Plan. Nonetheless, amendments should be undertaken thoughtfully and without losing sight of the overall vision expressed in this document.

1.1 GUIDING PRINCIPLES

The Guiding Principles are at the heart of the General Plan. Collectively, they express a community vision for Emeryville's evolution from a center of commerce into a livable and diverse city. These Principles provide the platform for the goals, policies, and actions of the Plan. They have been crafted with input from the community, and respond to specific opportunities and challenges.

GUIDING PRINCIPLES

1. A cohesive city of distinctive districts and livable neighborhoods

Emeryville's growth is shaped—through land use, urban form, and design—to create a tapestry of distinctive districts, and neighborhoods with a full complement of uses and easy access to parks, stores, and other amenities of everyday living. Development intensities are designed to maximize accessibility to amenities, and provide transition in scale and height to lower-density neighborhoods.

2. A connected place

The General Plan fosters new connections—for automobiles, pedestrians, and bicyclists—between the western and eastern halves of the city; better connections to the Peninsula; and new and safe pedestrian and bicycle linkages to the San Francisco Bay. The Plan also seeks to provide more transportation choices. Protecting vistas of the San Francisco Bay and the East Bay Hills will visually connect the city with the surrounding region.

3. Enhanced and connected open space network and green streets

The General Plan outlines strategies for an expanded public realm, building on the strength and connectivity of the city's greenways, with a range of new parks, plazas, community commons, and recreational paths.[1] Open space is strategically located to maximize accessibility and building forms are organized to ensure that sunlight reaches streets and parks. Many more trees along streets and enhanced landscaping will provide a greener city.

4. A walkable, fine-grained city, emphasizing pedestrians

The General Plan establishes that all of Emeryville will be easily traversed on foot. A fine-grained pattern of blocks and streets is a fundamental prerequisite of a walkable and accessible city; the General Plan promotes walkability through encouragement of active uses, creation of smaller parcels/blocks and inter-connections as large sites are redeveloped, and improved sidewalks, pathways, and streetscapes. Where larger buildings may be appropriate, these shall be constructed with smaller footprints to preserve views and ensure pedestrian access. Where appropriate, in people-intensive places—such as retail, office, and residential districts—pedestrians will have priority over automobiles, and buildings shall be articulated and designed to visually engage and offer comfort to pedestrians.

5. A diversity of transportation modes and choices

The General Plan fosters and provides incentives for alternative transportation modes, including transit, car/vanpooling, bicycling, walking, and telecommuting. Residents will be able to access stores, offices, the waterfront, or regional transit networks without needing a car. Land uses capitalize on Amtrak, AC Transit, and Transbay bus lines, and proximity to BART, and are integrated with the Emery Go-Round that extends to within walking distance of most locations. Bicycle paths link housing, activity centers, and recreational amenities, and are buffered where feasible from automobiles to further safety.

1 *Greenways are linear parks with pedestrian and bicycle paths, small gathering places, and recreational facilities, either on their own right-of-way or along a street. See Chapter 4: Parks, Open Space, and Public Facilities for more detail.*

The Guiding Principles express a vision for a high-quality of life for residents, businesses, and visitors in Emeryville.

The General Plan seeks to provide a balance of regional and local amenities. Enhancing livability for the growing population is a key General Plan tenet.

6. A vibrant, urban community

Reflecting its strategic location in the heart of the Bay Area, Emeryville will continue as a vibrant community, with cultural offerings, and urban amenities. Active gathering spaces will be encouraged, and streets designed for pedestrian comfort, walking, and enjoyment. Higher intensities will support a range of amenities while furthering regional goals of promoting infill development, supporting transit, and curtailing sprawl. Emeryville will maintain its small-town ambiance through civic engagement, accessible government, and amenities and services for appropriate future residential and worker populations.

7. A diverse, balanced, and inclusive community

The General Plan embraces physical, social, and economic diversity, and strengthens the community with facilities and programs such as the Center of Community Life and a cultural center in the Park Avenue District. The Plan supports increased residential development to provide a more balanced use mix, sufficient concentration of residents/office workers, increased support for local-serving amenities, and opportunities for more workers to live in the city and enjoy shorter commutes, while recognizing that the City's employment primacy is likely to remain, given its history as an employment center. The Plan furthers a variety of housing types and emphasizes family-friendly housing, and linkages to Emeryville's school system to promote the success of its youth and to encourage new residents to actively contribute to the community.

8. A balance of regional and local amenities

Given its location, Emeryville will remain a regional destination. However, the City will balance retail uses that draw visitors from throughout the region, with stores and amenities that serve neighborhood needs, while ensuring fiscal health and a sustainable economy. The General Plan emphasizes development of pedestrian-oriented and scaled (rather than auto-oriented) districts and policies to ensure that development provides benefit for the local community, and that small, often local, businesses are viable.

9. Sustainability and innovation, with respect for the past

The Emeryville community strives to live within means that do not compromise the ability of future generations in Emeryville to enjoy a livable, healthy, and vibrant city. The Plan encourages redevelopment of contaminated land as a healthy and cost-effective way of improving the local environment, use of "green" construction techniques, and a lifestyle with low ecological impacts upon energy consumption, climate, and the natural environment. The City will interweave the future and the past, while respecting the scale, character, and use of the historical Doyle and Triangle neighborhoods and other districts.

10. An imageable and memorable city

The City will foster high-quality new construction of exceptional design while preserving and enhancing the best of existing buildings and neighborhoods. The City will foster a dramatic skyline of slender and elegant high rise buildings stepping down to low-rise buildings in the older residential neighborhoods. Enhance the experience of entering Emeryville with attractive and appropriate streetscape improvements along major regional and city arterials. Collectively, these elements serve to foster Emeryville's character as a vibrant, connected, livable community, and a rising signature city from afar and within.

1.2 PUBLIC PARTICIPATION IN PREPARING THE PLAN

The Guiding Principles and this General Plan are the product of a four-year relationship among community members and stakeholders to develop a Plan that reflects the goals and desires of the community. Public participation was structured for each phase of the planning process: issue identification, vision and goal setting, alternatives analysis, and synthesis of ideas and policies. During each phase, participants were asked for ideas and input through: public workshops and meetings; targeted outreach to youth; General Plan Steering Committee meetings; workshops with the City Council and Planning Commission; a project website; newsletters and media coverage; and a citywide survey. Interim products were disseminated through the project website and study sessions with City Council and Planning Commission.

Central to the process was the 16-member Steering Committee that shepherded the process and shaped the Plan. The Steering Committee's charge to consider input from the broader public was accomplished by a series of public workshops where residents and other stakeholders weighed in on issues and recommendations. The Planning Commission and the City Council were involved at all key stages in the process. Community members also had opportunities to comment during these public meetings. Because of the participation of hundreds of people, the General Plan comprehensively responds to the needs of the wide variety of stakeholders and the vision of urban culture articulated by the Guiding Principles.

1.3 SCOPE AND PURPOSE OF THE GENERAL PLAN

General Plan Purpose

The General Plan governs all City actions relating to Emeryville's physical development. The General Plan is mandated by and derives its authority from California Government Code Section 65300, which requires each city and county in California to adopt a General Plan, for the physical development of the county or city, and any land outside its boundaries which bears relation to its planning. The Emeryville General Plan is a document adopted by the City Council that serves several purposes:

- To outline a vision for Emeryville's long-term physical and economic development and community enhancement;
- To provide strategies and specific implementing actions that will allow this vision to be accomplished;
- To establish a basis for judging whether specific development proposals and public projects are in harmony with Plan policies and standards;
- To allow City departments, other public agencies, and private developers to design projects that will enhance the character of the community, preserve and enhance critical environmental resources, and minimize hazards; and
- To provide the basis for establishing and setting priorities for detailed plans and implementing programs, such as the Zoning Ordinance, Design Guidelines, the Capital Improvements Program, facilities plans, and redevelopment and area plans.

Community workshops for the general public (top) and targeted to youth (middle) provided opportunities for input that shaped the Plan. The General Plan and Zoning Update Steering Committee on a city tour (bottom).

State law requires that a variety of City actions be consistent with the General Plan so regular ongoing use of the Plan is essential. The Plan is both general and long-range and there will be circumstances and instances when detailed studies are necessary before Plan policies can be implemented.

General Plan Requirements

A city's general plan has been described as its constitution for development – the framework within which decisions must be made on how to grow, provide public services and facilities, and protect and enhance the environment. California's tradition of allowing local control over land use decisions means that the state's cities have considerable flexibility in preparing their general plans.

While they allow considerable flexibility, state planning laws do establish basic requirements about the issues that general plans must address. The California Government Code establishes both the content of general plans and rules for their adoption and subsequent amendment. Together, State law and judicial decisions establish three overall guidelines for general plans.

- *The General Plan Must Be Comprehensive.* This requirement has two aspects. First, the general plan must be geographically comprehensive. That is, it must apply throughout the entire incorporated area and it should include other areas that the City determines are relevant to its planning. Second, the general plan must address the full range of issues that affects the City's physical development.
- *The General Plan Must Be Internally Consistent.* This requirement means that the General Plan must fully integrate its separate parts and relate them to each other without conflict. "Horizontal" consistency applies as much to figures and diagrams as to the general plan text. It also applies to data and analysis as well as policies. All adopted portions of the general plan, whether required by State law or not, have equal legal weight. None may supersede another, so the General Plan must resolve conflicts among the provisions of each element.
- *The General Plan Must Be Long-Range.* Because anticipated development will affect the City and the people who live or work there for years to come, State law requires every general plan to take a long-term perspective. The time horizon for this general plan is approximately 20 years.

1.4 REGIONAL LOCATION AND PLANNING BOUNDARIES

Emeryville is located on the east shore of the San Francisco Bay in Alameda County, bordered by the City of Berkeley to its north and the City of Oakland to the east and south. Interstate 80/580 passes through Emeryville towards Sacramento, running north from the Bay Bridge, while Interstate 580 towards Hayward passes just to its south. Figure 1-1 illustrates the city's regional location.

The city is compact, occupying only 1.2 square miles. Emeryville is largely flat and is distinguished by a peninsula created in the 1960s that extends just over a mile into the Bay.

The planning boundaries for the new General Plan coincide with the city limits, with the exception of a small area to the south of the city that is under a Joint Planning Authority between Oakland and Emeryville. The Eastshore State Park is regulated by the State. Coordination with the surrounding communities will also be required in several areas that affect Emeryville, such as greenway connections to Mandela Parkway, bicycle routes, and Ashby Avenue interchange improvements. Also, the Tom Bates Regional Sports Complex in northwest Berkeley is administered through a Joint Powers Agreement of several cities, including Emeryville.

1.5 EMERYVILLE EVOLUTION

Early Settlement

Before the colonization of the area by Spain in 1776, the Emeryville area was the site of extensive Native American settlements. Mudflats rich with clams and rocky areas with oysters, plus fishing, hunting, and acorns from the local oak trees, provided a rich and easily exploited food source for the residents. They would dispose of their clam and oyster shells in a single place, over time creating a huge mound—the Emeryville Shellmound.

After settlement by Europeans, Emeryville became a city in its own right, largely through the efforts of businessman Joseph S. Emery. Emery came to California in 1850 looking for gold, but eventually started a stonework contracting business in San Francisco. In 1859, Emery purchased a 185-acre tract of land north of Oakland and began to develop projects in the area. A community began to develop around the Emery Tract, and the town of Emeryville was officially incorporated in 1896, taking the name of its founder. The Emeryville town hall was completed in 1903, and still stands as the center for local government today. (For an expanded understanding of Emeryville's history and historical and cultural resources, see Chapter 6.)

The historic Park Avenue District.

Developing on fill between the Eastshore Highway and the railroad, circa 1944.

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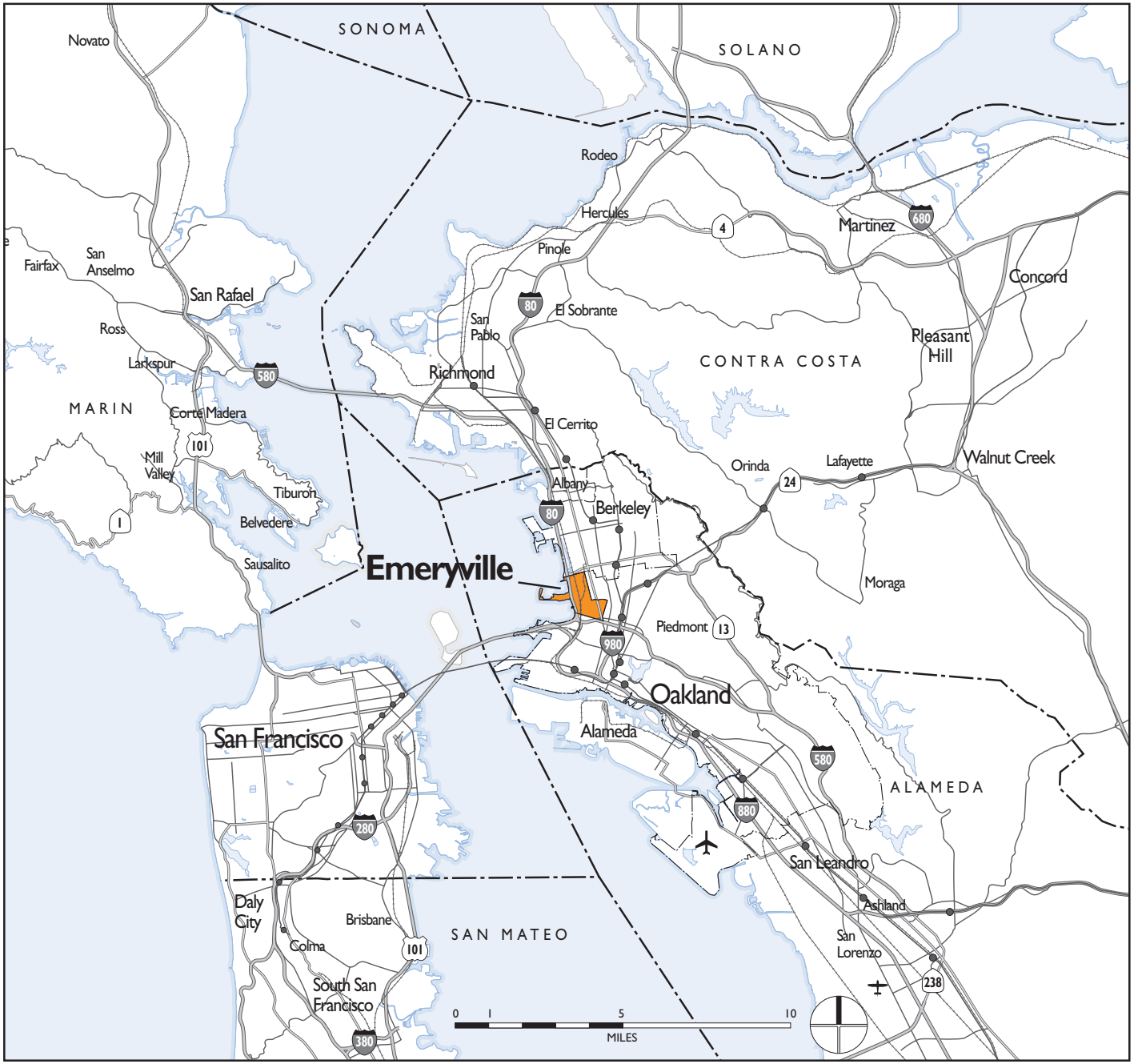
FIGURE 1-1

Regional Context



Industrialization

In 1871 Emery financed the construction of the San Pablo Avenue Horse Cart Railroad, which connected Oakland to Emeryville. He was also one of the primary builders of the California-Nevada Railroad, which began in Oakland, crossed the burgeoning Emery Tract, and terminated in Orinda. Emeryville soon became a city of big industrial enterprises and rail terminals. The 1870s also saw the construction of a large horse racing track on the north side of Park Avenue, which operated until 1915, and the amusement center of Shellmound Park, which stood until 1924. Successive years saw further consolidation of industry, including the paint factory of Sherwin-Williams and Shell Development, the research arm of Shell Oil Company. Residential areas remained confined to small portions at the city's eastern edge, bordering Oakland. As the city built out, bay fill was considered viable for creating new land. The Emeryville Peninsula was created in the 1960s by filling shallow water areas with demolition debris.[2]

1970s to Today: A Growing Community

In the 1970s Emeryville's landscape began to change once again as some of the city's older industries had already begun to move to the suburbs or close up shop altogether. The city's first major residential development—the 1,249-unit Watergate Apartments—was completed in 1974. In the mid 1970s Emeryville created parks and a 500-berth marina by filling in 7.8 additional acres of the San Francisco Bay to create a small boat harbor. Multi-story office buildings rose between the Eastshore Freeway and San Francisco Bay. In 1980, the 112-unit Emery Bay Village residential development was added.

With vacant warehouse and industrial space becoming available, Emeryville began to see the development of a community of artists who converted several of the buildings into live/work space. In 1984, a 583-unit housing development—the high-rise Pacific Park Plaza—was completed. Between them, Watergate, Emery Bay Village, and Pacific Park Plaza doubled the city's population to nearly 5,000 residents.

Almost all of the area to the west of the railroad tracks was developed between 1975 and 2005. Retail and office uses in large-scale redevelopment projects, such as Bay Street, IKEA, the Marketplace, and Powell Street Plaza, occupy much of this area. Development to the east of the railroad is more diverse in use, scale, and age. Here, industrial, office, and residential uses are geographically closer to one another. Two large corporate campuses—Novartis and Pixar—occupy much of the area between Park Avenue and Powell Street, along with a Pacific Gas & Electric facility. City Hall and the City's Civic Center are situated nearby, in the historic Park Avenue District, while Emery Secondary School is located East of Hollis. "Big box" retail, including the East Bay Bridge Center, fills the southern end of the city.

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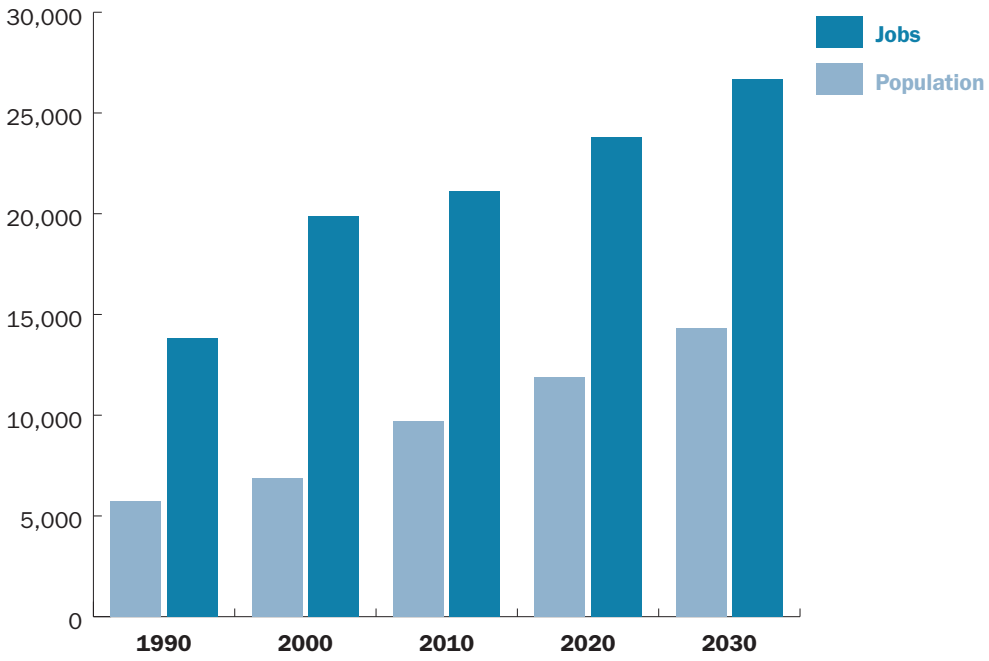
The Key System streetcar lines contributed to the urban form we see today.

2 *Background history adapted from Images of America: Emeryville. Emeryville Historical Society. San Francisco, CA: 2005.*

CHART 1-1: Historical and Projected Population and Job Trends



Source: US Census and ABAG Projections 2007.

Population and Job Trends

As large tracts of industrial land—originally built at low intensities and supporting many fewer workers per acre of land than contemporary businesses—have continued to be redeveloped, Emeryville's transformation over the past two decades has been dramatic, with substantial increases in employment and population. In one year alone (Jan. 1, 2007 to Jan. 1, 2008), the City's population grew by 6.5 percent—the second highest growth rate in the Bay Area. Chart 1-1 illustrates population and growth since 1990, and projected to 2030, according to the Association of Bay Area Governments. These projections represent a tremendous 150 percent increase in population over the 40-year period. Although employment levels in the City are higher overall, the growth rate is projected to be relatively lower: a still-impressive 93 percent between 1990 and 2030.

1.6 GENERAL PLAN BUILDOUT AND FISCAL SUSTAINABILITY

General Plan Buildout

Full development under the General Plan is referred to as "buildout." The Plan is not intended to specify or anticipate when buildout will actually occur nor does the designation of a site for a certain use necessarily mean that the site will be redeveloped with that use during the planning period. The buildout does give an indication of potential population and employment trends and allows the City to plan for growth accordingly. Table 1-1 describes population, housing unit and job projections according to analyses undertaken for this General Plan. These results project higher levels of population and employment growth compared with the regional government's projections for 2030, described above. In this case, population is projected to grow by 71 percent over the General Plan period to 16,600 residents; housing units are projected to grow to over 9,600 units—a 64 percent increase; and employment growth expected at 46 percent to approximately 30,000 jobs. Refer to Chapter 2: Land Use for a more detailed analysis of the General Plan buildout.

Fiscal Sustainability

Maintaining the fiscal health of the City is essential to ensuring that amenities envisioned in the General Plan can be implemented and sustained. As virtually all of Emeryville falls within a Redevelopment Area, the City is able to raise revenue through tax increment financing and fund major capital improvement projects. However, the 1976 Project Area will expire in 2019, and the Shellmound Project Area will expire in 2028, both during the General Plan period. In addition to redevelopment funds, the mixed-use land use pattern proposed in the Land Use Element creates a

TABLE 1-1: General Plan Development Buildout Potential

	Existing (2008)	Buildout (2030)	Percent Change
Population	9,727	16,600	71%
Housing Units	5,988	9,800	64%
Jobs[1]	20,552	30,000	46%

[1] *Existing 2008 jobs calculated from annual growth rate assumed by ABAG for 2005-2010: 1.5%*

Source: Department of Finance 2008, ABAG Projections 2007, City of Emeryville, Dyett and Bhatia 2008.

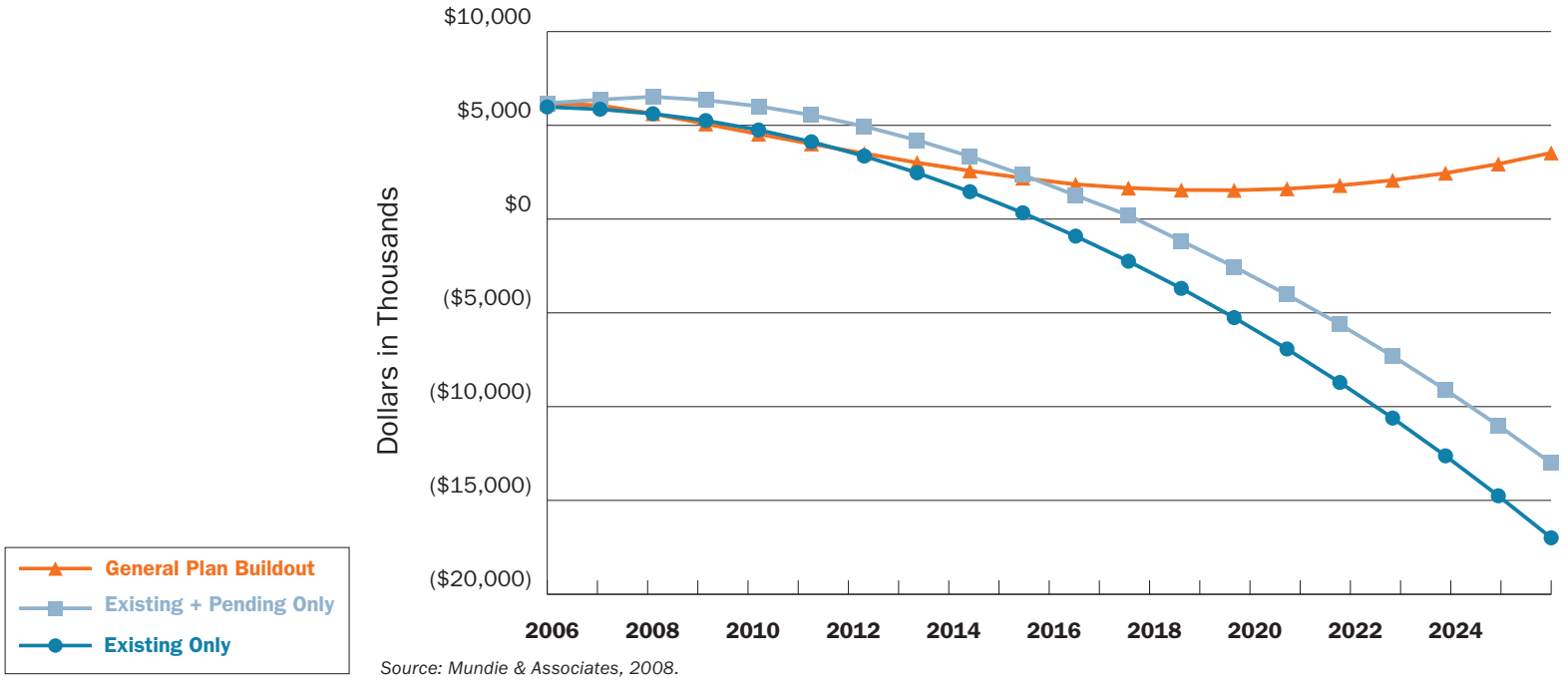
The General Plan seeks to maintain the City's fiscal health as Emeryville continues to grow.

diverse revenue stream (from sales, transient-occupancy, and other taxes) that will allow for the City to fund community amenities, sustainability initiatives, and other new programming. This multi-faceted land use approach will allow the city to be flexible and resiliant as market conditions change. An analysis of projected General Fund revenues illustrates the benefit of this mix of uses.

Chart 1-2 compares the balance in the General Fund Reserves under the General Plan buildout scenario to "existing" development and "existing and pending" (which includes projects that have been approved or are under construction). The "existing" and "existing and pending" projections show a negative balance in the General Fund beginning in 2015 and 2017, respectively. On the other hand, the General Plan buildout scenario projects a continuous positive balance through the life of the Plan. This scenario represents a much better outcome for the fiscal health of the City.

While changing broader economic circumstances may result in changes to the absolute dollars shown in Chart 1-2, the relationship between these three scenarios is the most important aspect. This General Plan represents the best option regardless of economic conditions.

CHART 1-2: Balance in General Fund Reserves at Buildout



Source: Mundie & Associates, 2008.

1.7 PLAN ORGANIZATION

General Plan Structure

State law mandates that general plans include seven elements: Land Use, Circulation, Open Space, Conservation, Noise, Safety and Housing. Elements for other topics of local concern may also be included. This General Plan includes two optional elements: Urban Design and Sustainability. Table 1-2 illustrates how the nine elements are arranged.

Following Chapter 7, an Implementation Program describes the implementing actions and responsible City departments that will carry out the policies in order to achieve General Plan goals. This structure is described further in the section below.

Organization of the Elements and Policy Structure

Each chapter of this General Plan includes brief background information to establish the context for the goals and policies in the chapter. This background material is not a comprehensive statement of existing conditions nor does it contain any adopted information. (Readers interested in a comprehensive understanding of issues related to a particular topic should refer to *Emeryville General Plan Update: Opportunities and Challenges Report*; *January 2006*.) This background information is followed by goals and policies. Actions are housed in the Implementation Program.

- **Goals** are the City's statements of broad direction, philosophy, or standards to be achieved.
- **Policies** are specific statements that guide decision making. They may refer to existing programs or development standards or call for establishment of new ones.
- **Actions** are implementation measures to carry out general plan policies. Each policy has at least one implementing action. Actions and the relevant City department or agency that will be implementing the actions, are described in a matrix within the Implementation Program.

Together, the goals and policies articulate a vision for Emeryville that the General Plan seeks to achieve. They also provide protection for the city's resources by establishing planning requirements, programs, standards, and criteria for project review.

Explanatory material accompanies some policies. This explanatory material provides background information or is intended to guide Plan implementation. The use of "should" or "would" indicates that a statement is advisory, not binding; details will need

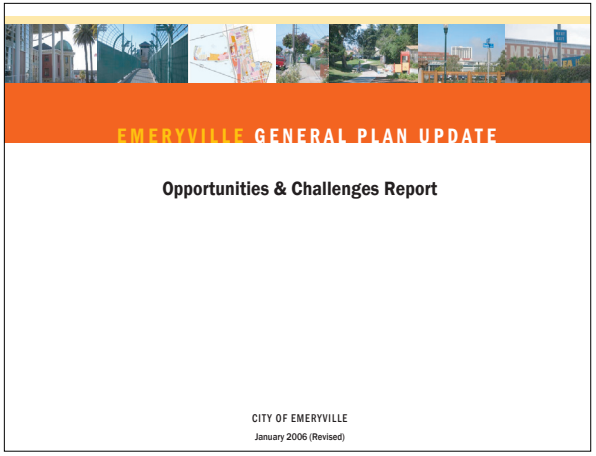
TABLE 1-2: Correspondence Between Required General Plan Elements and the Emeryville General Plan

Element	Where included in the General Plan
Land Use	Chapter 2: Land Use
Circulation	Chapter 3: Transportation
Conservation	Chapter 6: Conservation, Safety and Noise
Open Space	Chapter 6: Conservation, Safety and Noise; and Chapter 4: Parks, Open Space, and Public Facilities
Safety	Chapter 6: Conservation, Safety and Noise
Noise	Chapter 6: Conservation, Safety and Noise
Urban Design (optional)	Chapter 5: Urban Design
Sustainability (optional)	Chapter 7: Sustainability and Chapters 2-6
Housing	Separate Document

to be resolved in Plan implementation. Where the same topic is addressed in more than one chapter, sections and policies are cross-referred.

Numbering System

Goals, policies, and actions in the General Plan are organized using a two-part numbering system. The first part refers to the element and the second represents the order in which the goal, policy, or action appear, with a letter designation to distinguish goals (G), policies (P), and actions (A). For example, the first goal in the Land Use Element is numbered LU-G-1 and the first policy is LU-P-1. Thus, each goal and policy in the Plan has a discrete number for easy reference.



Interim reports based on technical analysis and community outreach efforts helped to form the General Plan.

1.8 RELATED STUDIES

As part of the General Plan preparation, several technical studies were conducted to document environmental conditions, and analyze prospects for economic development, community character and growth, and development alternatives. In addition, summaries of community outreach activities were prepared to document findings from community workshops, stakeholder interviews and a community survey. Studies and reports prepared include:

- Report on Stakeholder Interviews; June 2005.
- Report on Community Workshop #1; June 2005.
- General Plan Update Survey Report; November 2005.
- Emeryville General Plan Update: Opportunities and Challenges Report; October 2005 (updated January 2006)
- Report on Youth Workshop; May 2006.
- Alternative Plans Workbook; October 2006;
- Report on Community Workshop #2; February 2007.
- Fiscal and Financial Impacts of Future Development Scenarios; March 2007
- Draft Plan Framework; March 2008.
- Draft Environmental Impact Report; 2009
- Final Environmental Impact Report; 2009

While these background studies and environmental documents have guided Plan preparation, they do not represent adopted City policy.

1.9 THE PLANNING PROCESS

The City's planning process includes monitoring and updating the General Plan and preparing of area plans for various parts of the city. An Annual General Plan Report will provide an overview of the status of the General Plan and its implementation programs.

Amendments to the General Plan

As the City's constitution for development, the General Plan is the heart of the planning process. It is intended to be a living document and, as such, will be subject to site-specific and comprehensive amendments over time. Amendments also may be needed from time to time to conform to State or federal law passed since adoption, and to eliminate or modify policies that may become obsolete or unrealistic due to changed conditions (such as completion of a task or project, development on a site, or adoption of an ordinance or area plan).

State law limits how frequently a city can amend its general plan. Generally, no jurisdiction can amend any mandatory element of its general plan more than four times in one year, although each amendment may include more than one change to the general plan. This restriction, however, does not apply to amendments to:

- Update optional elements (such as the Urban Design and Sustainability elements);
- Allow development of affordable housing;
- Comply with a court decision; or
- Comply with an applicable airport land use plan.

Area, Neighborhood, and Redevelopment Plans

Emeryville maintains plans for some areas within the City to tailor appropriate development standards and policies to the individual character of neighborhoods. Figure 1-2 shows the general location of the city's districts. Figures 1-3 and 1-4 show the planning areas for existing area and neighborhood plans, and redevelopment plans, respectively. Although these plans do not necessarily address all of the topics required by State law for general or specific plans, they must be consistent with the General Plan.

Area and Neighborhood Plans

North Hollis Area Urban Design Program

The North Hollis Area Urban Design Program was implemented through the North Hollis Overlay Zone. The plan covers the northeast corner of the city. This plan calls for infill residential uses that complement the existing neighborhood and stimulate use of the Greenway; the discouragement of through-traffic; a balance of automobile access with other transportation modes; sufficient public parking; and private development that enhances the character and pedestrian improvements of the area.

San Pablo Avenue Urban Design Plan

The San Pablo Avenue Urban Design Plan outlines a phased strategy for the development of San Pablo Avenue into an active, attractive, neighborhood retail center. The document targets land uses for three phases of catalyst projects, establishes goals for public circulation and streetscape improvements, and design guidelines for new development along and near the avenue. Much of the plan, which was written around 1990, has already been implemented.

Area plans will continue to guide development in their respective areas, such as North Hollis and the Park Avenue District.

FIGURE 1-2
City Districts

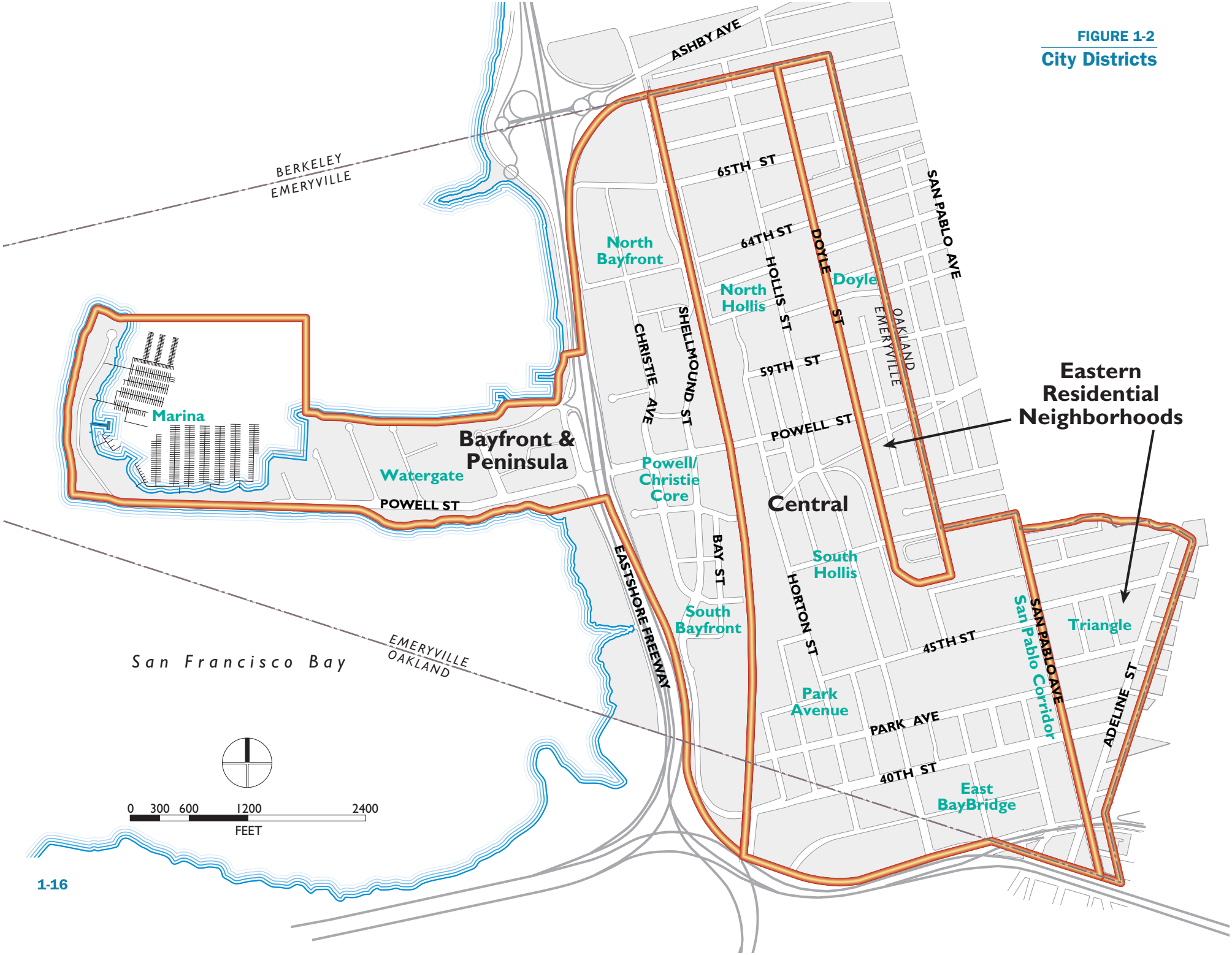
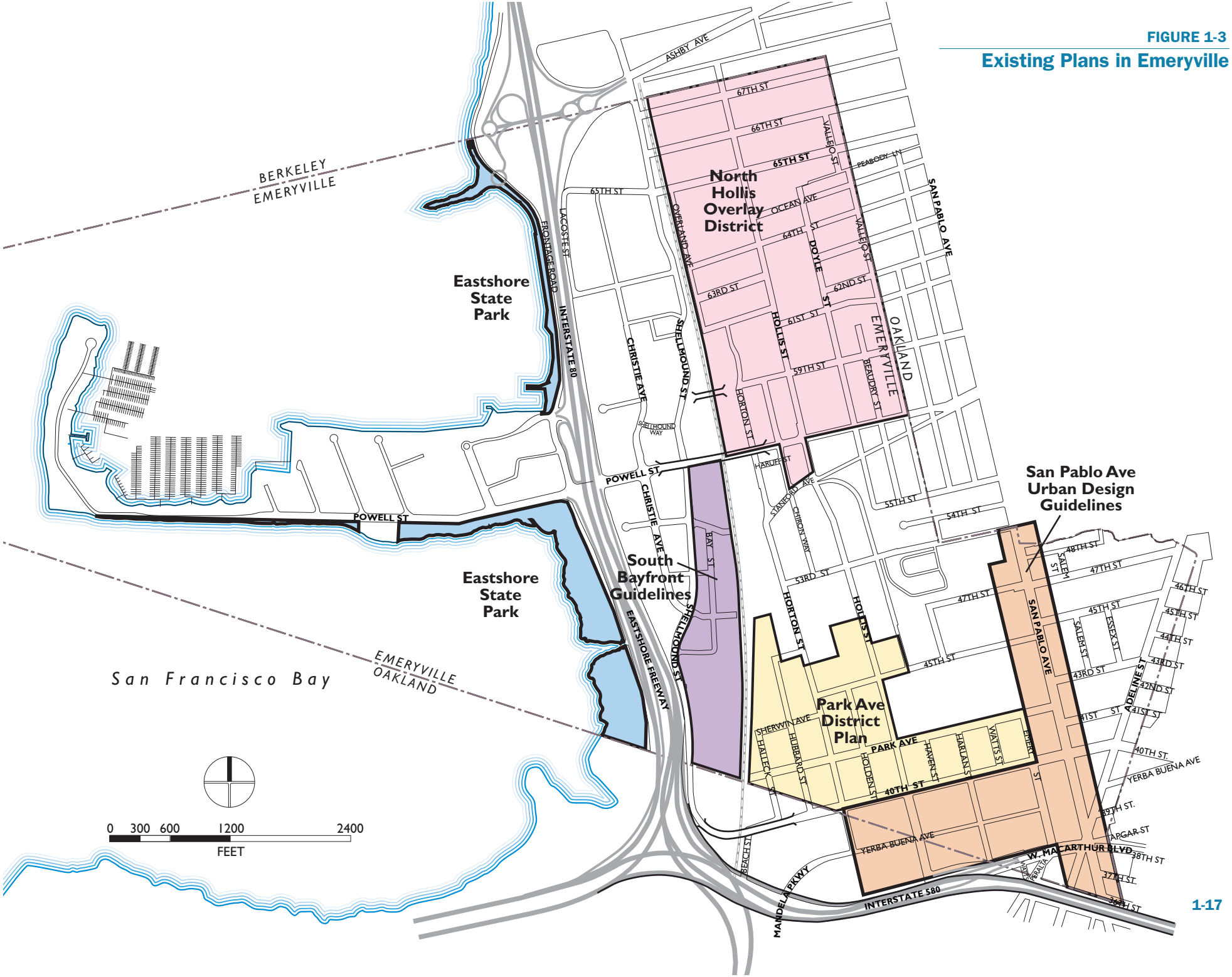


FIGURE 1-3

Existing Plans in Emeryville



Redevelopment funding has played a key role in Emeryville's retail and business development.

South Bayfront Design Guidelines

The South Bayfront Design Guidelines cover the South Bayfront district and the area south of Powell Street between the railroad and I-80. The plan lays out eight high-level site design principles for the development of the district and presents three development concepts which follow these guidelines. Each concept includes a set of possible land uses, building configurations, and circulation patterns. Much of the South Bayfront has already been developed according to these guidelines, which were established in 1997.

Park Avenue District Plan

The Park Avenue District Plan establishes incentives and development guidelines toward the creation of a vibrant, mixed-use neighborhood. It seeks to preserve the area's small parcels and historic buildings and encourage private development of live/work housing, small-scale businesses, pedestrian and bicycle accessibility, and 24-hour community uses. These uses will be supplemented with public investments, which may include an arts center, public parking facilities, community open space, and improved sidewalks.

Redevelopment Plans

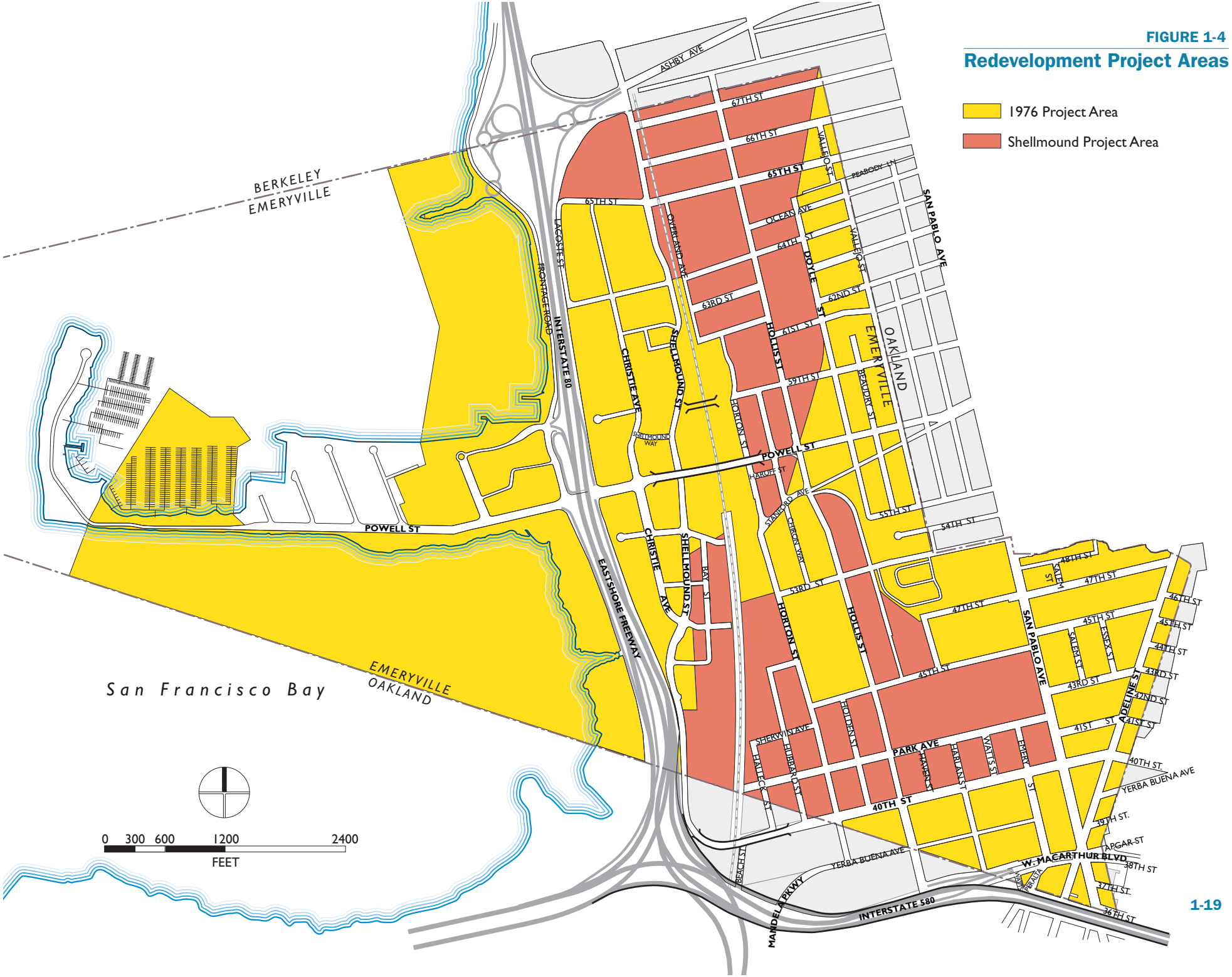
The objectives of the Redevelopment Agency are to eliminate blight, provide for economic revitalization, preserve and improve existing residential areas, establish a more beneficial mix of land uses, and restore the public infrastructure. California redevelopment law provides tax increment financing as a source of revenue to redevelopment agencies to fund redevelopment activities. Over the past 30 years, the City's Redevelopment Agency has been responsible in large part for the City's tremendous growth in the retail and office sectors, and revenue generation that has allowed for citywide capital improvements. The City contains two redevelopment project areas, covering nearly the entire city, as shown in Figure 1-4. The older of the two, the 503-acre 1976 Project Area, will be operational until 2019, the 270-acre Shellmound Project Area until 2028. These projects areas will play an integral part in the implementing the General Plan land use policies and developing the capital improvement projects—such as streetscapes, green streets, and community public facilities—described in this Plan.

Annual General Plan Report

The California Government Code requires that an annual report be submitted to the City Council on the status of the General Plan and progress in its implementation. This report also is to be submitted to the Governor's Office of Planning and Research and the Department of Housing and Community Development. It must include an analysis of the progress in meeting the City's share of regional housing needs and local efforts to remove governmental constraints to maintenance, improvement, and development of affordable housing. In addition, mitigation monitoring and reporting requirements prescribed by the California Environmental Quality Act (CEQA) should be addressed in the Annual Report because they are closely tied to Plan implementation. Finally, the Annual Report should include a summary of all General Plan amendments adopted during the preceding year and upcoming projects and General Plan issues to be addressed in the coming year.

FIGURE 1-4

Redevelopment Project Areas



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2 LAND USE

How land is used underlies the experience of living, working, or visiting any urban area, making Land Use a pivotal element of any General Plan. This chapter of the General Plan provides the basis for land use decision-making; establishes the land use classification system, intensity and height standards; and outlines citywide and area-specific land use policies. An assessment of the City's revenue generation, by land use type, is also included to better understand the influence that land use has on the City's fiscal health. For more specific policies on the design of buildings and public spaces, please see Chapter 5: Urban Design.

Office (top), retail (middle) and industrial (bottom) uses account for half of the city's developable land area, while also

While Emeryville has roots as an industrial and employment center, the Plan promotes the city's evolution into a dynamic and livable mixed-use community. The Plan outlines greater integration of uses in different parts of the city and balance between employment and residential uses, with more areas designated for mixed-use development rather than single use. The Plan enhances livability and quality of life for the increasing residential population with strategically located new parks and open spaces, neighborhood and mixed-use centers, and a variety of amenities to support urban lifestyles in a walkable environment.

Because Emeryville is a built out city, new development will result from reuse of existing underutilized sites. This development pattern will result in more efficient use of land in the Bay Area's inner core, supporting more regionally sustainable land use patterns. At 25,000 jobs per square mile, Emeryville will have a relatively high employment density, but not as high as downtown San Francisco (472,000 jobs per square mile), Oakland (118,000) or Berkeley (43,000). Building intensities will be modulated to support urban design and livability goals highlighted in Chapter 5.

Achieving Emeryville's future land use vision requires continuing redevelopment with an array of uses; enhancing livability through development of neighborhood centers and parks spaced for walking access; promoting greater balance between residential and employment while furthering Emeryville's role as a premier regional commercial center; increasing local amenities; expanding arts and culture facilities; improving connections; creating more "people places", and ensuring variation in use and mix, development intensity, and height to create a tapestry of distinctive places and experiences.

2.1 CONSTANCY AND CHANGE

Emeryville's land use transformation over the past 20 years has been extensive. Formerly dominated by manufacturing and distribution, the city is now marked by ever increasing development of office, regional retail, and high-density residential land uses, as well as mixed-use developments. Almost entirely built out, with little to no vacant land, Emeryville's growth has been through redeveloping its existing land uses and rehabilitating older buildings.

Current Land Use Pattern

Around half of the developable land in the City—that is, excluding roads, highways, and other rights-of-way—is in Commercial (36%) or Industrial (14%) use, and just under a quarter (21%) is used for housing. (However, it should be noted that much of this commercial land area is devoted to surface parking lots.) The remainder of the city is in Public use (7%), Parks and Open Space (7%), or a mix of uses (7%). Only around 20 acres, or four percent of the land, is vacant. Specific acreages for each land use are shown in Table 2-1 and summarized in Chart 2-1.[1]

Almost all of the Bayfront and freeway edge area west of the railroad tracks has been redeveloped in the past 30 years. Much of this space is devoted to retail and office uses in large-scale developments, such as Bay Street, IKEA, the Marketplace, and Powell Street Plaza, which serve a regional clientele. Almost no industrial uses remain in this area. Residential developments in this area—Watergate Condominiums, Pacific Park Plaza, Bay Street, and Archstone/Bridge-

1 *The city's total land area is 1.2 square miles, or about 768 acres. About 20% of this, or 152.9 acres, is roads, highways, and other rights-of-way, leaving about 615.1 acres of developable land.*

The number of residential developments (far left) has increased in recent years, inspiring a greater need for public facilities and parks (middle and right).

water (formerly EmeryBay Club & Apartments)—are few in number, but large in size and high in density. In total, they comprise about 2,750 housing units—half of the housing in the city.

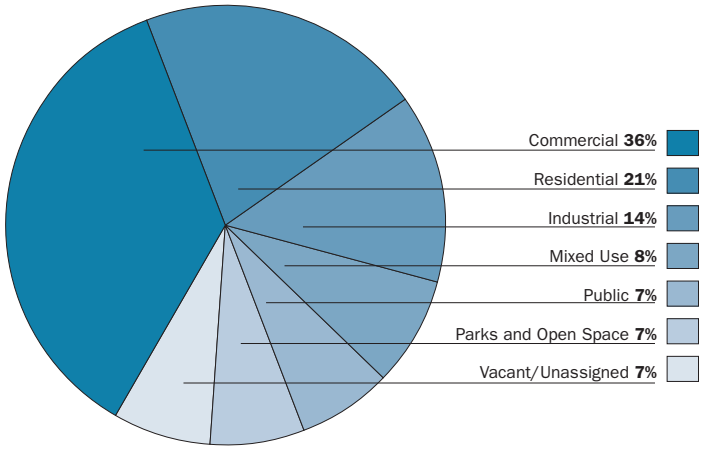
Development to the east of the railroad is more diverse in use, scale, and age. In the Central Emeryville area between the railroad tracks, Doyle Street (north of 53rd Street), and San Pablo Avenue (south of 53rd Street), industrial, office, and residential uses are geographically close to one another. Block, parcel and building sizes generally diminish toward the east, where pre-war structures are supplemented with new residential and commercial construction. The area north of Powell Street contains a wide variety of uses, including offices, old homes and new residential complexes, and industry. Corporate campuses and "big box" retail occupy much of the area south of Powell Street. Emeryville's public schools and much of its locally-oriented retail businesses lie along or near San Pablo Avenue, a major boulevard and state route which connects Emeryville with Oakland, Berkeley, and other East Bay cities. In the eastern residential neighborhoods, east of Doyle Street and San Pablo Avenue, the Triangle and Doyle Street neighborhoods are composed of lower density homes.

TABLE 2-1: Existing Land Use Distribution (2005)

	Acres
Commercial	222.0
Residential	126.2
Industrial	87.5
Mixed Use	48.0
Public	45.7
Parks and Open Space	44.7
Vacant/Unassigned	40.8
Total	**615.1**

Source: Metroscan, City of Emeryville, 2005.

CHART 2-1: Existing Land Use Distribution (2005)



Areas of Stability and Change

To develop a strategy for land use planning, the city has been divided into areas of stability, areas of potential change, and master planned areas. These are illustrated in Figure 2-1.

Areas of stability are those parts of the city that are not anticipated to change significantly in character, land use or development intensity over the next 20 years. These include the older residential neighborhoods on the east side of town as well as the Watergate residential neighborhood on the peninsula, the Watergate office complex, Pacific Park Plaza, and more recent developments such as residential projects in the North Hollis and North Bayfront areas, the Emery Station complex and the Woodfin and Marriott hotels.

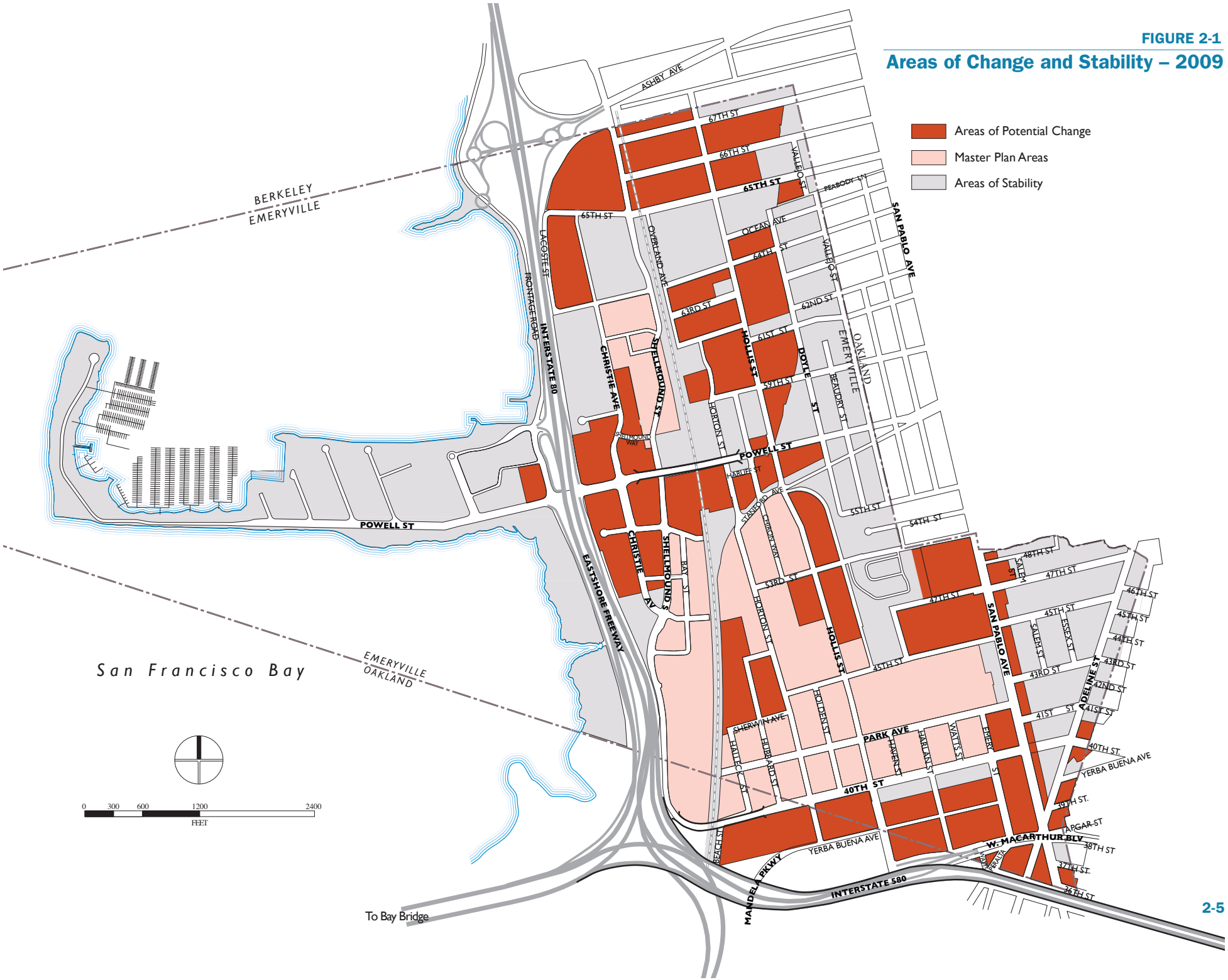
Master planned areas are areas that are likely to change over the next 20 years, but that have already been approved by the City Council either through the entitlement of Planned Unit Developments (PUD), or the adoption of an area plan that includes a vision for the future character of the area. These master planned areas include the Novartis, Pixar, the Marketplace and Bay Street PUDs, and the Park Avenue District Plan area.

Several other areas of Emeryville, because of the current land use and intensity of development, have a heightened potential for redevelopment over the next 20 years. These are areas of potential change. These include the small amount of vacant land (less than 20 acres), formerly industrial sites such as Sherwin Williams, as well as low-intensity shopping centers where there are opportunities for intensification, such as Powell Street Plaza and the East Bay Bridge Center. The community and the General Plan Update Steering Committee spent considerable time deliberating land use, intensity, and building height choices for these sites. These choices are reflected in the maps in this chapter. These maps are complemented by specific policies for each change area included at the end of the chapter.

Several areas of the city have opportunities for reuse and redevelopment over the life of the General Plan, including Powell Street Plaza, the East Bay Bridge Center (bottom),

FIGURE 2-1

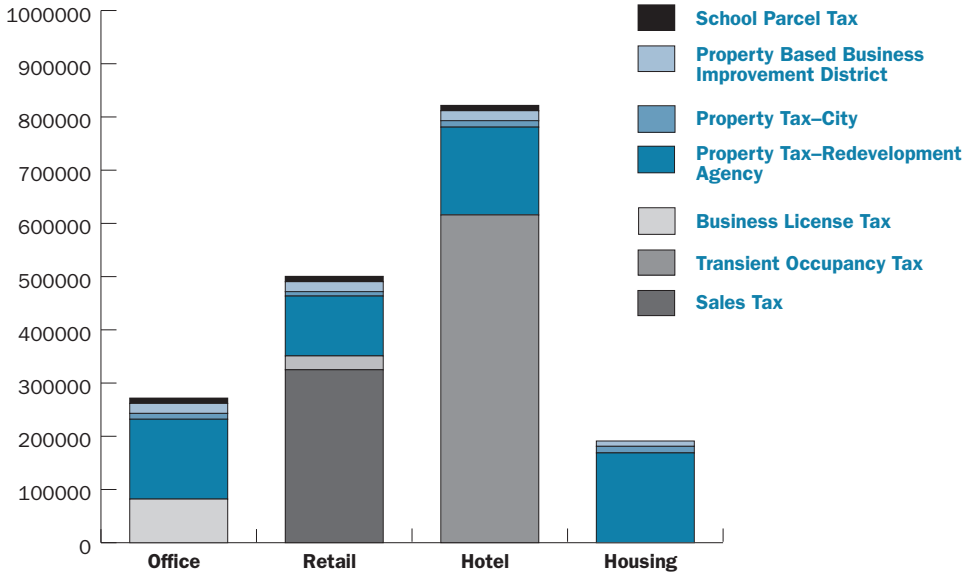
Areas of Change and Stability – 2009



2.2 ECONOMIC DEVELOPMENT

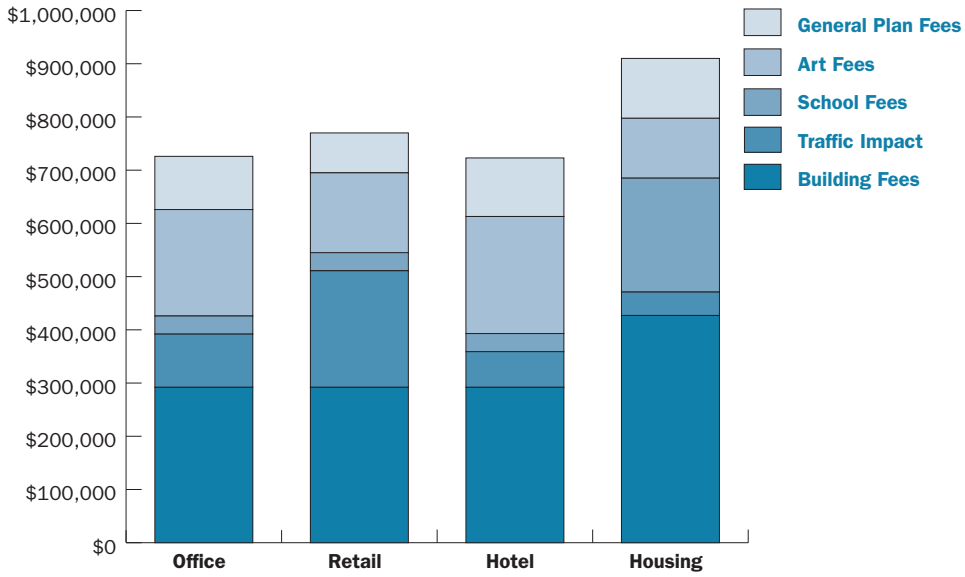
Different land uses have different impacts on the City's revenue generation and cost allocations. Emeryville finances its operations—both ongoing costs of delivering public services and investments in new capital facilities—by collecting revenue from residents and businesses. Charts 2-2 and 2-3 summarize the City's estimates of ongoing and one-time revenues associated with the different types of land uses in the city on a per hundred-thousand square-foot basis. While housing contributes the greatest amount of one-time revenues in total (housing contributes more than non-residential uses in the form of school impact fees, which go to the Emery Unified School District), hotel and retail uses make the greatest impact in terms of annual revenues. One-time fee revenues are used for capital improvements and facilities that are needed to respond to the impacts of new development (residents and businesses) and provide quality of life improvements. These include street modifications, traffic signals, new parks, and public art. On the other hand, annual revenues contribute to the City's General Fund.

CHART 2-2: Annual Revenues from Different Uses (Per 100,000 square feet of building space)



Source: Mundie & Associates, 2008.

CHART 2-3: One-time Revenues from Different Uses (Per 100,000 square feet of building space)



General Fund

The City's General Fund is its primary collection bucket for ongoing and recurring revenues that are not earmarked by law for specific purposes and its primary source of funds to cover ongoing and recurring costs of operations and maintenance. For the 2006-2007 City Budget, the greatest General Fund allocation was for Police and Fire services. Labor costs (wages and benefits) tend to account for the largest share of expenditures. The purpose of General Fund spending is to improve quality of life in the city. This mission is captured in the City's budget philosophy: to provide "innovative and responsive services to the community to create and sustain a vibrant, livable city."

Redevelopment

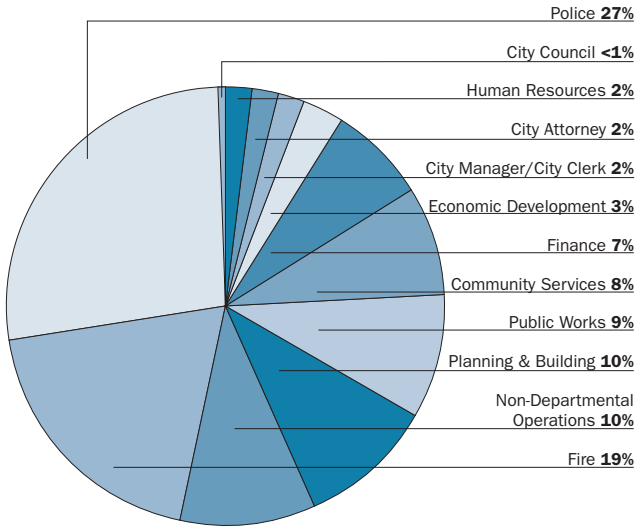
To maximize its ability to make the capital improvements that it requires to improve the physical condition of the city, Emeryville has a Redevelopment Agency with two redevelopment project areas (see Figure 1-5). The Redevelopment Agency gains its revenue from increases in property taxes within these areas. Within the redevelopment project areas, the Redevelopment Agency has the power to make capital improvements in the "public realm;" that is, within public rights-of-way and to create some other types of incentives to attract private development.

Balance

While any new development within the redevelopment areas that enhances property values will lead to greater revenues that can be spent on public improvements, development also creates a need for services that must be provided by the General Fund. In particular, residential development has the highest need for services on a per square foot basis. Thus, Emeryville needs to ensure a balance of uses that provide revenue for continued enhancement of the community, while ensuring high quality of services to the community. In order to do so, the City will need to continue pursuing development that generates ongoing revenues, in particular hotel and retail uses. This balance is reflected in the development potential outlined in the next section.

Hotels contribute the largest revenues annually due to the transit occupancy tax (TOT). Retail, office, and residential uses also gen-

CHART 2-4: ACTUAL GENERAL FUND EXPENDITURES (2006-2007)



2.3 DEVELOPMENT POTENTIAL

Applying development policies consistent with this General Plan—using assumed average intensities for the different land use classifications to vacant land and sites with redevelopment/intensification opportunities—results in the following development potential, as described in Table 2-2. The time at which this development potential is achieved is not specified in or anticipated by the Plan; however, the transportation and other public infrastructure improvements assume that this development will occur by 2030. Designation of a site for a certain use does not necessarily mean that the site will be built or redeveloped with the designated use.

Table 2-2 shows:

A. Approved Development. This includes the various projects that have been approved or are under construction as of November 2007. This development includes 907 housing units and 1.3 million square feet of non-residential space.

B. Gross New Development. This value results from application of average assumed intensities to change areas. Approximately 2,930 housing units and 3.0 million square feet of non-residential space will be added.

C. Loss of Existing Due to Redevelopment. This value reflects existing underutilized properties that may be replaced by new uses. This is an accounting measure that estimates the proportion of existing development that may be redeveloped on each site in an area of change.

D. Net New Development. This reflects the total of the three above categories, and represents the expected development during the life of the General Plan.

E. Existing Development. This reflects existing development, as of November 2007.

F. City at 2030. Totaling net new development and existing development results in the General Plan development potential at 2030. This will result in an increase of approximately 3,800 housing units, a 70 percent increase in the existing population of 9,727 to 16,500, and 2.5 million square feet of total non-residential space, an increase of 21% over 2007 levels.

The General Plan projects the greatest potential for new development in residential (top) and office (bottom) uses. Retail development is also expected to increase somewhat, while industrial uses are expected to decline.

TABLE 2-2: General Plan Development Potential at 2030, by Land Use

	Residential (units)	Retail (SF)	Hotel (SF)	Office[1] (SF)	Industrial (SF)
A. Approved Development	907	34,461		1,313,000	
B. Gross New Development	2,930	1,075,400	324,600	1,569,700	76,200
C. Loss of Existing Due to	0	-469,000	-14,000	-510,000	-855,000
D. Net New Development (A+B+C)	3,837	640,861	310,600	2,372,700	-778,800
E. Existing Development	5,988	2,441,660	464,500	4,852,118	4,132,675
F. City at 2030 (D+E)[2]	9,800	3,083,000	775,000	7,225,000	3,354,000

[1] *Office includes R&D development.*

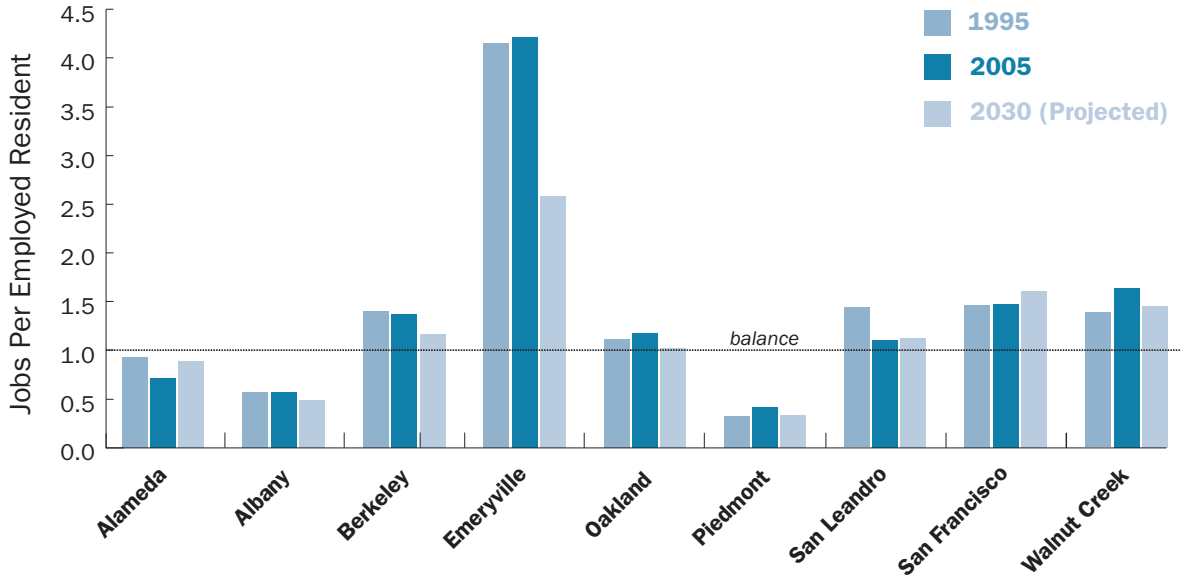
Source: City of Emeryville, Dyett & Bhatia, 2008.

Jobs: Housing Balance

The ratio of jobs to employed residents shows whether a jurisdiction has a deficit or surplus of jobs relative to population. Evaluation of data from the U.S. Census and Association of Bay Area Governments (ABAG), as illustrated in Chart 2-5, shows that Emeryville had 4.2 jobs for every employed resident in 2005; this is the highest ratio of jobs to employed residents of any city in the Bay Area with the exception of Colma, which has a population of 1,500. Emeryville's jobs/employed residents' ratio has remained constant over the past decade, balancing the spike in jobs between 1995 and 2000 with the residential spike between 2000 and 2005.

While the General Plan anticipates employment dominance to continue, Emeryville's jobs/employed residents' ratio is expected to be in greater balance by 2030. With nearly 10,000 jobs expected to be added over the life of the Plan, the City can expect a jobs/employed residents ratio of approximately 2.6. Although this still represents a much higher ratio compared with nearby cities, it does reflect a substantial improvement toward a more balanced city.

CHART 2-5: JOBS: EMPLOYED RESIDENTS' RATIO, COMPARISON OF SELECTED BAY AREA CITIES



Source: Association of Bay Area Governments, 2007 and Dyett & Bhatia (Emeryville 2030 Projected).

2.4 LAND USE FRAMEWORK

The land use framework is comprised of three components that work together to define activities and capacities:

- **Land Use Diagram and Classifications.** These specify land uses and mixes that are allowed in the different areas of the city. Building intensities are regulated independently of land use; however, residential uses are subject to both density standards as specified in the classifications, as well as intensity standards.
- **Building Density/Intensity.** For non-residential uses, this is expressed as Floor Area Ratio (FAR), and regulates the overall maximum building area that can be built on any site. (For explanation of how FAR is calculated, see Density/Intensity on page 2-13). For residential uses density is expressed as dwelling units per acre.
- **Building Height.** This controls maximum building height for development on any site.

These components are regulated through separate maps, allowing control of land use and urban form to reflect the unique need of each site and character of the city. Balancing building heights, FARs, and land uses will help to preserve public views, allow natural light, minimize impacts of wind and shadows, and create vibrant streetscapes and identifiable skylines.

The interrelationship of land use, building density/intensity, and building heights, shape the fundamental framework of the

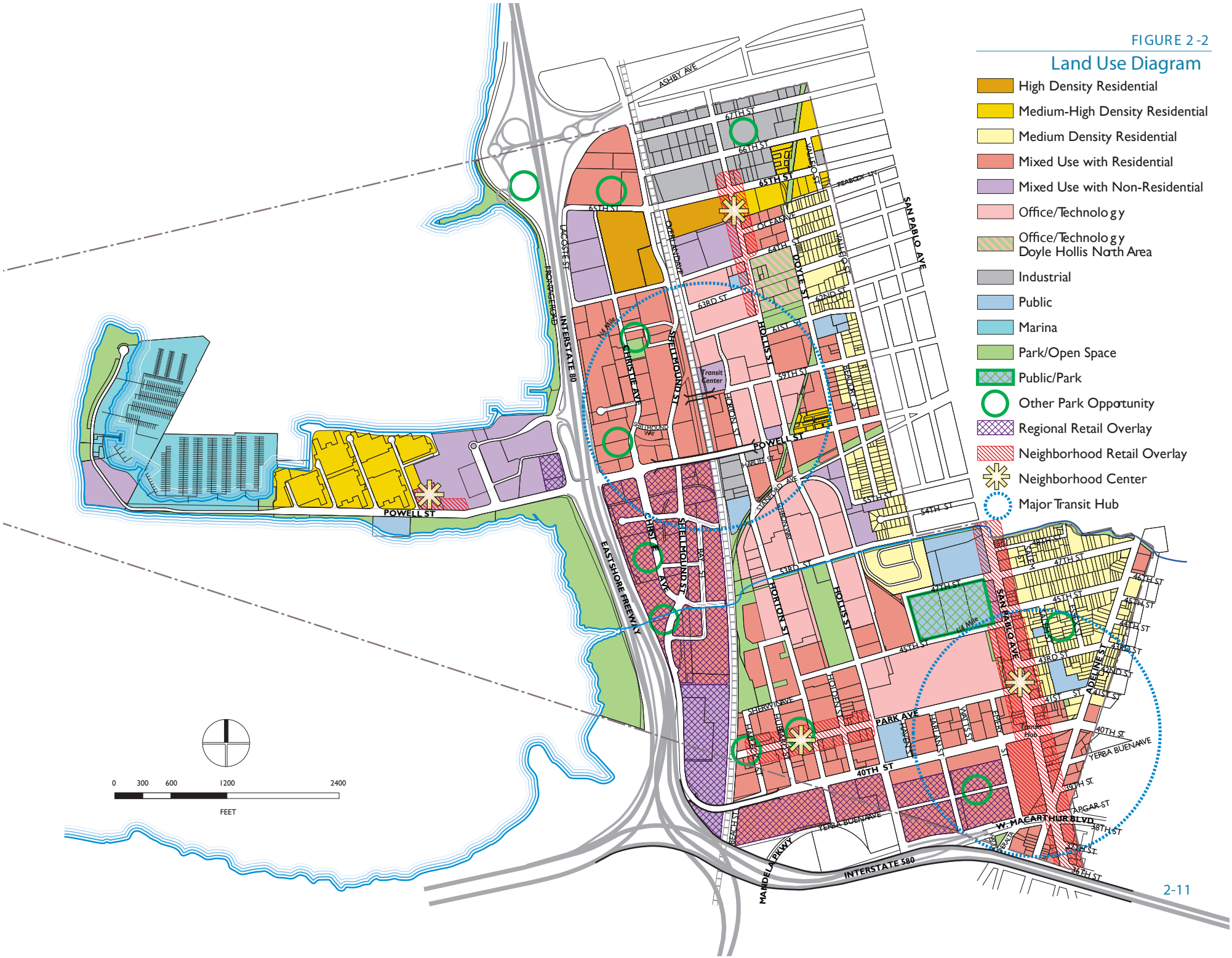
Land Use Diagram

The Land Use Diagram (Figure 2-2) designates the proposed location, distribution, and extent of activities that may take place throughout the city. Land use classifications—shown as color/graphic patterns on the diagram—allow for a range of activities within each classification. The large blue circles represent 1/4-mile radii from major transit hubs (i.e. places that can be reached within a ten minute walk).

The diagram is a graphic representation of policies contained in the General Plan; it is to be used and interpreted in conjunction with the text and other figures contained in the General Plan.

FIGURE 2-2

Land Use Diagram



Land Use Classification

Land use classifications are presented below. The Zoning Ordinance provides greater detail on specific uses permitted within each classification. In addition to the direction related to the uses provided here, public uses—including government offices, police and fire stations, and public schools—are permitted in all land use classifications, except Park/Open Space. Live/work uses are permitted in all land use designations except Office/Technology, Public, Parks/Open Space, and Marina.

High Density Residential

Mid- or high-rise residential development, generally at sites with FARs greater than 2.5. Small-scale businesses, offices, retail, services, and other commercial uses are permitted on the ground floor.

The city is expected to become increasingly mixed-use—vertically and horizontally—over the life of the General Plan.

Medium High Density Residential

Residential development generally at maximum FARs ranging from 0.8 to 1.9. Incidental retail uses that serve the neighborhood are also permitted.

Medium Density Residential

Residential development at FARs less than 0.8. Single family detached and attached housing. Multifamily housing types may be a conditional use, as specified in the Zoning Ordinance. Incidental retail uses that serve the neighborhood are also permitted.

Mixed Use with Residential

One or more of a variety of residential and nonresidential uses, including but not limited to offices, retail and hotels. On larger sites, a mix of residential and non-residential uses is required; on smaller sites, a single use may be permitted.

Mixed Use with Non-Residential

One or more of a variety of nonresidential uses, including but not limited to offices, retail and hotels. On larger sites, more than one use is required; on smaller sites, a single use may be permitted.

Office/Technology

Administrative, financial, business, professional, medical and public offices, research and development, biotechnology, and media production facilities. Warehousing and distribution facilities and retail are permitted as ancillary uses only, subject to limitations established in the Zoning Ordinance.

Industrial

A range of industrial and high technology uses, including light manufacturing, repair, testing, printing, service commercial, and biotechnology uses. Three industrial areas are designated in the Land Use Diagram: (1) west of Hollis Street and north of 65th Street ("west of Hollis"), (2) east of

Hollis Street and north of 65th Street ("east of Hollis"), and (3) along Horton Street between Powell Street and Stanford Avenue ("Horton Street"). "Light" live/work is appropriate in the east of Hollis and Horton Street industrial areas. "Heavy" live/work uses (e.g. work involving manufacturing, welding, and assembly) will only be allowed in the west of Hollis area. General manufacturing uses are only permitted in the west of Hollis area. In the east of Hollis area and the Horton Street area, new light industrial uses are permitted, but new general manufacturing uses are not. Existing general manufacturing uses can continue as conforming uses, and may be expanded with a conditional use permit subject to performance standards for noise, air quality, and truck traffic, to safeguard adjacent residential uses. Unrelated retail and commercial uses that could be more appropriately located elsewhere in the city are not permitted, except for offices, subject to appropriate standards, and in Neighborhood Retail Overlay areas (i.e., North Hollis).

Public

A variety of public and quasi-public uses, including government offices; fire and police facilities; schools; community services; transit stations and ancillary facilities.

Parks/Open Space

Parks, recreation facilities, and greenways for the general community, and open space for habitat conservation (e.g. Emeryville Crescent State Marine Reserve).

Marina

Marinas, limited retail, and recreation facilities and restaurants with a waterfront orientation.

Regional Retail Overlay

This overlay is intended to reflect sites that are appropriate for retail uses that serve as a regional draw. Stores can be small in size (such as at Bay Street) or large (such as IKEA). For sites with this overlay, 100 percent of the building area can be retail, while the uses in the underlying classification are also permitted.

Neighborhood Retail Overlay

This designation is intended for four neighborhood centers. It is intended for stores, offices, services, and restaurants/cafés that serve the local community, as well as "flex space" that can be adapted for retail/restaurant use in the future, but may be used for other uses in the interim. A majority of the ground floor use, and a substantial portion of the frontage along any public street, shall be devoted to these uses. Establishments shall generally be smaller sized, lending themselves to the pedestrian-oriented nature of the centers; however larger establishments (such as supermarkets), that serve the local community and are designed appropriately with a pedestrian orientation are also permitted. Retail and eating and drinking establishments can comprise up to 100 percent of the building area.

Density/Intensity

The General Plan establishes intensity standards for various parts of Emeryville. Intensity is measured as floor area ratio (FAR), obtained by dividing the gross floor area of a building by the lot area. (See text box and illustration for a detailed definition of FAR.) In general, all floor area above grade is included, including residential uses, but excluding parking. The implementing zoning regulations define in detail how gross floor area is measured.

Figure 2-3 shows maximum FAR permitted in each area. Where FAR boundaries cut across parcel lines, total FAR should be based on the average of FARs from each portion. FAR maximums may be distributed in any manner across these parcels, but height limits must be adhered to.

FLOOR AREA RATIO (FAR)

FAR expresses the ratio of building square footage to land square footage. For example, an FAR of 2.0 means that for every square foot of land, a developer may build two square feet of building. However, this example does not necessitate a two-story building that covers the entire lot. This FAR illustration describes different ways that a building can be constructed while meeting the FAR requirement. Within each set of examples, the building square footages and FAR values are equal, but the building massing and lot coverage changes. (Note that this illustration does not account for additional setback and lot coverage requirements, described in the Zoning Ordinance.)

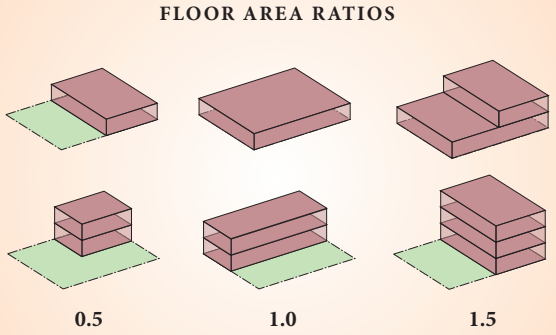
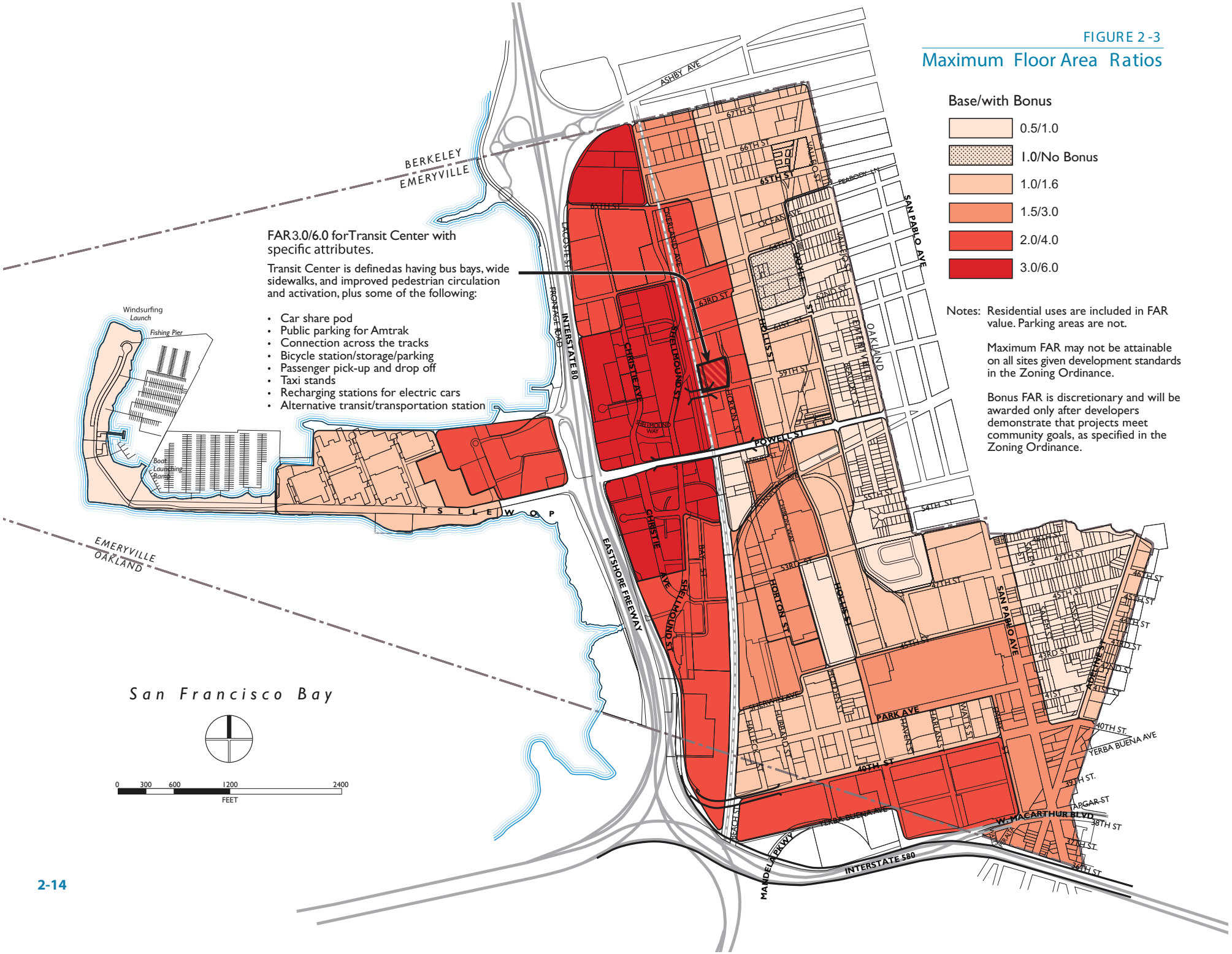


FIGURE 2-3

Maximum Floor Area Ratios



The first number describes the maximum base FAR. Proposed base development intensities in the General Plan range from 0.5 to 3.0, modulated to provide diversity, as well as high intensities in selected locations. Intensities are low in the eastern residential neighborhoods and the western end of the peninsula, gradually increasing to the highest values at the Powell Street/Christie Avenue core area.

The second number represents the maximum bonus FAR that may be awarded after developers demonstrate that projects provide certain community amenities. Bonuses are discretionary and contingent on excellence in design.

Maximum bonus FARs range from 1.0 to 6.0. (There is no bonus in the 1.0 FAR category.) Maximum FARs shown on the map may not be attainable on all sites as superseding development regulations and/or site conditions may reduce development potential. The bonus program is described on page 2-19 and detailed in the Zoning Ordinance.

Building Heights

Figure 2-4 shows maximum permitted building heights—base and with bonus. Bonus height is discretionary, and will be awarded together with the bonus FAR only after developers demonstrate that projects meet specific community goals. (The bonus height provisions will be specified in the Zoning Ordinance.)

Maximum base building heights range from 30 feet to 75 feet. Buildings heights gradually step up from the lowest in the east—reflecting the scale of the older residential neighborhoods—and the western edge of the Peninsula, to create a high-rise core in the Powell Street/Christie Avenue area. The Triangle and Doyle Street neighborhoods have a maximum height of 30 feet. These step up to 30 feet/55 feet (base/maximum) in the North Hollis and Park Avenue areas and the Watergate residential complex; these moderate heights will allow light to filter in into the streets in the North Hollis area, maintain the character and scale of the historic Park Avenue area while allowing modest increases, and maintain the scale of the Watergate residential complex, which is an area of stability.

The next step up in height (40 feet/70 feet) provides transition between the low-rise areas and the 50 feet/100 feet height limit that applies to much of Sherwin Williams, East Bay Bridge, as well majority of the sites west of the railroad. The tallest heights (75 feet/100+ feet) apply to the core which extends on both sides of Powell Street, extending to Pacific Park Plaza in the north (the tallest building in the city with a height of 320 feet), as well a small portion land at the southern edge of the City at the edge of I-580 (which is elevated in the area) that is in joint Oakland/Emeryville planning jurisdiction. Several buildings have previously been approved at heights greater than these height districts would allow; these buildings are "grandfathered", and are indicated by yellow asterisks on Figure 2-4.

The three-dimensional images in Figure 2-5 illustrate how hypothetical buildings might look and feel in the cityscape under the FAR limits of Figure 2-3 and the height limits of Figure 2-4. These drawings are shown for illustrative purposes only.

Residential Density

Figure 2-6 shows maximum permitted residential density in units per acre. As described in the FAR and heights sections, the first number refers to the base maximum density value, while the second number represents the maximum value permitted with discretionary bonus allowance. Residential densities range from 20 units per acre (base) in the eastern neighborhood to 85 units per acre (base) in the Powell/Christie core. Assuming a 1.79 persons per household ratio citywide population density

Building heights will be tallest around the Powell/Christie core. Heights step down as you move away from the core, creating visual transitions between the city's districts.

FIGURE 2-4

Maximum Building Heights

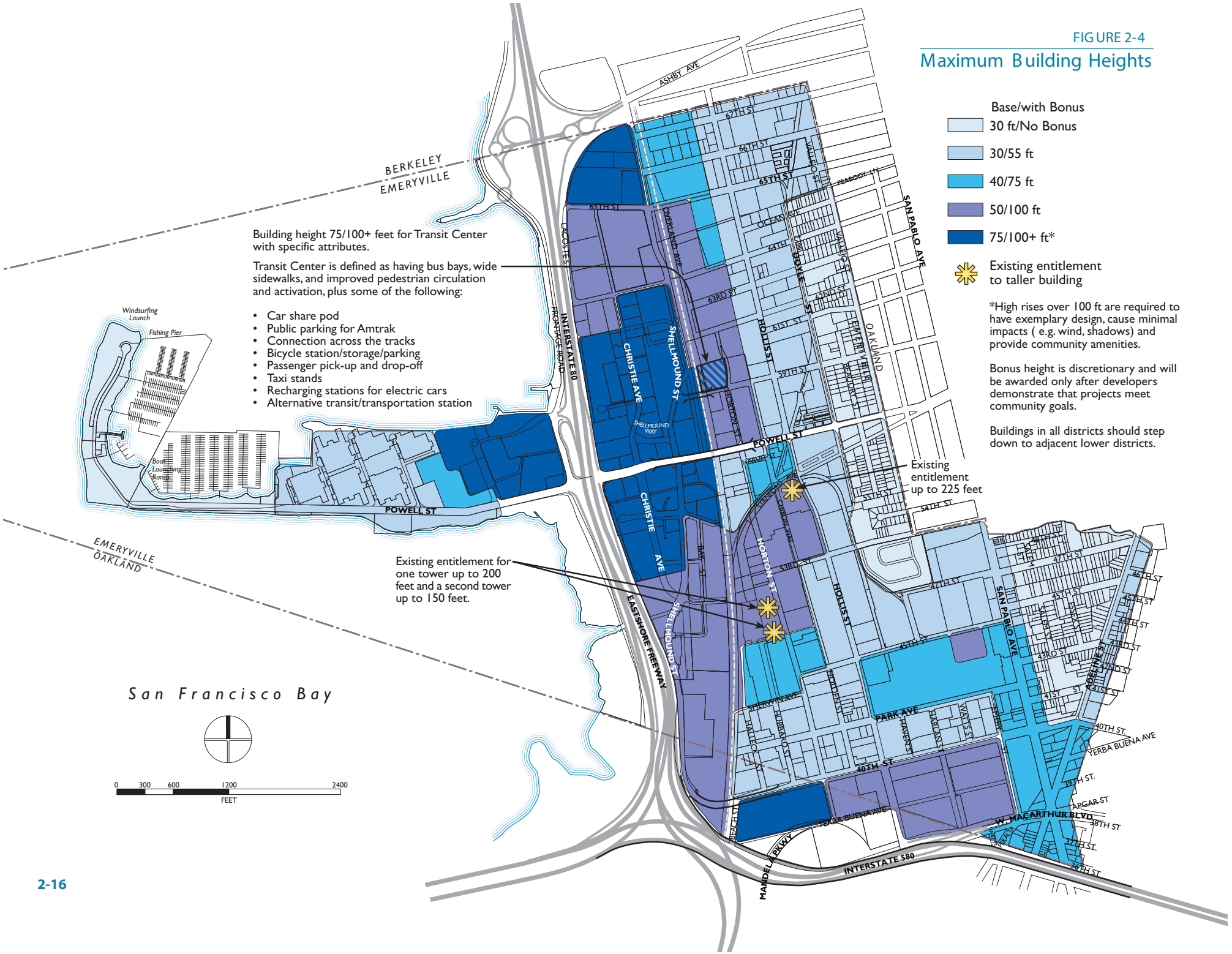
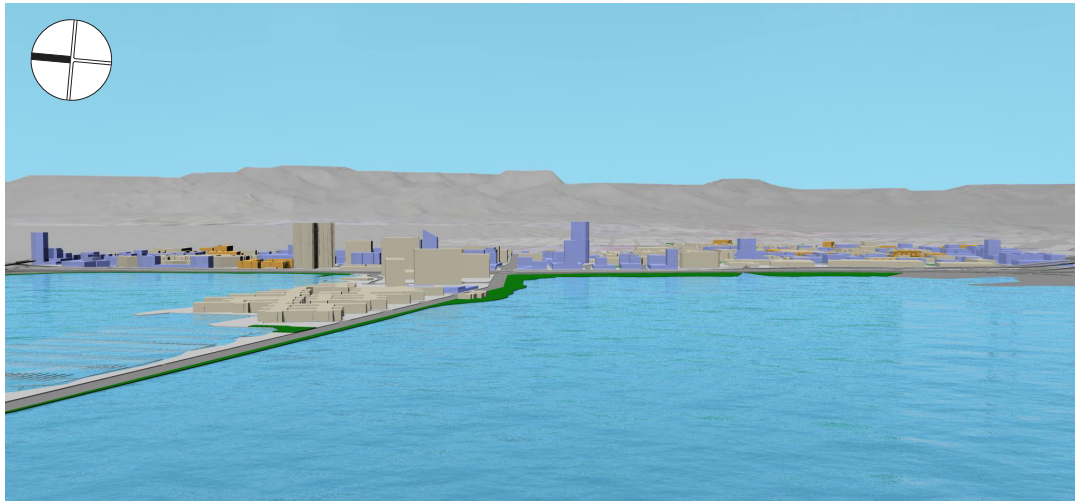


FIGURE 2-5

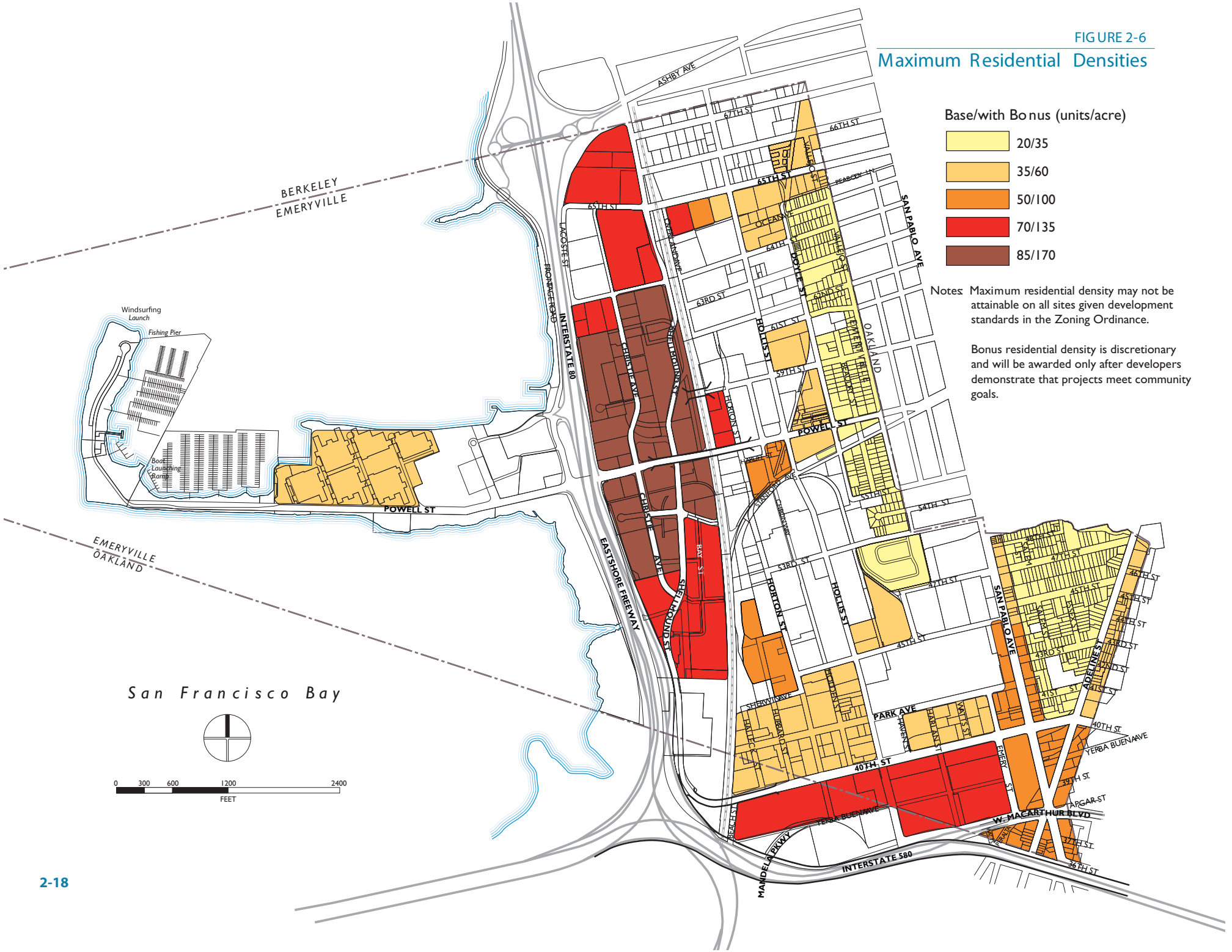
Building Height Perspectives, Hypothetical



Existing buildings
Approved or recently constructed projects
Hypothetical future projects

FIGURE 2-6

Maximum Residential Densities



is projected to range from 36 persons per acre in the eastern residential neighborhood to 206 persons per acre in portions of the Powell/Christie core. Higher residential densities may be achieved through the bonus program.

These residential densities are derived from the FARs shown in Figure 2-4, but are only mapped on those areas where the underlying land use classification of Figure 2-2 would allow residential uses. Areas that are blank in Figure 2-6 would not allow residential uses. It should be noted that policies and additional standards in the Zoning Ordinance that require mixed uses may not allow maximum residential density to be attained in the mixed-use areas.

Intensity, Height, and Density Bonus

Bonus for Community Amenities

Intensity, height, and density bonuses are permitted after developers provide certain community amenities, such as family-friendly housing, green architecture, and public open space. Bonuses are discretionary and contingent on excellence in design. (In the Medium Density Residential areas, additional FAR and greater residential density would be allowed through a conditional use permit. These are not part of the bonus system.) Existing approved Planned Unit Developments (PUDs) may exceed the base intensity, height, and density, as specified in the ordinances by which they were approved, without requiring bonuses.

The City will consider a variety of mechanisms to encourage good design; however, design will not be an eligible bonus category. The Zoning Ordinance establishes criteria on how the bonus is awarded, but the basic framework is summarized below. Note that under State density bonus law, bonuses are allowed for affordable housing. This bonus is separate from the intensity, height, and density bonuses described here.

Height and Density/Intensity Bonuses

Density/intensity bonuses are specified in the Zoning Ordinance, and are based on a point system; a development may need to provide more than one bonus feature or amenity to achieve the maximum bonus. All bonuses (with the exception of State-mandated bonuses for affordable housing) are discretionary. Available bonuses may include, but are not limited to:

- **Public Open Space.** Public parks and/or plazas beyond required park-dedication standards.
- **Family Friendly Development.** Large proportion of three bedroom or larger housing units, amenities for children such as play structures.
- **Sustainable Design.** Eco-roofs, low-impact and energy-efficient design, on-site renewable energy, LEED™ certification or equivalent at various levels.
- **Transportation Demand Management and shared parking.**
- **Public Right-of-Way Improvements.** Improvements to a public right-of-way (such as improvements to a streetscape) beyond normal improvements required along property frontage.
- **Public Parking.** All or a portion of publicly accessible parking will be excluded from FAR calculations and may be counted towards height and density bonuses.
- **Neighborhood Centers.** Retail, restaurants/cafes, art, and public uses in designated Neighborhood Centers.
- **Recycled Water (dual plumbing).**
- **Small Businesses.** Spaces for small business opportunities or mechanisms to attract and retain small businesses.

Discretionary bonuses may be awarded to developers who provide community amenities, such as public open spaces (top) and streetscape improvements (bottom), over and above existing requirements.

CITYWIDE LAND USE GOALS AND POLICIES

GOALS

LAND USE

LU-G-1 **An overall balance of uses**—Employment, residential, cultural, destination and local retail—as well as a full range of amenities and services necessary to support a vibrant community.

LU-G-2 **A mixed use city**—Mixed-use development in various parts of the city, with the range of permitted and required uses varying to meet the needs of specific districts and neighborhoods.

LU-G-3 **Community activity centers**—Centers that combine residential, retail, office, and public uses to create areas of identity and activity for residents and visitors.

LU-G-4 **A mix of housing types**—A diversity of housing types to accommodate a variety of household sizes and incomes.

LU-G-5 **Preservation of residential neighborhoods**—Residential use, structures, low-rise scale, and character of the Triangle, Doyle Street, and Watergate neighborhoods preserved, and the scale of other areas of stability maintained.

LU-G-6 **Vibrant new mixed-use centers**—Intensification of existing underutilized commercial centers with surface parking (such as Powell Street Plaza and East Bay Bridge Center) as vibrant, multi-story, walkable mixed-use destinations with structured parking and open space.

HEIGHT AND INTENSITY

LU-G-7 **A varied skyline**—with the highest intensities/heights grouped in the Powell Street/Christie Avenue area, with heights stepping down from this urban core.

LU-G-8 **Uninterrupted sunlight in key areas**—during designated periods on all major parks. Adequate sunlight on sidewalks and streets, especially in Neighborhood Centers and other key public gathering areas.

LU-G-9 **Appropriately scaled buildings**—heights and massing that do not appear monolithic.

LU-G-10 **Maximum sky exposure**—for streets and public spaces, and minimal view disruptions.

ECONOMIC DEVELOPMENT

LU-G-11 **A wide range of economic activity**—An economy that capitalizes on Emeryville's central location, strengthens the City's tax base, and ensures that Emeryville has adequate fiscal resources to fund high quality public services for its residents and businesses.

LU-G-12 **Successful businesses**—retain and foster the growth of Emeryville businesses.

LU-G-13 **Local employment opportunities**—encourage establishment of businesses that will employ and serve Emeryville residents.

POLICIES

Implementing actions supporting each policy are described in Chapter 8: Implementation Program.

LAND USE

LU-P-1 Land uses will be consistent with the Land Use Classifications in section 2.4 and the Land Use Diagram, Figure 2-2.

LU-P-2 The Powell/Christie/Shellmound/I-80 core area will be developed into a compact but high-intensity regional transit hub. This hub will include a retail core, with stores, restaurants, and hotels; a financial and commercial center, creating a daytime work population; and a residential neighborhood, providing vitality during non-work hours.

LU-P-3 The northern (north of Powell) and southern halves of the Powell/Christie core area shall be integrated and connected, and the district shall be walkable, with small blocks, pedestrian-oriented streets, and connections to surroundings.

LU-P-4 Park Avenue (west of Hollis Street), Hollis Street (between 61st and midblock between 65th and 66th streets), Powell Street/Captain Drive, and San Pablo Avenue (between 36th and 47th streets) will be developed as walkable, mixed-use neighborhood centers, with an array of amenities and services—including stores, restaurants and cafes, galleries, and office uses—to serve neighborhood needs, with community-serving uses and active building frontages that engage pedestrians at the ground level.

LU-P-5 Retail uses will be concentrated in areas with Neighborhood or Regional Retail overlays, near neighborhood centers, and in the Emeryville Marketplace.

LU-P-6 The current deficiency of park and open space will be addressed by making parkland acquisition a high priority by the City, and working with private land owners to secure these areas through development incentives, land swaps, and other mechanisms.

LU-P-7 Existing uses on sites designated for large community parks along Hollis Street shall remain as conforming uses, until such time as these sites are acquired by or dedicated to the City.

LU-P-8 Live/work uses will be permitted in all land use designations except Public, Parks/Open Space, and Marina. In the Industrial district west of Hollis Street, only "heavy" live/work—involving, for example, manufacturing, welding, or assembly—will be permitted.

LU-P-9 Zoning performance measures will ensure health and safety compatibility for industrial uses bordering residential uses.

HEIGHT AND INTENSITY

LU-P-10 Maximum building height will be defined by the Maximum Building Heights diagram, Figure 2-4.

LU-P-11 Maximum floor area ratios (FARs) and residential densities for sub-areas of the city, will be defined by Figure 2-3 and 2-6, respectively.

LU-P-12 Bulk standards will be defined in the Zoning Ordinance, with particular emphasis on zones where taller buildings are permitted.

LU-P-13 Building heights will step down to the east and west from the Powell/Christie core; buildings taller than 55 feet are not permitted east of Hollis Street. The height and scale of existing development (30 feet maximum) in the Doyle Street and Triangle neighborhoods will be maintained.

LU-P-14 Heights greater than 100 feet are only permitted for buildings that meet specific criteria, such as minimal impacts on public views, sky exposure, wind, and shadows, adequate separation from other tall buildings, and exemplary design, and/or provide public amenities, through a discretionary review and approval process.

LU-P-15 Buildings in all districts shall be required to step down to meet permitted heights in adjacent lower-rise districts.

LU-P-16 A point-based system will be established for intensity, height and density bonus, as well as review and approval process.

POLICIES FOR SPECIFIC AREAS

LU-P-17 The area around the Amtrak station shall be developed with pedestrian and bicycle amenities, and transit-supportive uses, through measures such as reduced parking requirement, incorporation of public parking in developments, and accounting for transit proximity when considering height and FAR bonuses.

LU-P-18 The reuse of the Sherwin Williams site shall include a mix of residential and nonresidential uses with ample open space, centered on an extension of the Emeryville Greenway connecting Horton Landing Park and the Park Avenue District.

LU-P-19 The relocation of the AC Transit facility will be pursued. Alternative community uses if/when the facility relocates will be studied.

LU-P-20 Along San Pablo Avenue neighborhood-oriented retail establishments—that may serve a regional clientele as well—with housing above will be promoted. Development adjacent to residential uses in the Triangle neighborhood shall be in keeping with the scale and character of the residential uses.

LU-P-21 The East Bay Bridge, Powell Street Plaza, and Marketplace shopping centers shall be intensified by consolidating parking into structures and converting surface parking lots into residential and mixed-use development—including retail, hotels, and offices; expanding the city street grid through the sites; and developing new parks and public open space. Future redevelopment of these shopping centers should include at least as much retail space as existed when this General Plan was adopted.

LU-P-22 In the short term, landscaping and façades in the East Bay Bridge Shopping Center should be upgraded.

LU-P-23 The Powell Street Plaza site shall be encouraged to redevelop as a high-intensity, high-rise, mixed-use development that complements the Powell Street entrance to the city from the freeway.

LU-P-24 The Marketplace and adjacent parcels shall be encouraged to redevelop with a mix of uses, and iconic mid to high-rise development.

LU-P-25 If new residential buildings are proposed adjacent to freeways and railroad tracks impacts of these corridors, including noise, vibration, and air pollution, should be considered during site planning. Noise, vibration, and air pollution shall be mitigated to the extent possible.

ECONOMIC DEVELOPMENT

LU-P-26 A mix of retail that draws local customers as well as patrons from the greater Bay Area shall be encouraged.

LU-P-27 A diversity of commercial uses to insulate the City's fiscal base from downturns in particular markets shall be maintained.

LU-P-28 The City will pursue retail uses that will serve the need of Emeryville residents, and encourage these uses to locate in the Neighborhood Centers.

LU-P-29 The City will encourage the development and retention of small business, start-up firms, partnership incentives, and buildings that accommodate these businesses.

LU-P-30 The City will encourage development of dynamic, leading edge industries, based in high technology, medical/bio engineering, bio technology, and media that provide good quality jobs with the potential for career advancement.

LU-P-31 The City will encourage development of existing Emeryville businesses with the objective of retaining and expanding employment opportunities and strengthening the tax base. Provide assistance

to existing businesses that may be displaced by new development to relocate in Emeryville.

LU-P-32 The City will work with existing Emeryville businesses, Chamber of Commerce, and others to address the City's economic needs and stimulate growth.

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3 TRANSPORTATION

The General Plan recognizes that an efficient multi-modal transportation plan, coupled with wise land use planning, is essential to improving quality of life, supporting economic vitality, and reducing greenhouse gas emissions. The Transportation Element seeks to create a well-connected transportation network that accommodates cars, public transit, walking, and biking.

3.1 BACKGROUND

Emeryville is traversed by a number of key regional transportation routes, notably the I-80 and I-580 freeways, San Pablo Avenue corridor, AC Transit bus lines, Amtrak and freight rail lines and the San Francisco Bay Trail. The San Francisco Bay Area Rapid Transit (BART) system has several stations a short distance from Emeryville, including the West Oakland Station, with frequent service to San Francisco and the MacArthur Station, a hub for the East Bay, easily accessed by free bus service provided by the Emery Go-Round shuttle. Oakland International Airport is located 10 miles to the southeast, and San Francisco International Airport is 15 miles to the southwest. However, the infrastructure that allows for such flexibility also creates some constraints, as freeway and rail lines produce congestion and internal barriers to east-west circulation.

Removing barriers to pedestrian and bicycle connectivity will help to create a street and transportation network that is accessible for all modes and for all users.

Recent Trends

A confluence of demographic, economic, and environmental trends are converging toward the necessity of creating a multi-modal transportation network in Emeryville. An aging population, increasing fuel costs, and concerns about climate change, highlight the benefits and necessity of alternative modes of transportation. Moreover, during the General Plan update process, community members expressed a desire for Emeryville to be more pedestrian and bicycle friendly.

The surge in commercial development in the past 10 years is testament to Emeryville's central location in the Bay Area and proximity to regional transportation facilities. The city has seen increased ridership regionally on the Amtrak Capitol Corridor—serving over 160,000 passengers in July 2008, a 30 percent increase in ridership over the previous year—and locally on the Emery Go-Round which has served over one million passengers annually. However, like many places, the City has accommodated motor vehicles at the expense of pedestrian and bicycle movement. While transit use among residents of Emeryville increased during the 1990s, Emeryville's circulation network is still not conducive to pedestrian and bicycle travel. In response, the General Plan creates a more balanced approach to circulation and transportation mode choice.

Commute Patterns

Emeryville residents tend to commute less by driving alone and more by telecommuting, walking, biking, carpooling, riding transit, or bicycling compared with the Bay Area as a whole. However, the city's population swells during the day by the substantial number of non-residents who work in Emeryville and tend to come by car. In 2000, there were about 1,000 residents who both lived and worked in Emeryville, about 3,000 residents who commuted to jobs outside the city ("Out-commuters"), and about 17,000 workers who lived elsewhere and commuted to jobs in Emeryville ("In-commuters").

As shown in Table 3-1, about 60 percent of workers commuting out of Emeryville drove alone, while 77 percent of commuters employed in Emeryville drove alone to work. Only 37 percent of those who both lived and worked in Emeryville drove alone. The Bay Area average is 68 percent, so Emeryville's residents tend to drive to work less than the regional average, while those who commute to Emeryville from elsewhere drive somewhat more than the regional average.

The rate of walking and biking to work was substantially higher for those who both live and work in Emeryville than the Bay Area average (31% in Emeryville, versus 4% in the Bay Area). This is influenced by Emeryville's small size and flat terrain, which make walking and bicycling relatively easy for those who live close to their workplace. In addition, the city has a high rate of workers who work at home or telecommute: 25 percent in Emeryville, compared with just four percent in the region as a whole. The rate of transit use for out-commuters (40%) is double that of in-commuters (20%). This is influenced by the substantial proportion of residents that are employed in San Francisco, Berkeley or Oakland (the top destinations), which can be easily accessed by public transportation from Emeryville.

The journey to work is only one aspect of travel patterns. People also travel for shopping, school, personal business, recreation, and other reasons. Shopping trips are especially important in Emeryville because of the large number of retail stores. However, similar detailed data is not available for these other trip purposes. While they do not constitute the whole picture, journey to work patterns are important to understand because they make up the bulk of the traffic during the busiest time of day, the "p.m. peak hour" (rush hour), which largely determines the types of transportation improvements that are typically proposed.

TABLE 3-1: Journey to Work by Mode of Travel

	Emeryville Residents		In-Commuters	Bay Area Average
COMMUTE MODE	WORK IN EMERYVILLE	OUT-COMMUTERS		
Work at Home	25%	n/a	n/a	4%
Drive Alone	37%	60%	77%	68%
Transit/Carpool/Other	6%	40%	20%	24%
Walk	28%	0.1%	2%	3%
Bicycle	4%	0.7%	1%	1%

Source: 2000 U.S. Census provides "Journey to Work"

The General Plan seeks to enhance the city's multi-modal transportation system.

3.2 CIRCULATION SYSTEM

Typology

To ensure a balanced, multi-modal transportation network, the General Plan organizes streets and other transportation facilities according to "typologies" which consider the context and prioritize travel modes for each street. This ensures that the standards consider a facility's relation to surrounding land uses, appropriate travel speeds, and the need to accommodate multiple travel modes.

The following typology definitions apply to the streets and other facilities that make up the city's circulation plan, as shown in Figures 3-1 through 3-6:

- **Transit Street** – These are primary routes for AC Transit, Emery Go-Round, and other public transit providers. Signal preemption for transit vehicles, bus stops, and, where appropriate, bus lanes, are provided. Other travel modes, including automobiles, bicycles, and trucks, are accommodated in the roadway, but if there are conflicts, transit has priority. These streets accommodate moderate to high volumes of through-traffic within and beyond the city. Pedestrians are accommodated with ample sidewalks on both sides of the street, and amenities around bus stops (e.g. shelters, benches, lighting, etc).
- **Bicycle Boulevard** – These are through-routes for bicycles providing continuous access and connections to the local and regional bicycle route network. Through-motor vehicle traffic is discouraged. High volumes of motor vehicle traffic are also discouraged, but may be allowed in localized areas where necessary to accommodate adjacent land uses. Local automobile, truck, and transit traffic are accommodated in the roadway, but if there are conflicts, bicycles have priority. Traffic calming techniques to slow and discourage through-automobile and truck traffic may be appropriate. Pedestrians are accommodated with ample sidewalks on both sides of the road.
- **Connector Street** – Automobiles, bicycles, and trucks are accommodated equally in the roadway. Transit use, if any, is incidental. These streets accommodate moderate to high volumes of through-traffic within and beyond the city. Pedestrians are accommodated with ample sidewalks on both sides of the street.
- **Local Street** – Automobiles, bicycles, and trucks are accommodated equally in the roadway. Transit use, if any, is incidental. These streets accommodate low volumes of local traffic and primarily provide access to property. Through-traffic is discouraged. Traffic calming techniques to slow and discourage through-automobile and truck traffic may be appropriate. Pedestrians are accommodated with ample sidewalks on both sides of the street.
- **Auto Dominant Highway** – These are freeways and approach roads (e.g. Ashby Avenue and West MacArthur Boulevard underpass) that serve high volumes of high speed regional motor vehicle traffic including automobiles and trucks. Transbay and express transit buses are also accommodated. Bicycles and pedestrians are prohibited.
- **Intercity Rail** – This is the mainline Union Pacific/Amtrak railroad line serving long distance and local freight and passenger traffic. The Capitol Corridor line is the third busiest route in the U.S. Other passenger routes include cross country trains (California Zephyr and Coast Starlight), San Joaquin, and future "East Bay Express". If a new Transbay tube is built, it should connect to this

Emeryville contains a range of street types, from auto-dominated highways and connector and transit streets (top) to local streets (bottom) which are more amenable for pedestrians and bicyclists.

line to provide direct rail access between San Francisco and Sacramento with a stop in Emeryville. If any new inner-city BART lines are proposed, one should follow this alignment with a station at Powell Street and entrances from Bay Street, Marketplace, Novartis, and the Emery Station complex.

- **Major Transit Hub** – These are transfer points where high volume transit lines intersect. These are located in the Amtrak station with access from both sides of the rail line, and at 40th Street and San Pablo Avenue.
- **Bicycle Path** – Class I Bicycle path as defined by Caltrans standards accommodates both bicycles and pedestrians. Motor vehicle traffic is prohibited.
- **Bike Route** – Class II (bike lanes) or Class III (signed route) bike facilities as defined by Caltrans standards, are overlaid on transit, connector, and local streets. While bicycle use is always accommodated on these streets, it is encouraged along designated bike routes, which provide continuous access and connections to the local and regional bicycle route network.
- **Pedestrian Path** – These are exclusive walkways for pedestrians. Bicycles and motor vehicles are prohibited.
- **Pedestrian Priority Zones** – These are zones on which high volumes of pedestrian traffic are encouraged along the sidewalk. This includes zones around neighborhood centers, regional retail areas, and around school and other public facilities. Sidewalks should be wide with ample pedestrian amenities. Building frontages should provide high level of pedestrian interest. Pedestrian crossings should have a high priority at intersections. In some locations, well-protected mid-block crosswalks may be appropriate.

TRANSPORTATION FACILITIES MATRIX

Facility	Transit	Bicycles	Pedestrians	Autos
Transit Street[1]	■	□	□	□
Bicycle Boulevard	□	■	□	□
Bicycle Path (class I)	X	■	■	X
Pedestrian Path	X	X	■	X
Connector Street[1]	○	□	□	□
Local Street[1]	○	□	□	□
Auto Dominant Road	□	X	X	■

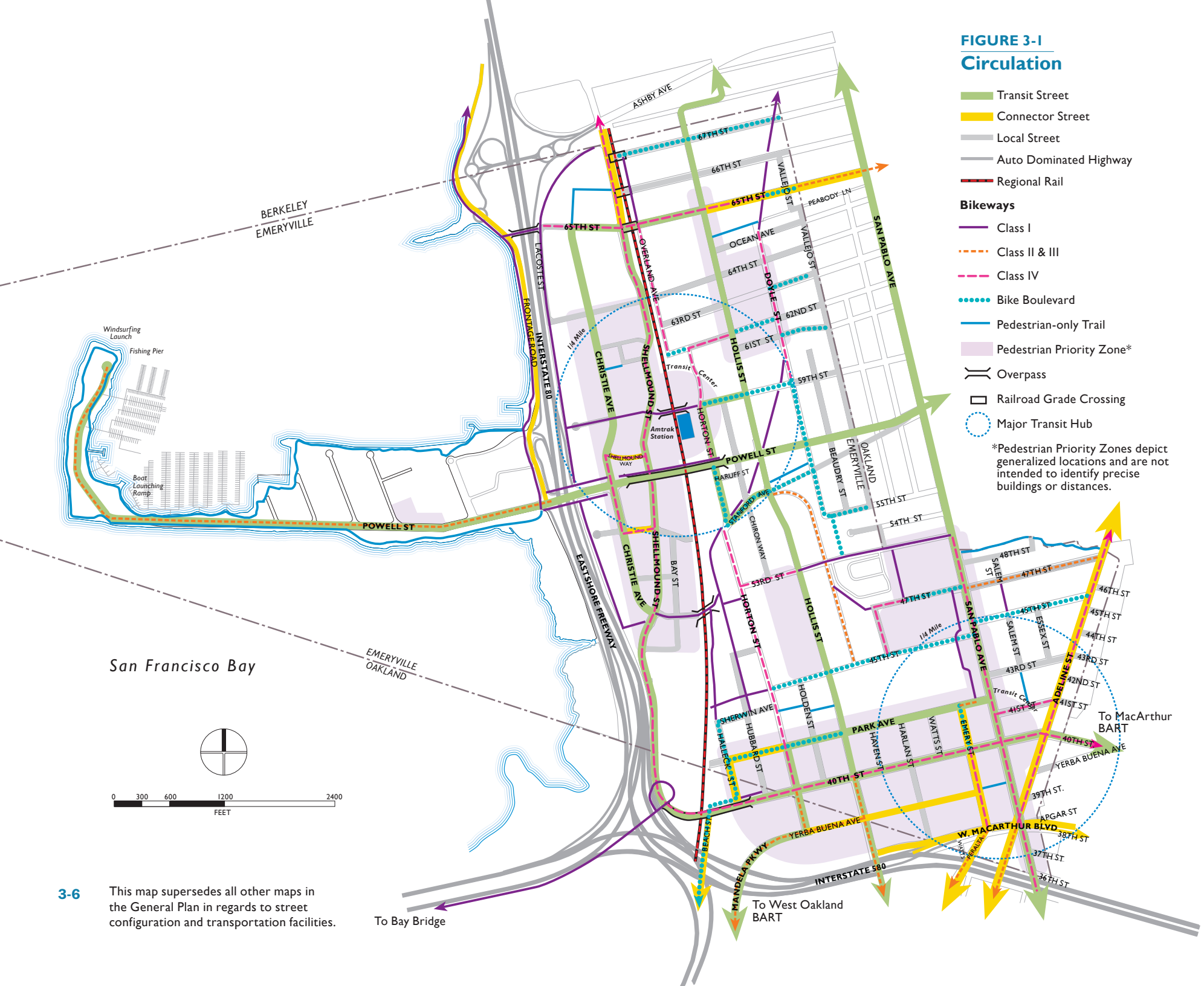
[1] Bike routes (class II and III) can be overlaid on these street types.

■ = Dominant

□ = Accommodated

○ = Incidental

X = Prohibited



This map supersedes all other maps in the General Plan in regards to street configuration and transportation facilities.

Multi-Modal Emphasis

The Transportation Element is intended to ensure the accommodation of multiple travel modes on the circulation system and to ensure mobility for all community members. This will require a rethinking of past policies that emphasized automobile circulation and prioritized motor vehicle improvements.

Because automobile travel has been the dominant form of transportation, "Level of Service" (LOS) has traditionally been measured for vehicle drivers, with minimal regard to bicycle, pedestrian, and transit users. This bias unintentionally but inherently ignores overall mobility and conditions for non-auto road users and perpetuates a system that focuses on expanding vehicle capacity, which can reduce the quality of service for pedestrians and bicyclists.

Measurement Standards

This General Plan departs from conventional thinking by doing away with the traditional Level of Service methodology and replacing it with an alternative "Quality of Service" (QOS) standard that optimizes travel by all modes of transportation, not just vehicle travel. This will permit greater development flexibility to take advantage of land use density and diversity which have been shown to increase transit ridership, biking, and walking, while decreasing the need for automobile travel. This can reduce air pollution, energy consumption, and greenhouse gas emissions, while improving the overall travel experience for Emeryville's citizens.

In 2002 the Florida Department of Transportation published the 2002 Quality/Level of Service Handbook. The document's methodologies incorporated extensive research into the road user's perspective of their travel experience. As a result of this research, the analytical techniques used to analyze pedestrian, bicycle, and transit modes are as rigorously developed and tested as those for automobiles. Emeryville intends to use this current state of the practice research and other valid transportation engineering methodologies for assessing and optimizing the quality of service for all travel modes.

Many transit trips begin or end as walking or biking trips. Therefore pedestrian and bicycle amenities such as ample sidewalks, bike parking and shelter, should be provided at these interfaces.

LEVEL OF SERVICE (LOS)

Historically roadway and intersection operations were described from the vehicle driver perspective using the term "Level of Service" (LOS). Level of Service represents a qualitative description of the traffic operations experienced by the driver at the intersection. It ranges from LOS "A", with no congestion and little delay, to LOS "F", with excessive congestion and delays. LOS uses quantifiable traffic measures such as average speed and intersection delay to determine driver satisfaction. LOS ratings are derived from the peak 15 minutes during the commute hours of the day.

COMPLETE STREETS

To further the goal of optimizing travel by all modes, this General Plan incorporates the concept of "Complete Streets." Complete Streets are designed and operated to enable safe, attractive and comfortable access and travel for all users. Pedestrians, bicyclists, motorists and public transit users of all ages and abilities are able to safely and comfortably move along and across a complete street. Complete Streets also create a sense of place and improve social interaction, while generally improving the values of adjacent property. The Governor signed into law the California Complete Streets Act of 2008 (AB 1358) in September 2008, requiring that General Plans develop a plan for a multi-modal transportation system. This Transportation Element outlines the City's policy for Complete Streets.

3.3 STREET SYSTEM

Framework

The backbone of Emeryville's circulation plan is the street system. It provides the basic transportation infrastructure of the city, including routes for public transit, bicyclists, pedestrians, and motor vehicles, as well as access to public and private property. The streets are also the major component of the "public realm," creating a sense of place where social interaction occurs. A balanced approach to accommodating multi-modal transportation on the street network is essential, especially in light of the city's strong retail sector, employment base, and growing residential neighborhoods.

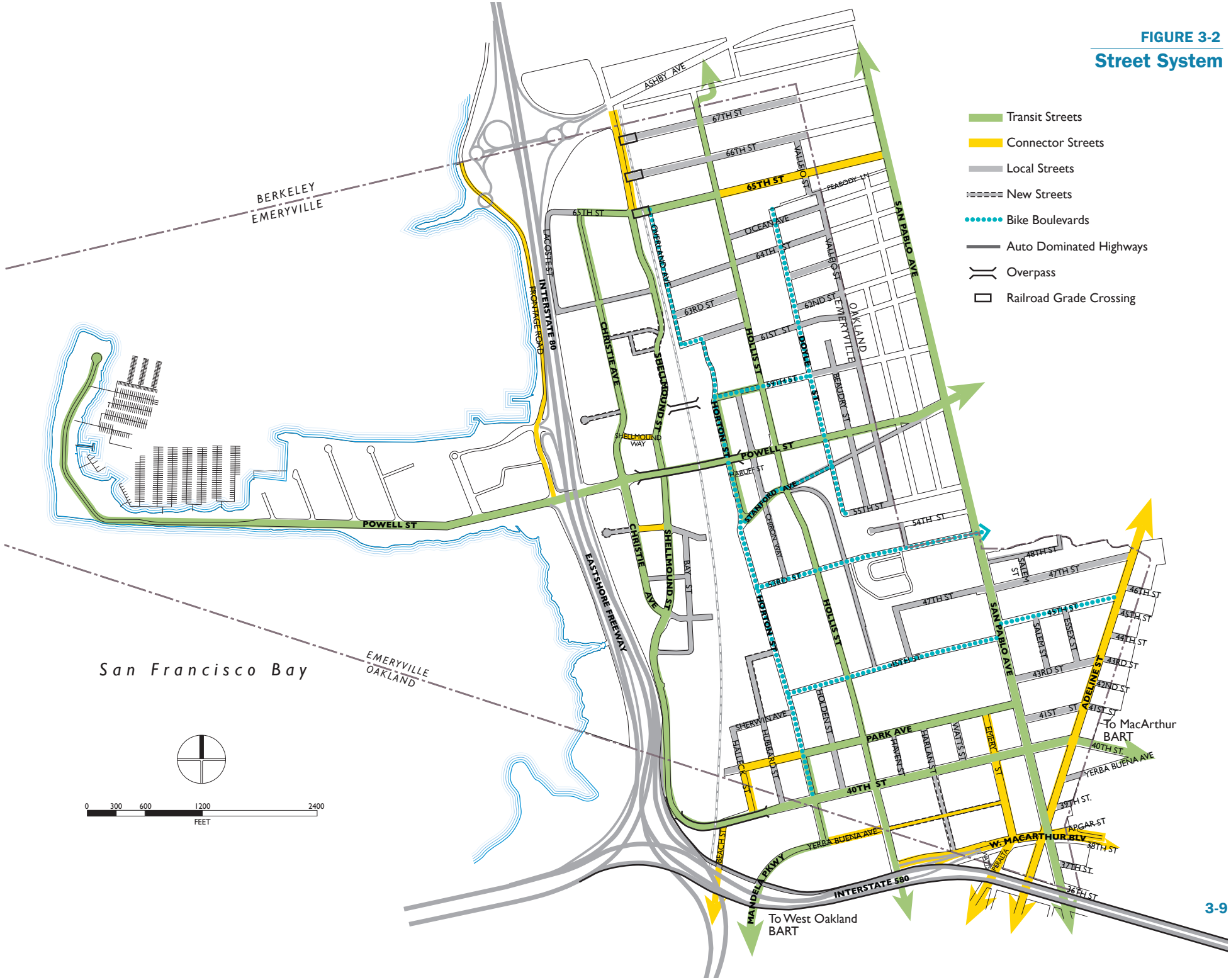
An expanded street grid will create new connections for vehicular and non-vehicular travel.

Recent transportation planning efforts have emphasized the need to maintain and enhance motor vehicle access to these regional retail destinations. At the same time, it is important to enhance travel by other modes, including public transit, bicycling, and walking, both along these regional corridors and throughout the city. The street system is set forth in Figure 3-2 and consists of the following:

- Transit streets, which carry large volumes of through-traffic, and on which public transit vehicles have priority.
- Connector streets, which carry large volumes of through-traffic, and on which all travel modes have equal priority, and where transit use, if any, is incidental.
- Bicycle Boulevards, where bicycles have priority, and on which through-traffic by other modes is discouraged.
- Local streets, which carry low volumes of local traffic, provide access to property, on which all travel modes have equal priority, and where transit use, if any, is incidental.
- Auto-dominated highways, which carry very large volumes of high speed regional traffic and on which bicycles and pedestrians are prohibited. These include the freeways and major approach roads.
- An expanded street grid throughout the city, including the North and South Bayfront areas, Sherwin Williams site, and East Bay Bridge Shopping Center.
- Regional retail access routes, which identify primary routes to regional retail stores, for all transportation modes, including automobiles.

FIGURE 3-2

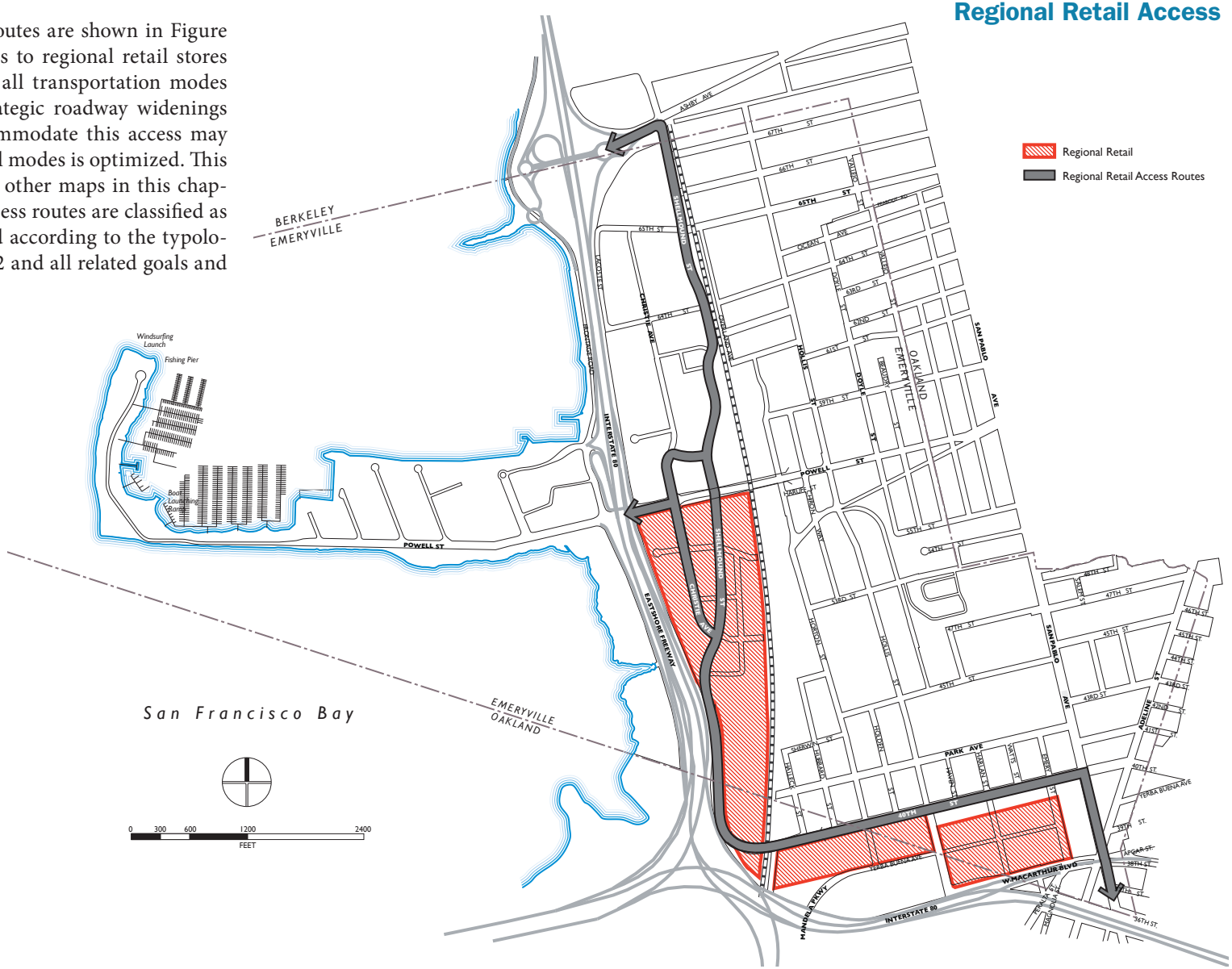
Street System



Regional Retail Access

The regional retail access routes are shown in Figure 3-3. On these streets, access to regional retail stores will be accommodated for all transportation modes including automobiles. Strategic roadway widenings and other changes to accommodate this access may be considered, if travel by all modes is optimized. This map is supplemental to the other maps in this chapter. These regional retail access routes are classified as indicated on Figure 3-2 and according to the typologies discussed in Section 3.2 and all related goals and policies.

FIGURE 3-3
Regional Retail Access



3.4 WALKING

Walking is part of every trip, whether it is from the parking lot to a building or from home to a bus stop, work, or store. The walking environment is an important element of the public realm and a fundamental component of land use planning, design standards, and guidelines.

Emeryville's pedestrian network consists of sidewalks and street crossings with some off-road paths and trails. There are still a few locations in Emeryville with no sidewalks, where pedestrians must share the street with motor vehicles and bicyclists. In the industrial and commercial areas, large blocks, railroad and freeway corridors act as barriers to pedestrian travel. These barriers to pedestrian movement limit the viability of walking as a form of transportation.

Recognizing the importance of walking trips to promote health, provide transportation choice, and reduce vehicle congestion, a pedestrian circulation system has been developed and is set forth in Figure 3-4. It consists of the following:

- Off-road pedestrian paths and routes, either exclusively for pedestrians or shared with bicyclists.
- Pedestrian priority zones along city streets.
- "Key Pedestrian Streets" connecting parks and open spaces, as identified in the Open Space Element.
- New and existing overpasses and underpasses across the railroad and freeway.
- The Bay Trail: a regional pedestrian and bicycle route that will eventually encircle San Francisco Bay and cross it at various places. The City of Emeryville's preferred Bay Trail alignment is set forth in Figure 3-5.

A Bicycle and Pedestrian Plan was prepared in 1998 and has been updated to reflect changes since that time. It contains a greater level of detail about pedestrian and bicycle facilities, and their implementation, than is appropriate in the General Plan. The Bicycle and Pedestrian Plan will need to be updated to be consistent with this General Plan.

Walking can feel unsafe along narrow sidewalks when surrounded by wide streets, surface lots, and parking entrances (left). Creating a network of streets with pedestrian-oriented features (right) can improve the connectivity of the pedestrian realm and encourage walking trips.

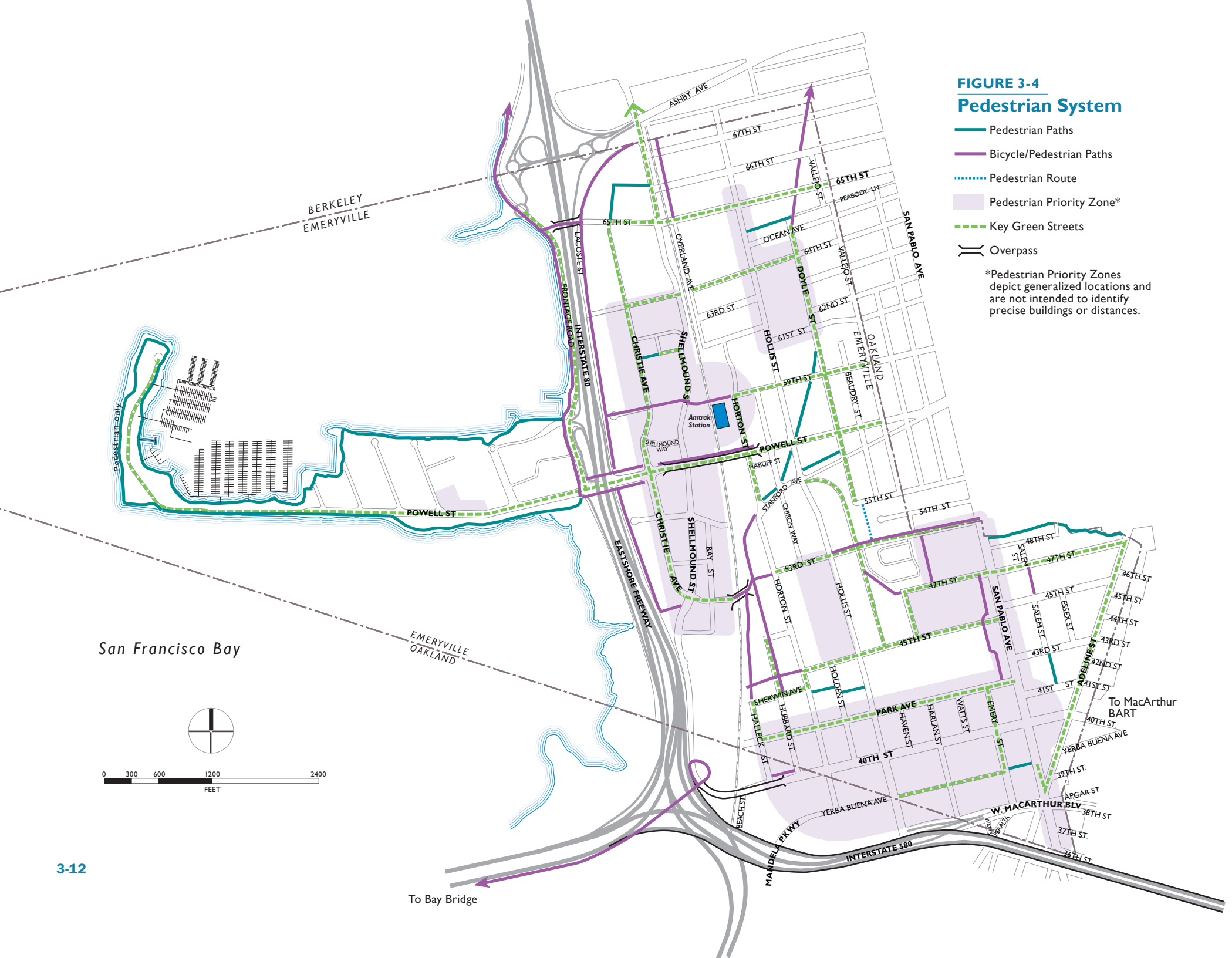
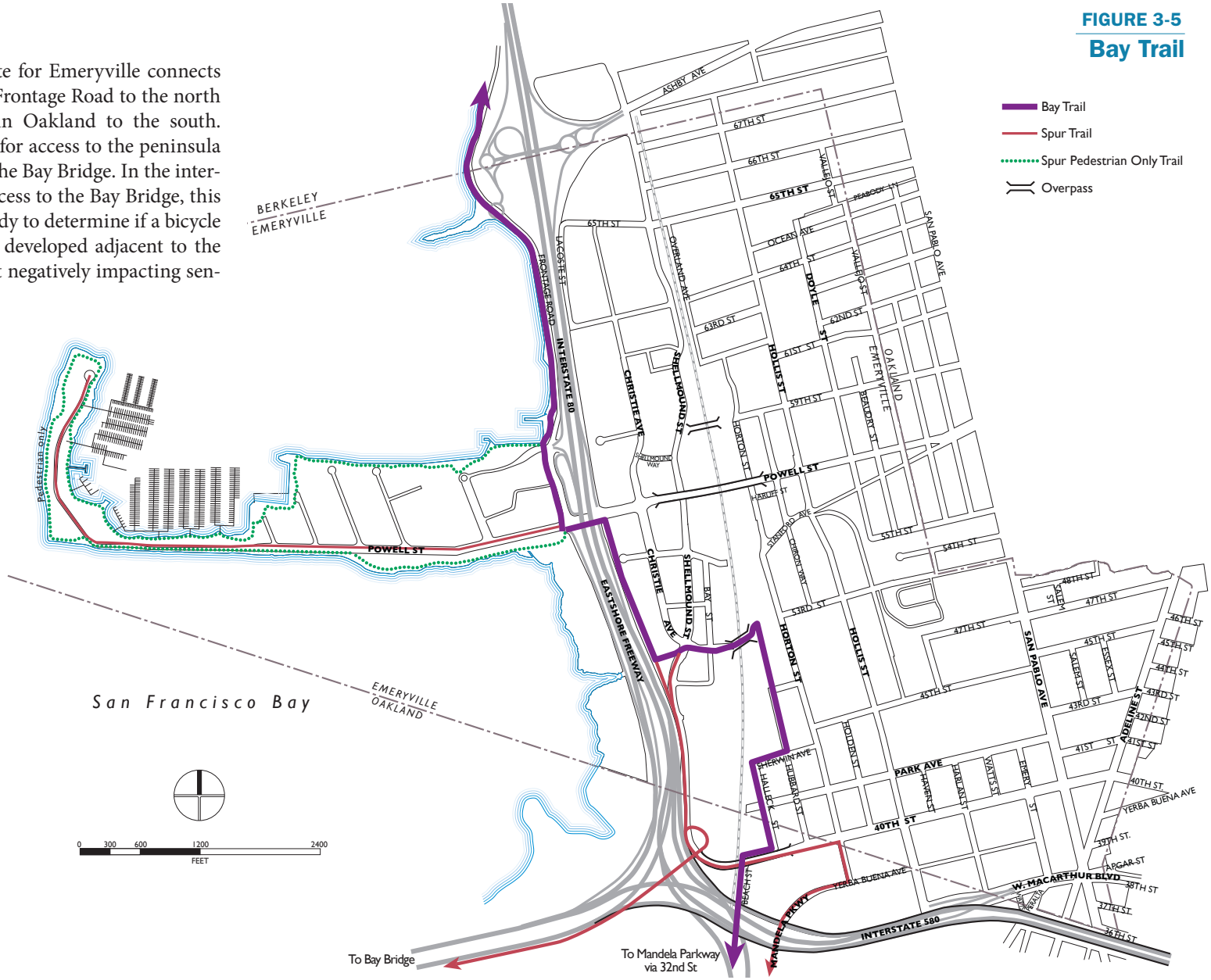


FIGURE 3-4
Pedestrian System
Pedestrian Paths
Bicycle/Pedestrian Paths
Pedestrian Route
Pedestrian Priority Zone*
Key Green Streets
Overpass
*Pedestrian Priority Zones depict generalized locations and are not intended to identify precise buildings or distances.
BERKELEY
EMERYVILLE
ASHBY AVE
67TH ST
66TH ST
65TH ST
PEABODY LN
VALLEJO ST
OCEAN AVE
64TH ST
SAN PABLO AVE
OVERLAND AVE
63RD ST
62ND ST
DOYLE ST
61ST ST
HOLLIS ST
OAKLAND
EMERYVILLE
59TH ST
BEAUDRY ST
CHRISTIE AVE
SHELLMOUND ST
FRONTAGE ROAD
INTERSTATE 80
LACOSTE ST
Amtrak Station
SHELLMOUND WAY
HORTON ST
POWELL ST
HARUFF ST
STANFORD AVE
CHIRON WAY
55TH ST
54TH ST
Pedestrian only
POWELL ST
CHRISTIE AVE
SHELLMOUND ST
BAY ST
EASTSHORE FREEWAY
53RD ST
48TH ST
SALEM ST
47TH ST
47TH ST
HORTON ST
HOLLIS ST
SAN PABLO AVE
45TH ST
ESSEX ST
SALEM ST
45TH ST
44TH ST
43RD ST
43RD ST
42ND ST
41ST ST
41ST ST
ADELINE ST
46TH ST
San Francisco Bay
EMERYVILLE
OAKLAND
45TH ST
SHERWIN AVE
HOLDEN ST
PARK AVE
HALLECK ST
HUBBARD ST
HAVEN ST
HARLAN ST
WATTS ST
EMERY ST
40TH ST
40TH ST.
YERBA BUENA AVE
39TH ST.
APGAR ST
38TH ST
W. MACARTHUR BLV
37TH ST
36TH ST
BEACH ST
MANDELA PKWY
YERBA BUENA AVE
INTERSTATE 580
To MacArthur BART
To Bay Bridge
0 300 600 1200 2400
FEET

Regional Bay Trail

The preferred Bay Trail route for Emeryville connects with Berkeley's route along Frontage Road to the north and to Mandela Parkway in Oakland to the south. There are several spur trails for access to the peninsula and to cross I-580 to access the Bay Bridge. In the interest of providing shoreline access to the Bay Bridge, this Plan calls for a feasibility study to determine if a bicycle and pedestrian path can be developed adjacent to the Emeryville Crescent without negatively impacting sensitive habitat.

FIGURE 3-5
Bay Trail



3.5 BICYCLING

Emeryville's size and flat topography make it an ideal city for bicycling. Bicycles are a convenient means of transportation for short trips within the city. However, Emeryville has several barriers to safe and convenient bicycling. While most streets have low traffic volumes during most times of the day, 40th Street, Shellmound Street, San Pablo Avenue and portions of Christie Avenue and Powell Street have a large number of vehicle trips. These corridors serve regional retail destinations which are auto-oriented, and also serve vehicle traffic traveling through Emeryville.

Construction of a comprehensive citywide bicycle network and support facilities, such as bicycle parking at employment, retail, and other destinations, could greatly increase the mode share of bicycling as a form of transportation. The bicycle circulation system is set forth in Figure 3-6 and consists of the following:

- Off-road bicycle paths (Class I) which are shared with pedestrians.
- On-road bicycle routes, including bike lanes (Class II) and signed bike routes without lanes (Class III). (The General Plan does not distinguish between Class II and Class III. This level of detail is included in the City's Bicycle and Pedestrian Plan.)
- Bicycle Boulevards, a street classification on which bicycles have priority, and which may or may not have bike lanes, depending on the circumstances.
- New and existing grade-separated crossings of the railroad and freeway.
- The Bay Trail.

Constructing a citywide bike network, that includes support facilities such as bike parking, can encourage biking as an alternative transportation mode and a fun safe recreation activity.

3.6 PUBLIC TRANSIT

A coordinated set of policies regarding the City's public transit network seek to reduce greenhouse gas emissions (by attracting trips that would otherwise be taken by private automobile), and improve the viability of linking walking and bicycle trips with transit.

Local Transit System

Given Emeryville's central location in the East Bay, several public transit options serve the city, including the free Emery Go-Round shuttle to the MacArthur BART station, the 72 Rapid Bus on San Pablo Avenue, several other AC Transit bus routes, and numerous commuter trains at the Amtrak station. Moreover, with increases in ridership in recent years, particularly on BART and the Amtrak Capitol Corridor line, there is opportunity for improvements in service. For example, AC Transit transbay bus service to San Francisco is not designed to serve Emeryville, although several buses pass through the city. In addition, Amtrak operates frequent buses between Emeryville and San Francisco, but non-train passengers are not allowed to ride those buses. Although the Emery Go-Round does an excellent job of carrying commuters between Emeryville businesses and BART, it is not designed to meet the needs of Emeryville's residents or to provide service to other destinations. Transit service between the east and west sides of town is particularly lacking. In the long term, barriers to bus transit will be similar to those for automobiles. While roadway improvements will have some benefit to bus transit within Emeryville, additional measures may be necessary to maintain and improve reliability.

The transit system illustrated in Figure 3-7 designates most of Emeryville's major streets as "Transit Streets." Along these streets, techniques such as signal preemp-

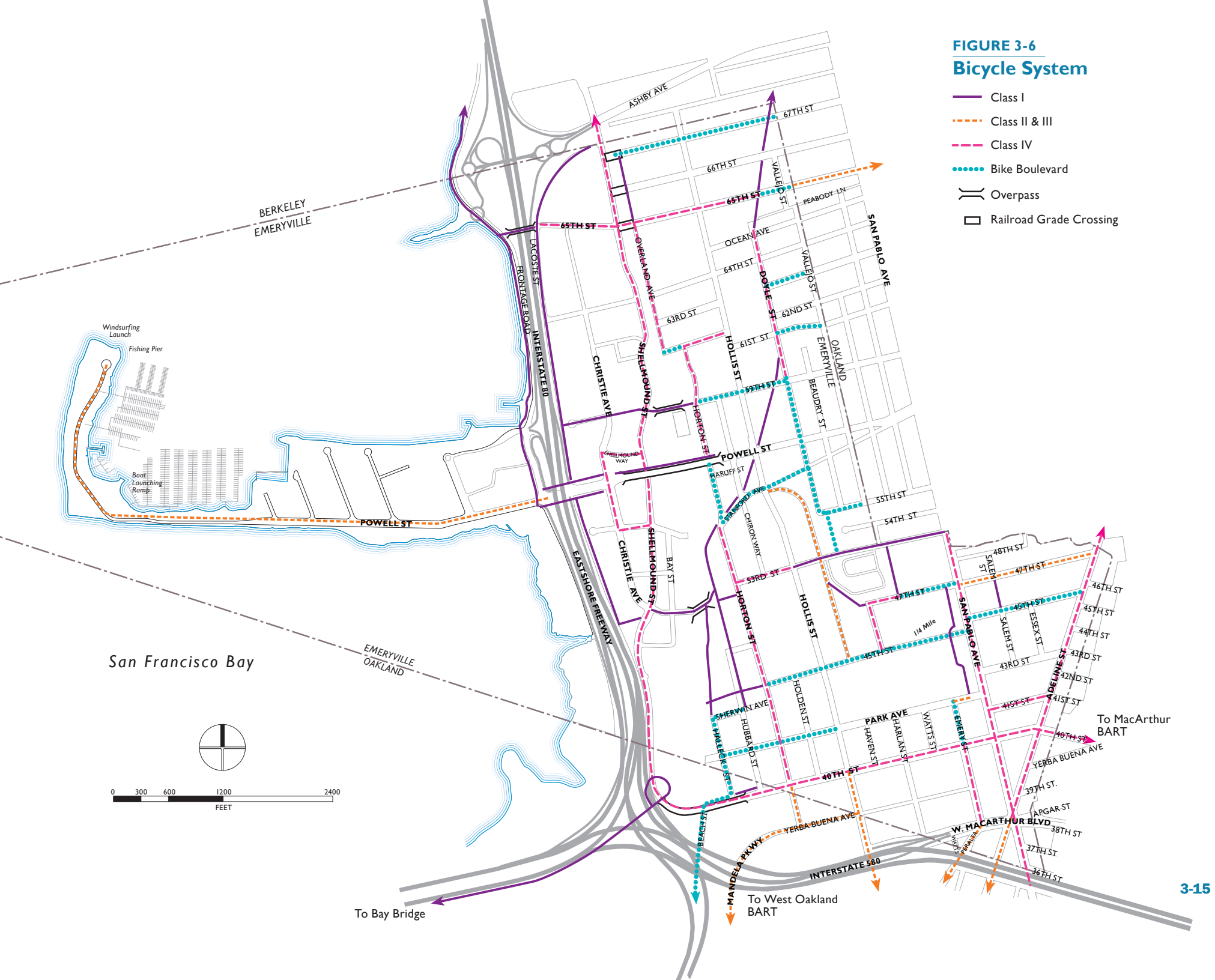
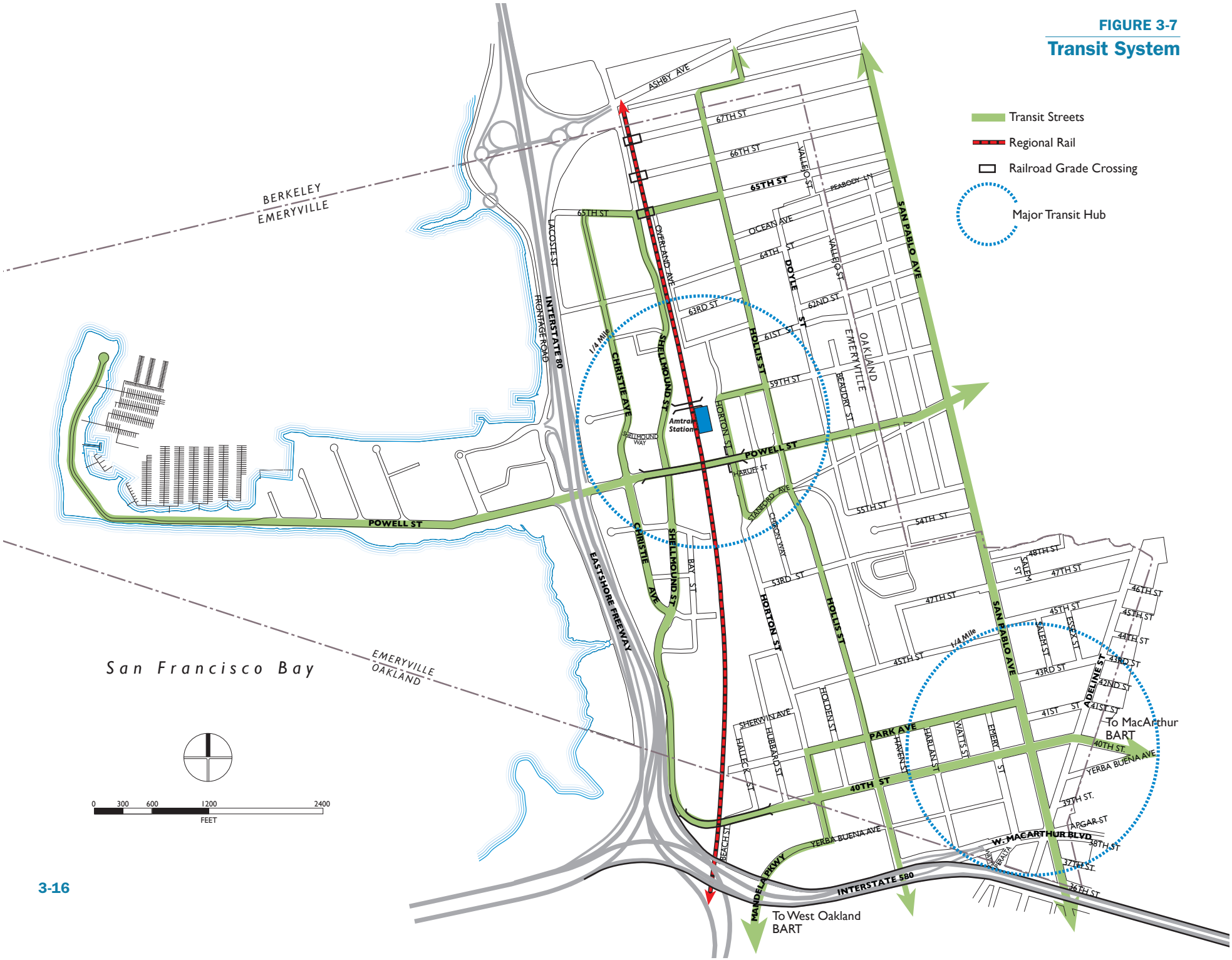


FIGURE 3-6
Bicycle System
Class I
Class II & III
Class IV
Bike Boulevard
Overpass
Railroad Grade Crossing
BERKELEY
EMERYVILLE
Windsurfing Launch
Fishing Pier
Boat Launching Ramp
POWELL ST
San Francisco Bay
EMERYVILLE
OAKLAND
ASHBY AVE
67TH ST
66TH ST
65TH ST
64TH ST
63RD ST
62ND ST
61ST ST
59TH ST
55TH ST
54TH ST
53RD ST
48TH ST
47TH ST
46TH ST
45TH ST
44TH ST
43RD ST
42ND ST
41ST ST
40TH ST
39TH ST.
38TH ST
37TH ST
36TH ST
LACOSTE ST
FRONTAGE ROAD
INTERSTATE 80
OVERLAND AVE
CHRISTIE AVE
SHELLMOUND ST
SHELLMOUND WAY
HORTON ST
HOLLIS ST
DOYLE ST
VALLEJO ST
PEABODY LN
OCEAN AVE
SAN PABLO AVE
OAKLAND
EMERYVILLE
BEAUDRY ST
POWELL ST
HARUFF ST
STANFORD AVE
CHIRON WAY
BAY ST
EASTSHORE FREEWAY
1/4 Mile
SALEM ST
ESSEX ST
ADELINE ST
HOLDEN ST
SHERWIN AVE
HALLECK ST
HUBBARD ST
PARK AVE
HAVEN ST
HARLAN ST
WATTS ST
EMERY ST
YERBA BUENA AVE
BEACH ST
MANDELA PKWY
INTERSTATE 580
W. MACARTHUR BLVD
APGAR ST
To Bay Bridge
To West Oakland BART
To MacArthur BART
0 300 600 1200 2400
FEET

FIGURE 3-7

Transit System



tion, exclusive bus lanes, and "queue jump lanes" (lanes at intersections that allow buses to bypass traffic) will be used to give transit priority. Equally important, these streets will provide attractive, safe, and comfortable bus stops accessed by ample sidewalks with pedestrian amenities to encourage transit use. "Major Transit Hubs" are identified at the Amtrak station and the San Pablo Avenue/40th Street intersection. These are locations where a number of major transit routes intersect, and where high density "transit-oriented development" and enhanced amenities to promote transit ridership are appropriate. Other measures such as parking pricing (see Section 3-7) could increase the financial attractiveness of transit. Expanded service and increased frequency would also make transit more attractive.

Regional Rail

Figure 3-7 also identifies the regional rail line that runs north and south through the center of Emeryville. This historic rail corridor has served Emeryville for well over 100 years, and is the route for regional and transcontinental passenger and freight traffic. In September 2007, the Metropolitan Transportation Commission (MTC) adopted the 50-year Regional Rail Plan. Among other things, it proposes a new transbay tube between San Francisco and Oakland that would include both BART and conventional passenger rail tracks. This would allow the creation of new BART lines in the East Bay, as well as the direct connection of Caltrain, the Capital Corridor, and other commuter trains between San Francisco and the East Bay (although there are technical issues to be worked out with the type of rail equipment used in the tube). It would also allow future high-speed rail trains from Los Angeles to San Francisco to continue on to the East Bay.

While it is probably outside the time frame of this General Plan, a new transbay tube would provide an opportunity to develop a BART station in Emeryville at Powell Street, serving Bay Street, the Marketplace, Novartis, Emery Station, and surrounding hotels, shops, offices, and residents. It would also provide the opportunity for a direct commuter rail link between Sacramento and San Francisco via Emeryville.

In the more immediate future, the Regional Rail Plan identifies a need to expand the Union Pacific mainline to four tracks between Oakland and Martinez (through Emeryville), two serving passenger rail and two serving the increased freight traffic anticipated from the Port of Oakland. In conjunction with this, the Plan proposes "East Bay Express" train service between Pinole and Hayward. While this will allow for increased passenger rail service to Emeryville, the additional trains, especially freight, will bring noise, air pollution, and traffic disruption that will need to be mitigated. Fortunately, no additional rail right-of-way will be required.

Streetcars and Personal Rapid Transit

Streetcars and "Personal Rapid Transit" (PRT) have also been identified as a potential longer term enhancement to public transit service in Emeryville. Streetcars would operate both on city streets and on exclusive rights-of-way, similar to the systems recently developed in Portland, Oregon and many other cities, and would have stops at convenient locations throughout the city. PRT would consist of small vehicles operating above the streets with bypass tracks at each station, and would provide frequent and rapid point-to-point service between any two pairs of stations on demand. Such a system, built by the U.S. Department of Transportation, has been operating successfully since 1975 at the University of West Virginia in Morgantown. Another is under construction at London's Heathrow Airport.

Within the city, Emeryville is served by several public transit modes and agencies, including Amtrak regional rail (top) and the local Emery Go-Round (bottom).

3.7 PARKING

Emeryville currently has an abundance of free parking for residents, visitors, and workers, making driving an attractive alternative to taking public transit, walking or bicycling. In the past, zoning requirements have prescribed parking requirements by land use type, but have not allowed for appropriate off-sets to account for shared parking, transit availability, or to promote bicycling and walking.

Parking costs (including land, construction and maintenance) are substantial in Emeryville and may limit the type of redevelopment that can occur. Flexible parking standards combined with parking pricing of public spaces, works to ensure that appropriate parking supplies are provided and that revenue is generated to offset some of the parking costs. Appropriate materials, screening of parking in pedestrian priority zones, and other design considerations are discussed in Chapter 5: Urban Design. Policies in this section focus on providing sufficient parking for businesses and residents, while protecting adjacent neighborhoods and the environment, and using parking management as a means of encouraging the use of alternative modes of transportation to the automobile.

Currently, surface parking dominates many of the retail areas, supplying ample free parking, but creating consequences for pedestrian connectivity.

The harbor will continue to serve as a functioning marina.

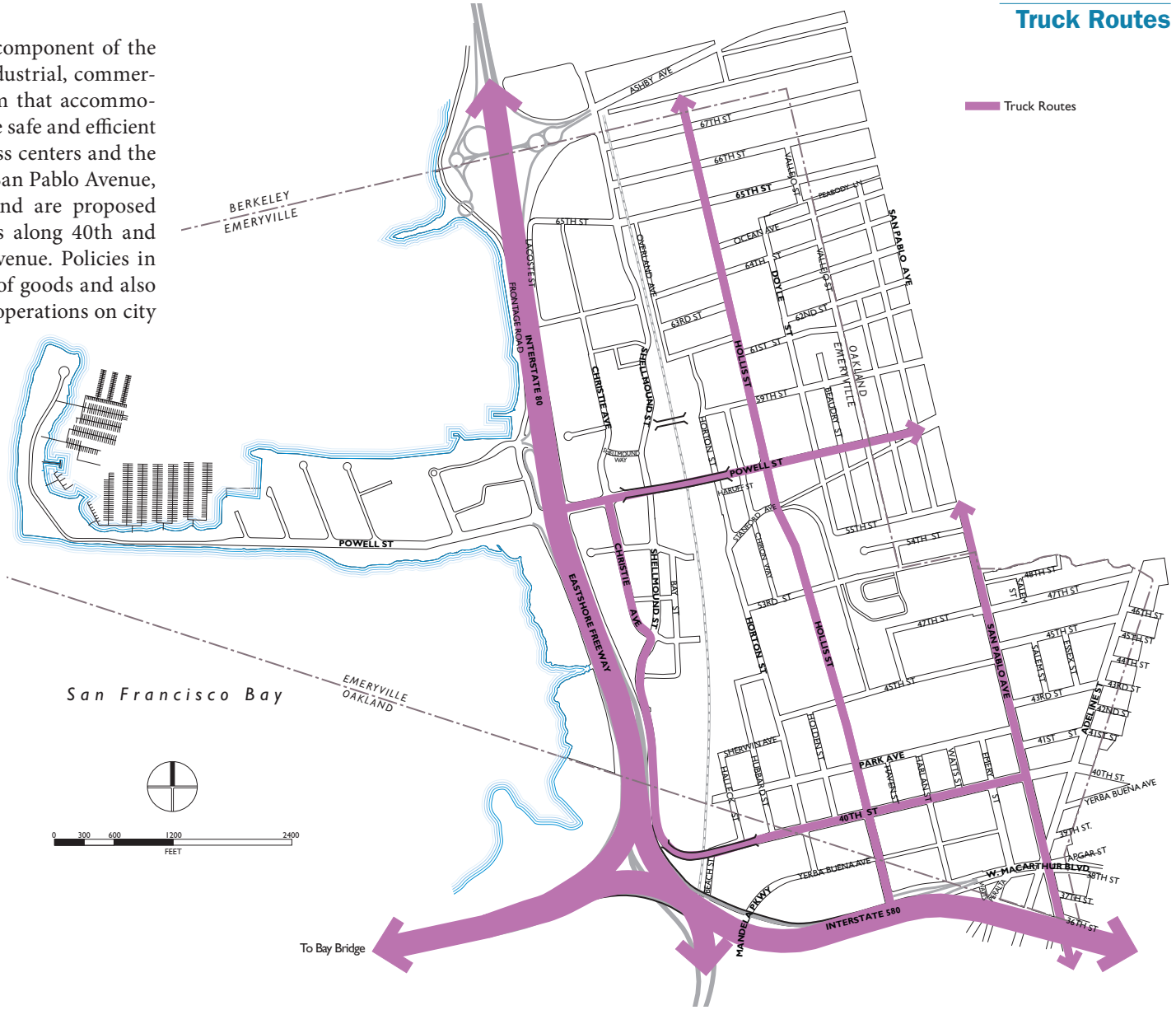
3.8 MARINA

The City of Emeryville's Marina area contains approximately 840 boat slips at the Emery Cove Yacht Harbor and Emeryville Public Marina. In addition, the Marina contains a fishing pier, boat launch, and restaurants, as well as the adjacent Watergate residential complex. There is no public ferry service from the Marina. No major changes are planned for the Marina area.

3.9 GOODS MOVEMENT

Goods movement is an important component of the city's circulation system, serving industrial, commercial, and retail uses. A street system that accommodates trucks is essential to ensure the safe and efficient movement of goods between business centers and the freeways. Trucks routes exist along San Pablo Avenue, Hollis Street, and Powell Street, and are proposed to serve regional retail destinations along 40th and Shellmound Streets and Christie Avenue. Policies in this section support the movement of goods and also seek to reduce the impacts of truck operations on city streets and adjacent land uses.

FIGURE 3-8
Truck Routes



3.10 TRANSPORTATION DEMAND MANAGEMENT

Transportation Demand Management (TDM) refers to a comprehensive strategy to reduce driving by promoting alternatives such as public transit, carpooling, bicycling, walking, and telecommuting. Many of the features that are incorporated into this Transportation Element are part of the City's TDM strategy, including:

- A street typology system that gives priority to alternate modes of travel, including the concept of complete streets.
- Pedestrian and bicycle facilities, including Safe Routes to Schools and safe routes to transit.
- Expanded and enhanced public transit service, including exclusive bus lanes, "fare free zones," and free transit passes.
- Traffic calming measures.
- Parking pricing, "unbundled" parking, parking "cash out," and reduced parking requirements for new development.

These measures are included in the plan for the city's physical transportation infrastructure and implementing actions such as zoning requirements and public transit operations. Additional TDM measures that could be undertaken by the City, private organizations, and employers, include:

- Carpooling and vanpooling: ride-matching services offered by larger employers or by organizations such as the Chamber of Commerce or the Transportation Management Association (TMA). It can be augmented by the provision of preferential parking at employment destinations.
- Car sharing and bicycle sharing programs: membership in a private organization such as Zipcar or City CarShare, where cars are available to members on demand at conveniently located "pods" for a nominal fee. The TMA operates several Zipcar pods in Emeryville. Bicycle sharing is a similar concept involving bicycles.
- Telecommuting, flexible work schedules, and alternative work schedules: Telecommuting involves working from home rather than commuting to an office. This can be facilitated by amenities in residential complexes such as business centers with copiers, fax machines, and Internet service. Sometimes employers provide such facilities to their employees who telecommute. Flexible work schedules and alternative work schedules provide alternatives to the standard "9 to 5" workday. These non-traditional schedules can reduce the number of work trips made during peak commute hours, thereby reducing overall traffic.
- Child care services are often a determining factor in employees' commute schedules. Conveniently located child care with variable schedules, either offered by employers or nearby institutions, can provide commuters with more flexibility in their daily routines. (See Section 4.3: Public Services and Facilities for additional child care policies.)

GOALS AND POLICIES

GOALS

OVERALL CIRCULATION SYSTEM

T-G-1 **A comprehensive transportation system—** A transportation system that is efficient, safe, removes barriers (e.g. accessibility near freeways and rail lines), and optimizes travel by all modes.

T-G-2 **Universally accessible—**A transportation system that meets the needs of all segments of the population, including youth, seniors, persons with disabilities, and low-income households.

T-G-3 **Multi-modal—**A transportation system that eliminates the necessity of owning and/or driving personal vehicles because of the availability of convenient and accessible alternative modes of transportation.

WALKING

T-G-4 **A walkable city—**A universally accessible, safe, pleasant, convenient, and integrated pedestrian system that provides links within the city and to surrounding communities, and reduces vehicular conflicts.

BICYCLING

T-G-5 **A safe, comprehensive, and integrated bicycle system—**A system and support facilities throughout the city that encourage accessible bicycling for all community members.

PUBLIC TRANSIT

T-G-6 **A safe, efficient, comprehensive, and integrated transit system—**A public transit system that allows for a reduction in automobile dependence for residents, employees, and visitors.

STREET SYSTEM

T-G-7 **A multi-functional street system—** A system that will ensure the safe and efficient movement of people, goods, and services and support a high quality of life and economic vitality.

PARKING

T-G-8 **A balanced parking supply system—** Parking supply that balances economic development, livable neighborhoods, environmental and energy sustainability, and public safety, while reducing dependence on the automobile.

GOODS MOVEMENT

T-G-9 **Safe and efficient movement of goods—** Goods movement that supports commerce and industry while maintaining a high quality of life.

MARINA

T-G-10 **An accessible functional harbor—**A harbor and marinas that are accessible to the rest of Emeryville and accommodate the needs of users.

TRANSPORTATION DEMAND MANAGEMENT

T-G-11 **Transportation demand management strategies—**TDM strategies that decrease single-occupant automobile demand and reduce vehicle miles traveled.

POLICIES

Implementing actions supporting each policy are described in Chapter 8: Implementation Program.

OVERALL CIRCULATION SYSTEM

T-P-1 The City's circulation plan shall be as set forth in Figures 3-1 through 3-8 and based on the typologies described in this chapter.

T-P-2 The design, construction, operation, and maintenance of city streets shall be based on a "complete streets" concept that enables safe, comfortable, and attractive access and travel for pedestrians, bicyclists, motorists, and transit users of all ages and abilities.

T-P-3 A "Quality of Service" standard that seeks to optimize travel by all transportation modes shall be developed and used to measure transportation performance. The City does not recognize "Level of Service" (LOS) as a valid measure of overall transportation operations, and sets no maximum or minimum acceptable LOS levels, with the exception of streets that are part of the regional Congestion Management Agency network. (These streets may change, but as of 2008 include San Pablo Avenue, Frontage Road, and Powell and Adeline streets). LOS shall not be used to measure transportation performance in environmental review documents or for any other purpose unless it is mandated by another agency over which the City has no jurisdiction (such as Caltrans, Berkeley, Oakland, and the Congestion Management Agency), and then it shall only be used for the purposes mandated by that agency.

T-P-4 Transportation planning shall be coordinated with emergency service providers to ensure continued emergency service operation and service levels.

T-P-5 The City encourages development that minimizes Vehicle Miles Traveled (VMT).

T-P-6 To the extent allowed by law, the City's Traffic Impact Fee shall include bicycle, pedestrian, transit, and road improvements so that development pays its fair share toward a circulation system that optimizes travel by all modes.

T-P-7 The City shall continue to study and evaluate appropriate traffic and transportation improvements.

T-P-8 Connections across the railroad and freeway shall be provided as noted in Figures 3-1 through 3-6. In addition the City will study, in collaboration with stakeholders and interested agencies and parties, additional pedestrian and bicycle connections across the freeway between the peninsula on the west and high density areas on the east.

T-P-9 The City will work with Caltrans and the City of Berkeley to develop improvements to the Ashby Interchange.

WALKING

T-P-10 The pedestrian circulation system shall be as set forth in Figure 3-4 and based on the typologies described in this chapter.

T-P-11 Sidewalks shall be provided on both sides of all streets; pedestrian connections between new and existing development is required.

T-P-12 The City will plan, upgrade, and maintain pedestrian crossings at intersections and mid-block locations by providing safe, well-marked crosswalks with audio/visual warnings, bulb-outs, and median refuges that reduce crossing widths.

T-P-13 Pedestrian routes will be provided across large blocks, pursuing creative options if necessary such as purchasing private alleys, designating pathways through buildings, and acquiring public access easements.

T-P-14 Establish Pedestrian Priority Zones in Neighborhood Centers, around schools, and in other locations as indicated in Figure 3-4, where wider sidewalks, street lighting, crosswalks, and other pedestrian amenities are emphasized. Link these zones to adjacent land uses to ensure that building frontages respect pedestrians and truck loading takes place on adjacent streets wherever possible.

T-P-15 Walking will be encouraged through building design and ensure that automobile parking facilities are designed to facilitate convenient pedestrian access within the parking area and between nearby buildings and adjacent sidewalks. Primary pedestrian entries to nonresidential buildings should be from the sidewalk, not from parking facilities.

T-P-16 Safe pedestrian walkways that link to streets and adjacent bus stops will be required of new development.

T-P-17 The City will require new development to minimize the number and width of curb-cuts for vehicle traffic to reduce vehicle conflicts with pedestrians.

T-P-18 The City will study, in collaboration with stakeholders and interested agencies and parties, the feasibility of a pedestrian/bicycle trail along the west side of I-80, east of the Emeryville Crescent, to provide access from the Bay Trail to the eastern span of the Bay Bridge.

T-P-19 Following completion of the new east span of the Bay Bridge, the west span should be retrofitted with a pathway to provide continuous pedestrian and bicycle access between San Francisco and the East Bay.

T-P-20 Safe and direct pedestrian access to Aquatic Park and the peninsula will be provided and maintained.

BICYCLING

T-P-21 The City will develop the bicycle circulation system set forth in Figure 3-6 and based on the typologies described in this chapter.

T-P-22 The City's preferred Bay Trail route through Emeryville is set forth in Figure 3-5, including the main trail between Frontage Road in Berkeley and Mandela Parkway in Oakland, and spur trails to the Marina along Powell Street and to the Bay Bridge along the east side of Interstate 80.

T-P-23 On-street bike routes in the City's Bicycle and Pedestrian Plan shall be designated as either Class II (bike lanes) or Class III (signed routes without lanes), as appropriate. These designations are not part of the General Plan and may be changed as circumstances dictate.

T-P-24 Safe, secure, and convenient short- and long-term bicycle parking shall be provided near destinations for all users, including commuters, residents, shoppers, students, and other bicycle travelers. Retail businesses in regional retail areas are encouraged to provide valet bicycle parking.

T-P-25 A numbered bike route system with destination signs, consistent with the regional bike route numbering system shall be developed and implemented with clear signage to bicycle boulevards.

T-P-26 Bicycling will be promoted through public education, including the publication of literature concerning bicycle safety and the travel, health and environmental benefits of bicycling.

PUBLIC TRANSIT

T-P-27 The public transit system will be as set forth in Figure 3-7 and based on the typologies described in this chapter.

T-P-28 Existing public transit to BART, Amtrak, and regional destinations will be supported, and transit within Emeryville for residents, workers, and visitors will be promoted.

T-P-29 The City supports transit service on all Transit Streets, as shown in Figure 3-7. This includes Powell Street to the Marina and east of Hollis Street to the Ashby BART station and downtown Berkeley; Park Avenue west of Hollis Street; and Adeline Street.

T-P-30 The City will undertake a study to enhance transit mobility, including feasibility of transit-only lanes (dedicated, peak-hours only/shared with automobiles at other times, or converted from parking lanes to transit-only during peak hours), especially along congested tran-

sit streets, to provide walking access from most of the city, and connect major destinations within Emeryville and to BART.

T-P-31 The City will develop and implement transit stop amenities such as pedestrian pathways approaching stops, benches, traveler information systems, shelters, and bike racks to facilitate transit stops as place-making destinations and further the perception of transit as an attractive alternative to driving.

T-P-32 Transit stops will be sited at safe, efficient, and convenient locations, and located appropriately within the right of way.

T-P-33 The City supports transit priority on Transit Streets through features such as traffic signal priority, bus queue jump lanes at intersections, exclusive transit lanes, and other techniques as appropriate, with adjustments to technology as conditions change.

T-P-34 The City will continue to support free and/or subsidized transit for both local travel within the City and travel to the regional hubs located at the Amtrak Station, the MacArthur BART station, and San Pablo Avenue at 40th Street.

T-P-35 The City will support the expansion of the Emery Go-Round to accommodate workers, residents, and visitors.

T-P-36 The City supports Transit-Oriented Development with reduced parking requirements, and amenities to encourage transit use and increase pedestrian comfort around the Major Transit Hubs at the Amtrak station and the 40th Street/San Pablo Avenue intersection.

T-P-37 The City will advocate for frequent, direct transit service to all points in Emeryville, especially between the east and west sides of town.

T-P-38 The City encourages Amtrak to allow local travel on Amtrak buses that provide service from Downtown San Francisco to the Emeryville Station.

T-P-39 The City will advocate for AC Transit to provide frequent, direct, two-way service between downtown San Francisco and various points within Emeryville.

T-P-40 The City will investigate and implement, if appropriate, fixed guideway transit systems, such as streetcars or personal rapid transit (PRT).

T-P-41 The City supports a new BART line in the East Bay that includes service to Emeryville along the existing regional rail corridor with a stop at Powell Street.

T-P-42 The City will advocate (in the short term) for BART to rename the MacArthur BART station to "North Oakland/Emeryville" to more accurately reflect the station's market area and to help promote awareness of transit service to Emeryville.

T-P-43 The City supports an additional transbay tube that provides for direct commuter rail service between Sacramento and San Francisco via Emeryville.

T-P-44 The City supports grade-separated crossings and other appropriate measures to mitigate the impacts of increased rail traffic on Emeryville, including noise, air pollution, and traffic disruption.

STREET SYSTEM

T-P-45 The street system will be created as set forth in Figure 3-2, and based on the typologies described in this chapter.

T-P-46 Private developments and major public infrastructure projects will provide adequate rights-of-way for all modes of transportation.

T-P-47 The City supports "traffic calming" and other neighborhood traffic management techniques to enhance the quality of life within existing neighborhoods and to discourage through-traffic on bicycle boulevards and local streets.

T-P-48 The City will establish equal priority to bicycles and public transit (and discourage through-traffic by other modes) on streets in the vicinity of the Amtrak sta-

tion that are designated as both Transit Streets and Bicycle Boulevards.

PARKING

T-P-49 Quality of life and business viability will be promoted by maintaining an adequate supply of parking to serve growing needs, while avoiding excessive supplies that discourage transit ridership and disrupt the urban fabric.

T-P-50 Public garages will be provided strategically, in locations convenient and proximate to eventual destinations.

T-P-51 The City supports parking supply and pricing as a strategy to encourage use of transit, carpools, bicycles, and walking.

T-P-52 Flexible parking standards are encouraged that reflect calculated parking demand for proposed land uses and that allow for appropriate offsets to reduce parking demand and encourage walking, bicycling, carpooling, and transit use.

T-P-53 Employers are encouraged to offer "parking cash out", whereby employees who choose not to drive are offered the cash value of any employee parking subsidy, to be used towards commuting to work by other means.

T-P-54 The City supports public parking strategies, such as variable pricing for on-street and off-street public parking and public use of private garages, to maintain a parking space utilization goal of 85 percent.

T-P-55 The City supports the use of parking revenues within "parking benefit districts" to consolidate public parking, enhance non-motorized connections between parking and land uses, and improve security and the physical environment of the districts.

T-P-56 The City supports shared parking between multiple uses to the extent possible, and will encourage private property owners to share their underutilized off-street parking resources with the general public.

T-P-57 The land area devoted to parking shall be reduced by supporting innovative technologies such as parking lifts and automated parking.

T-P-58 The City supports the expansion of the Residential Permit Parking (RPP) program to ensure adequate parking availability in residential areas, recognizing the need for adequate parking to support neighborhood businesses.

T-P-59 Development will be required to "unbundle" parking spaces from lease payments and condominium purchases, so that property lessees and buyers can choose whether to pay for parking spaces.

GOODS MOVEMENT

T-P-60 Truck freight movement will be accommodated between the freeway system and Emeryville's regional shopping destinations along 40th Street and Shellmound Street, consistent with the typologies described in this chapter.

T-P-61 Truck freight movement will be accommodated to and from local businesses, consistent with the typologies described in this chapter. Through truck traffic is discouraged.

T-P-62 Provide adequate off-street loading areas in large commercial, industrial, and residential developments that do not conflict with pedestrian, bicycle, transit, or automobile movements.

MARINA

T-P-63 The City supports marina and harbor operations and connections to these uses.

TRANSPORTATION DEMAND MANAGEMENT

T-P-64 The City will work with local, regional and state agencies, the Chamber of Commerce, and the Transportation Management Association, as well as employers and residents, to encourage and support programs that reduce vehicle miles traveled, such as preferential carpool parking, parking pricing, flexible work schedules, and ridesharing.

T-P-65 Employers in large new developments will be required to implement comprehensive TDM programs for their employees and customers.

T-P-66 The City supports and encourages the expansion of car-sharing programs in Emeryville.

T-P-67 The City supports and encourages conveniently located child care services with flexible hours.

4 PARKS, OPEN SPACE, PUBLIC FACILITIES, AND SERVICES

Parks, open space, public facilities, and services are a vital part of a livable, sustainable Emeryville. While they are essential in any city, they become even more important in areas of high population density and development intensity. Where homes may not include yard space and landscaping is scarce, green spaces provide opportunities for relaxation, informal sports, passive and active recreation, social and cultural events and a break from the stresses of everyday life.

The General Plan proposes several new open spaces, complementing existing parks, and providing new open space opportunities for existing and future residents.

They also serve as important gathering places in a community. Due to its industrial past, Emeryville has minimal parks and open space. Public facilities and services provide for community needs and amenities for education, social services, and public safety. As the residential and employment populations increase, it is essential to seize every opportunity to create additional parks and open space, and to provide public facilities and services that meet the needs of the community.

As a small incorporated city, Emeryville is able to provide high ratios of public services for its residents with a local orientation, personal attention, and quick responses. However, its small population and constrained geography limits its ability to locate and financially support the broad range of amenities found in larger cities. This chapter reviews the public facilities supplied in the City of Emeryville, including schools, libraries, safety services and other civic facilities, as well as major utility infrastructure systems.

The General Plan addresses two main issues concerning open space provisions: a shortage of park and recreation space, and a lack of accessibility—since most of the existing parkland is concentrated along the shoreline on the western portion of the city.

4.1 PARK AND OPEN SPACE SYSTEM

Framework

The General Plan proposes several different park types to accommodate the needs of present and future residents, workers, and visitors and to create a cohesive network of open spaces. The proposed strategic master plan will outline recommended programming for both active recreation and passive park use. A general framework is described here:

- **Large parks.** Two large parks north and south of Powell Street, are proposed to provide playing fields and other active uses, such as children's play structures and recreation activities.
- **Small open spaces.** Public pocket parks, plazas, tot lots, community gardens and other small open spaces throughout the city will improve residents' access to open space nearer their homes.
- **Greenways.** Two greenways will traverse the city, one north-south and the other east-west. To the extent possible these will be off-street linear parks with pedestrian and bicycle paths, small gathering places, and recreational facilities. Where necessary, the greenways may be along streets. The north-south greenway will follow old railroad spurs, and will connect Berkeley in the north to the Park Avenue District, Bay Trail, and West Oakland in the south. The east-west greenway will generally follow the alignment of Temescal Creek (currently in an underground pipe) and will include water features, daylighted portions above the culverted creek, and other amenities to celebrate the creek. This greenway will connect North Oakland in the east to the Bay Trail and San Francisco Bay in the west.

- **Green Streets.** To improve connectivity between neighborhoods, parks, employment and other activity centers, and to increase the provision of open spaces, a network of "green streets" is established. Green streets are distinguished by elements such as additional trees and plantings, wide sidewalks, pedestrian pathways and public art. This network builds on the greenways to improve connectivity along key streets.

The extent, capacity, and quality of public facilities that serve a community also affect the quality of life enjoyed by those who live, work, and own property there. The proposed Emeryville Center of Community Life will serve as the focal point for community gathering and social services. In addition to new school facilities, the Center may include gymnasiums, a theater, a library, a dance/fitness studio, playing fields, playgrounds, open space, aquatic facilities, and other community facilities.

Together, a cohesive network of open spaces and public amenities will help to create a more vibrant and livable Emeryville.

Existing Park and Recreation System

City Parks and Open Spaces

Emeryville has greatly improved the number, acreage, accessibility, and diversity of its park and recreation assets in recent years; however, these facilities fall short of the needs of the city's expanding population. As shown in Table 4-1, in 2008, Emeryville contained 15 acres of public open space in eight City-owned parks. Most of the municipal parks are small open spaces, such as the .14-acre 61st Street Mini-Park, which provides a playground area for neighborhood children. A majority of city parkland is concentrated in Marina Park on the peninsula and is not easily accessible to the majority of the city's population, who live east of Highway 80.

The City has been developing the Emeryville Greenway—a series of pedestrian and bike paths intended to provide more connectivity within the city. Once completed, this north/south Greenway will link the northeastern residential neighborhoods and new residential developments throughout the city with open spaces and activity centers. It will be complemented by the new east-west Temescal Creek greenway envisioned by this General Plan.

The City also has a lease agreement with Emery Unified School District to use the sports and aquatic facilities at Emery Secondary School during non-school hours. The Community Services Department offers classes, sports programs and activities in these facili-

Christie Park is small, but provides much needed green space in an area of increasing intensity and usage. It is slated to be enlarged and redesigned as part of the Marketplace Redevelopment Project.

TABLE 4-1: CITY OF EMERYVILLE EXISTING PARKS & RECREATION FACILITIES

Park/Open Space	Play Equipment	Sports Facilities	Acreage
CITY PARKS			
61st Street Mini-Park	X		0.14
Christie Avenue Park			0.79
Community Garden			0.29
Davenport Mini-Park			0.44
Hollis Green[1]			0.69
Marina Park			7.56
Point Emery			2.08
Shorebird Park			0.76
Stanford Avenue Park	X	X	1.74
Temescal Creek Park	X	X	0.70
OTHER OPEN SPACES & RECREATION FACILITIES			
Anna Yates Elementary Playground	X		n/a
Eastshore State Park (Emeryville Crescent)			n/a
Emery Secondary Field		X	n/a
Emeryville Recreation Center		X	n/a
Emeryville Greenway		X	n/a
San Francisco Bay Trail			n/a
Total[2]			**15.19**

[1] Owned and operated by Novartis, but open to the public.
[2] Linear parks, including the Greenway and Bay Trail, and conservation areas, such as the Eastshore State Park are not included in park totals.

Source: City of Emeryville, 2008.

ties. In addition, Emeryville is a member of the Joint Powers Authority for the Tom Bates Regional Sports Complex about three miles north in Berkeley.

State and Regional Parks and Open Spaces

State and regional open spaces provide larger green spaces that connect to adjacent communities. The Eastshore State Park constitutes about 2,250 acres of uplands and tidelands along the shoreline of Oakland, Emeryville, Berkeley, Albany, and Richmond, providing a prime location for bird watching and aquatic wildlife preservation. Emeryville's portion—the Emeryville Crescent—contains 30 acres of marsh shoreline and is identified as Conservation Area. The San Francisco Bay Trail runs through the Emeryville Crescent; this regional trail system will encircle the entire Bay once completed. The Trail runs along or near the Emeryville coastline, with a dedicated off-street pathway on and north of the peninsula, but a disconnected segment in its southern half.

Supply and Distribution

Existing City-operated open spaces represent a ratio of 1.56 acres per 1,000 residents (based on 15.19 acres and a 2008 population of 9,727 according to the California Department of Finance). The majority of the City's developed parkland is concentrated to the west of the railroad tracks, with 10.8 acres on the peninsula, making up over 70 percent of City-owned park space. All of the City's recreation facilities, however, are located on the eastern side of Emeryville: basketball courts, recreation fields, and children's play equipment are located east of Doyle Street. A new park is being constructed in the block bound by 61st, 62nd, Hollis and Doyle streets.

Improvements

Open Space System

The General Plan proposes several different park types to accommodate the needs of present and future residents and to create a cohesive network of open spaces: two new large parks, several new pocket parks and small plazas, two greenways, and a series of green streets connecting major activity centers. These proposed park and recreation facilities—which total to between 41 and 46 acres—are described in Table 4-2 and shown on Figure 4-1. The small parks are identified with circles; actual sites will be identified during the planning period.

TABLE 4-2: GENERAL PLAN PARK ACREAGE

Park Type	Acreage
EXISTING PARKS	**15.2**
PLANNED PARKS	**1.3**
Horton Landing Park	
Oak Walk Pocket Park	
PROPOSED PARKS	
Neighborhood Parks	20 to 25
61st/64th/Hollis/Doyle	*8*
53rd/Hollis	*5*
Small Parks (up to 13)	*7 to 12*
GREENWAYS	
Emeryville Greenway	1.5 miles
Temescal Creek Greenway	1 mile
OTHER PARKS	**5**
Plazas and community gardens	
Total Parks[1]	**41 to 46**

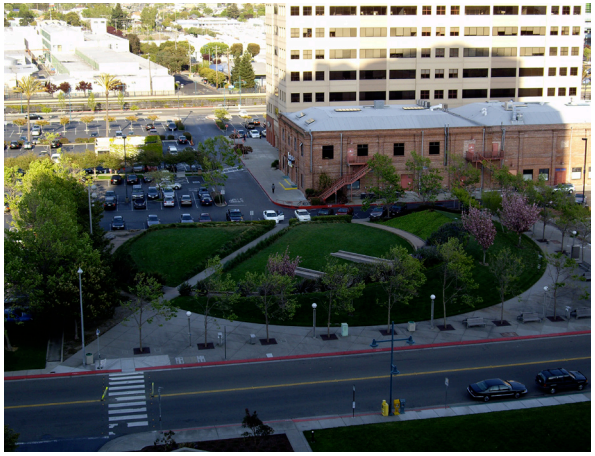
[1] Linear parks, including the Greenway and Bay Trail, and conservation areas, such as the Eastshore State Park are not included in park totals.

Source: City of Emeryville, Dyett & Bhatia 2008.

New open spaces will include areas for active recreation as well as facilities for passive activities and contemplation.

SUMMARY OF OPEN SPACE STANDARDS

- Develop 3 acres of parkland per 1,000 new residents
- Develop .25 acres of parkland per 1,000 new employees
- Locate at least one park within a five-minute walk of all residences



Park siting is essential to avoid shading by tall buildings (above).

Standards

The General Plan establishes a new standard for parkland of three acres of neighborhood parks per 1,000 new residents and .25 acres per 1,000 new employees. Using this standard, the City would need to provide 22 acres of new parkland in order to accommodate the additional 6,500 residents and 10,000 employees expected by the end of the planning period. The General Plan proposes 22 to 25 acres of new neighborhoods parks, as well as approximately five acres of other open space (including plazas and community gardens), thereby meeting the standards set here. Moreover, the City would gain more parkland per capita for all if its residents, not just new arrivals. In total, existing, planned and proposed parks would result in 41 to 46 acres of City-owned parkland, plus the Greenways, green streets, and other trails. This total represents a ratio of 2.5 to 2.8 acres per 1,000 residents.

Although the amount of parkland is an essential component to creating a vital network of open spaces, the quality and accessibility of these spaces are equally important elements. A city should have parks with a distribution and form that allows them to be enjoyed by workers during the day, used by children and senior citizens close to their homes, and to serve as a point of focus for residential neighborhoods. The General Plan seeks to provide a network in which there is an open space accessible within a five-minute walk of each resident's home. To achieve this goal, generalized park locations have been identified throughout the city, where a deficit has been noted within existing and proposed neighborhoods.

4.2 SCHOOLS AND EDUCATION

This section describes educational facilities in the City of Emeryville, including schools, libraries, and other civic facilities. Emeryville houses two public schools serving Grades Kindergarten through 12, the Pacific Rim International School serving 90 students from Pre-School through Grade 6, and three other institutions of higher education and learning. Additionally, this section highlights the Emeryville Center of Community Life as a major public facility investment for the near future.

Emery Unified School District

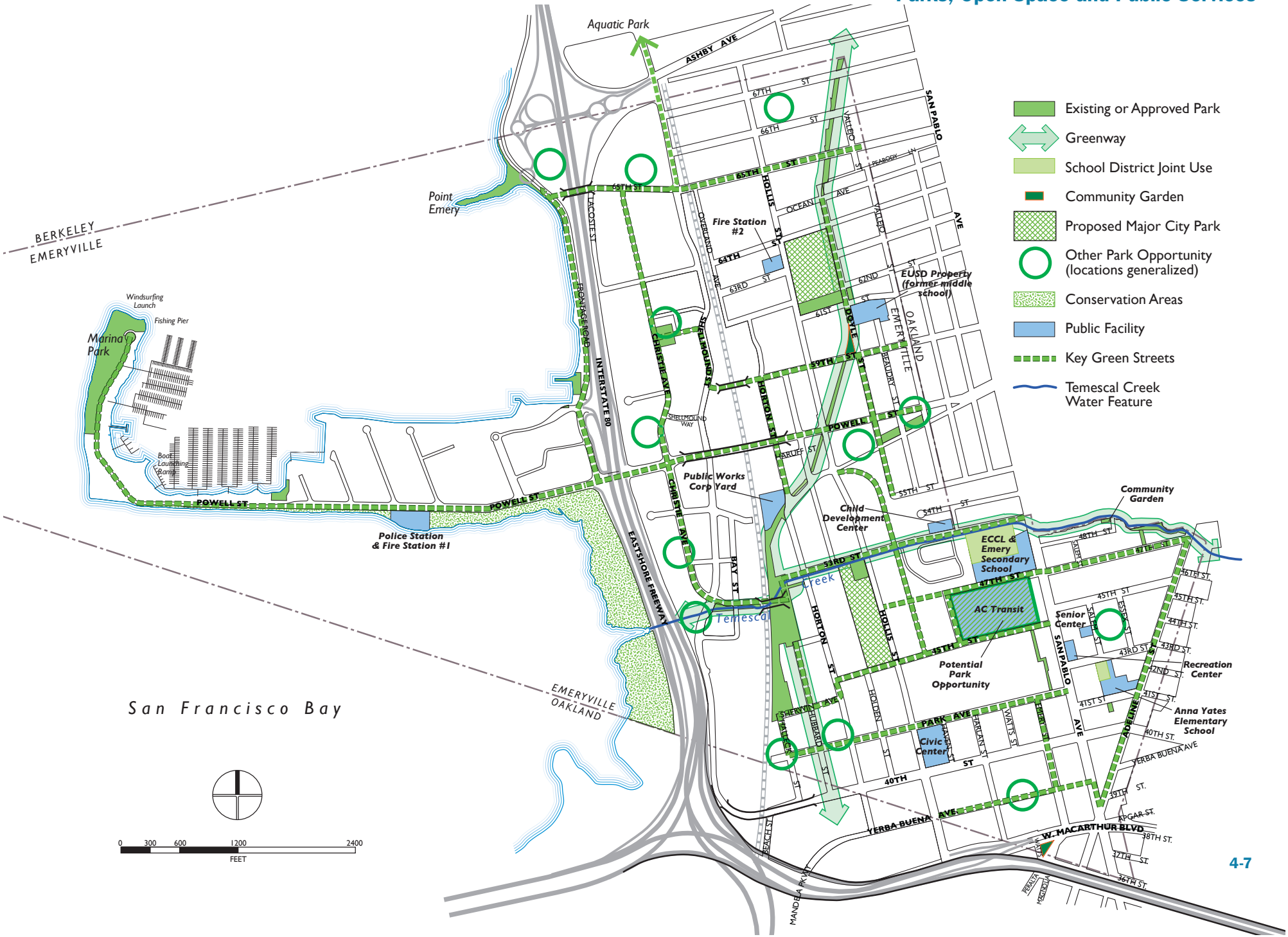
Current Enrollment & Capacity

The city boundaries are aligned with a single public school district, Emery Unified, which runs two schools: Anna Yates Elementary School (Kindergarten–Grade 6) and Emery Secondary School (Grades 7–12). Emery Unified owns an additional property at 1275 61st Street, previously called the Ralph Hawley School and prior to that, the Emery Middle School Academy. It ceased regular school operations in 2003.

Emery Unified is a small school district and is likely to remain so during the General Plan period. As of the 2007–2008 school year, Emery Unified served 822 students. Both Anna Yates Elementary and Emery Secondary are located on the Emeryville/Oakland border within the 94608 zip code area. Approximately 40 percent of the district's students live outside the school district boundaries. Of those, 85 percent reside within the 94608 zip code. Students who live outside of Emeryville must apply for an inter-district transfer each academic year. Priority is given to returning students, their siblings, and to students whose parents or guardians are employed in Emeryville.

FIGURE 4-1

Parks, Open Space and Public Services



The Emery public schools are Annie Yates Elementary (top) and Emery Secondary (bottom). These schools will be consolidated and integrated into the Emeryville Center of Community Life.

As enrollment of Emeryville residents either increases or decreases, the percentage of students accepted through the inter-district transfer process is adjusted. This flexibility has aided the City's small public school district in maintaining stable class sizes across all grade levels.

Funding

The Emery Unified School District experienced a major fiscal turn-around between 2000 and 2008, helped by several public measures. In 2001 the California Legislature passed AB96, a state takeover with a $1.3 million emergency loan to Emery Unified. In 2002, the City signed a $1.5 million, 40 year agreement with the school district to lease Emery Secondary School's sports facilities during non-school hours. In 2003, Emeryville voters approved a parcel tax to help its schools thrive. On July 1, 2004, full control was restored to the district. Emeryville voters agreed to an expanded parcel tax in 2007 with those funds allocated to strengthen the academic curriculum and/or programs in the following essential areas: school libraries, wellness initiatives, counseling, tutoring and mentoring, technology supports, English language development, professional development and teacher recruitment/retention. Additionally, the district is supported by resources from federal, state, and private foundation sources. In particular, the Emery Education Fund, a local non-profit organization supported by the Emeryville Chamber of Commerce and others, raises private donations for a variety of school programs, teacher mini-grants, and student scholarships.

Projected Enrollment

Projecting student enrollment over the life of the General Plan helps to determine the need for new school facilities over time. Emeryville's population is expected to increase by nearly 7,000 residents over the life of the Plan. As the population ages at the county and state level, the proportion of school-age children is expected to decline despite an actual increase in school-aged residents. Adjusting enrollment based on this factor results in a projection of approximately 1,200 students by 2030—an increase of nearly 400 students. According to a 2008 study, this is a high estimate for potential future enrollment.[1]

The retention of students and their families who can no longer afford to live in the city remains a concern. Emery Unified recognizes the need for an increase in affordable family friendly (3+ bedroom) housing.

Planned Improvements

The future of the Emery Unified School District's facilities is tied to the development of the Emeryville Center of Community Life described in the next section. According to the Center's 2009 Master Plan, the Center of Community Life will accommodate 800-900 students in Grades Kindergarten through 12 with the ability to expand to serve 1,200 students—enough capacity to accommodate the projected enrollment in 2030.

It is further anticipated that the need for services for children aged 0-5 and their families will increase during this period of increased enrollment in grades Kindergarten through 12. The need to serve preschool-aged children in pre-kindergarten programs is likely to increase. Adjunct facilities may need to be utilized to serve the above population including the current Anna Yates Elementary School site once the K-6 program is relocated to the Emeryville Center of Community Life.

1 *Emery Unified School District Demographic Trends and Forecasts" Presentation by Shelley Lapkoff, Ph.D., Lapkoff & Gobalet Demographic Research, Inc., June 4, 2008.*

Anna Yates Elementary School was partially renovated and expanded in 2008, increasing its capacity to serve students and programs. Although the existing school facilities throughout the district have been adequately maintained over many years of use, they have exceeded their "useful life" period and are now in need of major repair and updating or replacement. Additionally, the existing facilities present significant challenges to operating current programs in spaces designed fifty or more years ago. And finally, the existing building systems are outdated and present obstacles to owning and maintaining a safe, efficient, energy-conscious set of facilities.

Higher Education

Emeryville lies within a region that is rich with higher learning opportunities. With the University of California-Berkeley, located just a few miles away, Emeryville has access to the academic and cultural resources of one of the top college campuses in the country. In addition, the Peralta Community College District, with campuses in Berkeley and Oakland, as well as California State University-East Bay, in Hayward, provide high-quality opportunities for post-secondary degrees and lifelong learning.

Moreover, there are several institutions within Emeryville that provided specialized higher education opportunities. Ex'pression College for Digital Arts, an accredited school founded in 1999, offers bachelor degrees in animation, gaming, motion graphic design and sound arts. The campus is located in northwest Emeryville, on Shellmound Street, between 65th and 66th streets. In 2007, Ex'pression expanded its classroom facilities, resulting in about 78,000 square feet of space. In the 2007-08 academic year, Ex'pression had 1,300 actively enrolled students.

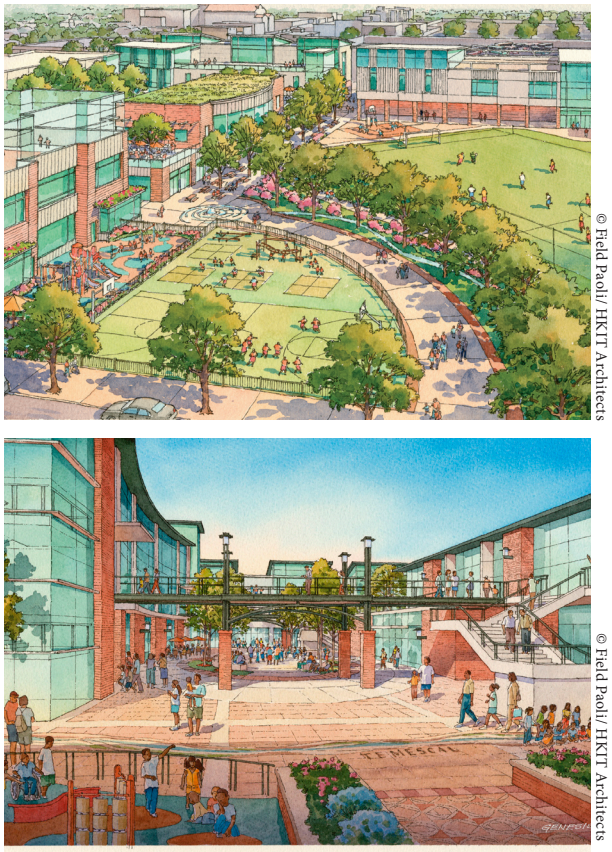
Western Career College (formerly Silicon Valley College) is an accredited private school that offers certificate and associate degree programs in the medical, pharmacy, criminal justice and graphic design fields. It has nine campuses in the Bay Area, including one in the Public Market office tower on Shellmound Street. As of 2008, about 200 students are enrolled at the Emeryville campus.

The National Holistic Institute is a massage therapy school that trains students in massage technique, theory, and career development, preparing students for the national certification exam. The campus is located at 59th and Hollis streets.

Emeryville Center of Community Life

The concept of a Center of Community Life is a once in a lifetime opportunity to combine City and School programs in a state-of-the art facility to be shared by the City of Emeryville and Emery Unified School District. It is central to the City's focus on building and supporting a healthy and vibrant community in Emeryville. Although the School District and the City are separate government entities, the City of Emeryville and Emery Unified have had a close working relationship in recent years. The Center will consolidate grades pre-Kindergarten through 12, and house joint-use facilities for arts, performances, classes, meetings, community programs and services, recreation (indoor and outdoor), and administration.

The goals for the Center include: improving quality of life within Emeryville's dense urban setting; providing a social and community resource; turning the city's public schools into the center of the community through physical and social integration; and providing a place for the mixing of all the lifestyles, ages, and races that make up the Emeryville commu-



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Concepts for the proposed Emeryville Center of Community Life.

The City's public services are essential to maintaining a high quality of life for residents. Municipal services are consolidated in City Hall.

The Emeryville Child Development Center provides market rate and subsidized child care services.

nity. Through several years of public meetings, the Emeryville community has also identified key themes to incorporate into the Center: connections to the community; access to facilities and programs; active engagement of the community in these programs, and the expression of an identity for Emeryville.

Initially the concept involved the Emery Secondary School site, and expanding across 47th Street to occupy the AC Transit facility. Due to acquisition and clean up costs, and the potential to build "up" rather than "out," it was determined to build the Center at the current Emery Secondary School site. Usable parts of the current School/District complex will be retained, but the vast majority of buildings will be demolished and replaced by higher structures built around a central courtyard, with flexibility to expand further in the future if enrollment increases.

Phase I of the process, which will be completed by the spring of 2009, involves the creation of a Master Plan for the Emery Secondary School site. While there will be separation of grades for security and safety purposes, there will also be many common areas for sure by all students, as well as the entire Emeryville community. Community services and recreation programs provided by or through the City will also make use of flexible space to maximize community-wide uses, participation, and involvement. Phase II involves construction of these community recreation and educational facilities, anticipated for completion in 2013 or 2014. This process is being overseen by the City/Schools Committee. The Center will come to fruition during the life of this General Plan.

Libraries

There are no public libraries in Emeryville. The Oakland Public Library's Golden Gate Branch, located just outside the city limits on San Pablo Avenue near Stanford Avenue, serves as the main circulation library for Emeryville residents. The Emeryville Secondary School and Anna Yates Elementary School each include a library for use by students. The Emeryville Center of Community Life may include a library, although it would likely focus on serving public school students and would not replace the Golden Gate Branch as the City's main library facility.

Other Community Facilities

Civic Center

Located in the block bounded by Park Avenue and Hollis, Haven, and 40th streets, the Civic Center consists of the historic Town Hall building and an addition completed in 2001. The 1.4-acre Civic Center area is used for City business as well as public meetings. A former industrial building behind Old Town Hall has been purchased by the Redevelopment Agency to be developed as an arts and cultural center. As of 2008, a feasibility study has been completed and a strategic plan is being prepared to determine facility requirements for potential user groups. Design work is expected to be prepared in 2009, construction to begin in 2010 and the completed center to open in 2011.

Emeryville Senior Center

The Senior Center serves older adults from its location in the Triangle neighborhood. It provides services, including meals and financial counseling, and activities for seniors. The American Legion also maintain offices in the Center. Like the rest of the Bay Area and the county as a whole, Emeryville's population is aging. Between 1990 and 2005, the median age in the

city grew slightly from 34.3 to 35.2 years. The population cohort that increased the most over this period was the group between 45 and 60 years old. The City's Commission on Aging has developed a strategic plan for senior facilities and services to accommodate the needs of this growing demographic.

Recreation Center

The City's Recreation Division of the Community Services Department offers classes and programs for children and adults. Located on San Pablo Avenue at 43rd Street, it is near the recreation facilities at Emery Secondary School and the open space at Temescal Creek Park. This location is temporary and once the ECCL is complete operations will be relocated to that site.

Child Development Center

Quality early child care and education can have a positive effect on children's learning and on parents' ability to work and earn income. In addition to family day care homes and public and private centers, the Emeryville Child Development Center (ECDC), located at 1220 53rd Street, offers specific programs for infants, toddlers and preschoolers from age four months to five years. ECDC also provides family support programs through parenting workshops, support groups, and partnerships with multiple service providers.

4.3 PUBLIC SERVICES AND FACILITIES

Public Safety

Police Services

Profile

Emeryville has one police station, adjacent to Fire Station #1 on Powell Street on the Peninsula. The Department employs 39 sworn officers and 20 other staff positions. The result is a ratio of 4.0 sworn officers for every 1,000 residents (based on 9,727 residents in 2008). This is much higher than the countywide ratio of 2.02 officers per 1,000 residents across Alameda County. During the workday, however, the city population swells to 25,000 to 35,000, resulting in a ratio of less than one police officer per 1,000 people. The Records and Communication Section of the Police Department is the public safety answering point for all emergency and non-emergency calls for service. In 2004, the Police Department's dispatch center processed 11,728 emergency calls.

Standards

While the department does not have service ratios or formal response standards, it aims to respond to emergency calls in two minutes and to non-emergency calls in six minutes. The department anticipates that as the city and its population grows, its staffing levels must also grow. While additional development will impact response times, the department does not use set standards for providing service to a growing population.

Planned Improvements

The Police Department has identified a need for additional facilities space. In 2008, the Department proposed a renovation of the existing facilities. Improvements would include an enlarged dispatch area; better east-west circulation within the building; adequate stor-

age and office spaces and renovation of the men's and women's locker rooms. The City Council has reviewed conceptual plans and authorized staff to move forward with the design phase. The current schedule suggests that construction would begin in 2009.

These renovations may not accommodate the future needs of the Department given population projections. There are concerns that the current station would be vulnerable and could be cut off from the rest of the city in the case of a large earthquake. The 1987 General Plan also noted that the police station had poor access to the east side of Emeryville, from which most service calls were originating. In addition, the existing station is considered too small by the Department, which would like a new facility that is 25,000-30,000 square feet in size and able to handle 10 to 15 additional personnel. A new station located on the east side of San Pablo Avenue may be suitable, although some residents of the Watergate complex are concerned about being left unprotected if the station moves from the Peninsula.

The Fire Department responds to emergency calls but also maintains the City's emergency management plan.

Fire Services

Profile

The Emeryville Fire Department (EFD) aims to educate the public, prevent fires, and respond to all emergencies in the city. Fire and emergency medical dispatch is handled through the Oakland Fire Department's communications system. All Emeryville firefighters are certified Emergency Medical Technicians.

The Fire Department employs 31 personnel in two stations: Station #1 at 2333 Powell Street on the Peninsula and Station #2 at 6303 Hollis Street, at the corner of 63rd Street. Station #2 hosts the City's Emergency Operations Center, which is a room that can serve as a disaster coordination center. The department has mutual aid agreements with the fire departments of Oakland and Berkeley. These departments automatically respond to freeway accidents in the area and can be called for help with any other incident.

The Fire Department has an emergency management operations plan for the city. Evacuation routes from the city in the case of an emergency depend on the circumstances, although San Pablo Avenue, Hollis Street, and I-80 are major routes. The City has an informal understanding with AC Transit that they would help evacuate people in an emergency. The department has the ability to monitor the state of emergency routes through webcams.

The Community Emergency Response Team (CERT) Program educates people about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help. CERT members also are encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their community.

Standards

The department receives an average of 1,500 calls each year, which includes mutual aid responses to nearby cities. The State requires a minimum response time of eight minutes to emergency calls. The EFD averages just under five minutes time from the inception of an emergency call to their arrival on the scene. Overall, about 60 to 65 percent of the department's calls are medical, with Station #2 handling around 60 percent of all non-fire calls.

Planned Improvements

The EFD is not currently planning for new facilities. Expansion of the city is going to be vertical rather than horizontal. Infill development will require more equipment and staffing rather than an additional location. The department has discussed whether to expand its equipment to include an adaptive response vehicle, which would be smaller and more maneuverable and able to handle different types of calls, although it would require additional staffing. The EFD also sees a need for a backup water pressure and delivery system in the event that an earthquake disrupts the regular system.

The expansion of commercial and residential building space in the city implies a higher daytime and permanent population. This higher population and greater density will create several impacts: more emergency calls, the potential of incidents that affect more people, greater difficulty in evacuating the city, and longer response times to emergencies due to increased traffic congestion.

Utilities and Infrastructure Systems

Providing adequate public infrastructure and utilities is an essential part of a city's physical growth and development. This section provides background on the city's gas and electricity provision and wastewater treatment. Note that other public facilities and services are discussed elsewhere in the General Plan. Chapter 6: Conservation, Safety, and Noise, includes a discussion and policies on water systems—potable, recycled and stormwater management. Chapter 7: Sustainability includes a discussion and policies on energy and waste management.

Gas and Electricity

The Pacific Gas and Electricity Company (PG&E) serves Emeryville with electricity and natural gas. PG&E purchases both natural gas and electrical power from a variety of sources, including utility companies in other Western states and Mexico. PG&E charges connection and user fees for all new development in addition to sliding rates for service based on use.

PG&E delivered 10,605 thousand Megawatt-hours of electricity to customers in Alameda County in 2000. Approximately 60 percent of this energy was sold to commercial and industrial accounts. Electrical power is provided to the City of Emeryville from various distribution feeders located throughout the city; natural gas is provided to the city from several gas lines stretching from Milpitas to San Francisco. Natural gas is delivered from basins in Canada and/or Texas by transmission mains and deposited at PG&E's Milpitas Gas Terminal. PG&E has indicated that gas and electric demand for its entire service area will grow steadily through 2010, and it does not expected to substantially change the electric transmission system in Emeryville.

Wastewater

The City of Emeryville operates a municipal sanitary sewer collection system that conveys wastewater from Emeryville and portions of the City of Oakland. The collection system is divided into five drainage basins, each of which connects to the East Bay Municipal Utility District's (EBMUD) sanitary sewer interceptor, which is generally located along the east side of Interstate 80. The EBMUD interceptor carries sewer flows from the East Bay communities' collection systems to its wastewater treatment facility (SD-1) located at the foot of the San Francisco Bay Bridge in Oakland. Except for one pump station and a forced main at the Emeryville Marina, the City of Emeryville's collection system is generally a gravity-fed system, consisting of over 13.6 miles of pipe ranging in sizes from six to 30 inches.

GOALS AND POLICIES

GOALS

PARK AND OPEN SPACE SYSTEM

PP-G-1 **A comprehensive open space system—** A system that provides a diverse range of active and passive recreation and open space opportunities for residents, workers, and visitors.

PP-G-2 **New public spaces—**A public realm and new public parks and plazas that serve as focal points of the community.

PP-G-3 **Integration of parks and open space—** Parks that are coordinated with surrounding developments to form unified urban compositions and that are integrated into the redevelopment of underutilized areas.

PP-G-4 **Sunlit parks—**Public parks, plazas, and other open spaces that enjoy maximum sunlight access.

PP-G-5 **Sustainable design—**Park designs that are consistent with sustainable design principles and practices, and efficient use of open space.

PP-G-6 **Locally accessible parks—**At least one park located within a five-minute walk of all residences.

PP-G-7 **An accessible waterfront—**Connections from the waterfront to the rest of Emeryville east of the freeway.

SCHOOLS AND EDUCATION

PP-G-8 **A safe, nurturing and enriching environment—**An environment in which children and youth can flourish and become contributing members of society. The foundation of this vision is a strong and active partnership among the City, School District, and all segments of the community, so that powerful learning from the earliest years is a citywide experience and responsibility.

PP-G-9 **Accessible childcare—**An adequate and diverse supply of childcare facilities that are affordable and accessible for families, and provide safe, educational, and high-quality services for children.

PP-G-10 **Vibrancy and diversity—**Expanded arts, cultural and recreation programs that celebrate a vibrant diverse community.

PUBLIC SERVICES AND FACILITIES

PP-G-11 **Public safety—**Police and fire services that are responsive to the citizens' needs to ensure a safe and secure environment for people and property in the community.

PP-G-12 **Adequate public facilities—**Utilities and infrastructure systems that provide safe, reliable, and adequate services.

POLICIES

Implementing actions supporting each policy are described in Chapter 8: Implementation Program.

PARK AND OPEN SPACE SYSTEM

PP-P-1 Increase park acreage to serve the needs of the growing population and address current deficiencies in park and open space standards. Maintain a standard of three new acres of parkland per 1,000 new residents, and 0.25 acres per 1,000 new employees.

PP-P-2 Two new large parks (five acres or larger), one each north and south of Powell Street, shall be provided. Active recreation uses will be a component of these parks. The northern park site is bounded by 61st, 64th, Hollis, and Doyle streets. There are two potential southern park sites:

- One potential southern park site is shown on the PG&E site on Hollis Street, between 45th and 53rd Streets. On this site, consideration shall be given as to how to incorporate the existing buildings, which are rated Tier 1 and Tier 2 in the Park Avenue District Plan, into future park uses.

- The second potential southern park site is located at the AC Transit bus yard between 45th and 47th streets,

adjacent to the proposed Center of Community Life. Should this site become available, the City shall explore the possibility of a public park—along with other public uses. If a large park at this site is feasible and is considered desirable, all or part of the PG&E site may no longer be needed for a public park.

PP-P-3 New smaller open spaces—including public plazas and places, community gardens, and pocket parks—will provide local focus points and diversify the built environment. These should be developed through the identification of underutilized and strategically located parcels, and the redevelopment of larger sites.

PP-P-4 Locate "other park opportunities" (whose locations are generalized on Figure 4-1) to maximize accessibility for residents, such that every resident in the City has access to a park within a five-minute walk from their residence. Parks shall be located outside the 65 dbl noise contour (Figure 6-10).

PP-P-5 A system of greenways and Green Streets, as tree-lined open spaces will be developed as continuous recreational paths for bicyclists, joggers, and pedestrians, linking parks and activity centers.

PP-P-6 The north-south Emeryville Greenway will be expanded, enhancing its role as an open space corridor and connector across the City, and a source of inspiration and community pride. The City will support the expansion of a park at the Sherwin Williams site, in coordination with the development of Horton Landing Park and the Greenway.

PP-P-7 An east-west greenway located generally along the path of Temescal Creek will be created. This will include water features to celebrate the creek and improvements to the riparian corridor, where feasible, while maintaining existing drainage capabilities.

PP-P-8 Locate a series of small parks and plazas along Christie Avenue to create a continuous open space network throughout the district.

PP-P-9 Shading of parks and green streets by buildings will be minimized.

PP-P-10 Efficient use of open space will be achieved through techniques such as rooftop play courts and gardens, joint use of sports and recreation facilities at schools, co-location of parks with child care facilities, and possible use of underground parking below new plazas and parks.

PP-P-11 All large new residential developments shall include a combination of private and common open space.

PP-P-12 Design, landscaping, lighting, and traffic calming measures will be employed to create safe parks and open spaces.

PP-P-13 Open spaces that have deteriorated, have design features that limit access and use opportunities, and/or are in need of activity shall be revitalized.

SCHOOLS AND EDUCATION

PP-P-14 Efforts by Emery Unified School District and childcare service providers to establish, maintain, and improve educational facilities and services will be supported. Encourage a range of child care facilities, including family day care homes, public and private centers, preschool programs, and before and after school programs.

PP-P-15 A strong relationship and communication between City and Emery Unified School District will be maintained.

PP-P-16 The City will continue to partner with Emery Unified School District to optimize the joint-use of school facilities for community use.

PP-P-17 The City will support the development of the Emeryville Center of Community Life.

PP-P-18 Student engagement and learning will be facilitated through expanded programs and activities.

COMMUNITY

PP-P-19 A diversity of lifestyles, ages, and income-levels will be accommodated through zoning and community facilities and programming.

PP-P-20 The growing senior citizen community will be supported by providing appropriate cultural, recreational and assistance programs and services.

PP-P-21 A community cultural arts center will be developed.

PUBLIC SERVICES AND FACILITIES

PP-P-22 Crime will be deterred through physical planning and community design.

PP-P-23 There will be adequate police and fire staff to provide timely response to all emergencies and maintain the capability to have minimum average response times.

PP-P-24 The City will support community involvement in disaster preparation and response through the Fire Department's Community Emergency Response Training program.

PP-P-25 The City will continue to coordinate with Pacific Gas & Electric to ensure gas and electricity access to new development sand high quality service to all customers.

PP-P-26 The City will continue to operate and maintain the City-owned wastewater collection conveyance system and coordinate with EBMUD on the transfer and treatment of wastewater.

PP-P-27 The City will continue to cooperate with EBMUD, the Regional Water Quality Control Board, and other relevant agencies to adopt and implement programs and policies to further reduce inflow and infiltration (I&I) of storm water in the City's wastewater collection system and private sewer laterals during wet weather events.

PP-P-28 The City will continue to require development projects to replace or upgrade as needed, sanitary sewer systems serving the development site to reduce inflow and infiltration (I&I) of stormwater in the City's wastewater collection system and private sewer laterals during wet weather events.

5 URBAN DESIGN

The Urban Design Element focuses on enhancing the public realm and everyday livability, crafting a tapestry of distinctive yet synergistic and connected districts, and strengthening Emeryville's identity and sense of place.

Emeryville has transformed itself from an industrial town into a dynamic mixed-use urban center. A small city with flat topography, and relatively high development intensities, Emeryville has the potential to be an energetic, engaging, and walkable urban setting. However, connectivity in the City is challenging because of the presence of major transportation corridors. Additionally, because of its industrial past, the city has very large blocks, creating a sometimes fragmented, disconnected environment.

The Urban Design Element seeks to enhance livability by emphasizing the public realm—streets and public spaces; promote fine-grained development, and improve connectivity between districts; foster vital and active street life; maximize sunlight penetration into streets and open space; and build upon Emeryville's features and assets to promote richness and diversity. It also seeks to ensure that development is designed with a pedestrian orientation, and provides the framework for more detailed Design Guidelines. Photo simulations, beginning on Page 5-25, illustrate the type of development that is possible under the urban design framework outlined in this Element. The simulations represent five places that are poised for redevelopment or enhancement: East Bay Bridge Center, Sherwin Williams site, Powell Street and Christie Avenue intersection, Greenway along 53rd Street, and Doyle Hollis Park.

This chapter provides policies at a citywide scale, as well as key goals defining the areas that make up the city and the distinct districts within them. Policies in this element should be read together with existing district level plans including the Park Avenue District Plan, North Hollis Area Urban Design Program, and San Pablo Avenue Urban Design Plan, as well as master plans for large Planned Unit Developments including Pixar, Novartis (Chiron), Bay Street, and Marketplace.

5.1 CITY STRUCTURE

Framework

Located between Berkeley and Oakland, Emeryville acts as the primary gateway to the East Bay Area from San Francisco. Highly visible from major regional approaches along Interstates 80 and 580 and the Bay Bridge, the city is geographically framed by two major natural elements—the Berkeley-Oakland Hills to the east, and the San Francisco Bay to the west.

Emeryville is comprised of multiple districts, with their own development typologies and patterns, many of which are evolving. As in other East Bay cities, the waterfront (including the Peninsula) is physically separated from the eastern portion of the city by I-80. However, unlike cities such as Berkeley and Oakland, Emeryville does not have a historic downtown to serve as a central organizing element.

The basic components of Emeryville's existing city structure—its districts and diverse development scales—are built upon to establish an intensified, central city core; expanded street grid and pedestrian connections; new parks and open space; and strong, identifiable neighborhood centers that define an overall organization and character for each district. The arrangement of these components within the overall city structure is shown in Figure 5-1, City Structure. Key design and policy features include:

- **Centrally-located neighborhood centers** with public space and ground floor retail in the North Hollis, Park Avenue, Watergate, and San Pablo Avenue districts create more vibrant and balanced districts, with local shopping and a pedestrian scale.

- **A dynamic urban core** around the intersection of Powell Street and Christie Avenue, with the tallest building heights, a mix of residential and commercial uses, and active street frontages.
- **Other key activity nodes** are defined in places with intensive retail or public uses, including the Marketplace, Powell Street Plaza and Bay Street, as well as the proposed Center of Community Life.
- **Regional retail districts** with mixed commercial and residential uses along 40th and Shellmound Streets, reinforcing regional nodes and encouraging greater activity in these areas.
- **Existing residential neighborhoods**—the Triangle, Doyle Street, and Watergate neighborhoods—are preserved as lower-scale residential districts, enhancing these neighborhoods and their distinct identities.
- **Two large new parks**, centrally located to expand resident and employee access to open space while greening the environment and improving recreational opportunities.
- **Better connections**—A proposed grade separated railroad crossing and a proposed new bridge over I-80 and a greenway network, improving walkability and connectivity, particularly east-west connections to major activity centers, while enhancing the public realm with trees and landscaping.
- **Transit-oriented development** around the city's transit hubs: the Amtrak Station and the intersection of 40th Street and San Pablo Avenue, which is a major hub for AC Transit.
- **Gateways** at the main entrances to the city to celebrate the unique identity of Emeryville.
- **Expanded street grid**—Existing larger block sizes will be reduced wherever possible through extension of streets to create a more accessible pedestrian realm. Developments with large floor space will be accommodated through taller buildings, as well as mid-rise buildings.
- **Appropriate transitions**—While development intensities will be greater, emphasis upon building design and articulation, particularly at the street level, will play a key role in activating and enhancing pedestrian movement. The building heights and intensities from the core will transition to smaller-scale development in adjacent districts such as the Park Avenue District and residential neighborhoods.

By building on the city's existing assets and planning new development within the General Plan's structural framework, Emeryville will evolve into a more livable community, creating a strong sense of place and improving quality of life for its residents and visitors.

The City's character emerges from its many distinct districts and development scales. The General Plan envisions a mixed-use walkable city, creating a high quality of life for residents, workers, and visitors.

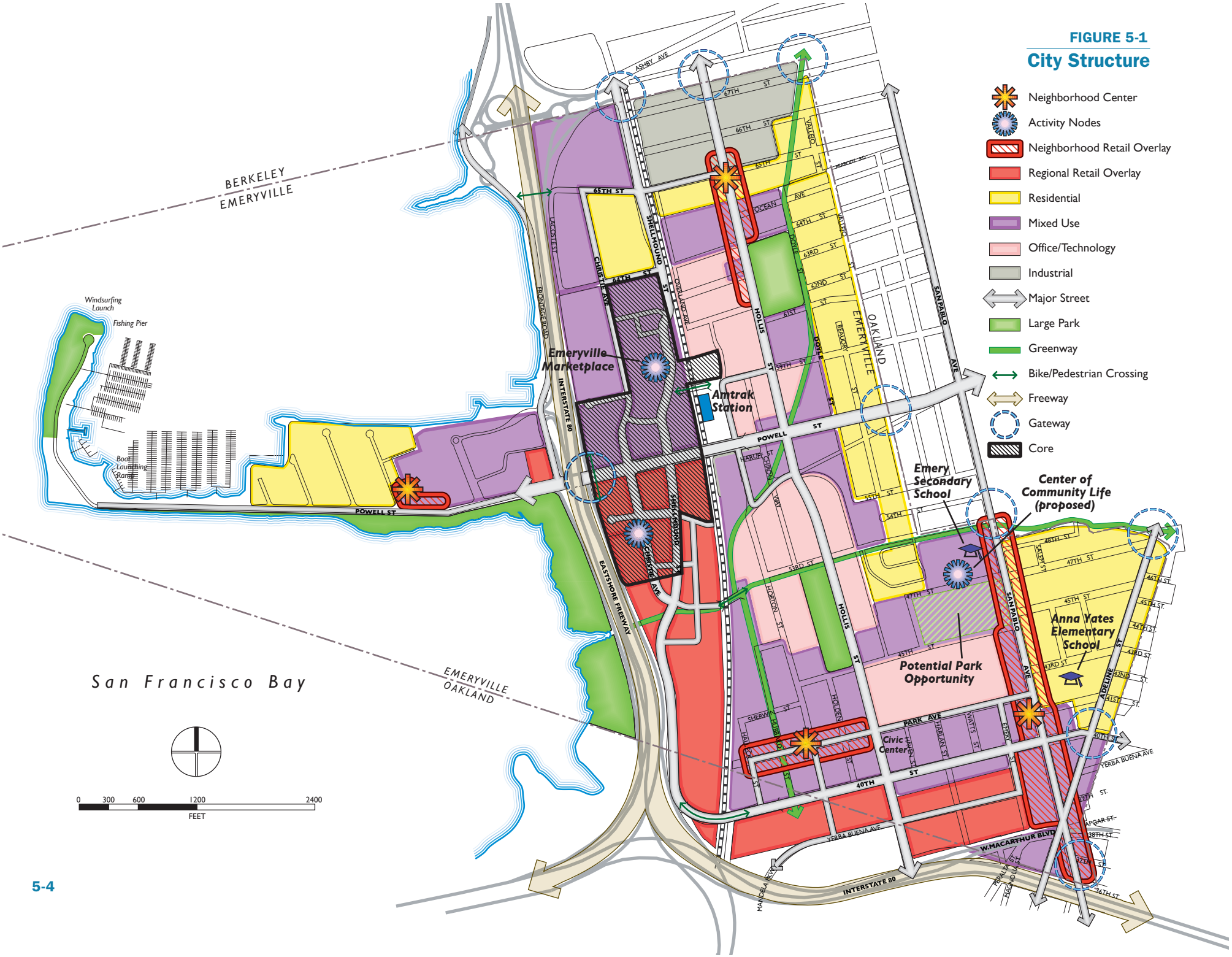


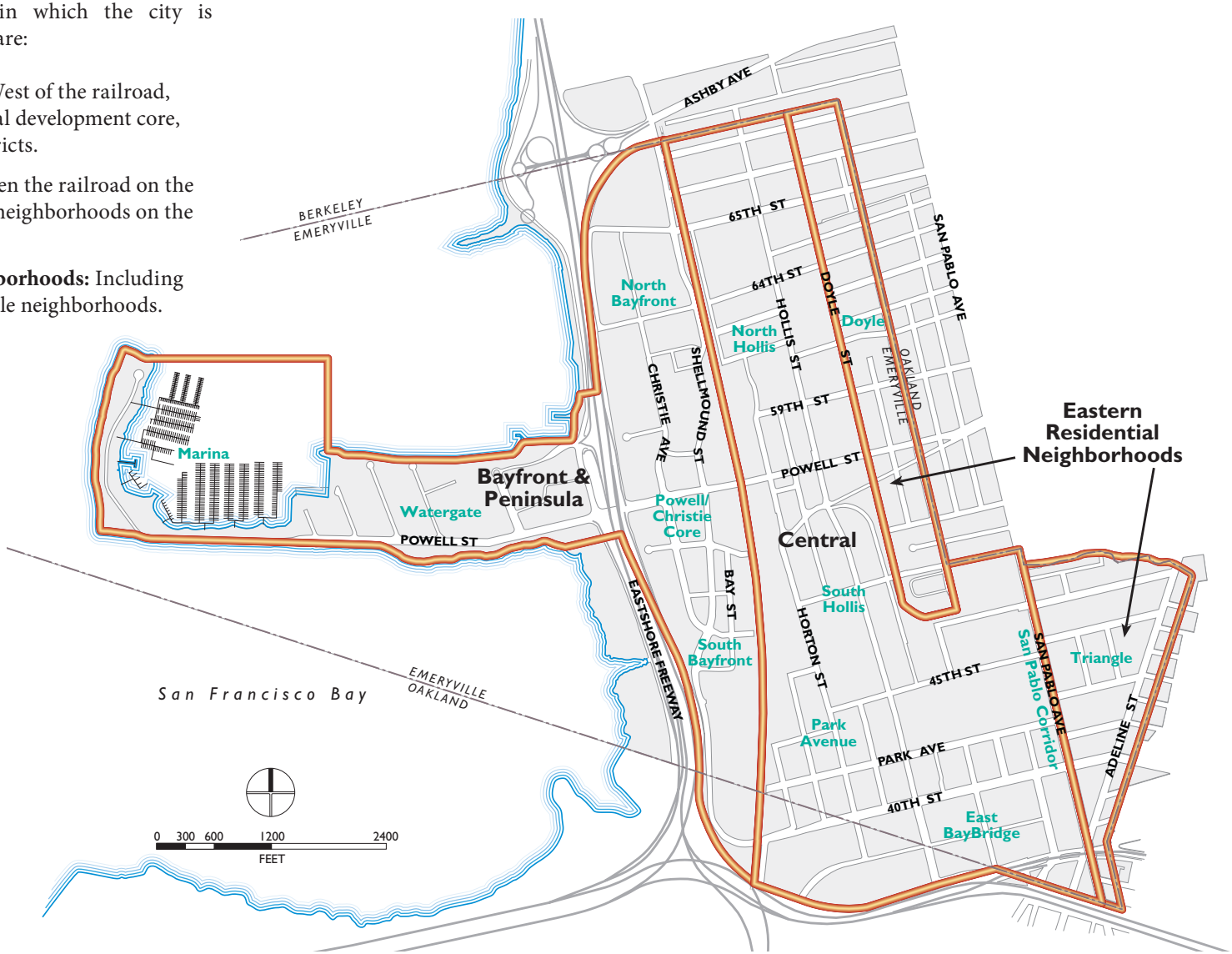
FIGURE 5-1
City Structure
Neighborhood Center
Activity Nodes
Neighborhood Retail Overlay
Regional Retail Overlay
Residential
Mixed Use
Office/Technology
Industrial
Major Street
Large Park
Greenway
Bike/Pedestrian Crossing
Freeway
Gateway
Core
BERKELEY
EMERYVILLE
EMERYVILLE
OAKLAND
San Francisco Bay
Windsurfing Launch
Fishing Pier
Boat Launching Ramp
Emeryville Marketplace
Amtrak Station
Emery Secondary School
Center of Community Life (proposed)
Potential Park Opportunity
Anna Yates Elementary School
Civic Center
POWELL ST
INTERSTATE 80
EASTSHORE FREEWAY
SAN PABLO AVE
HOLLIS ST
PARK AVE
40TH ST
65TH ST
YERBA BUENA AVE
W.MACARTHUR BLVD
0 300 600 1200 2400
FEET

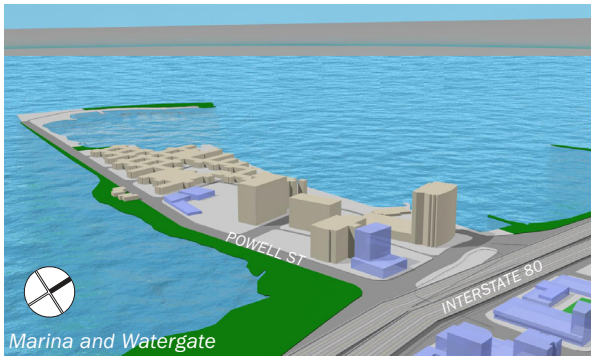
5.2 AREAS AND DISTRICTS

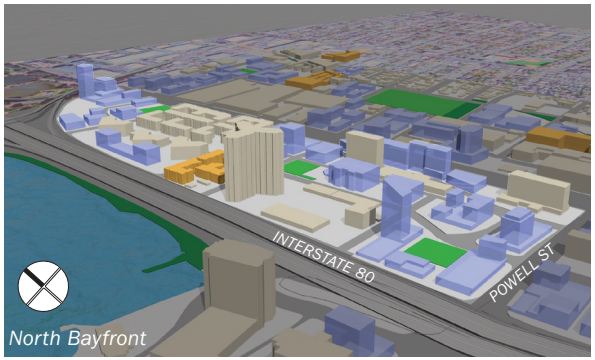
The city can be understood in relation to three large areas—north-south swaths—in which the city is divided (see Figure 5-2). They are:

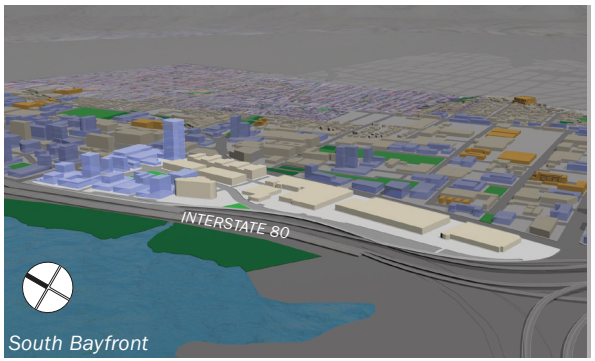
1. **Bayfront and Peninsula:** West of the railroad, this area includes the central development core, Marina and Watergate districts.
2. **Central Emeryville:** Between the railroad on the west and the lower density neighborhoods on the eastern edge.
3. **Eastern Residential Neighborhoods:** Including the Doyle Street and Triangle neighborhoods.

FIGURE 5-2
Areas and Districts









- *Existing buildings*
- *Approved or recently constructed projects*
- *Hypothetical future projects*
- *Existing or proposed park/open space*

District Character

Bayfront and Peninsula

The Bayfront area between I-80 and the railroad is dominated by large-scale, regionally-oriented retail development; the northern portion of this area includes office, commercial, and residential uses, including the city's tallest structure—the Pacific Park Plaza residential building.

Marina and Watergate

Some of the most visible districts in Emeryville, the Marina and Watergate districts are distinguished by the presence of a large residential community as well as some of the tallest buildings in the city. This district is characterized by larger block sizes and expansive development. High-rise office and hotel development on the east end of the Peninsula, adjacent to the freeway, supports a higher-intensity core at Powell Street and Christie Avenue. To the west, the existing residential development of the Watergate condominiums is characterized by lower building heights and intensities.

Planning focuses on improving access to one of Emeryville's key assets—the beautiful San Francisco Bay—and completing this district with needed convenience shopping and amenities. Additionally, changes to the district will focus on enhancement of streetscape, pathways and trails, and most importantly, pedestrian and bicycle access from the rest of the city.

North Bayfront

Located between Emeryville's waterfront, I-80, and the rail corridor, the North Bayfront district is one of the fastest changing districts within Emeryville—especially at the northern end, where several new high-density residential developments have been located over the past few years.

Powell/Christie Core

The Powell Street/Christie Avenue core is at the center of much of the proposed growth under the General Plan and will experience considerable transformation over the next 20 years. A variety of activities, ranging from retail and entertainment, to office and residential uses will ensure the district maintains a lively, yet community-centered character. Heights will also increase substantially to fill in the Emeryville skyline—thus creating a more consistent pattern to the district's urban form and allowing views of the Bay and the hills. The transit center at the Amtrak Station and the Marketplace development are key projects to fulfill this transit-oriented mixed-use concept.

South Bayfront

Located just to the south of Powell Street, the South Bayfront district is currently one of the busiest locations within Emeryville. Anchored by several major regional retail centers, including the Powell Street Plaza, Bay Street Mall, and IKEA, the district receives a high volume of visitor traffic on a daily basis. However, as the district is narrowly confined by I-80 and the rail corridor, internal circulation is limited to Shellmound Street.

Central Emeryville

This area between the railroad and older residential neighborhoods to the east is a mix of industrial, office, and residential uses with an average block size of five acres and parcel size of a half acre.

Industrial

In the northern-most portion—the Industrial district—the General Plan maintains lower scale development, with building heights and intensities that accommodate some intensification of use, but that act as more of a transition zone between industrial uses to

the north in Berkeley, and the finer scale of the Doyle Street neighborhood just to the east.

The General Plan maintains the functionality of this district and allows for a slight increase in intensity of use. However, heights and mix of uses will remain relatively the same—with emphasis on preserving the opportunity for further industrial and employment-oriented development. Industrial building façades will also need to be sensitive to the adjacent pedestrian-oriented environment.

North Hollis

The North Hollis district is one of the most eclectic districts within the City of Emeryville. This district extends north of Powell Street to the northern city boundary. The district is characterized by a mix of new residential and office buildings, and older industrial buildings. The district is also home to several mixed-use and live/work developments, as well as the Emeryville Amtrak Station, located just north of Powell Street.

The General Plan provides a central focus with a community park and new Neighborhood Center. The focus of the design of the public realm will be upon knitting new and existing development into a cohesive, urban, walkable district, with localized activity near the new park and along the northern portion of Hollis Street. Development closer to Powell Street will have more of a focus on employment uses, along with a greater height and intensity—building off of the key transit node at the Amtrak Station.

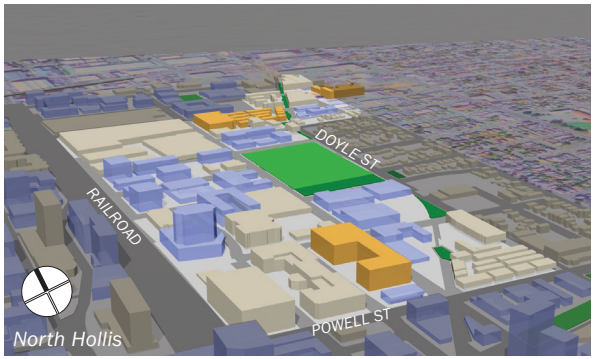
South Hollis

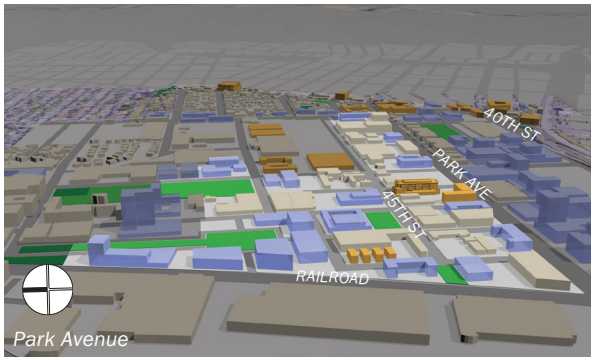
The South Hollis district has established itself as a key employment center within the city, with minimal residential uses. Several large-scale office and research and development uses (including Novartis and Pixar) have located in the district. These larger properties will coexist with moderate and smaller scale development. This area also includes the Emery Bay Village residential neighborhood and some older industrial and commercial development. Additionally, large-scaled public uses are also located in this district—including Emery Secondary School and the AC Transit yard.

The General Plan maintains the general employment character of the district, and creates a central focus with the location of a new community park and proposed Center of Community Life. Connectivity within the district is also greatly emphasized, with improvements to the pedestrian and open space networks, including water features along Temescal Creek and the Greenway. Most development will maintain the low to mid-rise scale of existing development except for along the rail corridor, where existing and planned office uses includes mid- to high-rise buildings and greater intensities. Surrounding this node, development scale and heights step down to the adjoining Park Avenue, San Pablo Avenue, and Triangle districts.

Park Avenue

In the Park Avenue district, the majority of the district will remain at a smaller scale—true to its existing historic fabric of older industrial and architectural character—with an expanded street grid to extend the smaller block sizes at the Sherwin Williams site along the rail corridor. The General Plan vision for this district includes an extension of the Greenway along Hubbard Street, terminating in a new park, which would also form a focus of new development at the Sherwin Williams site. Smaller pocket parks and a public plaza are located along Park Avenue to create a central focus within this district. A ground floor retail overlay within this district also increases the activity in and around the public plaza, thus providing a foundation for a new neighborhood center and main street. This Plan builds on the Park Avenue Dis-





Existing buildings
Approved or recently constructed projects
Hypothetical future projects
Existing or proposed park/open space

trict Plan, adopted in 2006, that provides guidance for design of buildings and public improvements.

East Bay Bridge

The East Bay Bridge center is comprised of multiple regional, large-scale discount and specialty stores, as well as high-density residential development. Although the residential development in the district rises to five stories, the remainder of commercial development has a lower one-story retail profile. Aside from the housing, the entire district is served by extensive surface parking, which is divided by location and use. Thus, circulation through the site and between uses is difficult for both pedestrians and vehicles.

The General Plan structures the district with a gridded street network that lays the foundation for future infill development through reuse of surface parking lots with structured parking in selected locations, or a more comprehensive redevelopment of the site with new multi level retail uses or as part of vertically mixed-use buildings. Additionally, development will also be able to capitalize on transit access—both to the San Pablo Avenue transit center just to the east, as well as the MacArthur BART Station just ¾ of a mile away.

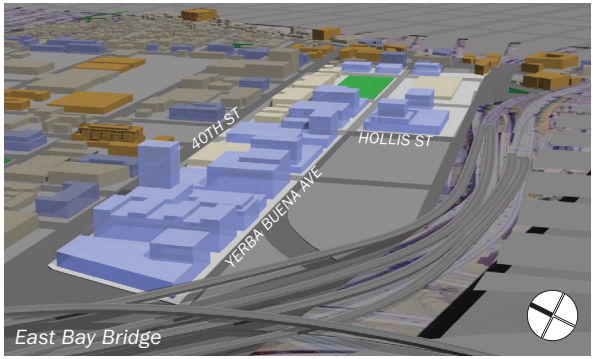
Eastern Residential Neighborhoods

The eastern area of the city is defined by well established residential neighborhoods with a mix of single-family homes and medium- and high-density townhomes and apartments. While improvements to connectivity and public amenities are envisioned in the General Plan, these existing neighborhoods will remain largely unchanged.

Triangle

Occupying the eastern-most edge of the city, the Triangle district has a strong residential core, with existing densities that range from single family homes all the way up to 60-unit/acre multi-family development. Although diverse in housing types and densities, the overall scale of development in the Triangle neighborhood has remained low, with most development rising only two stories or less. Development intensities and heights increase however, at the southern edge of the Triangle, close to Yerba Buena Avenue and the confluence of MacArthur Boulevard, Adeline Street and San Pablo Avenue.

Separated from the rest of the city by San Pablo Avenue, the Triangle district will be enhanced by greater pedestrian connectivity and streetscape improvements, and potentially a new park. While San Pablo Avenue already has improved pedestrian crosswalks, connections across Adeline Street will also be improved.



Existing buildings
Approved or recently constructed projects
Hypothetical future projects
Existing or proposed park/open space

Doyle Street

The Doyle Street district is a well-established residential neighborhood, with a mix of single family, duplexes, and slightly higher-density townhomes. Some of the oldest fabric of the city remains within this neighborhood, with smaller parcel and block sizes, lower heights, and greater vegetation. Like the North Hollis district, access to amenities is limited—very few neighborhood retail opportunities are accessible either in Emeryville or along San Pablo Avenue in Oakland to the east.

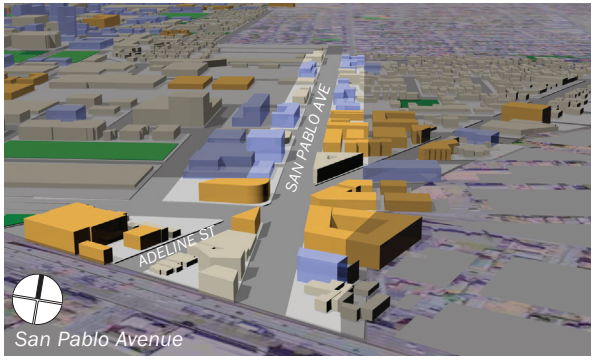
The General Plan focuses on protecting the existing scale and character of this neighborhood with lower residential densities and intensities, thus limiting the size and scale of potential new development. However, much of the district will remain unchanged over the Plan horizon.

Doyle Street also plays an important role in the district as it establishes the dividing line between the greater intensities and mix of uses in the North Hollis district and the Doyle Street neighborhood. Emphasis will be upon establishing a strong streetscape theme that reinforces the residential character of the district.

San Pablo Avenue

As one of the most visible district within Emeryville, the San Pablo Avenue District acts as a key gateway and connector within the city. The mixed commercial and residential uses have also served to provide both activity and much-needed neighborhood-oriented retail for surrounding neighborhoods. The existing scale of development along San Pablo Avenue is relatively low—consisting of one and two-story buildings, most of which are at the street edge. However, new development along this stretch of San Pablo has served to enliven the street edge and enhance the district's identity.

Future development under the General Plan will maintain this lower scale within the district, with emphasis on preserving the existing low-scale fabric of adjacent districts. San Pablo Avenue is envisioned as a walkable, mixed-use corridor, supporting a neighborhood center around the intersection of Park Avenue, transit center at 40th Street, and the proposed Emeryville Center of Community Life at the Secondary School site.



- *Existing buildings*
- *Approved or recently constructed projects*
- *Hypothetical future projects*
- *Existing or proposed park/open space*

Area and Neighborhood Plans

Chapter 1: Introduction describes existing area plans that define development standards and policies for the individual character of neighborhoods. The urban design features of these plans are summarized in this section. The General Plan upholds and builds on the existing plans to guide urban design in the respective districts.

Area and neighborhood plans have guided urban design in several areas of the city, including South Bayfront (top) and Park Avenue (bottom).

North Hollis Area Urban Design Program

The North Hollis Area Urban Design Program, prepared in 2002, focuses on the creation of the corridor as a pedestrian and bicycle-friendly mixed-use district. Streetscape design seeks to facilitate multiple modes of travel and de-emphasizes vehicular traffic. Consistent street elements, through lighting and street tree design are also prioritized. The Program supplies design guidelines for the portion of the greenway in the North Hollis area, describing typical street sections, including setbacks, parking, landscaping, and building interface. In addition, the Program proposes streamlining, or under-grounding of overhead utility lines as a feasible and necessary improvement to the pedestrian environment.

San Pablo Avenue Urban Design Plan

The San Pablo Avenue Urban Design Plan outlines land uses for three phases of "catalyst" projects, establishes goals for public circulation and streetscape improvements, and design guidelines for new development along and near the avenue. The Plan describes standards for new landscaping, paving and lighting, to improve the appearance and experience of traveling and shopping along the corridor. The Plan's design guidelines include: use of materials and architecture consistent with existing brick buildings; entrances aligned with the street grid and close to the sidewalk; "T" intersections terminating in major entries and public spaces; and surface parking in the rear of buildings.

South Bayfront Design Guidelines

The South Bayfront Design Guidelines establish a framework for future development in the areas south of Powell Street between the railroad and I-80. This includes:

- Streets and blocks that create a sense of a downtown neighborhood with pedestrian activity;
- Materials and detailing on buildings and public spaces that create visual interest; and
- Pedestrian and bicycle connections across the railroad tracks.

Many of these guidelines have been implemented since their inception in 1997.

Park Avenue District Plan

The Park Avenue District Plan establishes incentives and development guidelines toward the creation of a vibrant, mixed-use district. District-wide urban design policies seek to preserve architecturally significant buildings, maintain the existing small-lot pattern, and promote walkable and attractive places. More specifically the plan calls for sidewalks punctuated with landscaping and street furniture and unencroached by utilities; signage describing locations of historic structures, routes, and the Greenway; and visually distinct crosswalk treatment to give character to the district and ensure pedestrian safety. Along Park Avenue in particular, the Plan specifies wider sidewalks, corner bulbouts at key intersections, and bicycle racks on every block; it also encourages shared parking and allocated spaces for public parking.

5.3 STREET GRID, CONNECTIONS, AND VIEWS

Street Grid

A city's street grid influences how people move around their city and the accessibility of jobs, services, and other activity centers. Large super-blocks accommodate larger building footprints, but reduce pedestrian and vehicular connectivity. Likewise a disconnected street pattern (e.g. dead end streets) limits options for circulation. On the other hand, a more connected grid of streets and smaller blocks can improve mobility for cars, pedestrians, and alternative transportation modes, since more options are available for travel. This type of fine-grained development pattern is also more visually interesting and secure for pedestrians at the street level.

Evolution

Emeryville has historically had large blocks and limited connectivity. In the early 19th Century, there were no north-south streets at all except for San Pablo Avenue on the east side of town. After the Oakland Trotting Park racetrack closed around 1915, Hollis Street was constructed, connecting the north and south parts of town for the first time. Gradually, additional streets have been built, the street grid has been expanded, and blocks have gotten smaller. In the 1980s, Christie Avenue and Shellmound Street were built in the North Bayfront area. In the 1990s, the East Bay Bridge shopping center was built on the site of an old railroad yard and new streets were added in the south part of town. At the same time, 40th Street was built, Shellmound Street was extended, and a new bridge was constructed across the railroad tracks connecting the Bayfront area with southern Emeryville for the first time. Since 2000, Horton Street and Overland Avenue were extended from 40th Street to 65th Street, creating a north-south alternative to Hollis Street. The Bay Street mixed-use project resulted in additional streets and further expansion of the street grid in the South Bayfront area. In 2008, the Marketplace Redevelopment project was approved which will create additional streets and an expansion of the grid in the North Bayfront area over the next 25 years.

Improvements

Although circulation improvements have been completed, the railroad corridor and the I-80 freeway continue to present challenges for east-west travel. These barriers force circuitous movements for all transportation modes, and make the city difficult to traverse on foot, despite Emeryville's small overall size. With increases in population and employment projected, the General Plan identifies opportunities for enhancement and expansion of the city's street grid by establishing a number of new streets throughout the city. The resulting grid will extend the pedestrian and bicycle networks across a large contiguous area. Areas identified for an expanded street grid include:

- **The North Bayfront District.** A new street through the large block north of 65th Street will connect Christie Avenue with 66th Street. New street segments in the Marketplace Redevelopment project and adjacent areas will serve to break up these long blocks and encourage circulation within, creating extensions of 59th, 62nd, and 63rd Streets in the area. Shellmound Street will be relocated to the west, and Shellmound Way will be relocated to the north, creating smaller, more walkable, blocks.
- **The South Bayfront District.** A southwest extension of Christie Avenue will connect with Shellmound Street, near Temescal Creek, , and new cross streets will be added, making the South Bayfront district more accessible, connected, and walkable.

Historically, Emeryville has had large blocks and limited connectivity, disconnected by large industrial sites, the railroad, and freeway. The General Plan seeks to improve connections for all travel modes by expanding the street grid with new mid-block connections and through-streets.

Activity centers such as neighborhood centers and transit areas have been designated as Pedestrian Priority Zones. These zones represent areas with higher volumes of pedestrian activity, where additional amenities (e.g. streetscape improvements, lighting, traffic calming) are required.

All streets should have active frontages. On streets within commercial areas, such as the Public Market, Bay Street, and San Pablo Avenue, streets should be activated through window and building articulation, parking in the rear, and designs that create safe interesting spaces for pedestrians.

- **The Park Avenue District.** Designed in tandem with the proposed Greenway and development of the Sherwin Williams site, extension of Hubbard Street, and an additional east-west street segment will extend the Park Avenue District's grid north of Sherwin Avenue.
- **East Bay Bridge.** Extensions of Yerba Buena Avenue and Harlan Street will break up the East Bay Bridge Center's large blocks as part of the redevelopment of these surface parking lots into higher density mixed-use districts with structured parking.

As discussed in Chapter 3, Transportation, Emeryville's street system consists of several different street types: transit streets, connector streets, local streets, and bike boulevards. The new proposed streets fall into all of these categories, as illustrated in Figure 3-6 (Chapter 3: Transportation), and will include accommodation and amenities for vehicular, pedestrian, and bicycle access, according to the typologies defined in the Transportation element.

While the Plan proposes several new streets and extensions to the street grid, additional internal street connections should be encouraged for individual development projects—not only to enhance citywide circulation, but also to provide and encourage walkable and accessible internal circulation.

Connections

The General Plan fosters new pedestrian and bicycle connections between the western and eastern parts of the city; better connections to the Peninsula; and new and safe pedestrian and bicycle linkages to the waterfront and across Powell Street. These connections capitalize on new streets and planned streetscape improvements, and include non-vehicular routes and bridges, as shown in Figure 5-3. Mid-block connections and pedestrian and bike paths provide additional travel routes for pedestrians and cyclists. For a complete description of the General Plan circulation system, including pedestrian, bicycle, transit, and vehicular circulation, see Chapter 3: Transportation (Section 3.2: Circulation System). Green streets are discussed in Chapter 4: Parks, Open Space, Public Facilities, and Services. Other transportation elements that relate to urban design—Pedestrian Priority Zones, and policies for active street frontages, bridges and crossings—are described in this section.

Pedestrian Priority Zones

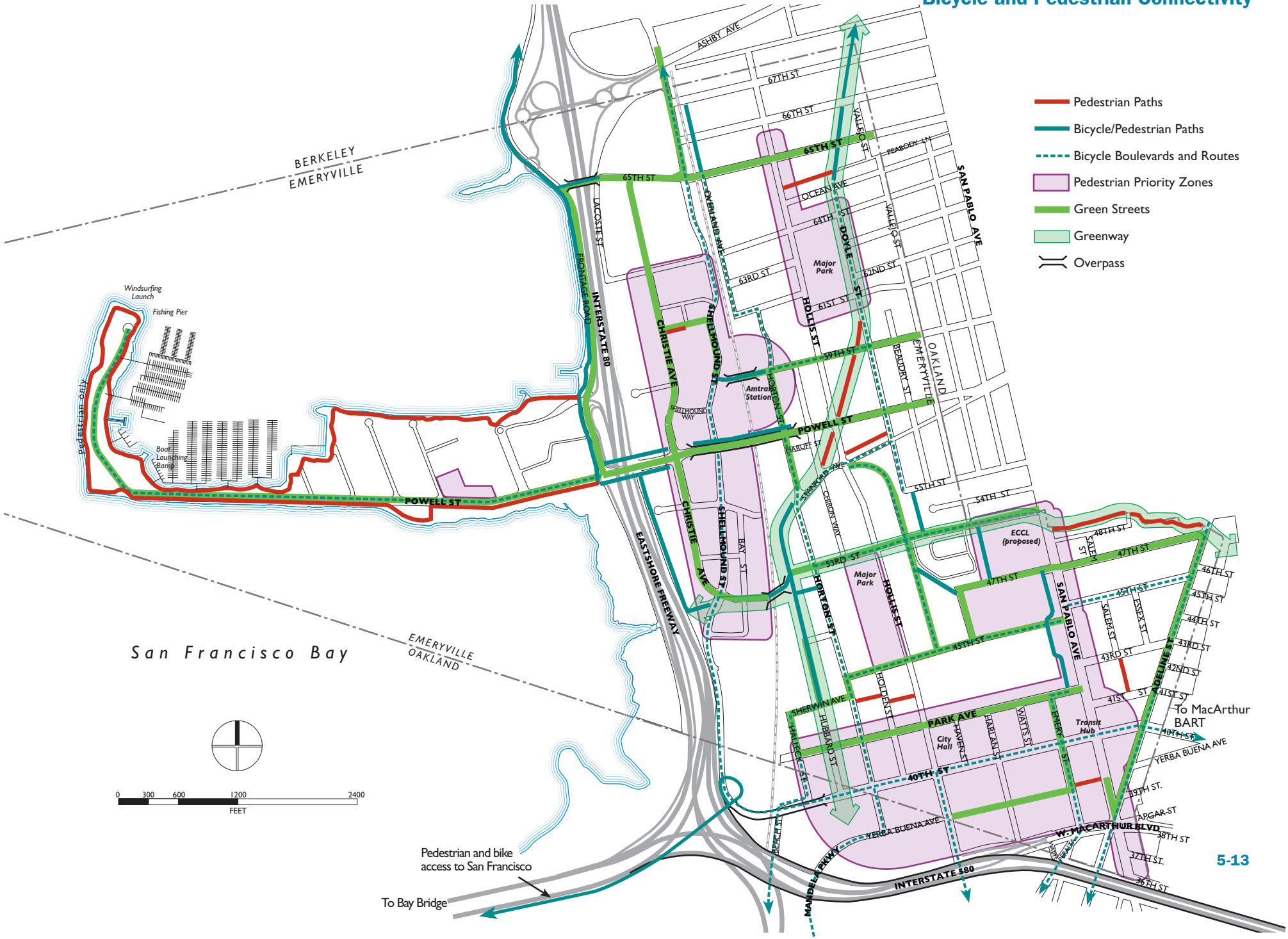
Although the entire city should be amenable and safe for pedestrians, the Pedestrian Priority Zones highlight areas where pedestrian safety and movement is the top priority. These areas include busy activity centers, such as transit stations, neighborhood centers, schools, and City Hall, as shown in Figure 5-3. In these locations, specific measures, such as streetscape improvements and traffic calming, would be required.

Active Street Frontages

General Plan policies seek to activate street frontages, creating vibrant pedestrian-friendly streetscapes. Active frontage could include retail shops, offices, restaurants, flex spaces or residential units with front stoops so the building façade is not a blank wall or otherwise unwelcoming to passerbys. In the Powell/Christie core area, several regional retail centers, including the Powell Street Plaza, Bay Street, and IKEA, receive a high volume of visitor traffic seeking to park and then walk in the district. It is essential to provide convenient circulation, pedestrian safety measures, and an interesting and inviting streetscape. Surface or structured parking facilities should be located in the rear or should have active uses on the ground floor. (For parking design policies, see Section 5.5.)

FIGURE 5-3

Bicycle and Pedestrian Connectivity



Bridges and undercrossings (top, middle) eliminate conflict points such as at-grade crossings (bottom) but must be made safe for pedestrians through good design, lighting and other safety measures.

Views: East Bay Hills from Marina (top), Powell Street (middle), and waterfront views from Bay Street (bottom).

Bridges and Crossings

Bridges and undercrossings are also important urban design features. Bridges are highly visible and symbolic of the city's investment in connectivity. Undercrossings need to be carefully designed to be inviting and safe. The network includes three existing railroad overpasses (at 40th, 59th and Powell Streets); one approved pedestrian/bicycle railroad overpass (at Temescal Creek); one proposed across Powell Street just east of the freeway; and another proposed across the freeway at 65th Street. Some of these overpasses are intended to accommodate pedestrians and bicycles only, and include either ramps or elevators for disabled and bicycle access. Appropriate lighting and signage, as well as visibility from the street and established bicycle and pedestrian routes will maintain these connections as convenient, safe, and direct links within the bicycle and pedestrian network.

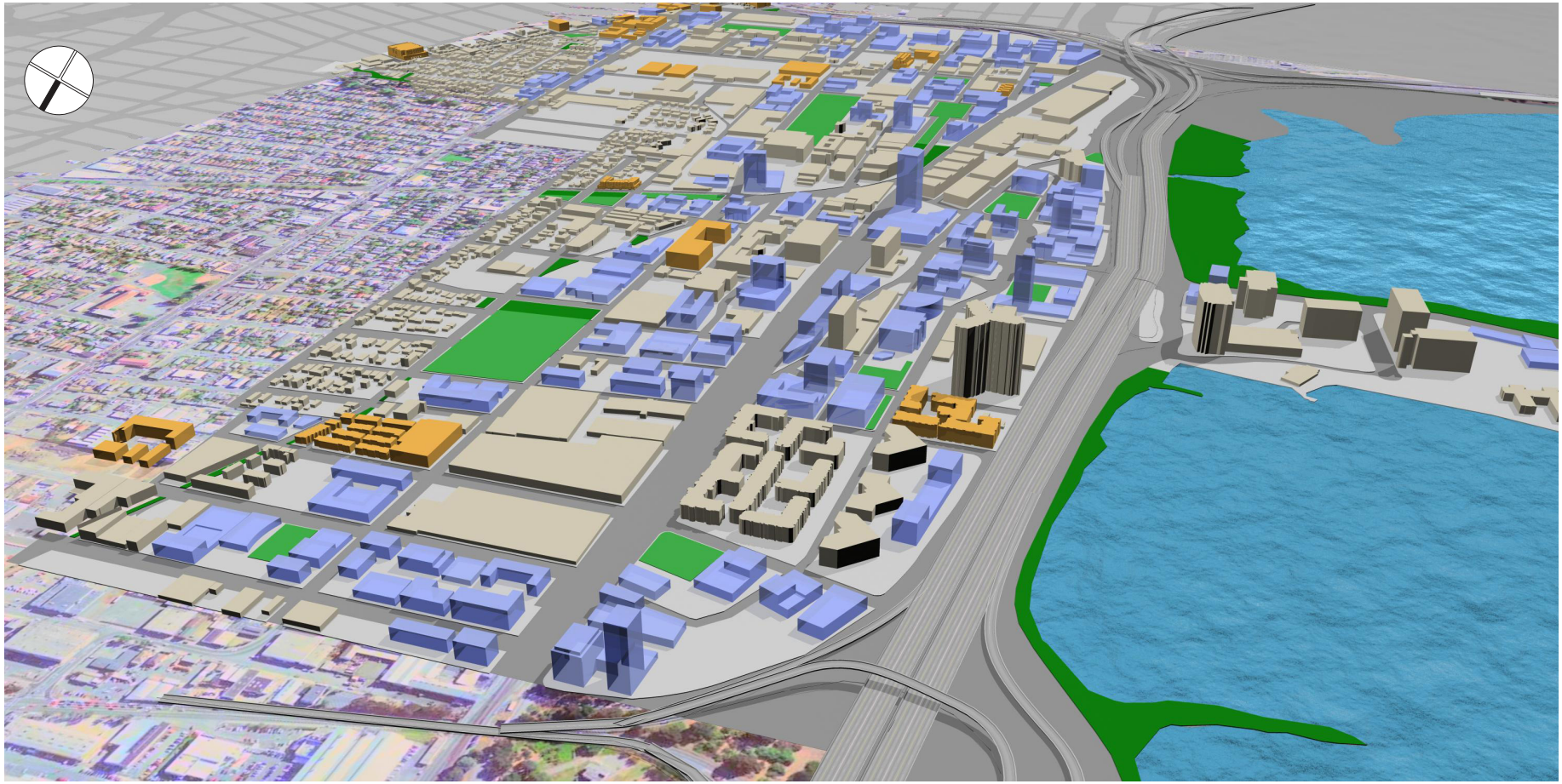
Views

Lastly, overall connectivity is enhanced by views of the San Francisco Bay and the East Bay Hills. These views visually knit the city with its context, and are an important part of how Emeryville is integrated within its surroundings. Additionally, distant views and a sense of expansiveness are important to balance the high development intensities planned for the city, even if the bay cannot be seen by a pedestrian at the ground level.

While new development will inevitably block some views, significant vistas of the Bay and East Bay Hills will remain unobstructed. These views and the overall composition of urban form are shown in Figure 5-4.

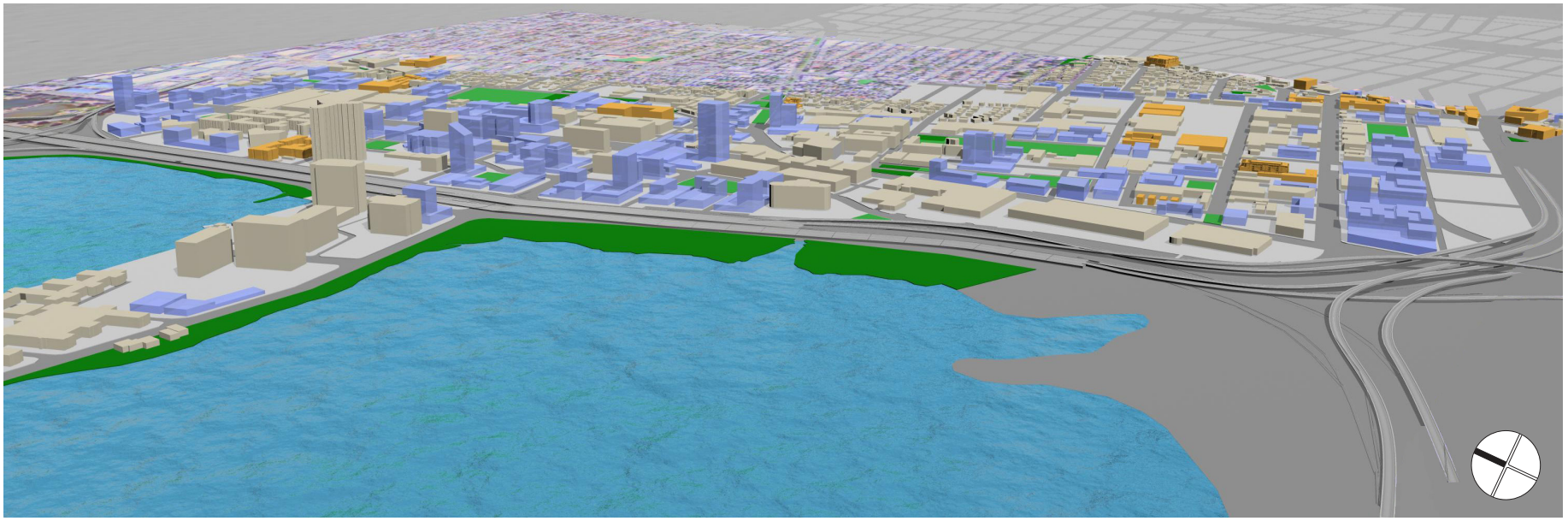
FIGURE 5-4

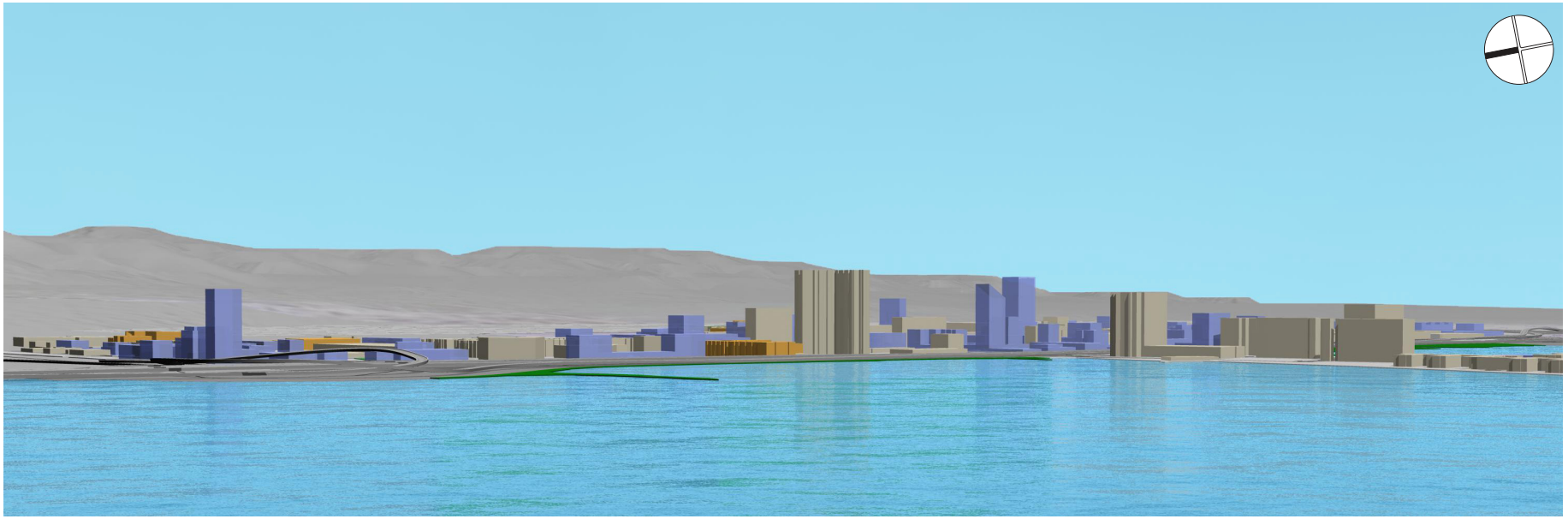
Urban Form Perspectives



These three-dimensional images illustrate the expanded street grid, views, and hypothetical buildout under General Plan land use and urban design policies.

- *Existing buildings*
- *Approved or recently constructed projects*
- *Hypothetical future projects*
- *Existing or proposed park/open space*





5.4 SKYLINE AND BUILDING BULK

Skyline

Visible from I-80, the San Francisco Bay, Bay Bridge, and the Oakland and Berkeley Hills, the Emeryville skyline acts as a gateway to the East Bay as well as a primary identity for the city from afar. While Emeryville's taller buildings are visually prominent landmarks along the East Bay waterfront, their lack of continuity and centrality create a somewhat undefined quality to the urban skyline. This loose concentration of building heights and volumes has continued as new taller development has maintained a medium-height and decentralized character. This dispersed quality of the Emeryville skyline is exacerbated by poor contextual relationships between high-rises and surrounding development and the physical barriers of I-80 and the rail corridor.

The General Plan encourages the creation of a more cohesive skyline for Emeryville by focusing higher-intensity development within a central core. Building intensity and heights are greatest in this area, just to the north and south of Powell Street in the Bayfront district and at the eastern edge of the Peninsula. These

View of Emeryville (foreground) and San Francisco (background) from the Berkeley Hills.

Taller slender buildings can allow opportunities for public spaces, mid-block connections, and more sunlight (top, San Francisco). Buildings with larger footprints may prevent them (middle). Buildings should step back on upper floors to create public or private open spaces and allow light onto the sidewalk (bottom).

areas build off of the existing Emeryville skyline, providing the opportunity for a more contiguous high-rise zone in the city. Outside of this zone, building heights taper to provide a gradual transition to lower-scale development in the remainder of the city.

Building Bulk

Building bulk and the grain of development will vary across the city—ranging from large, full-block projects to finer-grain development with many different buildings on a single block—reflecting the location, intensity, and land use mixes accommodated.

Bulk and Massing Controls

Bulk controls address massing of specific projects to minimize the visual dominance of buildings, and maximize sky exposure from streets. Detailed guidelines and standards for bulk and massing control are established in the Urban Design Guidelines and Zoning Ordinance. They address the relationship between building width and depth by specifying the maximum floorplates at various heights, correlated with floor area ratios (FARs), street width, and site area. Additionally, the General Plan follows the principle of "stepping down" to lower-scale development in the city, as well as stepping back at upper floors from the street edge in order to transition between various heights and densities.

Floor Area Ratios

Building bulk and massing are also controlled by floor area ratios (FAR). Figure 2-3 shows maximum FARs permitted in each area. The FAR values depicted in the map include all aboveground built space, both residential and nonresidential. Underground storage space is excluded from the FAR allowance (defined more precisely in the Zoning Ordinance). In this way, developers will be encouraged to maximize habitable space aboveground, resulting in buildings that are visually less bulky and more pedestrian-friendly.

Tower Spacing

To ensure generous light and views, upper floors will be stepped back, and towers will be slender and spaced apart.

Fine-Grain Development

Fine-grain development that engages the pedestrian—especially in retail districts and neighborhood centers—is essential in a high-intensity urban setting. Fine-grain development refers to small blocks, lots, and building footprints, allowing for pedestrian comfort, more opportunities for public spaces, and mid-block pedestrian routes. This smaller scale of development provides greater visual interest at the street level, and contributes to a diverse scale and character. Fine-grain development will occur in several parts of the city, including the neighborhood centers, along portions of Hollis street to the north and south, and the San Pablo Avenue districts. The Park Avenue district, as a whole, will also be primarily fine-grain to reflect and retain the historic patterns of the area.

5.5 STREETSCAPES AND BUILDING-TO-STREET INTERFACE

Streetscapes

Multi-Functionality

Streets are central to an area's identity, movement, and pedestrian experience. Regardless of the method of transportation used, visitors, residents and workers must travel on streets. The way these are treated physically has an impact on the perception of the area as a whole. Street design can incorporate a wide variety of elements, ranging from benches to paving to tree grates, or even signage. Many of these detailed elements can be grouped into larger categories such as pavement and sidewalk width, landscaping, stormwater management, parking, medians and sidewalk amenities. An effective street design includes enclosure and street wall, continuity, character, relationship between pedestrians and traffic, shade and light.

Many of Emeryville's streets already contain the basic elements of good design, and improvements such as those along Park Avenue, and San Pablo Avenue are providing a higher standard for clear, attractive streetscapes. As new development occurs throughout the city, there are several challenges and opportunities for street design:

- **Design for pedestrians.** Currently, walking in Emeryville can be a challenge—while there are areas within the city that are specifically designed for pedestrian movement, such as the Bay Street area, they are often surrounded by vehicle-oriented streets and development. Emeryville is envisioned to greatly increase its population and non-residential development in the next 20 years, with an increase in the number of visitors and employees in the city on a daily basis. The regional retail districts and the neighborhood centers will need wider sidewalks, well-defined crosswalks, and street design and traffic signalization that gives priority to pedestrians.
- **Unified planting palette to knit districts together.** Distinctive streetscapes with unified tree planting and landscaping promote continuity, distinction, and identity. This is especially critical for major streets that traverse the city. Currently, San Pablo Avenue acts as a key gateway and identifier for the City, with its distinct planting and streetscape design. Other key streets in the city would benefit from this—in particular, Hollis Street and 40th/Shellmound Streets; as well as those streets identified as Green Streets. In addition, landscaping will help to fulfill stormwater management goals. Implementing Bay-Friendly Landscaping practices, including planting native and drought-tolerant plants can help to manage stormwater runoff in wet months, while conserving water in dry months.
- **Multi-functionality.** With the increase in population and related traffic, many streets will need to be designed to do more than just handle traffic flow. They must provide for increased on-street parking in the residential areas and neighborhood centers, ensure smooth transit flow, allow safe and convenient pedestrian routes and small public plazas, and accommodate bicycle facilities on selected streets (see Chapter 3: Transportation). Moreover, streets should be accessible to all users, including children, seniors, persons with disabilities, workers and residents.

As streetscape improvements are implemented, Emeryville's street network will become a realm for public activity with improved sidewalk treatments, seating, distinctive lighting, and public art, as well

Streets should be designed for multiple uses and types of users, by providing pedestrian facilities, such as unobstructed sidewalks, street lamps and benches; bicycle lanes and facilities; and vehicular parking.

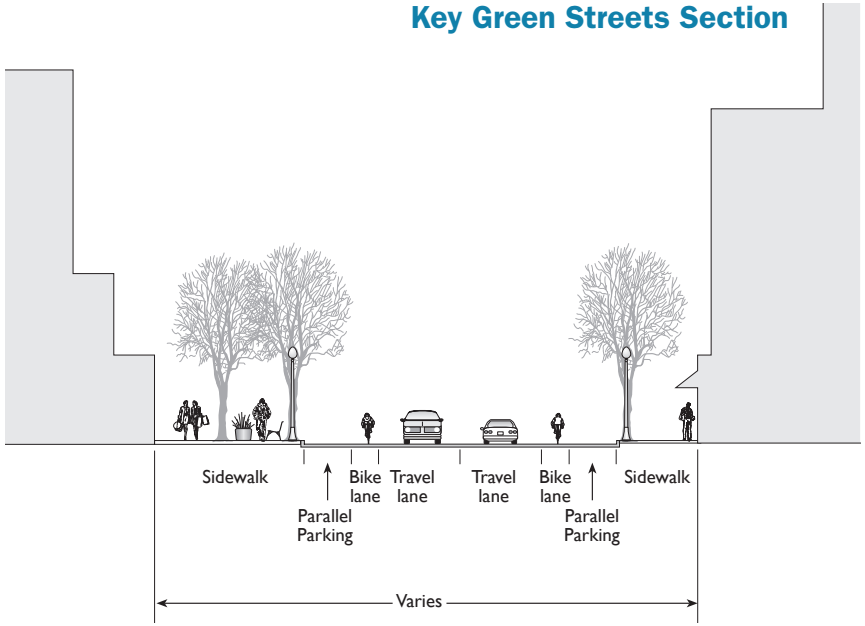
as bicycle facilities in appropriate locations. Coupled with concentrated street-front activity within neighborhood centers and retail areas, the improved street network will foster pedestrian activity and social gathering.

Green Streets and Neighborhood Center Streets

Two specific street types within the city will play a key role in establishing this network: Green Streets (described in Chapter 4) and streets in neighborhood centers. Conceptual sections of these Green Streets and neighborhood center streets are presented in figures 5-5 and 5-6, respectively. As the primary connections between major open space, activity centers, and amenities within the city, Green Streets may contain additional landscaping, such as a double row of trees (where space allows), stormwater treatment measures, and adequate bike lanes. Streets within neighborhood centers are characterized by wider sidewalks, additional pedestrian amenities such as street furniture and wayfinding signs, curb bulb-outs at key intersections, and a consistent street tree theme.

FIGURE 5-5

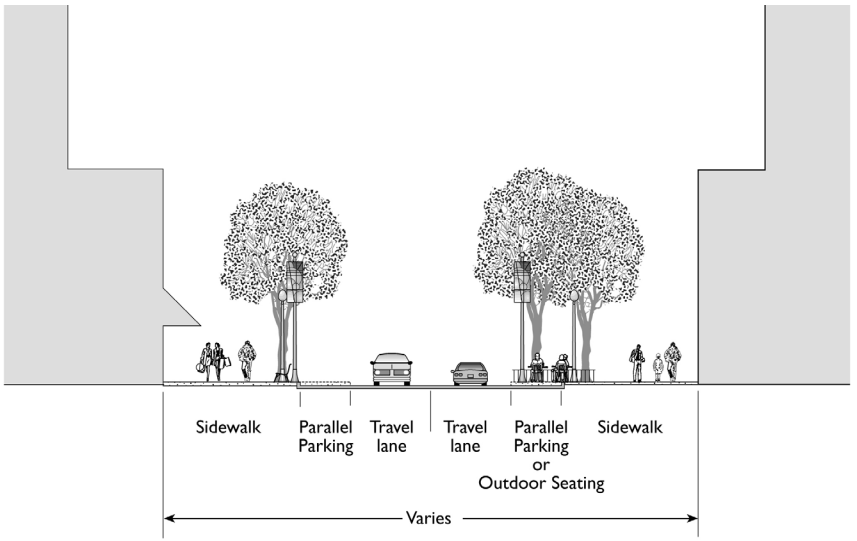
Key Green Streets Section



- Widened sidewalk with enhanced landscaping
- Two parallel parking lanes, if possible, otherwise one parking lane
- Bicycle facilities, where shown on Figure 3-6: Bicycle System
- Stormwater treatment and Bay-friendly landscaping measures

FIGURE 5-6

Neighborhood Centers Section



- Two travel lanes
- Two parallel parking lanes
- Possible outdoor seating
- Widened sidewalks

Greenways

As described in Chapter 4: Parks, Open Spaces, Public Facilities and Services, there are two greenways envisioned: one is under development, the other is proposed. These create linear open spaces, with amenities such as pedestrian and bicycle paths, small gathering places, and recreational facilities. New development constructed along the greenways should incorporate public open spaces and orient entrances onto the greenway. As shown in Figure 5-1, the north-south greenway follows old railroad spurs, connecting Berkeley in the north to the Park Avenue District, Bay Trail, and West Oakland in the south. The east-west greenway will follow the Temescal Creek alignment along 53rd Street, allowing opportunities to celebrate the creek by pumping some water to the surface while maintaining the culverted flood central system. The proposed Emeryville Center of Community Life is expected to be sited at Emery Secondary School, intersecting the greenway on 53rd Street.

Utilities Placement

Utility boxes and utility wires are an essential part of the city's infrastructure, but overhead wires also create potential hazards and obstruct views. Utility lines and poles can be dangerous during earthquakes and utility boxes and other infrastructure can disrupt movement on sidewalks. The city is already pursuing a policy to underground utilities, thereby eliminating potential hazards and creating more open views and attractive streetscapes. All new and existing on-site electrical and communication lines, including overhead utility wires, must be placed underground when new development is being constructed. Figure 5-7 shows the progress toward undergrounding utilities, as of 2008. The city's major corridors, including San Pablo Avenue, 40th Street, Park Street, Christie Avenue, Shellmound Street, and Doyle Street have ongoing or completed undergrounding projects.

Overall Streetscape Framework

In addition to these specific streetscape typologies, the General Plan outlines the overall vision and framework for Emeryville's streetscape design. Currently, specific design of individual streets occurs through implementation documents like the city's Urban Design Guidelines, as well as detailed plans for specific areas like the Park Avenue District Plan and North Hollis Area Urban Design Program. Development of a citywide streetscape plan would consolidate overarching goals, treatments based on street typologies (see Chapter 3: Transportation, Section 3.2), and design features appropriate for Emeryville. Specific improvements that might be considered include:

- Using a consistent species of trees and planting to define corridors;
- Managing stormwater and improving ecology;
- Widening sidewalks and reducing street pavement area;
- Introducing public art sequences and signage;
- Using resource-efficient materials and lighting;
- Creating a psychological distance between pedestrians and traffic with trees, planters, lights, and sidewalk furniture;
- Adding seating and other pedestrian-oriented furnishings;
- Improving intersections with corner bulb-outs;
- Establishing a consistent street signage or public signage aesthetic;
- Providing places with shade; and
- Placing utilities underground.

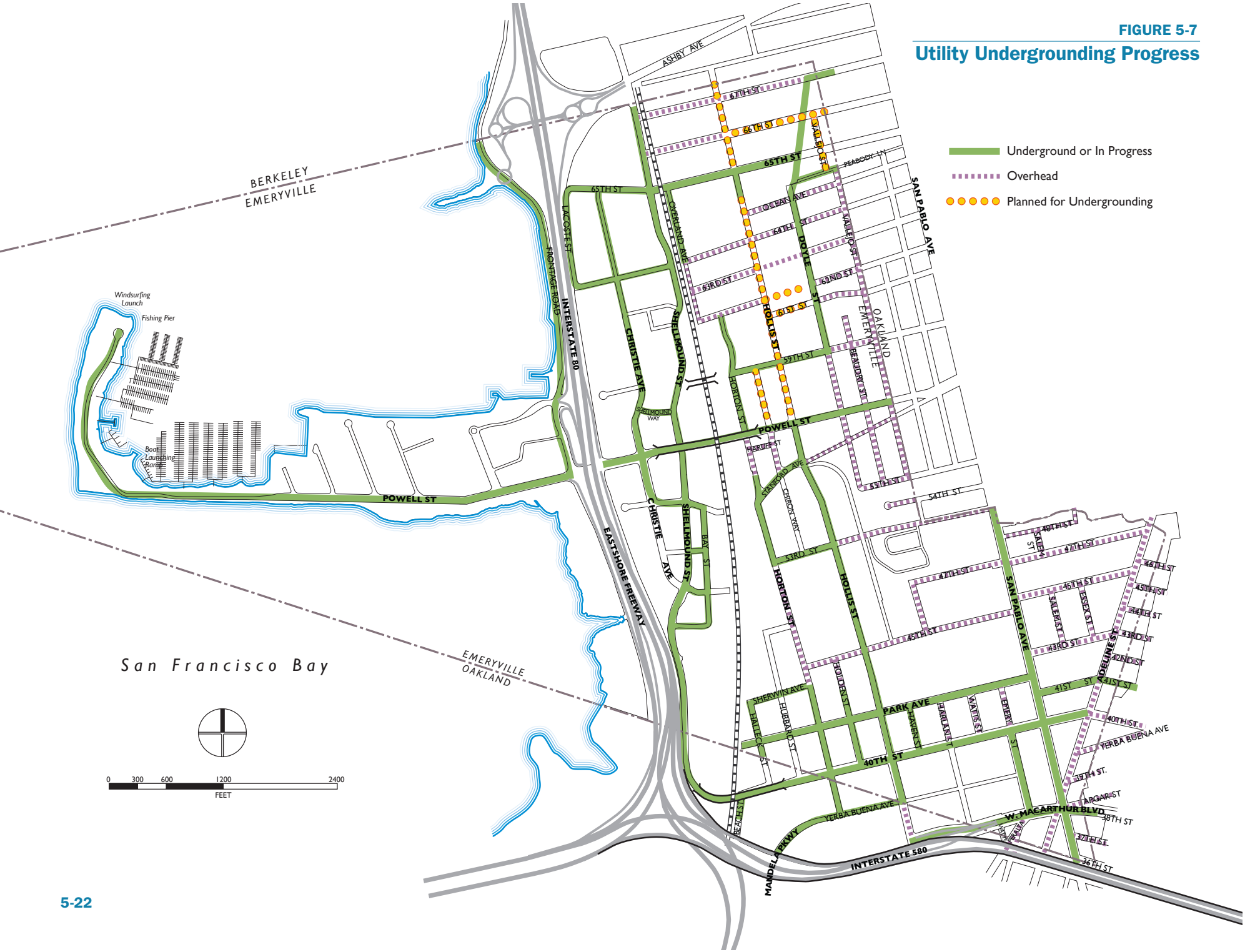
Photo simulations at the end of this section illustrate many of these concepts.

Greenways will extend along existing streets, such as Doyle Street as well as the former railroad right-of-way, creating off-street pathways for pedestrians and bicycles and passive spaces for relaxation.

Replacing overhead wires that disrupt views and cause potential hazards (top) with underground facilities allows for safer and more attractive streetscapes (bottom).

FIGURE 5-7

Utility Undergrounding Progress



Streetscapes in Eastern Residential Neighborhoods

Streets in the existing Eastern Residential Neighborhoods have their own character and needs. Front stoops and porches, parking located in the rear, and small front yards all help to create a neighborhood where parents can watch children play and neighbors can interact. In the Triangle neighborhood, enhanced landscaping along the district's internal street network, as well as traffic calming measures, will further enhance the residential and pedestrian character of the neighborhood. In the Doyle Street district, sidewalk and landscape improvements—especially in reinforcing the existing tree canopy—will provide a transition in physical scale, as well as visual mitigation of development scale to the west. Along San Pablo Avenue, a continuous street façade will be established along the length of the district to encourage walkability and reinforce the prevailing character of small shops and services that already exist in the district.

Parking

Parking is a key issue in streetscape and building design. While this section focuses on parking as it relates to urban design, Chapter 3: Transportation (Section 3.7) describes parking policies related to demand and supply. The design and location of parking directly affects the quality and character of the street and pedestrian environment. Commercial development in the Bayfront, Peninsula, and East Bay Bridge districts is characterized by large surface parking lots—ranging from two to seven acres. These lots create a vast expanse of parking, punctuated with intermittent, isolated, and vehicle-oriented developments. A pedestrian-friendly environment is absent both from the street and internal parking lot circulation.

The General Plan presents policies to improve the design quality and pedestrian experience of parking, through use of materials and active ground-floor frontages. In addition, redevelopment of surface parking lots into mixed-use development with integrated structured parking (below- or above-grade), is part of the infill development strategy of the General Plan. For above-grade structures, the interaction of the parking structure with the street is a key element of design. To maintain a consistent and active urban environment, commercial or residential uses should wrap the parking. The City's Design Guidelines detail appropriate guidelines for parking design.

Building-to-Street Interface

In addition to streetscape design, street life and comfort are crucial for a successful public realm. This cultivation of the public realm can be accomplished not only through streetscape improvements, but also through the interplay between the built environment and the street. Methods to foster greater street friendliness include provision of an intimate and interactive building scale through horizontal and vertical articulation; height stepbacks to diminish overshadowing of the public realm; greater number of entrances and building transparency; and habitable and active space at the ground level.

Building Articulation

The General Plan promotes an intimate scale of development along city streets through horizontal and vertical articulation. This includes varied building heights within districts or building clusters, recesses and projections, window articulation and treatments, and roof forms that contribute to overall texture and character. Horizontal building articulation is especially emphasized to provide richness and variety at eye level, particularly for large floorplate structures

Buildings with articulation, that are stepped on the upper floors, and that have interesting design features create a more pleasant and engaging experience for pedestrians. Open parking structures (top) are unattractive and should be avoided.

FIGURE 5-8

Pedestrian Priority Zone in Neighborhood Center Street Section

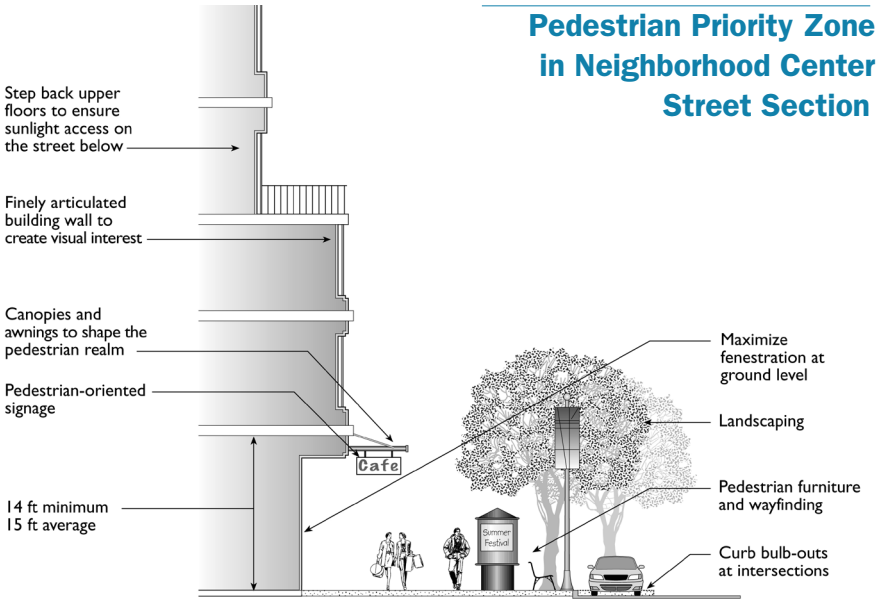
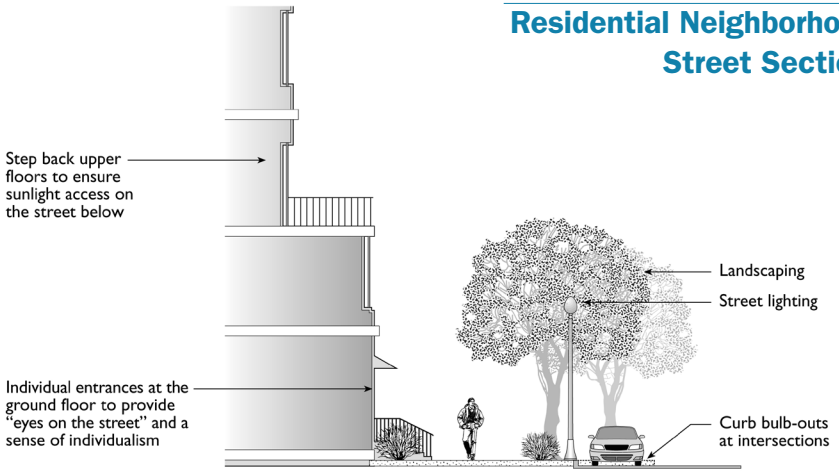


FIGURE 5-9

Residential Neighborhood Street Section



that are characteristic of the light industrial, research and development, and mixed-use commercial development throughout Emeryville. In addition, height stepbacks are also employed along streets because taller buildings at the street edge may overpower and cast shadow onto the public realm.

Building Design Elements at the Sidewalk

Often marked by canopies and awnings that can also serve to break up a building's mass, street-level entrances and windows dramatically contribute to pedestrian scale, visibility, and security. Windows and entries provide both physical and visual relief, as pedestrians are allowed to interact with interior building activities. An engaging, transparent building can help to physically and psychologically pull the pedestrian in from the street edge. Security and visibility are also enhanced along the street as buildings and their interior activities are directed toward the street edge.

All streets should have active frontages, but particularly streets in neighborhood centers and higher-intensity areas, where the quality and character of the pedestrian realm is paramount. General Plan policies reflect a high standard for building articulation, use of fenestration and entries to activate the public realm, and sidewalk/streetscape treatments (see Figure 5-8). Additionally, as the city becomes more intense, conscious strategies to provide living units at the ground level will provide "eyes on the street" for enhanced security, as well as greater visual interest for pedestrians. Ground floor residential requires careful horizontal and vertical layering to mitigate the public to private transition. Units at the lower level with individual entrances will provide a sense of individualism and identity for otherwise large residential developments, and will expand housing options and types particularly in higher-intensity areas throughout the city (see Figure 5-9).

Existing

Street Improvements and Plaza

With City Park and Parking Garage

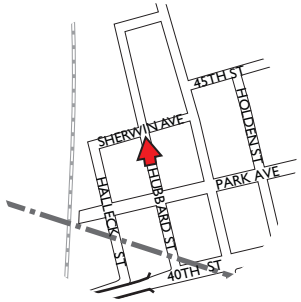
East Bay Bridge Center

East Bay Bridge Neighborhood

Existing

Park and Pedestrian Improvements

Evolving Neighborhood



Sherwin Williams Site

Sherwin Williams Neighborhood

Existing

Trees and Pedestrian Improvements

Pedestrian-Friendly Development

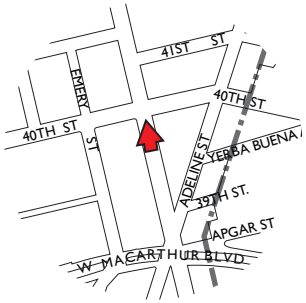
Powell Street and Christie Avenue Intersection

Mixed-Use Core Area

Existing

Evolving Neighborhood Center

Evolving Neighborhood Center



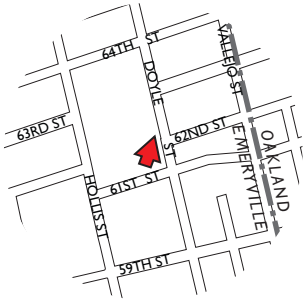
San Pablo Avenue and 40th Street Intersection

Neighborhood Center

Existing

Utility Wires Undergrounded

Park Completed



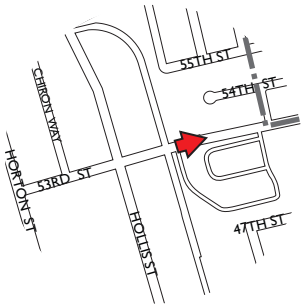
Doyle Hollis Park

Park and Transit Improvements

Existing

Utility Wires Undergrounded

Evolving Temescal Creek Greenway



53rd Street Greenway

Temescal Creek Greenway

5.6 NEIGHBORHOOD CENTERS

The General Plan establishes concentrations of activity to serve as a focus for retail, community services, and other amenities. These neighborhood centers and the pedestrian streets and open spaces that connect them are identified in Figure 5-10. They are also designated in the General Plan Land Use map by a Neighborhood Retail Overlay district. Neighborhood centers should have an identifiable palette of streetscape amenities and an active street frontage.

Streetscape improvements will be essential to activate these centers, and to foster pedestrian comfort and emphasize neighborhood character. The system of neighborhood centers will be linked by landscaped Green Streets and Greenways. Neighborhood centers will be active at the street level, lined with buildings that engage the pedestrian, with surface parking located in the rear of the building, as shown in Figure 5-11. They are practical destinations for errand running, nodes for local public functions, and gathering areas. Strategic height limitations and building massing requirements will maximize sun exposure.

The General Plan identifies four neighborhood centers within the city as shown in Figure 5-10:

1. **Park Avenue:** in the western half of the Park Avenue District. The scale and character of this neighborhood center will be complementary to the surrounding historic Park Avenue structures. A plaza and park will also emphasize the civic role of the area, capitalizing on the presence of City Hall on Park Avenue at Hollis Street.
2. **North Hollis Street:** connecting the northern industrial area with the North Hollis and Doyle Street districts. This center will play a key role in unifying several distinct districts, becoming a gathering place with multiple uses and attractions for both employees and residents. The center also includes access to a new park located off of Hollis Street, further enhancing social gathering opportunities. Specific design guidelines for this center will incorporate those identified in the North Hollis Area Urban Design Program, adopted in April 2002.
3. **Watergate Market Area at Powell Street and Captain Drive:** improving this center to create a central focus point along the Emeryville Peninsula. The center acts as a waterfront retail/restaurant node, serving workers, residents, and visitors, and will provide an important amenity and activity center for the Watergate residential neighborhood and adjoining employment district.
4. **San Pablo Avenue:** creating an important connection between the Triangle district and the rest of the city. The center will stretch along the landscaped boulevard, incorporating neighborhood-oriented retail uses that will reinforce this area as a key destination for the varied inhabitants of surrounding land uses—including high school students, employees, residents, visitors, and transit riders. Moreover, the Emeryville Center for Community Life, proposed on the existing Emery Secondary School campus, will provide a synergy of civic uses. The neighborhood center will have a key node at Park Avenue, creating a linear and visual connection to the historic heart of the city. Design will be guided by the San Pablo Avenue Urban Design Plan.

Neighborhood Centers are being developed in four areas of the city, including North Hollis (top) and Park Avenue (bottom).

FIGURE 5-10

Neighborhood Centers

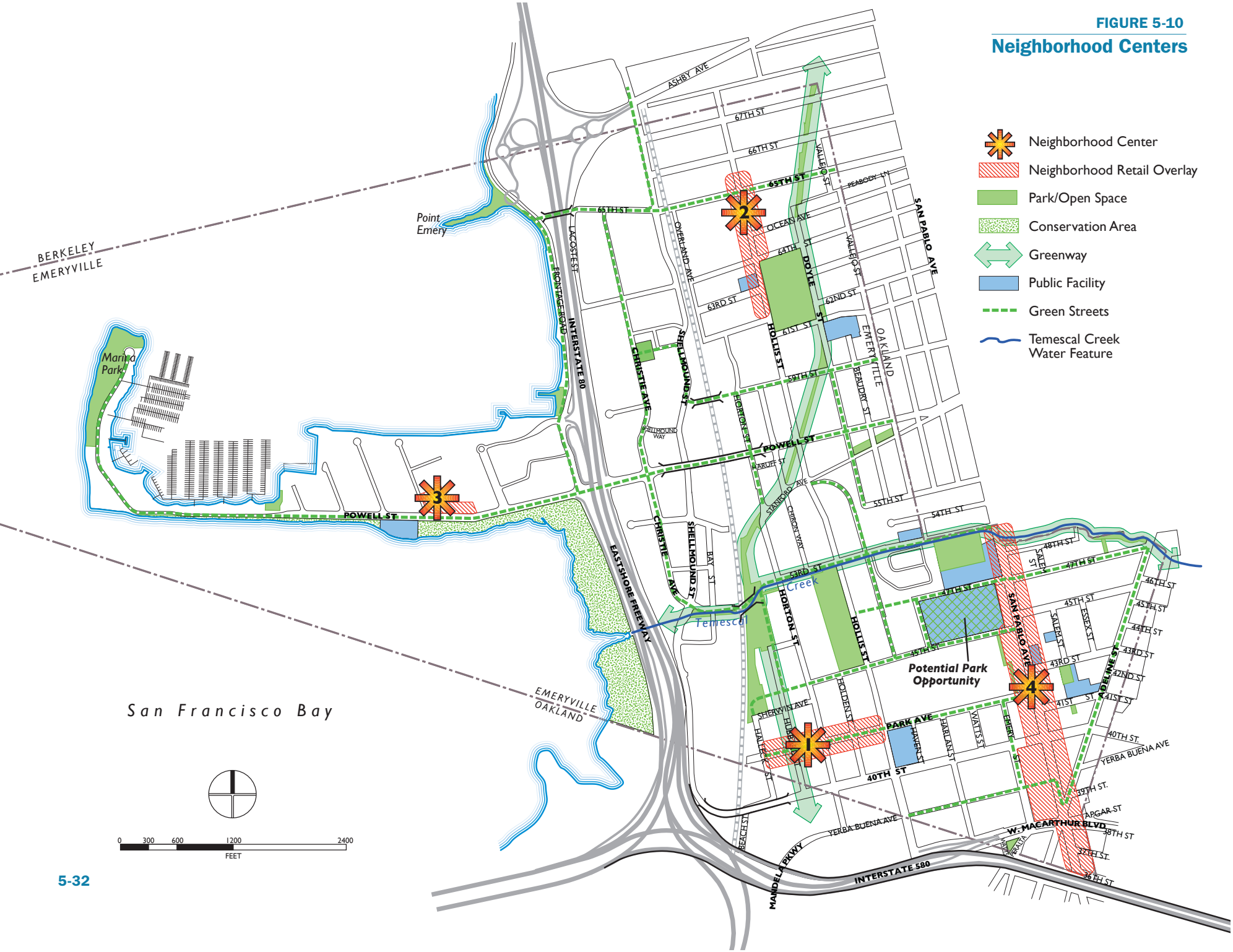
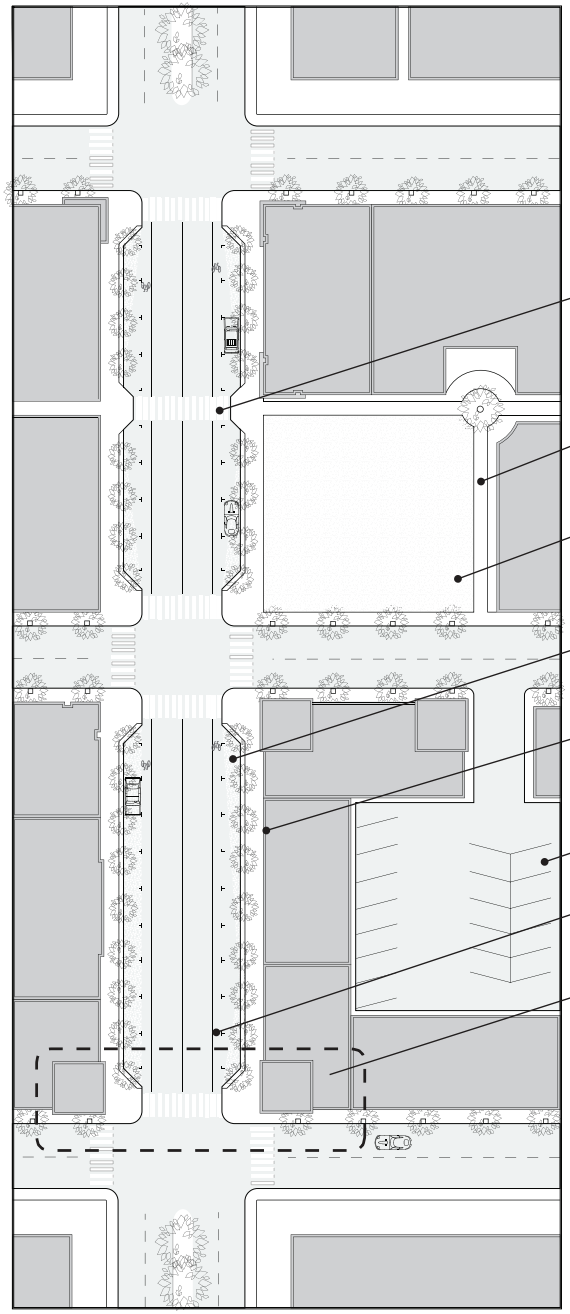


FIGURE 5-11

Neighborhood Centers Concept in Plan



Public art in Emeryville has been integrated into public infrastructure and signage.

5.7 IDENTITY AND GATEWAYS

Public Art

Public art plays an important role in relating the story and identity of the city, and in creating the opportunity for residents and visitors to participate and share in its development. The City's Art in Public Places Program supports public art though a development impact fee and has successfully increased the amount of public art in the city. This ordinance calls for a one to 1.5 percent fee on non-residential development projects to be devoted to the acquisition or installation of publicly accessible art (or into an in lieu public art fund). The General Plan supports the growth of historical, cultural and geographic awareness in the city by emphasizing public art in all areas of the city. In particular, public art within major activity nodes and regional destinations, within established neighborhoods, and along major pedestrian corridors will play a key role in articulating the city's identity. Additional support from the City may include competitions, exhibit space, and public facilities for cultural events and art shows.

Gateways

A critical part of establishing the identity of Emeryville as a whole involves "gateways." These are specially-designed landmark elements to be located at key entrances to the city as shown in Figure 5-1. It is essential that gateway features be unique in design, visible to both motorists and pedestrians, and emblematic of the city they introduce.

At Powell and I-80, the gateway features should announce one's arrival into the city from the freeway, and should speak to the regional destinations within the North and South Bayfront districts. The design of the gateway feature should factor into the scale of nearby buildings, traffic circulation patterns, and the character of the western part of the city. Along the San Pablo Avenue corridor, the gateway features should distinguish Emeryville from neighboring Oakland and Berkeley. Additionally, signage and other features may be appropriate at other gateways to the city.

Signage

Wayfinding signage is envisioned as a a way helping to make Emeryville more navigable and visitor-friendly, by providing signage, kiosks, public art and other navigation tools. Signage is to be provided to address the presence of all major destinations within the city, including key pedestrian and bicycle paths, crossings and overpasses; the Greenway and Key Green Streets; neighborhood centers and activity nodes; the Bay Trail; and major city parks. Signage efforts may also be incorporated into neighborhood streetscape and gateway elements, to become part of an integrated plan for creating and articulating identity. The City Council has already approved a citywide wayfinding program (though it has not yet been implemented) and the General Plan encourages its continuation.

Architecture and Building Materials

The quality of building materials and finishes play a large role in people's judgment of neighborhood quality. The General Plan seeks to provide consistent guidelines and coherence with existing and historic structures, while allowing for variety and freedom of design. To that end, the City's Design Guidelines outline a palette of appropriate materials, building forms, and orientation. Building form should be articulated to create visual interest, prevent bulky structures, and avoid blank walls. High-quality materials and construction are an essential part of creating efficient, attractive, and lasting architecture. Stone, tile, metal, brick, glass, and similar durable and upgradable materials should be used to further the city's architectural identity. As described in Chapter 7: Sustainability, energy-efficient and recycled materials should be used, whenever possible, through renovation and new construction projects. Together, high-quality architecture, construction practices, and urban design can create a more attractive and distinctive city.

Reuse of existing or historic materials as well as the use of new high-quality materials can create a cohesive identity for the city.

GOALS

CITY STRUCTURE

UD-G-1 **An identifiable city structure—** A city structure comprised of a vibrant, intense, and pedestrian-oriented core, and distinctive neighborhood centers and districts augmented with parks and connected by greenways and green streets.

UD-G-2 **A diversity of building types and scales—** Variation to reinforce the identity of individual districts and foster a variety of options for living and working, with continuity in development scale and character and careful transitions between densities and design typologies.

UD-G-3 **A walkable and pedestrian-scaled environment—**A network of streets and connections that expands circulation opportunities for pedestrians and bicyclists.

UD-G-4 **New parks—**Strategically located new parks and outdoor open spaces to enhance Emeryville's livability and pedestrian orientation.

UD-G-5 **Neighborhood Preservation—**Preservation of the existing small-scale residential quality of older neighborhoods.

UD-G-6 **Unique districts throughout the city.**

STREET GRID, CONNECTIONS, AND VIEWS

UD-G-7 **Expanded street grid—**A pedestrian and bicycle path system with extensions that improve connectivity throughout the city.

UD-G-8 **A safe, attractive, and connected pedestrian environment—**Throughout the city, but particularly in areas with high volumes of pedestrian activity.

UD-G-9 **An appealing and functional system of bridges and crossings—**Crossings at major barriers (e.g. freeways and rail lines). Protected public views of the San Francisco Bay and the East Bay Hills.

SKYLINE AND BUILDING BULK

UD-G-10 **A skyline with the tallest buildings concentrated in the central core—**The tallest buildings at the Powell Street/Christie Avenue area, with a gradual transition to lower building heights to the mid- to lower-scale development to the east and west.

UD-G-11 **Sky Exposure—**Building form and massing that furthers sky exposure for adjacent sidewalks and public spaces, especially in gathering places such as the core and neighborhood centers.

UD-G-12 **Uninterrupted sunlight—**During designated periods on all major parks.

STREETSCAPES AND BUILDING-TO-STREET INTERFACE

UD-G-13 **Streets that support multiple functions—**Streets designed for all types of users, including pedestrians, bicyclists, public transit, and automobiles.

UD-G-14 **Streets as an extension of Emeryville's open space network—**Opportunities to linger, stroll, and gather.

UD-G-15 **Development along streets that offers a rich visual experience—**Development that is engaging to pedestrians, is unobstructed by parking facilities, and contributes to street life, vitality, and safety.

NEIGHBORHOOD CENTERS

UD-G-16 **Focal nodes throughout the city—**Neighborhood Centers that act as centers for local services and amenities, and build upon the character and identity of surrounding districts.

UD-G-17 **A walkable and connected city—**Neighborhood centers and other amenities in proximity to employees and residents throughout the city.

IDENTITY AND GATEWAYS

UD-G-18 **A city identity—**An identity that distinguishes Emeryville for the community and its visitors.

UD-G-19 **High-quality—**Design and construction that respects existing architecture, but creates new signature places.

POLICIES

Implementing actions supporiting each policy are described in Chapter 8: Implementation Program.

CITY STRUCTURE

Citywide

UD-P-1 The City shall strive to accentuate activity and presence at the street level, particularly along pedestrian-oriented corridors and in residential areas.

UD-P-2 Parks and open space is required with new development, consistent with Figure 4-1 in the Parks, Open Space, Public Facilities and Services chapter.

UD-P-3 Parks and open space shall be accessible and available to the public through site design standards for minimum size/dimensions, visibility, and location along public rights-of-way, particularly Green Streets (Figure 5-3).

UD-P-4 New development will be required to extend the street grid or pedestrian connections wherever possible.

AREAS AND DISTRICTS

Bayfront and Peninsula

UD-P-5 The tallest buildings and highest development intensities in the city shall be located within the Powell Street/Christie Avenue core, with the exception of the northwest and southwest corners of the city.

UD-P-6 A new neighborhood center around the intersection of Powell Street and Captain Drive will be oriented to support views of the Bay

UD-P-7 A high-intensity mixed-use core will be located near Powell Street and Christie Avenue, and built to the street edge to maintain a vibrant pedestrian-oriented district.

UD-P-8 Improve streetscape treatments, open space connections, and extension of the street grid through Powell Street Plaza.

Central Emeryville

UD-P-9 The overall scale and uses of the industrial district shall be preserved.

UD-P-10 In the Industrial district, transitions will be designed between industrial and residential uses, creating visual continuity through building materials and design, while allowing landscaping or other buffers between uses. Increased fenestration and ground-floor entries will be required to maximize pedestrian safety and visibility.

UD-P-11 A pedestrian and bicycle-friendly mixed-use district will be developed in North Hollis, consistent with the policies and guidelines defined in the North Hollis Area Urban Design Program.

Regardless of land use or development type, new development must interface with the public realm of streets and open space to create a safe, connected, and vibrant Emeryville.

Emeryville's pattern of large blocks and wide streets will be improved through an expanded street grid and additional connections.

Mid-block connections can accommodate a range of users, including drivers, pedestrians, and bicyclists.

UD-P-12 In South Hollis, new development shall provide rights-of-way and greater setbacks where open space and pedestrian connections are planned. Building façades and entries should be oriented toward the Greenway, new open spaces, and the proposed Center of Community Life.

UD-P-13 The Park Avenue District Plan will continue to guide development in the Park Avenue district, honoring its unique civic, arts, and cultural amenities.

UD-P-14 A more urban character will be established for the East Bay Bridge district, by developing taller buildings, a more continuous street façade with pedestrian activity at the ground level, and increased development intensity.

Eastern Residential Neighborhoods

UD-P-15 Infill residential development should incorporate the scale, character and identity of adjacent existing development. To avoid a continuous row of garages along the street, the lot frontage should provide a minimum of 70% active non-parking related uses, provided that a driveway of maximum ten-foot width shall be permitted.

UD-P-16 Streetscape improvements and greater intensity of development will be emphasized to improve the connection between the southwestern portion of the San Pablo Corridor district and the rest of Emeryville to the north.

UD-P-17 Pedestrian character and safety will be enhanced through landscaping and streetscape improvements in the Triangle and Doyle Street Districts.

UD-P-18 The San Pablo Avenue Urban Design Plan will continue to be used to improve landscaping, and streetscape design and guide development in the San Pablo Corridor district.

UD-P-19 Infill development shall provide activation at the lot frontage and minimize visible off-street parking.

STREET GRID, CONNECTIONS, AND VIEWS

UD-P-20 The street grid shall be extended as redevelopment on larger sites occurs.

UD-P-21 Full or partial public street closures by private development shall be prohibited. Where a street closure to vehicular traffic is necessary for public projects, as called for in this General Plan, access for pedestrians and bicycles should still be maintained.

UD-P-22 The City shall maintain and enhance an integrated pattern of streets, pedestrian paths, and bike routes through a fine-grain street grid that enables efficient movement throughout the city.

UD-P-23 Opportunities to extend the street grid through internal connections in large-parcel developments should be considered. Single-point access to new development should be avoided.

UD-P-24 The City shall establish Pedestrian Priority Zones in Regional and neighborhood centers, around schools, parks, and in other locations as indicated in Figure 5-3. While wider sidewalks, street lighting, bulbed crosswalks, and other pedestrian amenities should be employed throughout the city, they are prioritized in these locations.

UD-P-25 Pedestrian Priority Zones shall be linked to adjacent land uses to ensure that building frontages respect pedestrians and truck loading takes place on adjacent streets wherever possible.

UD-P-26 Commercial uses, such as retail, restaurants, hotel lobbies, offices, and flex space shall be required at the ground level in neighborhood centers and regional retail overlay districts.

UD-P-27 All ground-level street frontages should be activated. Driveways, loading zones, and curb cuts shall be provided but minimized.

UD-P-28 Visual distinction and safety shall be prioritized in the design of bridges and undercrossings.

UD-P-29 Public views of the San Francisco Bay and the East Bay hills shall be maintained.

UD-P-30 Streetscape features should not block public views.

SKYLINE AND BUILDING BULK

UD-P-31 In the neighborhood centers and city parks flexibility should be provided in building massing so that sunlight is not blocked.

UD-P-32 Buildings with light-colored finishes shall be encouraged, especially on upper floors and along narrow corridors such as Hollis Street. Standards for building reflectivity shall be maintained to maximize day-light on sidewalks and streets without causing glare.

UD-P-33 Bulky and monolithic buildings shall be prevented through:

- Vertical articulation, such as step backs at higher floors, and less floor area as heights increase to reduce the apparent bulk of buildings.
- Horizontal articulation, such as varied setbacks, recessions/projections, change in materials, and building transparency, especially in Pedestrian Priority Zones.

UD-P-34 Volumetric building development standards shall be maintained to:

- Establish bulk standards based on a variety of considerations, including building height, intensity, and location; and
- Allow bulkier buildings in employment-emphasis areas while striving for less bulk in residential and mixed-use areas.

UD-P-35 Tower separation shall be required to increase sky exposure for developments with multiple towers, and maintain separation standards for buildings taller than 100 feet.

UD-P-36 Where large floorplates are permitted, buildings shall be required to adhere to height, setback, and stepback standards, as required for view and sun access, but less stringent bulk standards shall be permitted.

UD-P-37 Development of a finer-grain scale and texture shall be promoted citywide and required in portions of the North Hollis, Park Avenue, and San Pablo Avenue districts, and around neighborhood centers.

UD-P-38 New developments should employ changes in height, massing, and/or design character to create careful transitions in scale and density.

UD-P-39 New development should not cast significant shadow over existing development.

Building articulation and appropriate massing ensure sun access and creates visual interest.

STREETSCAPES AND BUILDING-TO-STREET INTERFACE

UD-P-40 Neighborhood structure and pedestrian scale development should be prioritized. The scale and character of existing neighborhoods should be maintained to ensure connectivity and continuity of street design within each district.

UD-P-41 Minimize pavement widths (curb to curb) to the minimum necessary to ensure traffic flow and safety, to discourage speeding through neighborhood centers and residential areas, and to prioritize pedestrian and bicycle movement.

UD-P-42 Sidewalks shall be safe, comfortable, and accessible for pedestrians.

UD-P-43 Continuous and consistent street tree planting shall be provided along Green Streets and in Neighborhood Centers.

UD-P-44 Curb cuts shall be minimized to emphasize continuous, unbroken curb lengths.

UD-P-45 Long blocks shall be minimized to allow for ease of pedestrian connectivity.

UD-P-46 Street trees shall be provided on City streets where feasible. Street trees shall be planted in a row along the curb, between the vehicle roadway and sidewalk, unless this is physically impossible due to constraints such as underground water or sewer lines.

UD-P-47 Streetscape landscaping shall follow Bay-Friendly Landscaping guidelines and serve the dual purpose of treating stormwater runoff and providing shade and beauty to the urban realm.

UD-P-48 A design framework for streetscapes shall be established by district and/or citywide.

UD-P-49 City identity shall be enhanced by distinctive streetscapes through the use of street trees and unified landscape treatments

UD-P-50 Cohesive streetscape improvements to streets in neighborhood centers, and designated Green Streets are a priority.

UD-P-51 Impediments to sidewalk safety and movement shall be removed, and utilities and transformers undergrounded where possible. Large new developments shall be required to underground any adjacent existing overhead utility lines.

UD-P-52 Funding and programs to underground utilities and overhead wires shall be continued.

UD-P-53 Use of the greenways shall be reinforced by fronting entrances to both commercial and residential development to the public pathway.

- Encourage open spaces and plazas adjacent to the greenways.

- Encourage other public-oriented ground level uses such as workshops, lobbies, and common areas.

UD-P-54 Generous sidewalks, and bikeways or bike lanes along greenways shall be required. Curbside parking and local vehicular access when greenways share right-of-ways with streets shall be permitted.

UD-P-55 Pedestrian-scaled street lighting, street furniture, and undergrounded utilities along greenways shall be required.

UD-P-56 Setbacks averaging 15 feet for new residential developments shall be required along greenways to create a landscaped front yard. Stairs, stoops, or other architectural encroachments, which contribute to the pedestrian life of the street, are also permitted.

UD-P-57 The Emeryville Center of Community Life building program shall be oriented along 53rd Street to complement and provide access to the greenway and Temescal Creek.

Parking

UD-P-58 Large surface parking lots shall be replaced with structured parking and incorporated into high density mixed-use developments. New or expanded large surface parking lots are not allowed.

UD-P-59 Parking should be screened or concealed. Pedestrian entrances to non-residential buildings should be located on the sidewalk; any entrances from parking areas should be incidental or emergency only.

UD-P-60 Parking should be located below-grade where possible.

UD-P-61 Above-grade parking structures should be wrapped with active uses in Pedestrian Priority Zones (see Figure 5-3).

UD-P-62 If active uses are not feasible on the ground floor of parking garages, frontages should be architecturally attractive. This may include unique designs and materials, such as glass, articulated masonry, murals or landscaping setbacks.

UD-P-63 Motor vehicles and interior lighting should not be visible from the exterior of parking garages.

Building to Street Interface

UD-P-64 Ground floor uses should be emphasized to facilitate pedestrian use, with standards for building frontage, fenestration, and entries.

UD-P-65 Buildings should be designed with ground level windows and building entries along the street.

UD-P-66 For all multifamily residential development, including high-rise, and along pedestrian-oriented streets, townhomes or other units with direct street access should be provided to promote individualization, family-friendly development, identity, and street safety.

UD-P-67 An open relationship between buildings and street edge should be maintained. Fencing and significant landscape barriers should be avoided, except to enclose individual yards.

NEIGHBORHOOD CENTERS

UD-P-68 The City shall foster development of neighborhood centers as identified in Figure 5-10 and described in Section 5.6.

UD-P-69 The pedestrian environment shall be enhanced with multiple neighborhood access points, through-streets, and pedestrian pathways.

UD-P-70 Street-level uses should reinforce neighborhood center streets and allow a vertical mix of a diverse range of land uses including offices, hotels and residential uses compatible with neighborhood center functions.

UD-P-71 Developments adjacent to neighborhood centers, parks or plazas should create an integrated and memorable relationship of architecture and open space. Orient primary building facades and entries to these spaces and maximize visual interest.

UD-P-72 Public space and plazas for gathering and expanded ground-floor retail activities are encouraged. These elements enhance the pedestrian realm and provide opportunities for social interaction.

IDENTITY AND GATEWAYS

UD-P-73 The City will create visual gateways through streetscape design, signage, and building massing to establish identity at key entry points to the city.

UD-P-74 The City will continue to invest in a citywide public art program that contributes to an awareness of the city's history and culture.

UD-P-75 The City will institute sign regulations that create an identity without dominating city and district appearance.

San Pablo Avenue features a Neighborhood Center around the Park Avenue intersection.

6 CONSERVATION, SAFETY, AND NOISE

This chapter establishes goals and policies for the conservation of natural and cultural resources, and for the protection of the community from hazards and excessive noise. While there are many benefits to the compact, mixed use nature of the city, it presents challenges in addressing safety and noise concerns that are not as apparent in cities where potentially harmful activities and residents are separated.

Preserving environmental resources—by maintaining water and air quality, and protecting plant and wildlife habitat—is critical given Emeryville's urban setting and limited open space. Preserving the City's many cultural and historic resources can help further the City's identity. Encouraging developers to renovate existing structures preserves the City's heritage, while reducing environmental impacts of demolition and new construction.

Health and safety issues stem from Emeryville's location within an earthquake-prone region, noise and pollution from highway and rail systems, and hazardous materials from historic industrial activities. Reducing risks associated with these potential hazards—by ensuring emergency preparedness, enforcing building codes, and continuing the City's brownfield remediation program—will create a safer, more livable community. (Note that police, fire, and emergency services are described in Chapter 4: Parks, Open Space and Public Services.)

Noise has an important effect on human habitation, health, and safety. Transportation systems, such as Interstate 80 and the railroad provide great accessibility from Emeryville to other points in and outside the Bay Area, but they also create noise and pollution. This chapter identifies implementing policies, such as appropriate building siting and materials, to lower the risk to human health.

6.1 CONSERVATION

Air Quality

See also Chapter 7: Sustainability for policies related to greenhouse gas emissions and climate change.

While air quality is largely a regional issue, the land use, circulation, and growth decisions made by local communities, such as Emeryville, affect regional air quality. Air quality in Emeryville is generally good due to clean air blowing off the ocean and San Francisco Bay. However, areas of Emeryville along major thoroughfares, such as Interstate 80 and San Pablo Avenue, experience relatively higher pollutant concentrations due to heavy traffic volumes. A 2004 inventory of greenhouse gas emissions showed that the transportation sector in Emeryville was the greatest contributor, with 49% of the total, while the commercial/industrial sector was responsible for 43%. The residential sector and waste sectors represented the smallest share of greenhouse gas emissions, with 5% and 3% of the total, respectively.[1] (See Section 7.3 of Chapter 7: Sustainability for a more detailed description of greenhouse gas emissions.)

Bay Area Air Basin

Emeryville is located in the central portion of the Bay Area Air Basin, which includes most of the nine-county Bay Area. Air basin quality is monitored by the Bay Area Air Quality Management District (BAAQMD), which operates a regional network of air pollution monitoring stations to determine if the national and State standards for criteria air pollutants and emission limits of toxic air contaminants are being achieved. The Bay Area is considered in attainment status for

1 *City of Emeryville Greenhouse Gas Emissions Analysis, July 2008.*

all national standards, except for ozone. It is in nonattainment status for State standards for ozone and particulate matter. As of 2008, BAAQMD was beginning to prepare the 2009 Bay Area Clean Air Plan in accordance with the requirements of the California Clean Air Act. The Plan will address the impacts of ozone control measures on particulate matter, air toxics, and greenhouse gases in order to implement feasible measure to reduce ozone. The Clean Air Plan will also establish emission control measures.

Toxic Air Contaminants

Toxic air contaminants are airborne substances capable of adversely affecting human health effects. They are emitted from a variety of common sources, including gasoline stations, automobiles, dry cleaners, industrial operations, and truck, train, and automobile traffic. Future development under the General Plan could result in sensitive receptors (e.g., residents, open space users) being located near these sources. Working with the Bay Area Air Quality Management District, the City can help to manage air pollutants. Moreover, the City can reduce exposure to sensitive receptors through regulations in the Zoning Ordinance.

Water Supply and Quality

The East Bay Municipal Utility District (EBMUD) supplies water and wastewater treatment services to the City. The primary source of fresh water comes from the Sierra Nevada mountain range, via the Mokelumne Aqueduct. Although EBMUD adopted a long-term program to reliably provide water through 2020, various events—such as earthquakes, drought, contamination, fires, and levee failure—may disturb the availability and reliability of water from the Mokelumne River and watershed runoff. In response to such potential hazards, EBMUD prepared an Urban Water Management Plan (UWMP) which consists of supplemental water supply, banking, conservation, and watershed improvement to help accommodate existing and future demand within EBMUD's ultimate service boundary. EBMUD also participates in transfer and exchange programs with other Bay Area water districts to establish cooperation agreements for times when primary water sources prove unreliable.

EBMUD also supplies recycled water, which, as a result of treatment of wastewater, is suitable for direct beneficial use or controlled use that would not otherwise occur. Emeryville has a Recycled Water Ordinance, requiring residential developments that require subdivisions and buildings with over 100,000 square feet of non-residential development to install a parallel water supply system for elements such as parks, greenbelts, landscaped streets or medians, and any other use that does not require potable water. The goal of using recycled water is to save high-quality water to meet annual potable water needs. Recycled water reduces the demand for EBMUD's potable water supplies, and thus delays or eliminates the need for more potable water facilities, sustains the economy with increased water supply reliability, protects the San Francisco Bay by reducing treated wastewater discharge, and stretches the high-quality potable water supply during times of prolonged drought or disaster.

Water Conservation

Similar benefits to quality and supply of water can also be achieved through conservation efforts. EBMUD has adopted water conservation programs to address both water supply and demand. Demand-side water conservation programs are intended to reduce overall consumption of the water supply through free water audits, rebates and other incentives, regulations, education, and supporting activities to reduce consumption. EBMUD's supply-side conservation measures are directed toward increasing water use efficiency

Pollution from industrial, transportation and other sources can be mitigated to reduce harmful impacts at the local level.

In wet weather, stormwater flows off of impermeable surfaces (buildings, parking lots, streets) and into Temescal Creek and the Bay, picking up particulate and debris along the way.

before or after customer use. These strategies include improvements within EBMUD's distribution system (i.e. leak detection, pipe replacement, and corrosion control) and water recycling programs.

The City can build on these conservation efforts through the development and permitting process. Cisterns can be integrated into building design or rainwater barrels installed post-occupancy in order to capture rainwater and use it for non-potable water needs (e.g. toilet flushing and irrigation). Graywater — water that comes from sinks, showers, and washing machines — may be reused on-site to flush toilets and irrigate non-edible landscape plants. These efforts decrease potable water consumption, while also reducing stormwater runoff. Green roofs can be installed on rooftops, creating many advantages over traditional roofs, such as taking on stormwater, providing a public amenity, and reducing energy consumption and costs.

Surface Water Quality and Pollution

The City of Emeryville lies in the Central Basin within the San Francisco Bay hydrologic region. Although topography is generally flat, the city's elevation ranges from 0 to 60 feet above mean sea level and slopes slightly to the west toward the Bay—the major receiving water body. The other surface water feature in the city is Temescal Creek, which flows west from the East Bay Hills into San Francisco Bay. Historically, Derby Creek also flowed through the city but has been incorporated into the storm drain system. The portion of the Bay near the city is affected by several drainage outlets that include a storm sewer outfall south of the Emeryville Peninsula, a wastewater treatment outfall in the southern portion of Emeryville Crescent in Oakland, and Temescal Creek.

Urban stormwater runoff is a major source of nonpoint water pollution. As a largely urbanized city, Emeryville has a high proportion of impermeable surfaces. Pollutants such as suspended solids, heavy metals, and nutrients are often found in samples of urban stormwater runoff. The pollutants are deposited onto street surfaces and washed into receiving waters. Along the shoreline, nonpoint pollution is caused by overland stormwater flow and urban runoff from dredging activities, marine vessel waste, sediments, sand, industrial fuels, equipment and other operations, infiltration from sewer system, accidental spills of hazardous materials, and construction activities. A further discussion of flooding and drainage, including Emeryville's participation in the National Pollutant Discharge Elimination System permit process, is described in Section 6.4 of this chapter.

Future Demand

EBMUD's service area within Alameda County currently reaches approximately 489,000 customers—including the residents of Emeryville—and is projected to serve nearly an additional 100,000 people by the year 2030. Water consumption within the EBMUD service area has remained relatively level in recent years, despite continuing account growth.

A 2000 study, *Districtwide Update of Water Demand Projections*, projected EBMUD's current water demand for 2005 as 222 millions of gallons per day (mgd) with a total of 391,216 accounts. The study then foresaw development activities in places like Emeryville and throughout the East Bay, pushing demand to reach 281 mgd to 451,689 accounts by the year 2030. However, the total demand figure for 2030 is expected to be reduced to 232 mgd after conservation projects and recycled water programs are implemented.

Although EBMUD's current water supply is sufficient to meet demand during normal years, it is insufficient to meet customer demand in the case of a multi-year

drought, despite its aggressive conservation and water recycling efforts. EBMUD will inevitably face water supply shortages during extended periods of drought, but additional supplemental supply projects currently underway will significantly reduce the severity and frequency of customer rationing.

Habitat

The majority of Emeryville is developed with few open spaces and very little of the native habitat remains.

Sensitive Habitat Areas

The southwestern portion of Emeryville, along the shoreline west of Interstate 80, is known as the Emeryville Crescent and is one of the city's most valuable biological resources. This area is considered a sensitive habitat. Northern Coastal Salt Marshes occur along the shoreline of the Bay that is sheltered from excessive wave action. They support a high amount of vegetation such as cordgrass, pickleweed, eelgrass and saltgrass. The Emeryville Crescent region provides food, cover, nesting and roosting habitat for a variety of wildlife species.

Special Status Species

Searches of the California Natural Diversity Database (CNDDB), California Native Plant Society Electronic Inventory, U.S. Fish and Wildlife Service website species list, and California Department of Fish and Game were used to determine the known and potential presence of species of special concern within the Emeryville area. According to the CNDDB there are five special status wildlife species and seven special status plant species that have the *potential* to occur within Emeryville. These species, along with their scientific names, habitat needs and observed locations are described in Table 6-1. Additional species that have the potential to occur in the city include: Coopers Hawk, Sharp-shinned Hawk, and the Peregrine Falcon.

TABLE 6-1: Federal or State Listed Species and Other Species of Concern

Common Name	Scientific Name	Habitat Needs	Location Notes
California clapper rail	*Rallus longirostris obsoletus*	Nests and forages in emergent wetlands with pickleweed, cordgrass, and bulrush	Observed in Emeryville Crescent Marsh near Bay Bridge toll plaza in several recent surveys
California black rail	*Laterallus jamaicensis coturniculus*	Nests and forages in tidal emergent wetland with pickleweed and cordgrass	Recently observed in the Emeryville Crescent marsh
salt marsh harvest mouse	*Reithrodontomys raviventris*	Saline emergent marsh with dense pickleweed	Observed in Emeryville Crescent Marsh near Bay Bridge toll plaza in several recent surveys
tidewater goby	*Eucylogobius newberryi*	Shallow waters of bays and estuaries	Record in Berkeley's Aquatic Park; potential habitat in Emeryville Crescent
Santa Cruz tarplant	*Holocarpha macradenia*	Coastal scrub, coastal sand dunes, openings in oak woodlands with sandy or gravelly soil	Historical records in Emeryville area; likely extirpated
white tailed kite	*Elanus leucurus*	Nests near wet meadows and open grasslands, dense oak, willow or other large tree stands.	Recent record in Berkeley meadow (on Berkeley marina peninsula)
northern harrier	*Circus cyaneus*	Mostly nests in emergent vegetation, wet meadows or near rivers and lakes, but may nest in grasslands away from water	Recent record in Berkeley meadow (on Berkeley marina peninsula)
alkali milk vetch	*Astragalus tener var. tener*	Alkali flats and vernal pools in valley grasslands	Historical record in Oakland near Emeryville; habitat likely gone
round leaved filaree	*California macrophylla*	Clay soils in cismontane woodland and valley and foothill grassland	Historical records in Oakland
San Francisco spineflower	*Chorizanthe cuspidata*	Alkali flats and vernal pools in valley grasslands	Historical record West of Lake Merritt in Oakland
Kellogg's horkelia	*Horkelia cuneata ssp. sericea*	Closed-cone coniferous forests, coastal scrub	Historical records in East Bay
Point Reyes birds beak	*Cordylanthus maritimus ssp. palustris*	Upper zones of coastal salt marsh	Historical record on Emeryville/Berkeley shoreline

Source: California Department of Fish and Game, 2008; California Native Plant Society, 2005; United States Fish and Wildlife Service, 2005, Environmental Sciences Associates, 2008.

The city's historic resources include the Remar Bakery building (top), now residential units; PG&E North (center); and Old Town Hall (bottom).

Almost all the plant species' records are historical, meaning found around the turn of the century before the heaviest urbanization in the area. All of the species with historical records are likely gone and most of their habitat is marginalized or eliminated. However, there could still be some small habitat patches in Emeryville.

Cultural Resources

Emeryville's cultural resources provide a link to the people and the cultures of the past and enrich sense of community, heritage, and identity. Cultural resources include both prehistoric and historic-period archaeological resources, as well as historic and architectural resources.

Archeological Resources

The Ohlone Indians and their ancestors were the first inhabitants of the San Francisco Bay. Ohlone settlements tended to be situated where freshwater creeks entered the Bay along its original shoreline edges. Remnants from the pre-Ohline occupation include the numerous shellmounds or shell middens found along the Bay shorelines. One of the largest shellmounds in the Bay Area was the Emeryville Shellmound which was estimated to have been 1,000 feet long, 300 feet wide, and 22 feet high located east of Interstate 80 in the vicinity of Temescal Creek.[2] Three major excavations of the shellmound conducted since 1902 have indicated that the resource included artifacts, immense quantities of animal remains, grave goods, and burials, indicating that the site had been occupied for a 2,500 year period between circa 500 B.C. to circa AD 1700.[3] In addition to the Emeryville Shellmound discussed above, four other recorded sites are directly or indirectly associated with this site. There are also 18 recorded historic-era archaeological sites in the city, comprised primarily of the remains of historic-era industrial buildings. This includes the former Bruener's Warehouse.[4]

Historic Resources

Emeryville has a concentration of recorded and potential historic resources in the Park Avenue District, as shown in Figure 6-1 and Table 6-2.

Recorded Historic Resources

The Caltrans Environmental Impact Report for the Cypress Freeway project identified the Emeryville Historic Industrial District developed primarily between 1907 and 1930 with manufacturing and warehouse facilities. The district was constructed predominantly of brick with Classical architectural details. Of the 29 buildings included in the district, 23 are considered contributory resources. Nineteen district contributors still exist. The Emeryville Historic Industrial District is considered to be eligible for listing in the National Register of Historic Places (National Register) and was therefore automatically included in the California Register of Historic Resources (California Register) in 1990. Two historic resources in Emeryville have gone through the process to be listed in or determined eligible for listing in the National and California Registers as individual resources. These are: the former Remar Bakery (Bakery Lofts) located at 1010 46th Street ("D" on Figure 6-1), and a private residence at 3604 Adeline Street ("E" on Figure 6-1).

2 *Site designator for the identified cultural resource, as listed on file at the Northwest Information Center, Sonoma State University.*

3 *Background history adapted from* Images of America: Emeryville. *Emeryville Historical Society. San Francisco, CA: 2005.*

4 *Northwest Information Center (NWIC), Letter re: Record Search Results for the Proposed Emeryville General Plan and EIR. File No. 05-140. August 16, 2005.*

Recognizing the buildings along Park Avenue and immediate environs as the historic center of Emeryville, the City adopted an area plan for the Park Ave district in August 2006. The City's Park Avenue Overlay District designates 43 buildings as architecturally significant. (See Cultural and Architectural Resources below.) Many, but not all of the buildings designated in the Park Avenue Overlay District are also contributors to the National Register-eligible Emeryville Historic Industrial District. The Historic District also identifies contributors in the Park Avenue District that are not designated by the Park Avenue District Overlay.

Potential Historic Resources

The City also recognizes that there are several areas and structures with local historical and/or architectural merit which characterize the City's heritage. While most of these buildings have not been officially designated as federal, state, or local historic resources, many of these and other properties would likely be determined eligible for listing as official historic resources upon further review and analysis. For example, Emeryville contains numerous buildings and structures that are more than 45 years old (constructed before 1960). Upon further review and evaluation, and depending on their physical integrity, many of these older buildings may be eligible a federal, state, and/or local historic resources, either individually or as a historic district.[5]

Cultural and Architectural Resources

Park Avenue Overlay District

The Park Avenue District Plan establishes incentives and development guidelines for the preservation of a unique historic district and creation of a vibrant mixed-use neighborhood. The Plan encourages cultural arts, streetscape and pedestrian improvements, open spaces, and a variety of transportation options around Emeryville's civic center. Within the Plan, the Park Avenue Overlay District designates 43 architecturally significant buildings within the Park Avenue District as either Tier 1 (primary architectural significance) or Tier 2 (secondary architectural significance). The City's municipal code states that the Emeryville Building Official shall not issue a building permit to move, remove or demolish a Tier 1 or Tier 2 architecturally significant building or structure unless the Emeryville Planning Commission first approves such action.[6]

Emeryville Preservation Ordinance

The City developed a Preservation Ordinance in 2006, to ensure that the character of Emeryville's historic past and setting are maintained for future generations. The Ordinance seeks to protect significant structures from moving, removal, or demolition, and ensures that replacement structures are compatible with the surrounding community. Significant structures are more than 50 years old and contain particular design features on the street-facing façade.[7] The Ordinance does not regulate residential structures or the Park Avenue District, which are covered by other ordinances.

The Park Avenue District then and now.

5 *California Office of Historic Preservation,* Directory of Properties in the Historic District Property Data File for Alameda County. *August, 2005 and City of Emeryville.*

6 *City of Emeryville Municipal Code, Title 9, Planning and Zoning, Article 43 (Preservation of Architecturally Significant Buildings in the Park Avenue District). November, 2004.*

7 *City of Emeryville Municipal Code, Title 9, Planning and Zoning, Article 67 (Demolition of Significant Structures). October, 2006.*

The Park Avenue District contains many of the city's historic buildings.

TABLE 6-2: Rated Historic Resources

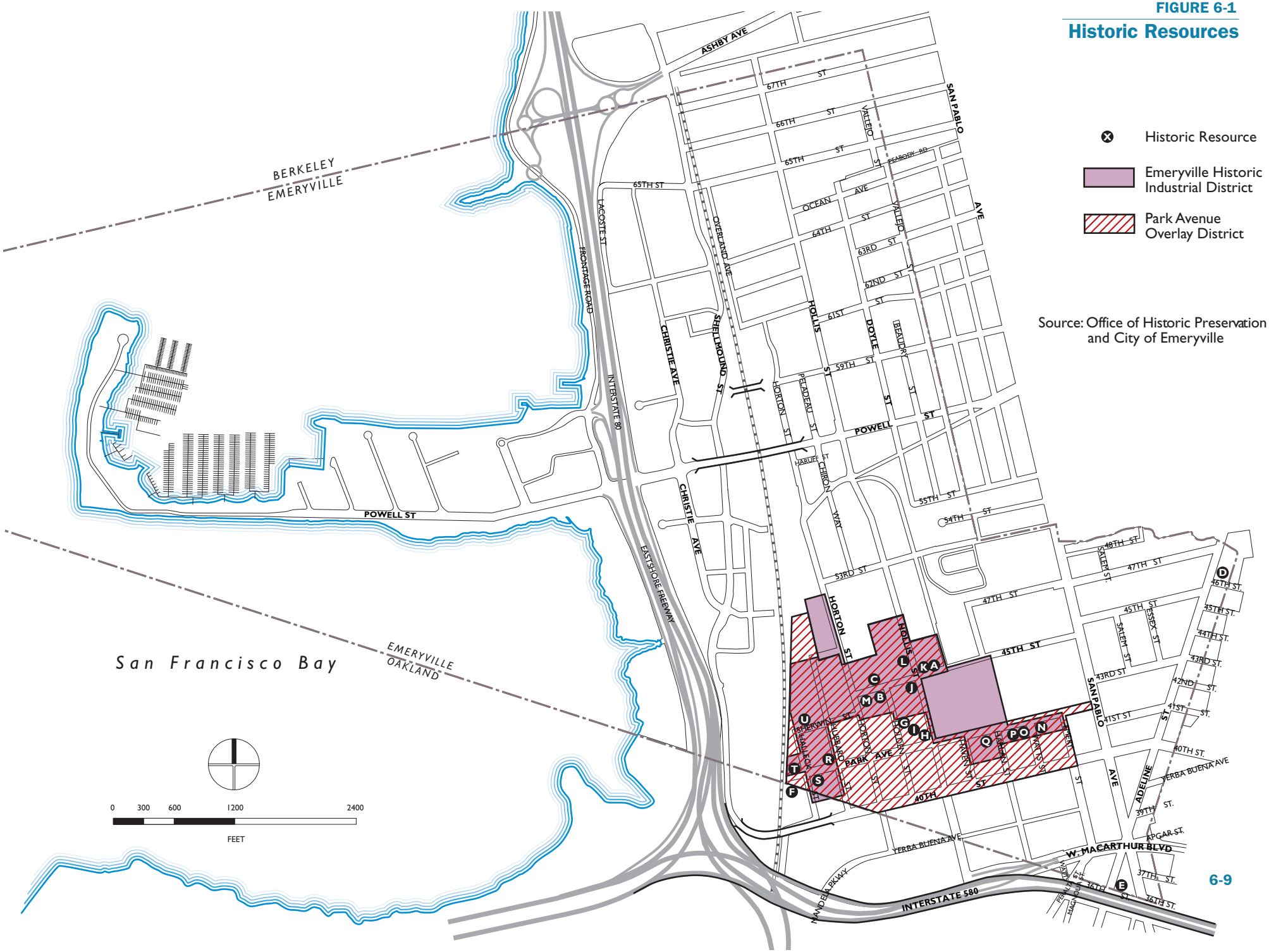
Key to Map	Address	Name/Year Built	National/Local Rating
A	1290 45th Street	Eagle / 1922	2D2 / T2
B	1401 45th Street	California Plywood Co. (45th St. Lofts E) / 1913	2D2 / T1
C	1420 45th Street	Artist's Co-op / 1927	2D2 / T1
D	1010 46th Street	Remar Bakery (Bakery Lofts) / 1919	1S
E	3604 Adeline Street	Private residence / 1895	2S2
F	4076 Halleck Street	Westinghouse Pacific Coast / 1930	2D2 / T3
G	4224 Holden Street	Bischoff / 1930	2D2 / T2
*	4202 Hollis Street	1925	2D2
H	4221 Hollis Street	Moreshouse Mustard / 1925	2D2 / T2
*	4224 Hollis Street	1929	2D2
I	4227 Hollis Street	PG&E South / 1930	2D2 / T3
J	4245 Hollis Street	PG&E South / 1924	2D2 / T2
K	4512 Hollis Street	Robinson / 1923	2D2 / T1
L	4525 Hollis Street	PG&E North / 1925	2D2 / T2
M	4250 Horton Street	45th Street Lofts W. / c. 1925	2D2 / T1
*	4525 Horton Street	1924	2D2
N	1175 Park Avenue	Condominiums / 1907	2D2 / T1
O	1201 Park Avenue	Silberman Office / 1913	2D2 / T1
P	1219 Park Avenue	Folkmanis / 1917	2D2 / T1
*	1250 Park Avenue	1919	2D2
Q	1255 Park Avenue	Emeryville Properties / 1925	2D2 / T1
R	1500 Park Avenue	Emeryville Warehouse Lofts / 1911, 1927	2D2 / T1
S	1545 Park Avenue	Trader Vic's/Westinghouse Pacific / 1912	2D2 / T1
T	1550 Park Avenue	Pelco Distributors / 1917	2D2 / T1
U	1500 Sherwin Street	Sherwin-Williams / 1924	2D2 / T1

Sources: California State Office of Historic Preservation, 2005 and City of Emeryville, 2005.

Notes:
1. 1S = individual property listing in the National Register
2. 2S2 = individual property determined eligible for listing in the National Register
3. 2D2 = contributor to a district determined eligible for listing in the National Register (Emeryville Historic Industrial District)
4. T1 = Tier 1 Architectural Significance (Park Avenue Overlay District)
5. T2 = Tier 2 Architectural Significance (Park Avenue Overlay District)
6. * = Demolished

FIGURE 6-1

Historic Resources



6.2 SAFETY

This section and its accompanying implementing policies and actions, describe potential hazards and the measures that can be taken to mitigate these risks and ensure the safety of Emeryville's population and property from seismic, flooding and chemical hazards. Chapter 4: Parks and Public Facilities describes the emergency response standards and policies of the Emeryville Fire and Emergency Services Department, which leads the city's emergency management.

Geologic, Soils, and Seismic Hazards

Geology and Soils

The City of Emeryville lies at the eastern edge of the San Francisco Bay in part of the flatlands which are also referred to as the East Bay Plain. The East Bay Plain consists of alluvial deposits that originated from the Berkeley Hills. The western side of the city contains former tidal sloughs and marshlands that were progressively filled in dating back to the 1900s. The city is essentially flat with many areas on the margin of the Bay located on artificial fill. Where not covered by fill, the city's surface soils consist predominantly of fine-grained alluvium, including silts and clays, as depicted in Figure 6-2. Toward the western portion of the city the alluvium is underlain by bay mud—a natural marine deposit that consists of soft saturated clays that can contain lenses of sand and shell fragments. Development on artificial fill placed over bay mud often presents unique geotechnical engineering challenges because, unless the fill is properly engineered, structures can be damaged by differential settlement and subsidence. Under the bearing load of a new structure, Bay Mud tends to go through a cycle of consolidation that can lead to settlement.

Artificial fill atop bay mud, along the shoreline of Emeryville may be susceptible to violent earthquake shaking.

Excessive soil erosion can eventually lead to damage of building foundations, roadways, and loss of topsoil. Throughout Emeryville, areas that are most susceptible to erosion are those that would be exposed during construction phase and along the shoreline where soil is subjected to wave action. Typically, the soil erosion potential is reduced once the soil is graded and covered with concrete, structures, asphalt, slope protection, or vegetation.

Seismicity

The San Francisco Bay Area is a seismically active region with numerous active faults. Although no active faults run through Emeryville, the city is approximately three miles from the Hayward Fault and 15 miles from the San Andreas Fault, the two most prominent and active faults in the Bay Area, as shown in Figure 6-3. Therefore, the entire city is subject to hazardous ground shaking in a major earthquake, as shown in Figure 6-2. Deep alluvium and bay mud deposits can intensify groundshaking through wave amplification and longer durations of shaking. U.S. Geological Survey and other scientists claim that there is a 62% probability of a magnitude 6.7 or greater earthquake, striking the San Francisco Bay region before 2032.[8] Recognizing this threat, earthquake safety and preparedness are essential components of the General Plan.

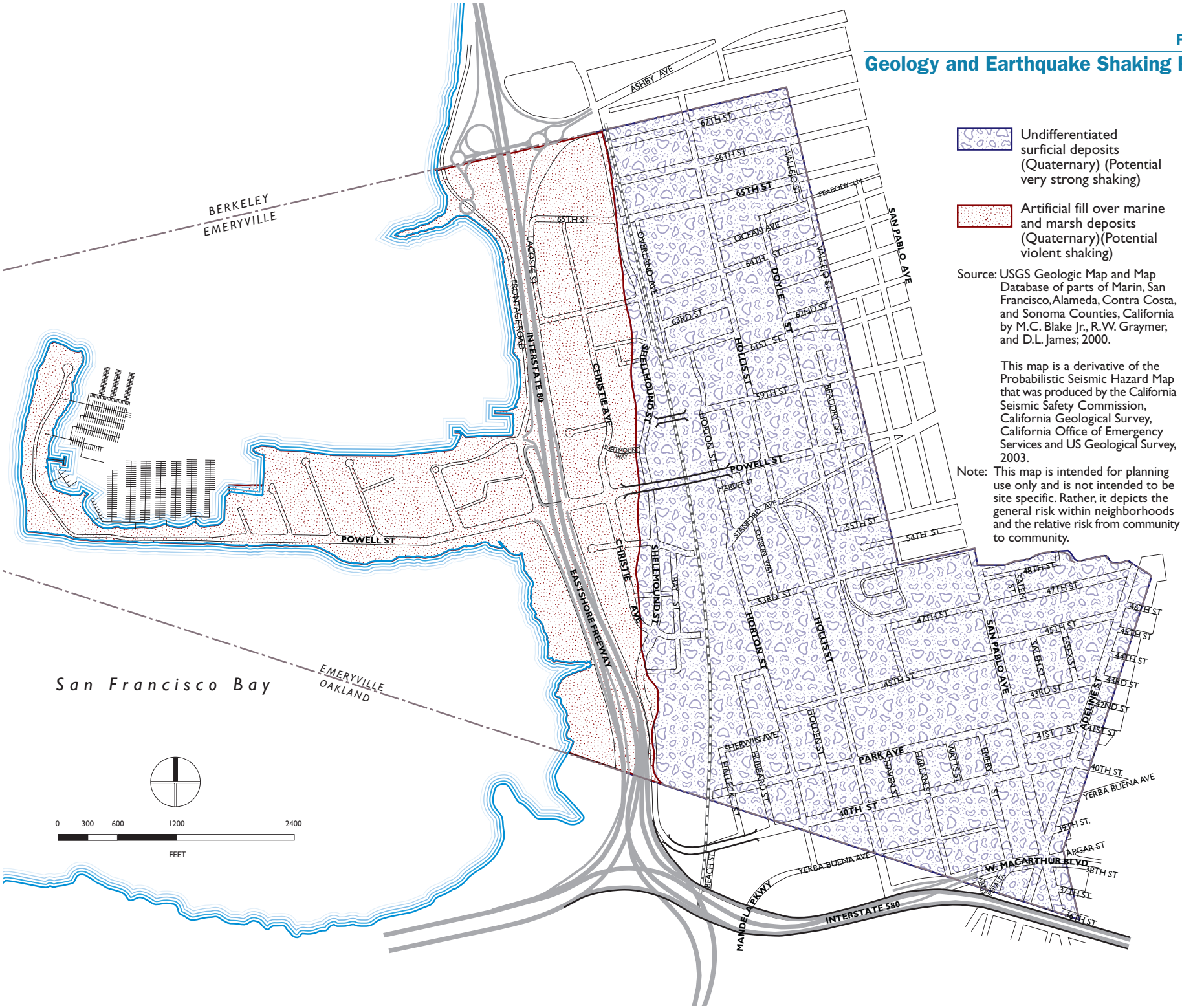
Seismic Risks to Development

Earthquake damage to structures can be caused by ground rupture, liquefaction, groundshaking, and possibly inundation from tsunami. The level of damage in the city resulting from an earthquake will depend upon the magnitude of the event, the epicenter distance from the city, the response of geologic materials, and the strength and construction quality of structures.

8 *United States Geological Survey. "Earthquake Probabilities in the San Francisco Bay Region: 2002-2031" 2003: ES1.*

FIGURE 6-2

Geology and Earthquake Shaking Potential



Undifferentiated surficial deposits (Quaternary) (Potential very strong shaking)

Artificial fill over marine and marsh deposits (Quaternary)(Potential violent shaking)

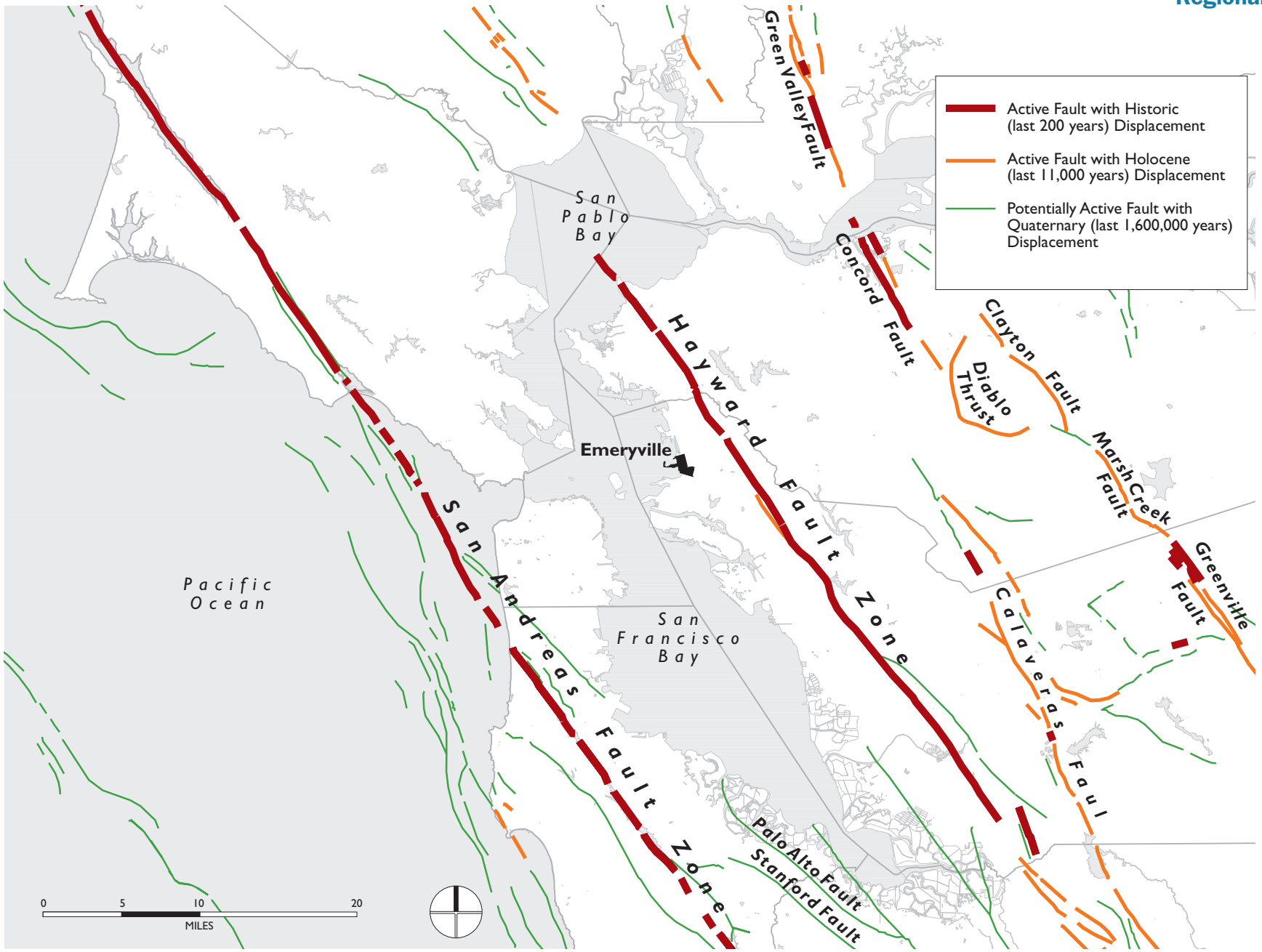
Source: USGS Geologic Map and Map Database of parts of Marin, San Francisco, Alameda, Contra Costa, and Sonoma Counties, California by M.C. Blake Jr., R.W. Graymer, and D.L. James; 2000.

This map is a derivative of the Probabilistic Seismic Hazard Map that was produced by the California Seismic Safety Commission, California Geological Survey, California Office of Emergency Services and US Geological Survey, 2003.

Note: This map is intended for planning use only and is not intended to be site specific. Rather, it depicts the general risk within neighborhoods and the relative risk from community to community.

FIGURE 6-3

Regional Faults



During an earthquake, shaking of granular loose soil saturated with water can lead to liquefaction. The entire city of Emeryville lies within a liquefaction hazard zone, as shown in Figure 6-4, which presents constraints on development. The Peninsula has a very high susceptibility to liquefaction, while the areas around the rail line and east have a moderate to low risk of liquefaction. Development in a liquefaction hazard zone requires adherence to the guidelines for evaluating and mitigating seismic hazards as required by Public Resources Code Section 2695(a). Before a development permit can be granted for a site within a Seismic Hazard Zone, (i.e. anywhere in Emeryville), a geotechnical investigation of the site must be conducted and appropriate mitigation measures incorporated into the project design. Mitigation of liquefaction hazards can include edge containment structures (e.g. berms, dikes, retaining walls, etc.), driving piles, removal or treatment of liquefiable soils, or modification of site geometry.

The City's Building Division implements and enforces the Emeryville Municipal Code and the California Building Code regulations relative to seismic risk to development. A City Ordinance specifies the need and establishes guidelines for the seismic upgrade of unreinforced masonry buildings. An increase in occupancy or intensification of use triggers the requirement for a seismic upgrade. Over the past ten years 75 percent of the City's unreinforced masonry buildings have been upgraded for seismic safety. The City also provides a program for voluntary upgrades of single family homes.

The Local Hazard Mitigation Plan (LHMP) identifies mitigation actions that the City is taking or considering taking, subject to funding availability and/or other agencies approvals, to reduce the risk of a disaster, whether natural or man-made, on Emeryville residents, businesses and essential government services. On September 1, 2009, the City Council adopted the City's initial LHMP. The 2019-2024 LHMP Update, adopted by the City Council on September 3, 2019 will serve as an "Implementation Appendix" to the Conservation, Safety and Noise Element and is included in the Emeryville General Plan as an appendix. Although earthquakes are the primary threat addressed by the LHMP, the plan also addresses hazardous materials releases, climate change, fire, floods, civil unrest, utility/infrastructure failure, terrorism, and biological threats.

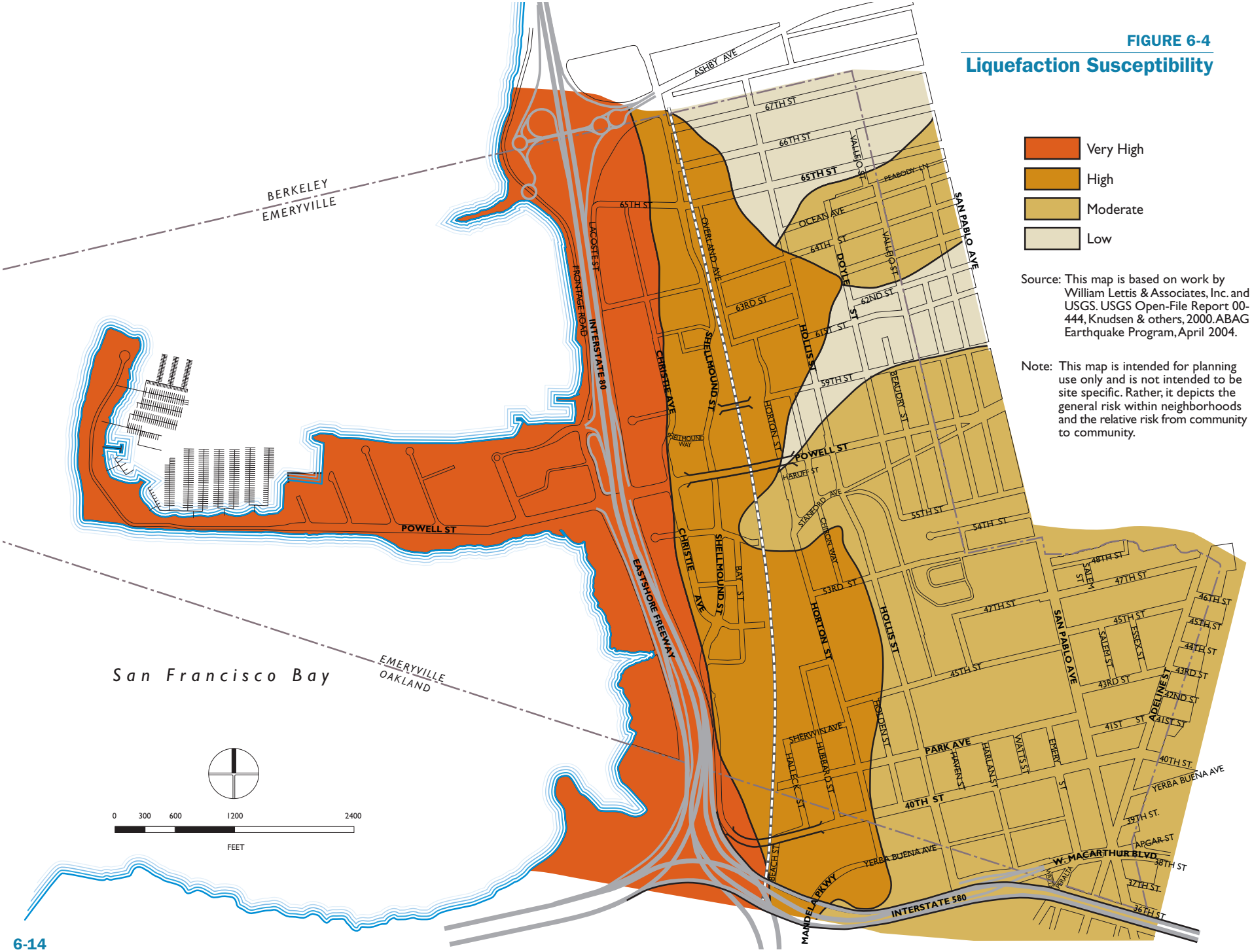
LIQUEFACTION

Liquefaction is a transformation of soil from a solid to a liquefied state, resulting from the buildup of excess pore water pressure, especially during earthquake-induced cyclic loading. Soil susceptible to liquefaction includes loose to medium dense sand and gravel, low-plasticity silt, and some low-plasticity clay deposits. Liquefaction and associated failures could damage foundations, disrupt utility service, and cause damage to roadways.

Development must be properly engineered to ensure safety in the event of a major earthquake.

FIGURE 6-4

Liquefaction Susceptibility



Source: This map is based on work by William Lettis & Associates, Inc. and USGS. USGS Open-File Report 00-444, Knudsen & others, 2000. ABAG Earthquake Program, April 2004.

Note: This map is intended for planning use only and is not intended to be site specific. Rather, it depicts the general risk within neighborhoods and the relative risk from community to community.

Hazardous Materials

The City of Emeryville includes a mix of uses and many areas with a high concentration of historical industrial and manufacturing activities. Most of these areas have been largely converted or will be converted to other uses, such as office, commercial retail, and residential. Hazardous material use, storage, transport, and hazardous waste generation within the city can pose hazards to the environment and public health through improper handling or storage.

As a result of the historical industrial use, substantial groundwater and soil contamination is present in many locations throughout the city. The presence of contamination can potentially restrict future development of property and require specialized construction practices. Sites should be remediated to the level prescribed by the lead reviewing agency.

Remediation

Emeryville has been a leader in the financing and remediation of brownfields. In 1995, the US EPA initiated a program to help states, communities, and others to redevelop abandoned contaminated land. The program provides grants that support revitalization efforts by funding environmental assessment, cleanup, and job training activities. The City of Emeryville has benefited from the program, which has helped revitalize an area that industry abandoned during the 1970s. As of 2008, more than 40 sites totaling 240 acres had been targeted for cleanup and have been or are identified for redevelopment.

Flooding and Drainage

Surface Hydrology

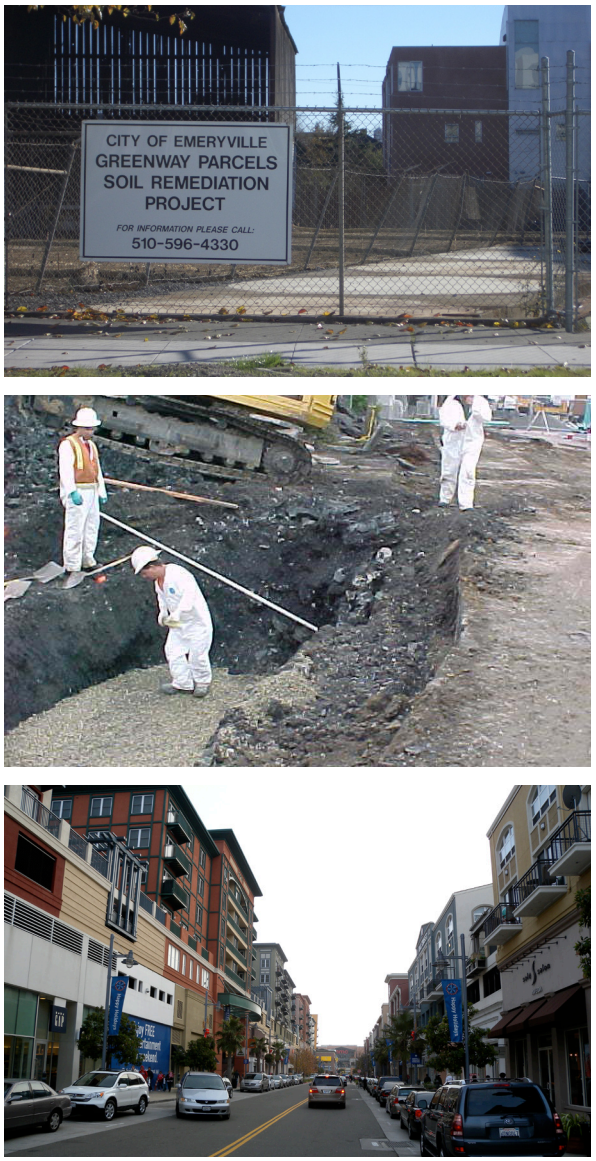
Emeryville lies in the Central Basin within the San Francisco Bay hydrologic region. Although the topography of the city is generally flat, its elevation ranges from 0 to 60 feet above mean sea level and slopes down slightly to San Francisco Bay, which is a major receiving water body. The other surface water feature in the city is Temescal Creek, which flows west from the East Bay Hills into San Francisco Bay.

San Francisco Bay

The city lies in the San Francisco Bay watershed. San Francisco Bay is the most prominent surface water body (see Figure 6-5) that receives surface water runoff from the city and groundwater discharge from the East Bay Plain. The southern portion of the Bay shoreline in the city includes a salt marsh. Rocks have been installed along the deeper waters adjacent to the Emeryville Peninsula for erosion control.

Temescal Creek

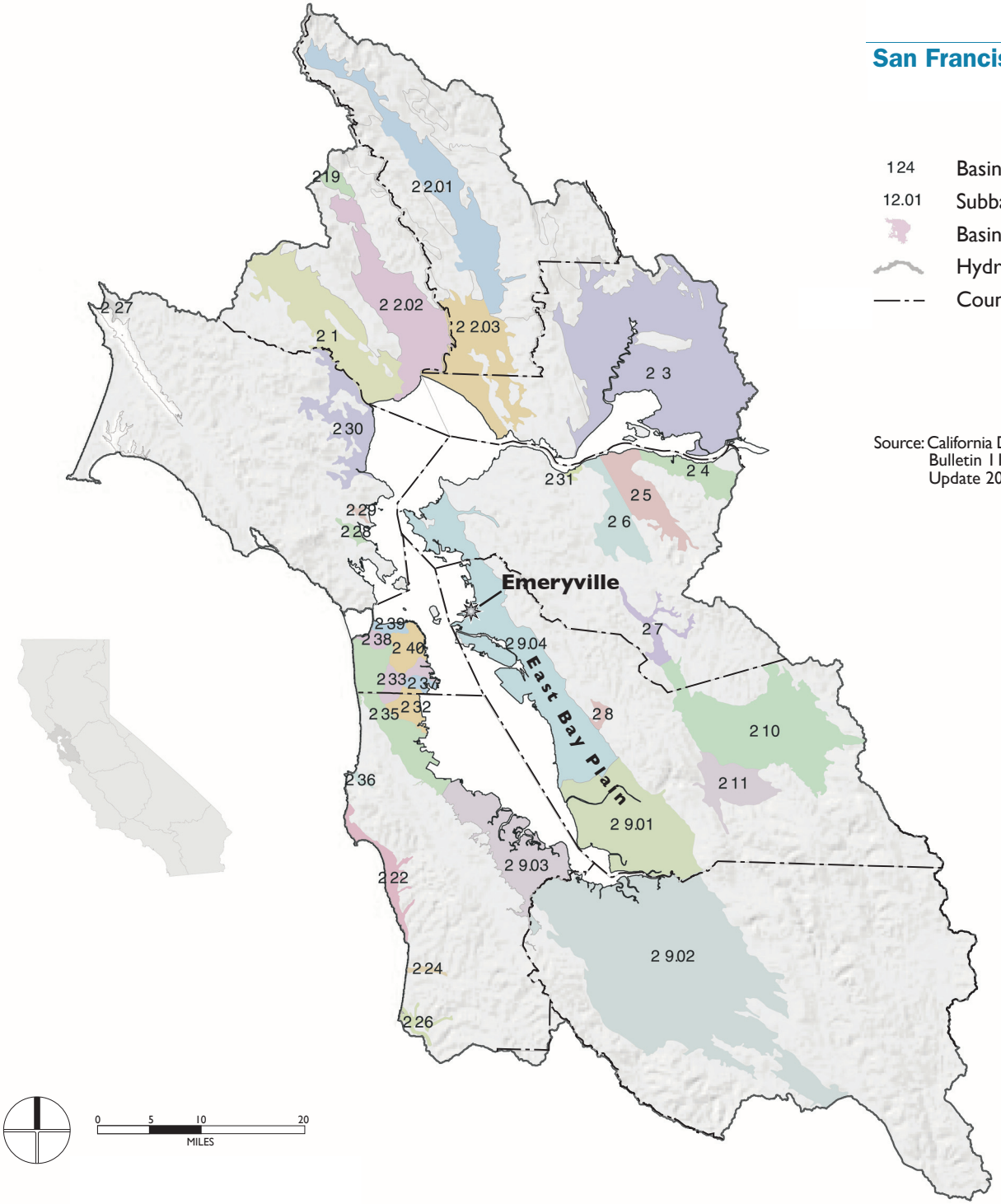
Temescal Creek, a main drainage outfall within the city (see Figure 6-6), is a channelized creek draining Lake Temescal. It flows through the city, passes under Interstate 80, and discharges into San Francisco Bay in the Emeryville Crescent. The creek is dry most of the year and runs underground through portions of the city. Currently, the creek flows are partially regulated by the Lake Temescal Reservoir. The General Plan proposes to celebrate the Creek by establishing a greenway along its course, which will include surface water features. For flood control purposes the main channel will remain primarily underground.



The City has been a leader in brownfields remediation. Emery Station (middle) and Bay Street (bottom) were constructed on remediated brownfield sites.

FIGURE 6-5

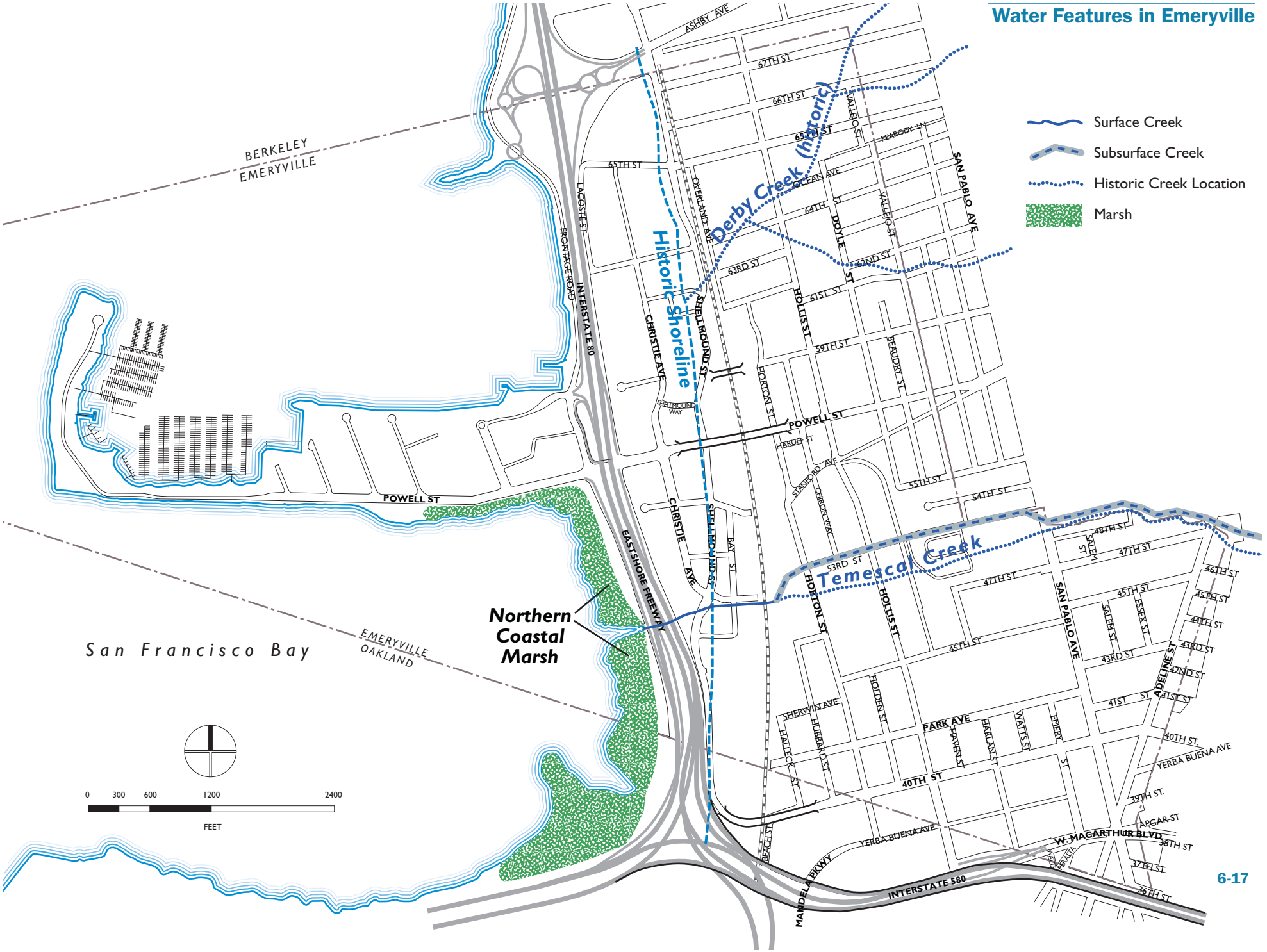
San Francisco Bay Hydrologic Region



Source: California Department of Water Resources, Bulletin 118, California Groundwater Update 2003.

FIGURE 6-6

Water Features in Emeryville



Groundwater Basins

The city is located within the East Bay Plain groundwater basin 4 in Alameda County (see Figure 6-5). The East Bay Plain extends up to 114 square miles. The water table (or the upper limit of the saturated groundwater zone) in the city is relatively high, occurring only several feet below the ground surface.

Stormwater Drainage

Surface runoff from the city flows through Temescal Creek or is collected in local storm drains and is discharged directly into the Bay. The city is highly urbanized and primarily covered with pavement, buildings, areas of surface-compacted soil, and other features that allow only minimal infiltration of rainfall into the soil. The existing sanitary sewer system in the area is generally old and in poor condition. Although separate sanitary and storm sewer lines exist throughout the city, the lines run parallel to each other. Stormwater from the storm sewer lines can leak into the sanitary sewer lines, causing excessive infiltration into the sanitary sewer collection system. As a result, excess flows of wastewater are released to San Francisco Bay without adequate treatment. The East Bay Municipal Utility District (EBMUD) initiated an East Bay Infiltration/Inflow Correction Program to eliminate wet weather overflows of raw sewage to community streets, creeks, and the Bay. Emeryville's leadership in stormwater management through the permit process and its stormwater guidelines are detailed in Section 7.2 of Chapter 7: Sustainability.

Flood Zones

The Federal Emergency Management Agency (FEMA) prepared new maps of Emeryville's flood risk potential in December 2007, which went into effect on August 3, 2009. As shown in Figure 6-7, the majority of Emeryville is designated as Zone X (i.e., areas outside the 500-year flood zone). The shoreline and marina areas are designated as Zone V and lie within the 100-year flood zone; however, these area do not contain urban uses or structures. Flooding in the city could also occur as a result of storm-induced flooding, inundations from dam failure, and tsunamis as discussed below.

Global Climate Change and Sea Level Rise

While climate change is a global concern, the local effects, in terms of flooding and sea level rise, could be severe in Emeryville. The San Francisco Bay Conservation and Development Commission (BCDC) projects a 16-inch sea level rise scenario at mid-century. This could, in turn, erode bay shores, marshes and wetlands, and increase the salinity of rivers. In addition, if average temperatures increase, this could shorten the snowfall season in the Sierra Nevada Mountains, increasing the amount of rain and the rate of snow melt, thereby threatening even coastal cities, such as Emeryville, with increased flooding.

The BCDC prediction suggests that there are vulnerable areas along the shoreline of the Emeryville Crescent and peninsula, as shown in Figure 6-8; however, there are no structures or urban areas within this zone. Moreover, the BCDC model compares a sea level rise scenario to land-surface elevation data and does not account for shoreline protection; therefore the area south of 64th Street and west of I-80 does not account for the at-grade freeway barrier. BCDC's 2100 scenario, projecting 55-inch sea level rise (not shown) would have implications for Emeryville's urban area, but lies far beyond the scope and planning horizon of the proposed General Plan. Sea level risk threats and mitigations are also discussed in Emeryville's Climate Action Plan and in Section 7.2 of Chapter 7: Sustainability.

Inundation from Dam Failure

The closest dam near the city is the dam at Lake Temescal, which is located approximately 3.5 miles east of the city limits. Lake Temescal Dam is managed by the East Bay Regional Parks Department and is overseen by the California Department of Water Resources, Division of Safety of Dams (DSOD). The DSOD supervises dam maintenance and inspections. Dams are required to adhere to rigorous DSOD standards, which include seismic analysis of existing dams to assure their integrity and conducting regular inspections. As of 2008, the dam was last inspected in September 2007, revealing no concerns for stability—particularly in light of fill from Highway 24 buttressing the dam and its wide cross section.[9] The likelihood of flood hazard is dependent upon the occurrence of a major earthquake and the ability of the dam to withstand seismic activity. If the dam were to fail, it is estimated to cause overflowing of Temescal Creek with inundation of nearly 1,000 feet of land area on either side of the creek within 15 minutes. The water could reach the rest of the city, west toward the Bay, and north approximately to Powell Street within 25 minutes as shown in Figure 6-7.

Tsunamis

Tsunamis are caused by submarine seismic or volcanic disturbances. The U.S. Geologic Survey estimates that a 20-foot wave at the Golden Gate Bridge (an event estimated to possibly occur once in 200 years) could potentially cause a run-up of a 10-foot wave in the Emeryville Peninsula and the shoreline area.

9 *Department of Water Resources. Division of Dam Safety, Correspondence with Regional Engineer, August 2008.*

Fire Hazards

The City of Emeryville does not have the terrain and vegetation conditions for large or devastating wildfires. However, urban fires are a constant threat. The worst case urban fire could be associated with an earthquake. A discussion of and policies concerning the Fire Department and related prevention and firefighting services may be found in Chapter 4: Parks, Open Space, and Public Facilities.

In the event of an emergency, the Fire Department is reliant on sufficient water flows to fight fires. The Department specifies minimum water pressure (e.g. 1,500 gallons per minute for a small building; 2,000 g.p.m. for a larger building). Actual peakload varies with districtwide demand.

Evacuation Routes and Safety Standards

Evacuation routes are designated along San Pablo Avenue, Hollis Street, and Interstate-80, although the actual routes will depend on the circumstances of the emergency. The City has an informal agreement with AC Transit to assist in evacuation in case of an emergency.

In addition, the City specifies minimum roadway widths of 20 feet (exclusive of parking lanes), in order to ensure access for emergency vehicles and other equipment.

Although Emeryville is not susceptible to wildfires like the Oakland hills (background), urban fires present a constant threat. The Fire Department maintains safety standards for road and building construction to ensure the safety of the community.

FIGURE 6-7

Coastal Flood Zone and Dam Failure Inundation Hazard Area

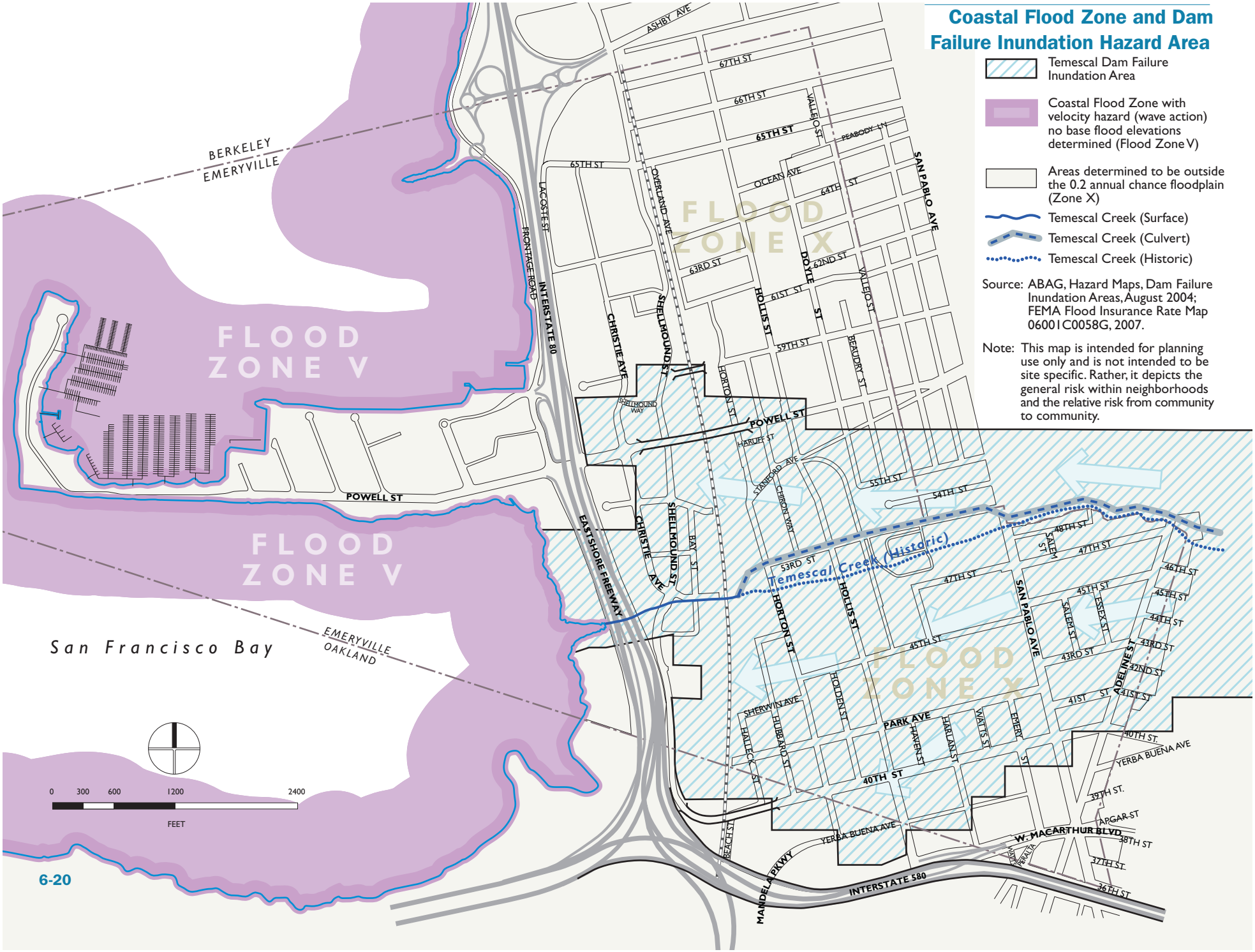
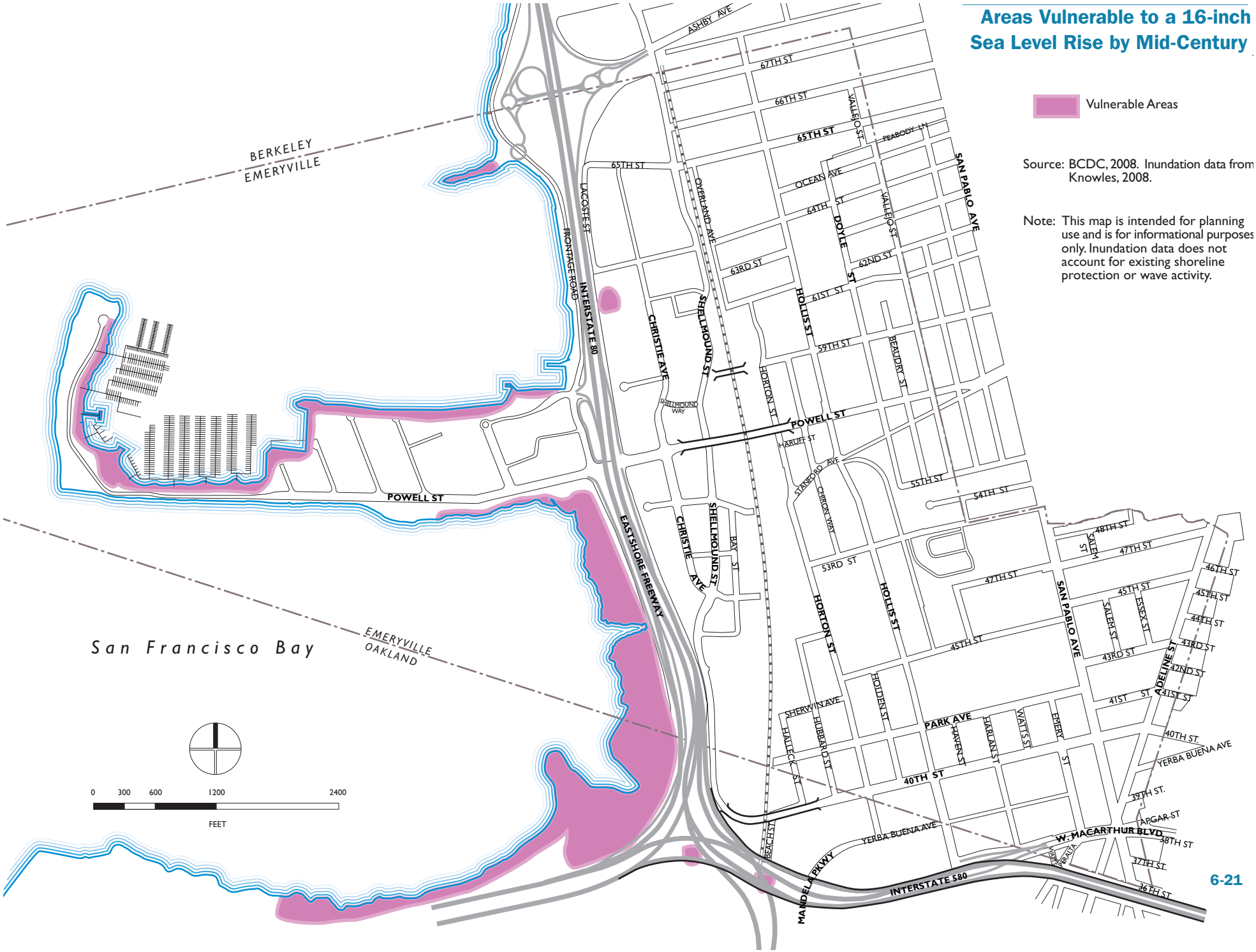


FIGURE 6-8

Areas Vulnerable to a 16-inch Sea Level Rise by Mid-Century



Source: BCDC, 2008. Inundation data from Knowles, 2008.

Note: This map is intended for planning use and is for informational purposes only. Inundation data does not account for existing shoreline protection or wave activity.

6.3 NOISE

Noise can be defined as a sound or series of sounds that are intrusive, irritating, objectionable and/or disruptive to daily life. Background noise is primarily the product of many distant noise sources, which constitute a relatively stable noise background exposure, with individual contributors unidentifiable. Noise levels are also affected by short duration single event noise sources (e.g., aircraft flyovers, motor vehicles, sirens), which are readily identifiable to the individual. The known effects of noise on humans include hearing loss, communication interference, sleep interference, physiological responses, and annoyance.

People in residences, motels and hotels, schools, libraries, churches, hospitals, nursing homes, auditoriums, natural areas, parks and outdoor recreation areas are generally more sensitive to noise than are people at commercial and industrial establishments. Consequently, noise standards for sensitive land uses are more stringent than for those at less sensitive uses. To protect various human activities in sensitive areas, lower noise levels are generally required.

Noise Measurement

When noise levels are reported, they are expressed as a measurement over time in order to account for variations in noise exposure. Levels also account for varying degrees of sensitivity to noise during daytime and nighttime hours. The Community Noise Equivalent Level (CNEL) and Day-Night Noise Level (Ldn) both reflect noise exposure over an average day with weighting to reflect this sensitivity.

Elevated highways and passing trains create prominent levels of noise in Emeryville.

Existing Noise Sources and Levels

Existing Noise Levels

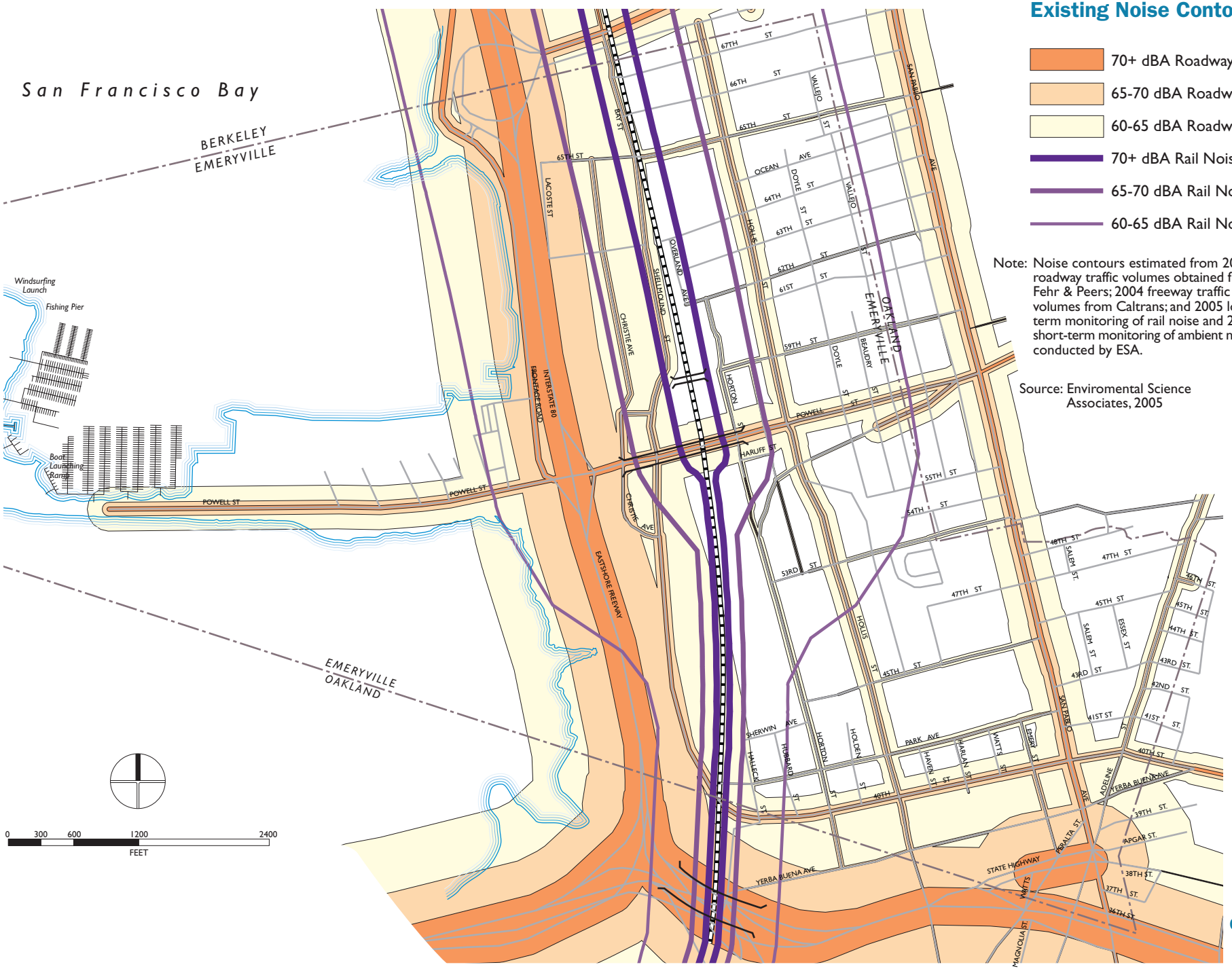
The primary major sources of persistent noise generated by transportation within Emeryville are from major roadway arterials throughout the city (Powell Street, San Pablo Avenue, 40th Street), highways 80 and 580, Union Pacific Railroad and Amtrak train activity, and aircraft overflights from the San Francisco and Oakland International airports.

Ambient noise monitoring was conducted to assess current noise levels in Emeryville at a variety of land uses proximate to major noise sources. Short-term noise measurements were taken during the peak hour traffic periods and adjacent to the major noise sources in the city. These measured noise levels included major noise sources (traffic and/or train passbys) in addition to non-traffic noise sources. Additional long-term (24-hour) noise measurements were taken near rail activity and where other major noise sources could be excluded to the extent possible.

Figure 6-9 reflects the existing noise level contours for 60, 65, and 70 dBA primarily generated by existing local roadway traffic levels (based on noise monitoring and levels calculated along roadway segments that extend from 47 traffic study intersections throughout the city, as presented in Chapter 3: Transportation) as well as freeway traffic levels.

FIGURE 6-9

Existing Noise Contours



Note: Noise contours estimated from 2005 roadway traffic volumes obtained from Fehr & Peers; 2004 freeway traffic volumes from Caltrans; and 2005 long-term monitoring of rail noise and 2005 short-term monitoring of ambient noise conducted by ESA.

Source: Enviromental Science Associates, 2005

Construction activity (top) is restricted to certain hours of the day, but still causes short-term temporary noise impacts. Mechanical equipment that is not appropriately shielded or integrated into building design may lead to unnecessary noise exposure (bottom).

Existing Noise Sources

Freeway and Internal Roadways

Freeways are a major noise source in Emeryville. Most of Emeryville is located between the I-80 and I-580 freeways. I-80 runs north-south towards the western boundary, while I-580 runs approximately east-west just below the southern boundary. The section of I-580 adjacent to Emeryville is elevated. Freeway noise is expected to remain an issue in the future for noise sensitive uses, such as residential development. The city also has busy internal roadways such as Powell Street, 40th Street, and San Pablo Avenue. Noise from these sources can be a significant environmental concern where buffers (e.g., buildings, landscaping, etc.) are inadequate or where there is minimal distance from the roadways to sensitive uses.

Railroad Noise

Train noise, however intermittent, is a major source of noise due to its magnitude. Residents have observed that freight trains often park with diesel engines running for extended periods, which can also be a significant source of railroad-related noise. Locomotive engines and the interaction of steel wheels and rails generate primary rail noise. Train air horns and crossing bell gates contribute to loud noise levels near grade crossings. The freight trains operate with lower speeds in the range of 15 to 20 miles per hour; therefore, the associated maximum noise level is also low. As depicted in Figure 6-9, noise levels vary along the railroad tracks, showing higher noise levels in areas where surface crossings occur, generally north of Powell Street.

Airport Noise

Though the city is not located within the 65-CNEL noise contours for the San Francisco and Oakland International airports, noise from aircraft over flights is audible throughout the city and contributes to the ambient noise environment.

Industrial Noise

Industrial uses are another source of noise that can have a varying degree of impact on adjacent uses. A variety of mechanical equipment, generators, and vehicles all contribute to noise levels at industrial sites. There are also many areas in Emeryville where residential uses are in close proximity to light industrial uses, which are expected to continue according to the General Plan land use diagram.

Construction Noise

Construction can be another significant, although typically short-term, source of noise. Construction is most significant when it takes place near sensitive land uses, occurs at night, or in early morning hours. The dominant construction equipment noise source is usually a diesel engine without sufficient muffling. In a few cases, however, such as impact pile driving or pavement breaking, process noise dominates. The City currently regulates construction activity through Municipal Code Chapter 13, Section 5-13.05.

Other Equipment Noise

Several other portable or small-scale pieces of equipment may also produce noise effects. Mechanical equipment, such as pumps and fans may produce low noise levels, but continuously and for substantial distances. Portable power equipment, such as leaf blowers and drills, is ubiquitous in the modern city, and can produce very high noise levels at the location of the work. Other amplified sounds, from automotive audio equipment or loudspeakers also create noise exposure.

FIGURE 6-10

Projected Noise Contours

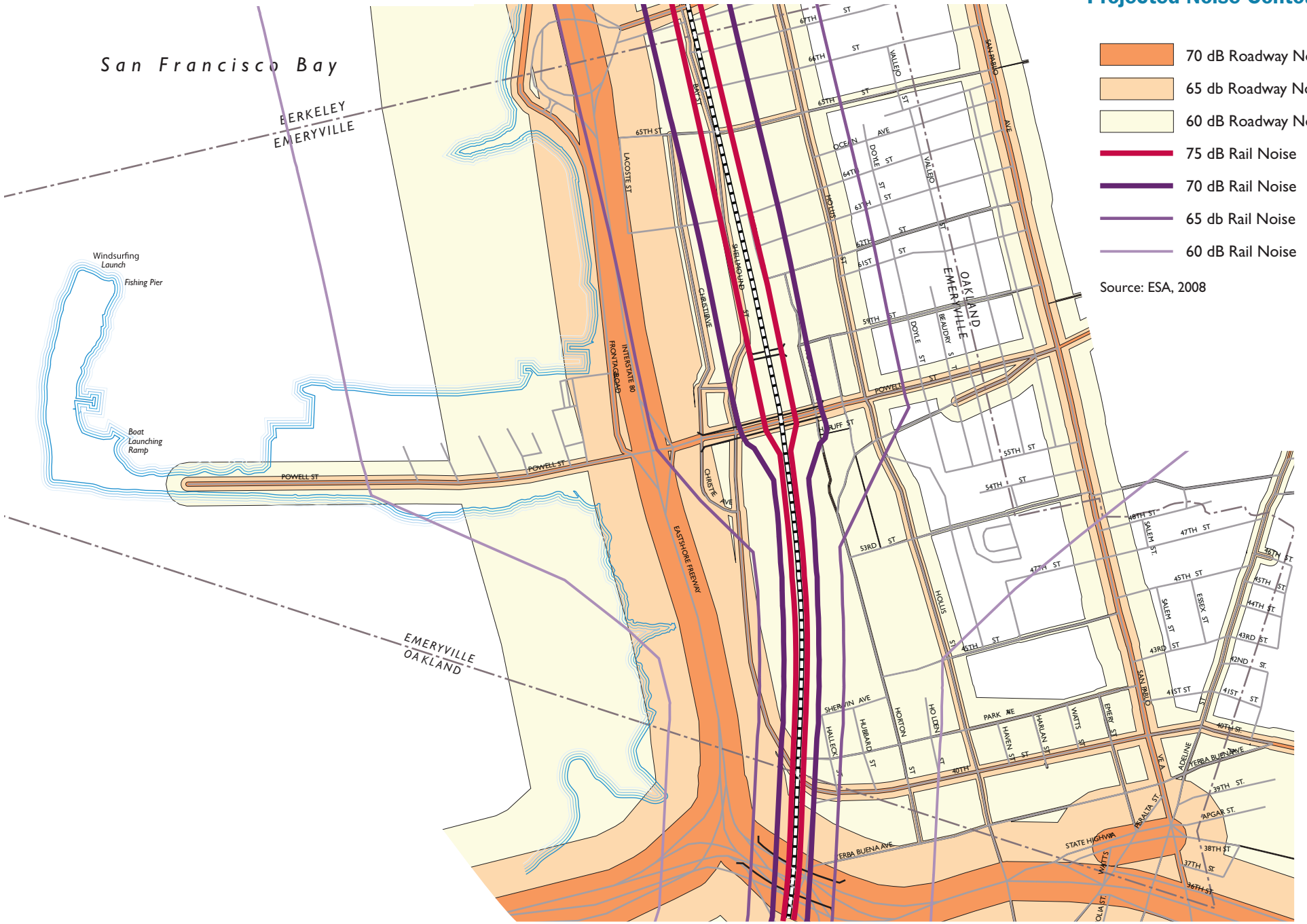
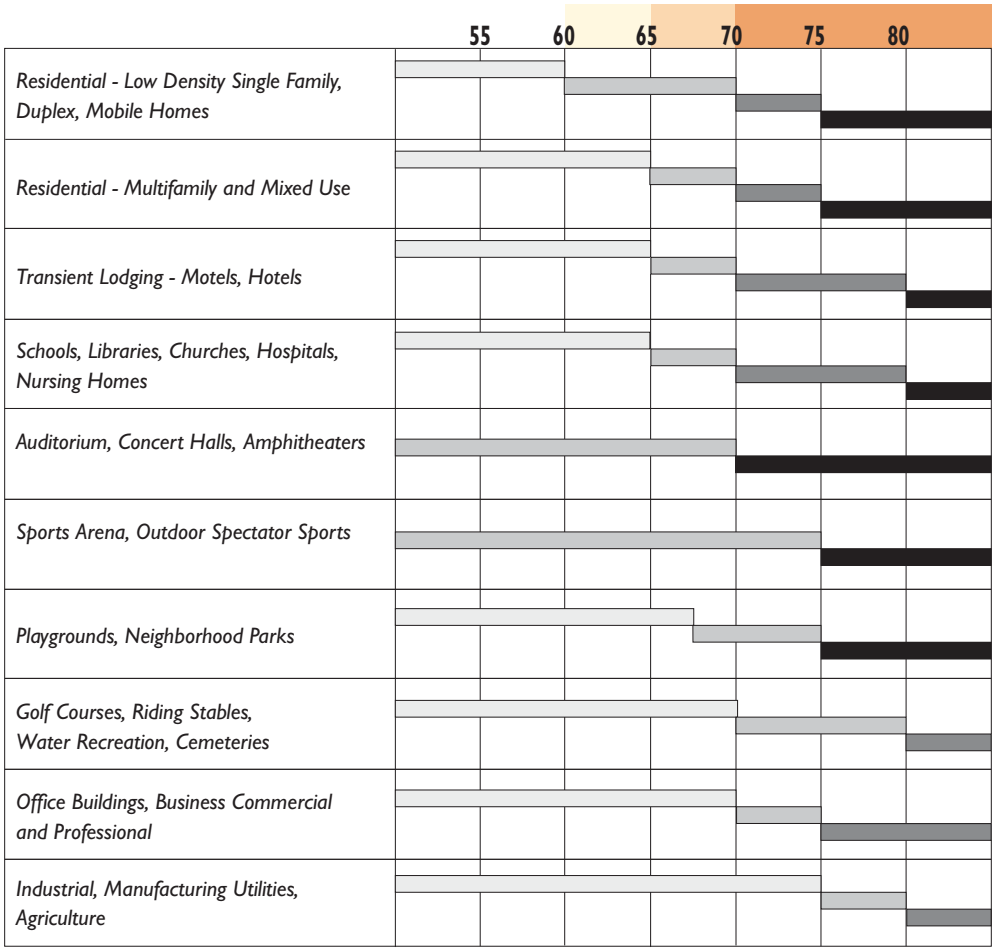


FIGURE 6-11

Community Noise Exposure (Ldn or CNEL, db)



NORMALLY ACCEPTABLE
Specified land use is satisfactory, based upon the assumption that any building involved is of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

NORMALLY UNACCEPTABLE
New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE
New construction or development should generally not be undertaken.

Source: *California Governor's Office of Planning and Research, 1990; Environmental Science Associates, 2008.*

Projected Noise Sources and Levels

Future development within the City's Planning Area along with pass-through traffic will result in increased noise levels. The primary noise sources in Emeryville will continue to be Interstate 80, the railroad, and traffic along other major thoroughfares. Future noise contours are illustrated in Figure 6-10. Compared with existing conditions, noise levels emanating from the freeway represent the greatest increase in potential noise impacts. (Noise levels from the railroad are not expected to increase substantially.) The 70 and 65 dbl contours (the more severe impacts) are only projected to increase slightly over the planning period, while the 60 dbl contour is projected to extend east to Hollis Street.

The noise exposure matrix defined in Figure 6-11 explains the compatibility of land uses, given their respective levels of community noise exposure. This matrix can be used to review land use decisions within a given contour.

Increases in traffic levels may be counteracted by the implementation of alternate forms of transportation and land use design that reduce vehicle miles traveled in the region. In addition, the Plan calls for locating noise-sensitive uses (e.g. residences, schools, other public facilities) away from high-noise areas, such as the freeway and railroad. Where such uses are already planned such as in the North Bayfront, South Bayfront and North Hollis districts, noise studies and additional mitigations are required under the General Plan. These measures including siting residences appropriately near noise sources (see LU-P-25) and requiring design features to reduce impacts, such as double-paned windows or soundproofing.

GOALS AND POLICIES

GOALS

CSN-G-1 **Public health—**A high level of public health and safety.

CONSERVATION

CSN-G-2 **Improved air quality—**Local ambient air quality levels that help meet regional attainment status and contain low levels of air pollutants.

CSN-G-3 **Water quality and conservation—**High-quality groundwater and surface water resources. Improved water conservation, increased use of recycled water, and reduced per capita water consumption.

CSN-G-4 **Reduced per capita water consumption—**By 2030, per capita water consumption will be reduced by 30 percent over 2008 levels.

CSN-G-5 **Preservation and protection of natural resources—**Preservation and enhancement of natural habitat, and protection of biological resources, particularly around the Emeryville Crescent.

CSN-G-6 **Respect for the past—**A community that respects and preserves the cultural resources of its past and integrates that history into future development.

CSN-G-7 **Protection of cultural resources—**Protection of historic, cultural, and archeological resources for the educational, aesthetic, environmental, and economic contribution that they make to Emeryville's identity and quality of life.

SAFETY

CSN-G-8 **Protection from natural and manmade hazards—**Protection of life, natural environment, and property from natural and manmade hazards due to seismic activity, hazardous material exposure or flood damage.

NOISE

CSN-G-9 **Protection from noise—**Protection of life, natural environment, and property from manmade hazards due to excessive noise exposure.

CSN-G-10 **Ambient noise reduction—**Strive to minimize increases in ambient noise levels.

POLICIES

Implementing actions supporting each policy are described in Chapter 8: Implementation Program.

CONSERVATION

Air Quality

(Note that policies within the Land Use, Transportation, and Sustainability chapters also reduce air pollutants, by encouraging walkability and alternative transportation measures, green buildings, and other energy efficiency improvements.)

CSN-P-1 Air quality will be maintained and improved by requiring project mitigation, such as Transportation Demand Management (TDM) techniques, where significant air quality impacts are identified.

CSN-P-2 The City will budget for clean fuels and vehicles in the City's long-range capital expenditure plans, to replace and improve the existing fleet of gasoline and diesel powered vehicles.

CSN-P-3 The City will coordinate air quality planning efforts with local, regional, and state agencies and support the Bay Area Air Quality Management District's efforts to monitor and control air pollutants from stationary sources.

CSN-P-4 Dust abatement actions are required for all new construction and redevelopment projects.

CSN-P-5 All large construction projects are required to reduce diesel exhaust emissions through use of alternate fuels and/or control devices.

CSN-P-6 Adequate buffer distances shall be provided between offensive odor sources and sensitive receptors, such as schools, hospitals, and community centers.

Water Quality and Conservation

CSN-P-7 New commercial and industrial activities, as well as construction and demolition practices, shall be regulated to minimize discharge of pollutant and sediment concentrations into San Francisco Bay.

CSN-P-8 The City will continue to support regional watershed conservation through local land use planning, open space policies, and water quality conservation efforts.

CSN-P-9 The City will continue programs to inform residents of the environmental effects of dumping household waste, such as motor oil, into storm drains that eventually discharge into San Francisco Bay.

CSN-P-10 New development is required to incorporate source control, site design, and storm water treatment to reduce pollutants in stormwater runoff.

CSN-P-11 Exterior uses of water for landscaping and other purposes shall be reduced to minimize or eliminate runoff and water waste.

CSN-P-12 The City promotes use of recycled water on landscaping and other non-food source plantings.

CSN-P-13 The City promotes construction and incorporation of cisterns, green roofs and other rainwater harvesting methods in existing, new and rehabilitation projects.

CSN-P-14 The City will allow homeowners to divert untreated rainwater for non-potable uses, such as outdoor irrigation and toilet flushing, through use of rainwater barrels or similar methods.

CSN-P-15 The City shall consider revising plumbing and building code requirements, as necessary, to allow for graywater and rainwater harvesting systems.

CSN-P-16 The City will continue to support the use of recycled water in new and rehabilitation projects, through the development process.

CSN-P-17 The City supports public education initiatives to encourage conservation of potable water.

Habitat

CSN-P-18 The City will encourage protection of essential habitat for special status species and support habitat protection and enhancement within Emeryville that are within the City's control.

CSN-P-19 The natural environment, including mature trees and landscaping, shall be protected from destruction during new construction and redevelopment. Adequate replacement shall be provided where protection is impossible.

CSN-P-20 The City encourages incorporation of native plants into landscape plans for new developments and City projects and parks and preservation of mature trees on new developments and City projects.

CSN-P-21 The City discourages use of non-native invasive species in any landscaped or natural areas.

CSN-P-22 Provide visual access to the Emeryville Crescent in a manner consistent with the protection of this fragile ecological system.

CSN-P-23 Where new trails or other improvements are proposed in the vicinity of the baylands and essential habitat for special-status species, require adequate avoidance and mitigation necessary to protect sensitive resources.

CSN-P-24 The City shall explore opportunities for habitat restoration and enhancement, particularly in larger parks and open space areas.

CSN-P-25 Appropriate avoidance measures will be implemented to minimize the loss of special status species nesting birds during new construction. This can be accomplished through timing of vegetation removal and building demolition during the non-nesting season or through preconstruction surveys where a potential for nesting remains on proposed development sites.

Cultural Resources

CSN-P-26 The City encourages developers to reuse existing historic or architecturally significant structures.

CSN-P-27 Development that proposes to demolish identified historic resources shall be reviewed on a case by case basis to determine if the benefit of preserving the resource is outweighed by benefit of the new development.

CSN-P-28 The City shall continue to implement ordinances pertaining to architecturally significant structures, and as necessary refine and update these to ensure adequate recognition and incentives for reuse.

CSN-P-29 New development adjacent to historic and architecturally significant structures shall be reviewed for compatibility with the character of the structure and the surrounding neighborhood.

CSN-P-30 Archaeological sites and resources shall be protected from damage. Areas found to contain significant indigenous artifacts shall be examined by a qualified archaeologist for recommendations concerning protection and preservation.

CSN-P-31 If demolition of a historical or architecturally significant building is necessary for safety reasons, attempt to preserve the building façade for adaptive reuse during reconstruction.

CSN-P-32 The City encourages municipal and community awareness and support for Emeryville's historic, cultural, and archeological resources.

CSN-P-33 In order to reduce light pollution and use less energy, lighting (including on streets, recreational facilities, and in parking areas) should be designed to prevent artificial lighting from illumi-

nating natural resources or adjacent residential neighborhoods.

SAFETY

The Fire Department manages an emergency operations plan for the city and a set of evacuation routes in the event of an emergency. Policies are described in Chapter 4: Parks, Open Space, and Public Facilities.

Geologic, Soils, and Seismic Hazards

CSN-P-34 The City will continue to regulate development, including remodeling or structural rehabilitation, to ensure adequate mitigation of safety hazards on sites having a history or threat of seismic dangers, erosion, subsidence, or flooding.

CSN-P-35 The City will require geotechnical investigation of all sites proposed for development in areas where geologic conditions or soil types are susceptible to liquefaction (see "very high" and high" level areas on Figure 6-4). The City also requires submission of geotechnical investigation and demonstration that project conforms to all recommended mitigation measures prior to city approval (as required by State law).

CSN-P-36 The City will continue to require soil erosion control measures during construction.

CSN-P-37 The City will enforce regulation of potentially hazardous structures to be retrofitted and made safe and encourage property owners to abate or remove structural hazards that create unaccepted levels of risk.

Hazardous Materials

CSN-P-38 Prior to reuse, development sites will be remediated, according to relevant State and federal regulations.

CSN-P-39 The City will enforce regulation of local and State laws regarding the production, use, storage, and transportation of hazardous materials and waste.

CSN-P-40 The City requires abatement of lead-based paint and asbestos prior to structural renovation or demolition, and compliance with all State, Federal, Occupational Safety and Health Administration, Bay Area Air Quality Management District, Alameda County, and local rules and regulations.

CSN-P-41 Development on sites with known contamination of soil and groundwater shall be regulated to ensure that construction workers, future occupants, and the environment as a whole, are adequately protected from hazards associated with contamination.

CSN-P-42 The City supports public awareness and participation in household waste management, control, and recycling.

CSN-P-43 Siting of businesses that use, store, process, or dispose of substantial quantities of hazardous materials shall be carefully restricted in areas subject to very strong levels of ground shaking (Figure 6-2)

Flooding and Drainage

CSN-P-44 The City will continue to require development projects to implement on-site stormwater management measures through the City's development permit process.

CSN-P-45 Storm drains shall be maintained, and replaced or upgraded as needed to reduce potential flooding.

CSN-P-46 The City will cooperate with State and federal agencies to address flooding risks due to dam inundation, tsunamis, sea level rise, or major flood events.

Fire Hazards

CSN-P-47 The City will continue to specify minimum water pressure flows to ensure adequate flow in the event of a fire.

Evacuation Routes and Safety Standards

CSN-P-48 San Pablo Avenue, Hollis Street, and Interstate-80 will continue to serve as evacuation routes in case of emergency.

CSN-P-49 The City will continue to require minimum roadway widths to ensure access for emergency vehicles.

NOISE

Chapter 2: Land Use also contains policies regarding how to avoid noise impacts through and use program and siting.

CSN-P-50 The community noise compatibility standards (Figure 6-11) shall be used as review criteria for new land uses.

CSN-P-51 Noise impacts should be controlled at the noise source where feasible, as opposed to at receptor end. This includes measures to buffer, dampen or actively cancel noise sources.

CSN-P-52 Occupants of existing and new buildings should be protected from exposure to excessive noise, particularly adjacent to Interstate-80 and the railroad.

CSN-P-53 A noise study and mitigation measures shall be required for all projects that have noise exposure levels greater than "normally acceptable" levels.

CSN-P-54 Developers shall reduce the noise impacts on new development through appropriate means (e.g. double-paned or soundproof windows, setbacks, berming, and screening). This noise attenuation method should avoid the use of visible sound walls.

CSN-P-55 Site design, building design, hours of operation, and other techniques, for new developments deemed to be noise generators shall be used to control noise sources.

CSN-P-56 The City will work with the California Public Utilities Commission, other pertinent agencies and stakeholders to determine the feasibility of developing a railroad quiet zone in Emeryville.

CSN-P-57 The City shall require noise buffering, dampening, or active cancellation, on roof-top or other outdoor mechanical equipment located near residences, parks, and other noise sensitive land uses.

CSN-P-58 The City shall limit the potential noise impacts of construction activities on surrounding land uses through Noise Ordinance regulations that address allowed days and hours of construction, types of work, construction equipment, notification of neighbors, and sound attenuation devices.

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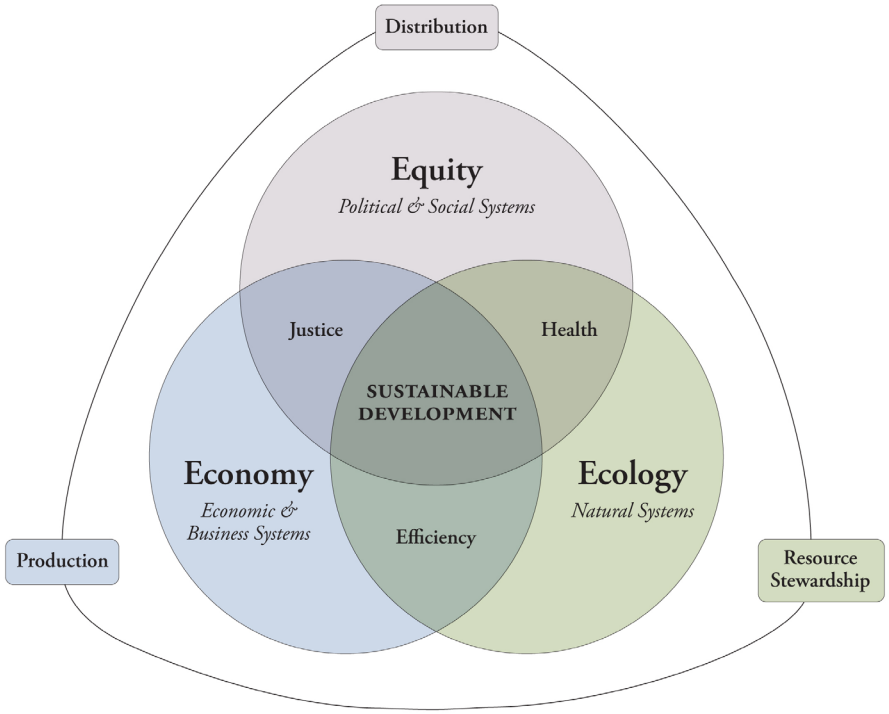
7 SUSTAINABILITY

The purpose of sustainability in Emeryville—and its incorporation throughout the General Plan—is to take responsibility for the urban development and population growth projected during the planning period and their potential impact on the environment. By implementing sustainable design measures and policies, Emeryville can reduce its contribution to global climate change, minimize its reliance on foreign oil and other fossil-fuel sources, and decrease consumption of natural resources.

The very same policies that dictate more sustainable development also enhance quality-of-life and public health: increased energy efficiency, waste diversion and reduction, mixed land uses, convenient access to parks and open spaces, alternative transportation networks, local and organic food sources, stormwater management, and many more initiatives central to this Plan.

The "3 E's" of sustainability—ecology, economy, and equity—provide a framework in which to discuss general plan development policies. The graphic below describes the interrelationship between these systems. Ecology refers to the natural systems, such as species, habitats, and water, inciting a need for stewardship of these resources. The economic component underlies the production of goods and services, integrating sustainability into the management of economic and business systems. Finally, equity refers to the distribution of costs and benefits, reflecting a fundamental human rights issue as well as a holistic perspective that sustainability can only be achieved when all segments of the community are included. Emeryville can improve ecological conditions in a way that enhances the City's already robust economy and provides equal opportunities, in terms of access to housing, transportation, jobs, education and recreation for all residents.



Since the concept of sustainability is an integral part of the Emeryville General Plan, sustainability policies are described within each of the elements. This standalone chapter consolidates these policies, existing City programs, and new goals and policies identified during the development of the General Plan. In this way, the Sustainability Element creates a convenient one-stop resource for Emeryville's sustainability programs. The chapter is organized as follows:

- Section 7.1 provides a summary of the City's leadership and accomplishments toward sustainability and what plans and programs already exist. Existing programs and policies establish a basis on which to implement goals and policies.
- Section 7.2 is a review of sustainability concepts that are included in other chapters of this plan. Sustainability encompasses many dimensions of city building and policies and principles have been woven throughout this document.
- Section 7.3 is a more detailed examination of seven topical areas including energy, waste, land use and urban design, parks and open space, transportation, environmental health and water. This section substantiates the need for additional General Plan goals and policies in certain topic areas and the direction for further work.
- Goals and policies conclude the chapter.

7.1 LEADERSHIP AND EXISTING PROGRAMS

Given its small size and built out nature, Emeryville is in many ways already practicing sustainable development, as it has to make effective use of its limited resources. The City has shown great leadership in the areas of brownfield remediation, stormwater management and local transit through the Emery Go-Round shuttle. It has joined ten other cities in Alameda County to partner with the County and Local Governments for Sustainability (ICLEI) on developing its own Climate Action Plan. Finally, Emeryville has joined cities around the world in a pledge to pursue sustainable development, signing on to the Urban Environmental Accords on United Nations World Environment Day in 2005. The City can build on these existing policies and programs to develop more effective and locally relevant sustainability programs.

Leadership

Brownfields Remediation

Through the Emeryville's brownfields programs, made possible in large part through a grant from the US Environmental Protection Agency, the City has cleaned up 240 acres of land with substantial soil and groundwater contamination. These clean-up efforts have brought new life and uses out of former industrial land, adding retail, office and housing development to create new neighborhoods and regional destinations. The City produced risk management measures that were designed to protect public health, deep groundwater resources, and the ecological resources of the San Francisco Bay. At the same time, these measures provided regulatory relief and more cost certainty for property owners, developers, and responsible parties. The collaboration among community members, regulatory agencies and technical professionals and success of the program is a model for other post-industrial cities.

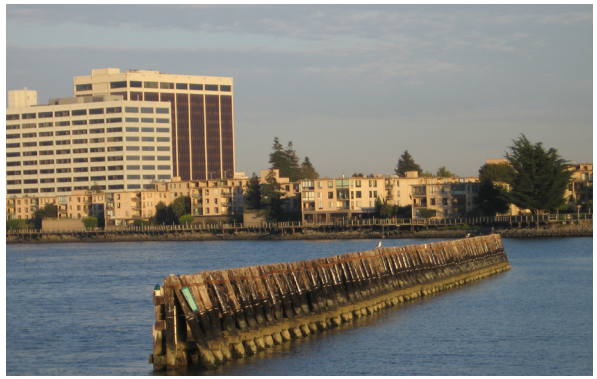
Stormwater Management

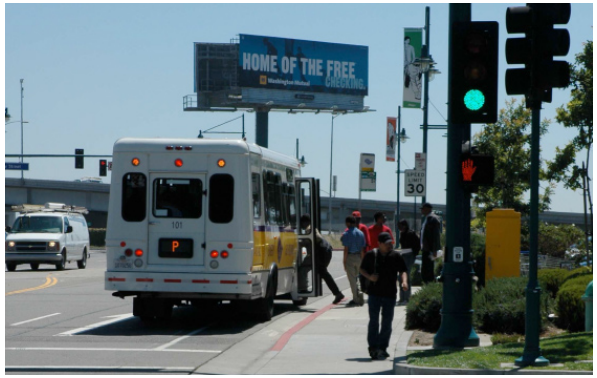
Rain washes pollutants from impervious surfaces, such as roads, rooftops and parking lots, into natural bodies of water. Emeryville has taken responsibility for its bayside location, working to reduce impervious surfaces and clean stormwater runoff before entering into the San Francisco Bay. The City is a participant in the National Pollutant Discharge Elimination System Permit, which is issued and enforced by the San Francisco Regional Water Quality Control Board. This permit system requires new development applicants to incorporate post-construction stormwater treatment systems and best management practices on the site. The City additionally requires that these treatment measures use vegetation to treat pollutants in stormwater runoff (e.g. through rain gardens, bioretention areas and living roof systems).

Emeryville developed Stormwater Guidelines for Green, Dense Redevelopment in 2005, with support from the Environmental Protection Agency (EPA). These guidelines outline strategies for meeting stormwater treatment thresholds using site design, parking strategies, and treatment measures to allow water to flow through vegetation. Design measures could include bioretention basins, biofiltration swales, cisterns integrated into the architecture, and/or green roofs. This set of guidelines won an award from the American Planning Association and has been promoted by EPA as a model strategy for other infill communities.

Emery Go-Round

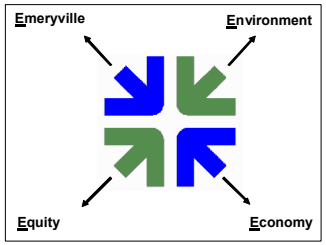
Emeryville has been a leader in providing convenient and accessible local transit. The Emery Go-Round is a free bus shuttle service connecting key job and activity centers in the City with BART and AC Transit





The City has shown impressive leadership through several key programs: brownfields remediation, stormwater management, and the Emery Go-Round shuttle service.

City of Emeryville
Climate Action Plan
November 2008



The City's Climate Action Plan will serve as the implementation tool to reduce greenhouse gas emissions. The Urban Environmental Accords provide an adopted framework for local policy initiatives.

transportation hubs that carries over one million passengers each year, on seven shuttle routes. The shuttle is a private transportation service, funded by all commercial property owners in the citywide transportation business improvement district and operated by the non-profit Emeryville Transportation Management Association. Since BART does not have a station in Emeryville, the shuttle provides essential connectivity to points within and outside Emeryville, while also helping to alleviate congestion. An expansion of the current system—to cover residential areas—was under consideration in June 2008.

Climate Action Plan (CAP)

Regional efforts establish a more localized approach for sustainability that addresses the unique environmental opportunities and constraints in Emeryville and the Bay Area. In 2006, Emeryville partnered with Alameda County and ten other cities to become members of ICLEI - Local Governments for Sustainability (ICLEI) and participate in the Alameda County Climate Protection Project (ACCPP). The jurisdictions committed to an "ongoing, coordinated effort to reduce the emissions that cause global warming, improve air quality, reduce waste, cut energy use and save money."[1]

ICLEI and the Alameda County Waste Management Authority & Recycling Board (StopWaste.org) helped Emeryville to develop a baseline greenhouse gas emissions inventory, a community-wide emissions reduction target, and a climate action plan that identifies policies that will enable the City to meet its target. The CAP is being drafted, led by the City's Climate Change Task Force. The Plan focuses on three key areas: transportation/land use, waste, and energy, which are described in Section 7.3. This General Plan calls for the implementation of the CAP, rather than duplicate its policies. The CAP was adopted by City Council in November 2008.

Urban Environmental Accords

Global efforts by local leaders provide a useful framework for developing a coherent sustainability program. As part of the United Nations World Environment Day, held in San Francisco in 2005, Emeryville joined other cities around the world as a signatory on the Urban Environmental Accords. These Accords represent a collaborative commitment "to build an ecologically sustainable, economically dynamic, and socially equitable future of our urban citizens." Although this General Plan's Guiding Principles, described in Chapter 1, serve as overarching goals to this Plan, the 21 action items described in the Accords dovetail beneath them, stimulating the City's policies around sustainability described in this Element and through the Plan. Section 7.3 documents the action items of the Accords within each of its seven topic area and describes the City's implementation progress so far.

The intention of the Accords was to have each city pick three action items to adopt each year and implement locally appropriate programs to achieve the Accords. Seven years later, at World Environment Day 2012, cities will again come together and determine their collective progress.

1 *City of Emeryville. Draft Climate Action Plan. October 2008: 5.*

7.2 LINKAGES TO OTHER ELEMENTS

Sustainability issues and policies are integral to each element of the General Plan. This section identifies the interrelatedness of sustainability concepts located in the other elements.

Guiding Principles

The Guiding Principles, stated in Chapter 1: Introduction, describe the overarching principles that guide General Plan goals and policies, including the City's strategy for sustainability. One Guiding Principle, in particular, supports sustainability and innovation, with respect for the past—through redevelopment of brownfields, using green construction techniques, and encouraging low ecological impact. The remaining principles support sustainability by aspiring for vibrant communities with an array of amenities and transportation choices that encourage walking and biking and provide accessibility to essential services.

Land Use Element

The Land Use Element, Chapter 2, describes a vision for a mixed use city, with greater residential and employment densities and enhanced neighborhood centers and services, leading to a more livable compact and efficient city. Orienting higher-density housing and more intensive non-residential uses near transit can reduce vehicle miles traveled.

TABLE 7-1: CROSS-REFERENCED GOALS AND POLICIES FROM THE LAND USE ELEMENT

LAND USE GOALS	
LU-G-1	**An overall balance of uses—**Employment, residential, cultural, destination and local retail—as well as a full range of amenities and services are necessary to support a vibrant community.
LU-G-3	**Community activity centers—**Centers that combine residential, retail, office, and public uses to create areas of identity and activity for residents and visitors.
LU-G-4	**A mix of housing types—**A diversity of housing types to accommodate a variety of household sizes and incomes.
LU-G-6	**Vibrant new mixed-use centers—**Intensification of existing underutilized commercial centers with surface parking (such as Powell Street Plaza and East Bay Bridge Center) as vibrant, multi-story, walkable mixed-use destinations with structured parking and open space.
LU-G-11	**A wide range of economic activity—**An economy that capitalizes on Emeryville's central location, strengthens the City's tax base, and ensures that Emeryville has adequate fiscal resources to fund high quality public services for its residents and businesses.
LAND USE POLICIES	
LU-P-2	The Powell/Christie/Shellmound/I-80 core area will be developed into a compact but high-intensity regional transit hub. This hub will include a retail core, with stores, restaurants, and hotels; a financial and commercial center, creating a daytime work population; and a residential neighborhood, providing vitality during non-work hours.
LU-P-3	The northern (north of Powell) and southern halves of the Powell/Christie core area shall be integrated and connected, and the district shall be walkable, with small blocks, pedestrian-oriented streets, and connections to surroundings.
LU-P-4	Park Avenue (west of Hollis Street), Hollis Street (between 61st and midblock between 65th and 66th streets), Powell Street/Captain Drive, and San Pablo Avenue (between 36th and 47th streets) will be developed as walkable, mixed-use neighborhood centers, with an array of amenities and services—including stores, restaurants and cafes, galleries, and office uses—to serve neighborhood needs, with community-serving uses and active building frontages that engage pedestrians at the ground level.
LU-P-6	The current deficiency of park and open space will be addressed by making parkland acquisition a high priority by the City, and working with private land owners to secure these areas through development incentives, land swaps, and other mechanisms.
LU-P-17	The area around the Amtrak station shall be developed with pedestrian and bicycle amenities, and transit-supportive uses, through measures such as reduced parking requirement, incorporation of public parking in developments, and accounting for transit proximity when considering height and FAR bonuses.

Continues on next page

New residential development will support retail and neighborhood centers in key parts of the city and around transit centers. Encouraging a mix of land uses reduces vehicle trips and promotes circulation by alternative modes.

LU-P-21 The East Bay Bridge, Powell Street Plaza, and Marketplace shopping centers shall be intensified by consolidating parking into structures and converting surface parking lots into residential and mixed-use development—including retail, hotels, and offices; expanding the city street grid through the sites; and developing new parks and public open space. Future redevelopment of these shopping centers should include at least as much retail space as existed when this General Plan was adopted.

LU-P-27 A diversity of commercial uses to insulate the City's fiscal base from downturns in particular markets shall be maintained.

LU-P-28 The City will pursue retail uses that will serve the need of Emeryville residents, and encourage these uses to locate in the Neighborhood Centers.

LU-P-29 The City will encourage the development and retention of small business, start-up firms, partnership incentives, and buildings that accommodate these businesses.

LU-P-31 The City will encourage development of existing Emeryville businesses with the objective of retaining and expanding employment opportunities and strengthening the tax base. Provide assistance to existing businesses that may be displaced by new development to relocate in Emeryville.

LU-P-32 The City will work with existing Emeryville businesses, Chamber of Commerce, and others to address the City's economic needs and stimulate growth.

Transportation Element

The Transportation Element, Chapter 3, pursues a strategy to expand the street grid and enhance alternative transportation options, allowing for more connectivity and walkability between jobs, shopping and other activity centers. Making alternative transportation more pleasant, convenient, and accessible, can reduce vehicle trips and therefore greenhouse gas emissions.

TABLE 7-2: CROSS-REFERENCED GOALS AND POLICIES FROM THE TRANSPORTATION ELEMENT

TRANSPORTATION GOALS	
T-G-1	**A comprehensive transportation system—**A transportation system that is efficient, safe, removes barriers, (e.g. accessibility near freeways and rail lines), and optimizes travel by all modes.
T-G-2	**Universally accessible—**A transportation system that meets the needs of all segments of the population, including youth, seniors, persons with disabilities, and low-income households.
T-G-3	**Multi-modal—**A transportation system that eliminates the necessity of owning and/or driving personal vehicles because of the availability of convenient and accessible alternative modes of transportation.
T-G-4	**A walkable city—**A universally accessible, safe, pleasant, convenient, and integrated pedestrian system that provides links within the city and to surrounding communities, and reduces vehicular conflicts.
T-G-5	**A safe, comprehensive, and integrated bicycle system—**A system and support facilities throughout the city that encourage accessible bicycling for all community members.
T-G-6	**A safe, efficient, comprehensive, and integrated transit system—**A public transit system that allows for a reduction in automobile dependence for residents, employees, and visitors.
T-G-7	**A multi-functional street system—**A system that will ensure the safe and efficient movement of people, goods, and services and support a high quality of life and economic vitality.
T-G-8	**A balanced parking supply system—**Parking supply that balances economic development, livable neighborhoods, environmental and energy sustainability, and public safety, while reducing dependence on the automobile.
T-G-9	**Safe and efficient movement of goods—**Goods movement that supports commerce and industry while maintaining a high quality of life.
T-G-11	**Transportation demand management strategies—**TDM strategies that decrease single-occupant automobile demand and reduce vehicle miles traveled.
TRANSPORTATION POLICIES	
T-P-2	The design, construction, operation, and maintenance of city streets shall be based on a "complete streets" concept that enables safe, comfortable, and attractive access and travel for pedestrians, bicyclists, motorists, and transit users of all ages and abilities.
T-P-5	The City encourages development that minimizes Vehicle Miles Traveled (VMT).
T-P-6	To the extent allowed by law, the City's Traffic Impact Fee shall include bicycle, pedestrian, transit, and road improvements so that development pays its fair share toward a circulation system that optimizes travel by all modes.
T-P-11	Sidewalks shall be provided on both sides of all streets; pedestrian connections between new and existing development is required.

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The Transportation Element seeks to reduce barriers to pedestrian and bicycle connectivity in order to create safe and attractive places for walking and biking.

T-P-12 The city will plan, upgrade, and maintain pedestrian crossings at intersections and mid-block locations by providing safe, well-marked crosswalks with audio/visual warnings, bulb-outs, and median refuges that reduce crossing widths.

T-P-15 Walking will be encouraged through building design and ensure that automobile parking facilities are designed to facilitate convenient pedestrian access within the parking area and between nearby buildings and adjacent sidewalks. Primary pedestrian entries to nonresidential buildings should be from the sidewalk, not from parking facilities.

T-P-16 Safe pedestrian walkways that link to streets and adjacent bus stops will be required of new development.

T-P-19 Following completion of the new east span of the Bay Bridge, the west span should be retrofitted with a pathway to provide continuous pedestrian and bicycle access between San Francisco and the East Bay.

T-P-20 Safe and direct pedestrian access to Aquatic Park and the peninsula will be provided and maintained.

T-P-23 On-street bike routes in the City's Bicycle and Pedestrian Plan shall be designated as either Class II (bike lanes) or Class III (signed routes without lanes), as appropriate. These designations are not part of the General Plan and may be changed as circumstances dictate.

T-P-24 Safe, secure, and convenient short- and long-term bicycle parking shall be provided near destinations for all users, including commuters, residents, shoppers, students, and other bicycle travelers. Retail businesses in regional retail areas are encouraged to provide valet bicycle parking.

T-P-26 Bicycling will be promoted through public education, including the publication of literature concerning bicycle safety and the travel, health and environmental benefits of bicycling.

T-P-28 Existing public transit to BART, Amtrak, and regional destinations will be supported, and transit within Emeryville for residents, workers, and visitors will be promoted.

T-P-31 The City will develop and implement transit stop amenities such as pedestrian pathways approaching stops, benches, traveler information systems, shelters, and bike racks to facilitate transit stops as place-making destinations and further the perception of transit as an alternative to driving.

T-P-32 Transit stops will be sited at safe, efficient, and convenient locations, and located appropriately within the right of way.

T-P-33 The City supports transit priority on Transit Streets through features such as traffic signal priority, bus queue jump lanes at intersections, exclusive transit lanes, and other techniques as appropriate, with adjustments to technology as conditions change.

T-P-34 The City will continue to support free and/or subsidized transit for both local travel within the City and travel to the regional hubs located at the Amtrak Station, the MacArthur BART station, and San Pablo Avenue at 40th Street.

T-P-35 The City will support the expansion of the Emery Go-Round to accommodate workers, residents, and visitors.

T-P-36 The City supports Transit-Oriented Development with reduced parking requirements, and amenities to encourage transit use and increase pedestrian comfort around the Major Transit Hubs at the Amtrak station and the 40th Street/San Pablo Avenue intersection.

T-P-37 The City will advocate for frequent, direct transit service to all points in Emeryville, especially between the east and west sides of town.

T-P-38 The City encourages Amtrak to allow local travel on Amtrak buses that provide service from Downtown San Francisco to the Emeryville Station.

T-P-39 The City will advocate for AC Transit to provide frequent, direct, two-way service between downtown San Francisco and various points within Emeryville.

T-P-40 The City will investigate and implement, if appropriate, fixed guideway transit systems, such as streetcars or personal rapid transit (PRT).

T-P-41 The City supports a new BART line in the East Bay that includes service to Emeryville along the existing regional rail corridor with a stop at Powell Street.

T-P-44 The City supports grade-separated crossings and other appropriate measures to mitigate the impacts of increased rail traffic on Emeryville, including noise, air pollution, and traffic disruption.

T-P-47 The City supports "traffic calming" and other neighborhood traffic management techniques to enhance the quality of life within existing neighborhoods and to discourage through-traffic on bicycle boulevards and local streets.

T-P-48 The City will establish equal priority to bicycles and public transit (and discourage through-traffic by other modes) on streets in the vicinity of the Amtrak station that are designated as both Transit Streets and Bicycle Boulevards.

T-P-49 Quality of life and business viability will be promoted by maintaining an adequate supply of parking to serve growing needs, while avoiding excessive supplies that discourage transit ridership and disrupt the urban fabric.

T-P-51 The City supports parking supply and pricing as a strategy to encourage the use of transit, carpools, bicycles, and walking.

T-P-52 Flexible parking standards are encouraged that reflect calculated parking demand for proposed land uses and that allow for appropriate offsets to reduce parking demand and encourage walking, bicycling, carpooling, and transit use.

T-P-53 Employers are encouraged to offer "parking cash out", whereby employees who choose not to drive are offered the cash value of any employee parking subsidy, to be used towards commuting to work by other means.

T-P-57 The land area devoted to parking shall be reduced by supporting innovative technologies such as parking lifts and automated parking.

T-P-64 The City will work with local, regional and state agencies, the Chamber of Commerce, and the Transportation Management Association, as well as employers and residents, to encourage and support programs that reduce vehicle miles traveled, such as preferential carpool parking, parking pricing, flexible work schedules, and ridesharing.

T-P-66 The City supports and encourages the expansion of car-sharing programs in Emeryville.

T-P-67 The City supports and encourages conveniently located child care services with flexible hours.

Improving connections to transit, reliability, and frequency will encourage increased ridership and reduce vehicle miles traveled and, in turn, greenhouse gas emissions.

Parks, Open Space, Public Facilities, and Services Element

The Parks, Open Space, Public Facilities, and Services Element, Chapter 4, describes an increase in the amount and accessibility of parks and open spaces, proposing spaces for passive and active recreation, while improving air quality and managing stormwater runoff.

Parks and open spaces provide spaces for recreation and relaxation, while also cleaning the air and absorbing stormwater runoff.

TABLE 7-3: CROSS-REFERENCED GOALS AND POLICIES FROM THE PARKS, OPEN SPACE, PUBLIC FACILITIES, AND SERVICES ELEMENT

PARKS, OPEN SPACE, PUBLIC FACILITIES, AND SERVICES GOALS	
PP-G-1	**A comprehensive open space system—**A system that provides a diverse range of active and passive recreation and open space opportunities for residents, workers, and visitors.
PP-G-3	**Integration of parks and open space—**Parks that are coordinated with surrounding developments to form unified urban compositions and that are integrated into the redevelopment of underutilized areas.
PP-G-5	**Sustainable design—**Park designs that are consistent with sustainable design principles and practices, and efficient use of open space.
PP-G-6	**Locally accessible parks—**At least one park located within a five-minute walk of all residences.
PP-G-8	**A safe, nurturing and enriching environment—**An environment in which children and youth can flourish and become contributing members of society. The foundation of this vision is a strong and active partnership among the City, School District, and all segments of the community, so that powerful learning from the earliest years is a citywide experience and responsibility.
PP-G-9	**Accessible childcare—**An adequate and diverse supply of childcare facilities that are affordable and accessible for families, and provide safe, educational, and high-quality services for children.

PARKS, OPEN SPACE, PUBLIC FACILITIES, AND SERVICES POLICIES

PP-P-1 Increase park acreage to serve the needs of the growing population and address current-deficiencies in park and open space standards. Maintain a standard of three new acres of parkland per 1,000 new residents, and 0.25 acres per 1,000 new employees.

PP-P-2 Two new large parks (five acres or larger), one each north and south of Powell Street, shall be provided. Active recreation uses will be a component of these parks. The northern park site is bounded by 61st, 64th, Hollis, and Doyle streets. There are two potential southern park sites:

- One potential southern park site is shown on the PG&E site on Hollis Street, between 45th and 53rd streets. On this site, consideration shall be given as to how to incorporate the existing buildings, which are rated Tier 1 and Tier 2 in the Park Avenue District Plan, into future park uses.
- The second potential southern park site is located at the AC Transit bus yard between 45th and 47th streets, adjacent to the proposed Center of Community Life. Should this site become available, the City shall explore the possibility of a public park—along with other public uses. If a large park at this site is feasible and is considered desirable, all or part of the PG&E site may no longer be needed for a public park.

PP-P-3 New smaller open spaces—including public plazas and places, community gardens, and pocket parks—will provide local focus points and diversify the built environment. These should be developed through the identification of underutilized and strategically located parcels, and the redevelopment of larger sites.

PP-P-5 A system of greenways and Green Streets, as tree-lined open spaces, and as continuous recreational paths for bicyclists, joggers, and pedestrians, linking parks and activity centers.

PP-P-6 The north-south Emeryville Greenway will be expanded, enhancing its role as an open space corridor and connector across the City, and a source of inspiration and community pride. The City will support the expansion of a park at the Sherwin Williams site, in coordination with the development of Horton Landing Park and the Greenway.

PP-P-7 An east-west greenway located generally along the path of Temescal Creek will be created. This will include water features to celebrate the creek and improvements to the riparian corridor, where feasible, while maintaining existing drainage capabilities.

PP-P-10 Efficient use of open space will be achieved through techniques such as rooftop play courts and gardens, joint use of sports and recreation facilities at schools, co-location of parks with child care facilities, and possible use of underground parking below new plazas and parks.

PP-P-12 Design, landscaping, lighting, and traffic calming measures will be employed to create safe parks and open spaces.

PP-P-13 Open spaces that have deteriorated, have design features that limit access and use opportunities, and/or are in need of activity shall be revitalized.

PP-P-16 The City will continue to partner with Emery Unified School District to optimize the joint-use of school facilities for community use.

PP-P-19 A diversity of lifestyles, ages, and income-levels will be accommodated through zoning and community facilities and programming.

PP-P-20 The growing senior citizen community will be supported by providing appropriate cultural, recreational and assistance programs and services.

Several new open spaces are planned and proposed in the General Plan, including a new large park in North Hollis (top) and the extension of the Greenway (bottom).

Urban Design Element

The Urban Design Element, Chapter 5, outlines a form for walkable streets, appropriate building massing, and attractive landscaped streetscapes that invites pedestrians, allows for solar access, and creates a connected street grid. Enhancing the walkability of the street network, by adding additional streets and paths, amenable to pedestrians and bicyclists can potentially reduce the number of vehicle trips and vehicle miles traveled.

The General Plan envisions an intensive core centered in Powell Street/Christie Avenue areas (top), and neighborhood centers distributed throughout the city to provide residents easy access to everyday amenities (bottom).

TABLE 7-4: CROSS-REFERENCED GOALS AND POLICIES FROM THE URBAN DESIGN ELEMENT

URBAN DESIGN GOALS

UD-G-1 **An identifiable city structure**—A city structure comprised of a vibrant, intense, and pedestrian-oriented core, and distinctive neighborhood centers and districts augmented with parks and connected by greenways and green streets.

UD-G-2 **A diversity of building types and scales**—Variation to reinforce the identity of individual districts and foster a variety of options for living and working, with continuity in development scale and character and careful transitions between densities and design typologies.

UD-G-3 **A walkable and pedestrian-scaled environment**—A network of streets and connections that expands circulation opportunities for pedestrians and bicyclists.

UD-G-4 **New parks**—Strategically located new parks and outdoor open spaces to enhance Emeryville's livability and pedestrian orientation.

UD-G-7 **Expanded street grid**—A pedestrian and bicycle system with extensions that improve connectivity throughout the city.

UD-G-8 **A safe, attractive, and connected pedestrian environment**—Throughout the city, but particularly in areas with high volumes of pedestrian activity.

UD-G-11 **Sky Exposure**—Building form and massing that furthers sky exposure for adjacent sidewalks and public spaces, especially in gathering places such as the core and neighborhood centers.

UD-G-13 **Streets that support multiple functions**—Streets designed for all types of users, including pedestrians, bicyclists, public transit, and automobiles.

UD-G-15 **Development along streets offers a rich visual experience**—Development that is engaging to pedestrians, is unobstructed by parking facilities, and contributes to street life, vitality, and safety.

UD-G-17 **A walkable and connected city**—Neighborhood centers and other amenities in proximity to employees and residents throughout the city.

URBAN DESIGN POLICIES

UD-P-1 The city shall strive to accentuate activity and presence at the street level, particularly along pedestrian-oriented corridors and in residential areas.

UD-P-2 Parks and open space is required with new development, consistent with Figure 4-1 in the Parks, Open Space, Public Facilities and Services chapter.

UD-P-3 Parks and open space shall be accessible and available to the public through site design standards for minimum size/dimensions, visibility, and location along public rights-of-way, particularly Green Streets (Figure 5-3).

UD-P-4 New development will be required to extend the street grid or pedestrian connections wherever possible.

UD-P-20 The street grid shall be extended as redevelopment on larger sites occurs.

UD-P-22 The City shall maintain and enhance an integrated pattern of streets, pedestrian paths, and bike routes through a fine-grain street grid that enables efficient movement throughout the city.

UD-P-24 The City shall establish Pedestrian Priority Zones in regional and neighborhood centers, around schools, parks, and in other locations as indicated in Figure 5-3. While wider sidewalks, street lighting, bulbed crosswalks, and other pedestrian amenities should be employed throughout the city, they are prioritized in these locations.

UD-P-40 Neighborhood structure and pedestrian scale development should be prioritized. The scale and character of existing neighborhoods should be maintained to ensure connectivity and continuity of street design within each district.

UD-P-47 Streetscape landscaping shall follow Bay-Friendly Landscaping guidelines and serve the dual purpose of treating stormwater runoff and providing shade and beauty to the urban realm.

UD-P-53 Use of the greenways shall be reinforced by fronting entrances to both commercial and residential development to the public pathway.

- Encourage open spaces and plazas adjacent to the greenways.
- Encourage other public-oriented ground level uses such as workshops, lobbies, and common areas.

UD-P-58 Large surface parking lots shall be replaced with structured parking and incorporated into high density mixed-use developments. New or expanded large surface parking lots are not allowed.

UD-P-69 The pedestrian environment shall be enhanced with multiple neighborhood access points, through-streets, and pedestrian pathways.

UD-P-70 Street-level uses should reinforce neighborhood center streets and allow a vertical mix of a diverse range of land uses including offices, hotels and residential uses compatible with neighborhood center functions.

UD-P-72 Public space and plazas for gathering and expanded ground-floor retail activities are encouraged. These elements enhance the pedestrian realm and provide opportunities for social interaction.

The Urban Design Element describes provides for integrating open space into new development (top) and encouraging drought-tolerant plantings (bottom).

Conservation goals and policies address protection of air, water, biological and cultural resources.

Conservation, Safety, and Noise Element

The Conservation, Safety, and Noise Element, Chapter 6, describes strategies to maintain environmental quality within an urban environment, through stormwater management, creek restoration, water recycling and conservation, and preservation of biological and plant resources.

TABLE 7-5: CROSS-REFERENCED GOALS AND POLICIES FROM THE CONSERVATION, SAFETY, AND NOISE ELEMENT

CONSERVATION, SAFETY, AND NOISE GOALS	
CSN-G-1	**Public health—**A high level of public health and safety.
CSN-G-2	**Improved air quality—**Local ambient air quality levels that help meet regional attainment status and contain low levels of air pollutants.
CSN-G-3	**Water quality and conservation—**High-quality groundwater and surface water resources. Improved water conservation, increased use of recycled water, and reduced per capita water consumption.
CSN-G-4	**Reduced per capita water consumption—**By 2030, per capita water consumption will be reduced by 30 percent over 2008 levels.
CSN-G-5	**Preservation and protection of natural resources—**Preservation and enhancement of natural habitat, and protection of biological resources, particularly around the Emeryville Crescent.
CSN-G-8	**Protection from natural and manmade hazards—**Protection of life, natural environment, and property from natural and manmade hazards due to seismic activity, hazardous material exposure or flood damage.
CSN-G-9	**Protection from noise—**Protection of life, natural environment, and property from manmade hazards due to excessive noise exposure.

CONSERVATION, SAFETY, AND NOISE POLICIES

CSN-P-1 Air quality will be maintained and improved by requiring project mitigation, such as Transportation Demand Management (TDM) techniques, where significant air quality impacts are identified.

CSN-P-2 The City will budget for clean fuels and vehicles in the City's long-range capital expenditure plans, to replace and improve the existing fleet of gasoline and diesel powered vehicles.

CSN-P-3 The City will coordinate air quality planning efforts with local, regional, and state agencies and support the Bay Area Air Quality Management District's efforts to monitor and control air pollutants from stationary sources.

CSN-P-4 Dust abatement actions are required for all new construction and redevelopment projects.

CSN-P-5 All large construction projects are required to reduce diesel exhaust emissions through use of alternate fuels and/or control devices.

CSN-P-6 Adequate buffer distances shall be provided between offensive odor sources and sensitive receptors, such as schools, hospitals, and community centers.

CSN-P-7 New commercial and industrial activities, as well as construction and demolition practices, shall be regulated to minimize discharge of pollutant and sediment concentrations into San Francisco Bay.

CSN-P-8 The City will continue to support regional watershed conservation through local land use planning, open space policies, and water quality conservation efforts.

CSN-P-9 The City will continue programs to inform residents of the environmental effects of dumping household waste, such as motor oil, into storm drains that eventually discharge into San Francisco Bay.

CSN-P-10 New development is required to incorporate source control, site design, and storm water treatment to reduce pollutants in stormwater runoff.

CSN-P-11 Exterior uses of water for landscaping and other purposes to minimize or eliminate runoff and water waste.

CSN-P-12 The City promotes use of recycled water on landscaping and other non-food source plantings.

CSN-P-13 The City promotes construction and incorporation of cisterns, green roofs and other rainfall harvesting methods in existing, new and rehabilitation projects.

CSN-P-14 The City will allow homeowners to divert untreated rainwater for non-potable uses, such as outdoor irrigation and toilet flushing, through use of rainwater barrels or similar methods.

CSN-P-15 The City shall consider revising plumbing and building code requirements, as necessary, to allow for graywater and rainwater harvesting systems.

CSN-P-16 The City will continue to support the use of recycled water in new and rehabilitation projects, through the development process.

CSN-P-17 The City supports public education initiatives to encourage conservation of potable water.

CSN-P-18 The City will encourage protection of essential habitat for special status species and support habitat protection and enhancement within Emeryville that are within the City's control.

Continues on next page

Safety measures include prevention and reduction of seismic, flooding, hazardous materials, and fire risk.

Noise sources, particularly from trains and cars on the freeway, are addressed in the Noise Element to reduce their impacts on nearby residents and other building occupants.

CSN-P-19 The natural environment, including mature trees and landscaping, shall be protected from destruction during new construction and redevelopment. Adequate replacement shall be provided where protection is impossible.

CSN-P-20 The City encourages incorporation of native plants into landscape plans for new developments and City projects and parks and preservation of mature trees on new developments and City projects.

CSN-P-21 The City discourages use of non-native invasive species in any landscaped or natural areas.

CSN-P-22 Provide visual access to the Emeryville Crescent in a manner consistent with the protection of this fragile ecological system.

CSN-P-23 Where new trails or other improvements are proposed in the vicinity of the baylands and essential habitat for special-status species, require adequate avoidance and mitigation necessary to protect sensitive resources.

CSN-P-24 The City shall explore opportunities for habitat restoration and enhancement, particularly in larger parks and open space areas.

CSN-P-25 Appropriate avoidance measures will be implemented to minimize the loss of special status species nesting birds during new construction. This can be accomplished through timing of vegetation removal and building demolition during the non-nesting season or through preconstruction surveys where a potential for nesting remains on proposed development sites.

CSN-P-26 The City encourages developers to reuse existing historic or architecturally significant structures.

CSN-P-33 In order to reduce light pollution and use less energy, lighting (including on streets, recreational facilities, and in parking areas) should be designed to prevent artificial lighting from illuminating natural resources or adjacent residential neighborhoods.

CSN-P-34 The City will continue to regulate development, including remodeling or structural rehabilitation, to ensure adequate mitigation of safety hazards on sites having a history or threat of seismic dangers, erosion, subsidence, or flooding.

CSN-P-35 The City will require geotechnical investigation of all sites proposed for development in areas where geologic conditions or soil types are susceptible to liquefaction. Require submission of geotechnical investigation and demonstration that project conforms to all recommended mitigation measures prior to city approval (as required by State law).

CSN-P-36 The City will continue to require soil erosion control measures during construction.

CSN-P-37 The City will enforce regulation of potentially hazardous structures to be retrofitted and made safe and encourage property owners to abate or remove structural hazards that create unaccepted levels of risk.

CSN-P-38 Prior to reuse, former commercial and industrial sites will be cleaned up, according to relevant State and federal regulations.

CSN-P-39 The City will enforce regulation of local and State laws regarding the production, use, storage, and transportation of hazardous materials and waste.

CSN-P-40 The City requires abatement of lead-based paint and asbestos prior to structural renovation or demolition, and compliance with all State, Federal, Occupational Safety and Health Administration, Bay Area Air Quality Management District, Alameda County, and local rules and regulations.

CSN-P-41 Development on sites with known contamination of soil and groundwater shall be regulated to ensure that construction workers, future occupants, and the environment as a whole, are adequately protected from hazards associated with contamination.

CSN-P-42 The City supports public awareness and participation in household waste management, control, and recycling.

CSN-P-43 Siting of businesses that use, store, process, or dispose of substantial quantities of hazardous materials shall be carefully restricted in areas subject to very strong levels of ground shaking

CSN-P-44 The City will continue to require development projects to implement on-site stormwater management measures through the City's development permit process.

CSN-P-45 Storm drains shall be maintained and replaced or upgraded as needed to reduce potential flooding.

CSN-P-52 Occupants of existing and new buildings should be protected from exposure to excessive noise, particularly adjacent to Interstate-80 and the railroad.

CSN-P-54 Developers shall reduce the noise impacts on new development through appropriate means (e.g. double-paned or soundproof windows, setbacks, berming, and screening). This noise attenuation method should avoid the use of visible sound walls.

7.3 KEY SUSTAINABILITY TOPICS

The following sustainability topics are grouped according to the Urban Accords' subject areas: Energy, Waste Reduction, Land Use and Urban Design, Urban Nature, Transportation, Environmental Health, and Water. Within each topic area, relevant strategies or standards from the City's Climate Action Plan, Urban Accords, and any other adopted policies are described in text boxes.

Topic 1: Energy

Greenhouse gases are released during energy production and consumption, such as electricity used to power homes and offices, and fuel used to power cars and trucks. Reducing the carbon content of the fuel source (e.g. solar or wind power versus fossil fuels) or reducing energy consumption (e.g. using energy efficient appliances or designing buildings for solar access) may limit negative impacts on global climate change.

Existing Policies and Programs

Climate Action Plan

As a first step toward preparing the CAP, the City completed a baseline inventory of greenhouse gas emissions. The analysis revealed that, in 2004, 178,832 tons of carbon dioxide equivalent (CO_2e) were released into the atmosphere. The inventory includes all energy consumed in Emeryville—even the energy and emissions associated with electricity consumed in the city, but produced elsewhere. As a result of this inventory, the City has set a goal to reduce community-wide greenhouse gas emissions by 25 percent below 2004 levels by 2020. The City currently has two formal energy conservation policies. The first supports programs providing alternatives to conventional private vehicles. The second policy promotes energy conservation and the use of renewable energy resources. The CAP was officially adopted by the City on December 2, 2008.

CLIMATE CHANGE

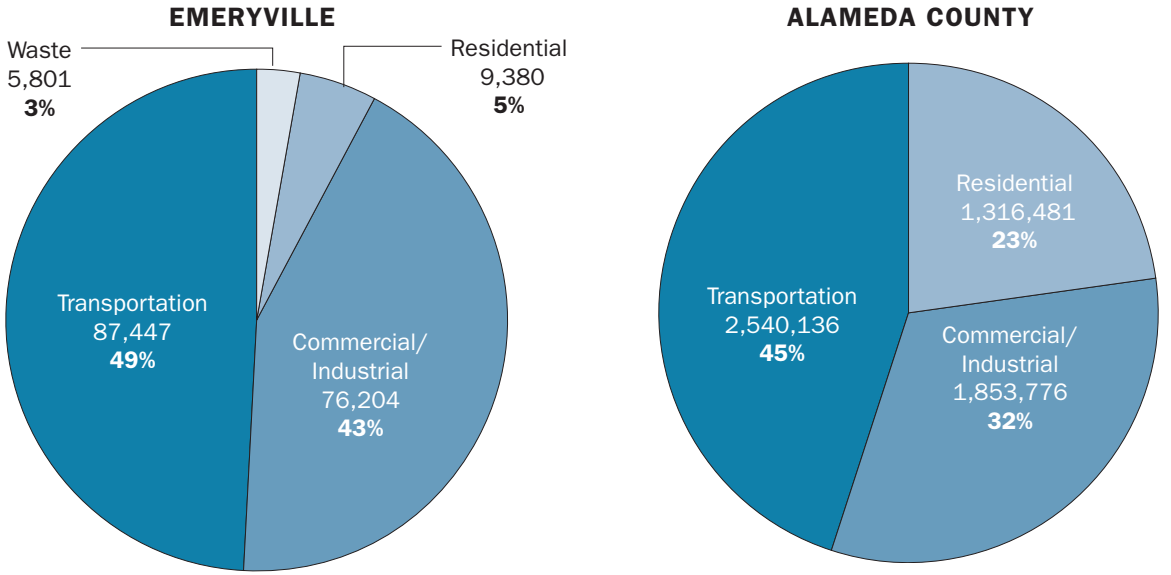
The Earth's atmosphere is naturally composed of gases that act like the glass panes of a greenhouse, retaining heat to keep the temperature of the Earth stable and hospitable for life at an average temperature of 60°F. These gases include carbon dioxide (CO_2), methane (CH_4), nitrous oxide (NO_2), ozone (O_3) and halocarbons. Recently, elevated concentrations of these gases in the atmosphere have had a destabilizing effect on the global climate, fueling the phenomenon commonly referred to as global climate change. The Intergovernmental Panel on Climate Change (IPCC), a scientific intergovernmental body set up by the World Meteorological Organization (WMO) and by the United Nations Environment Programme (UNEP), predicts that global mean temperature increase from 1990-2100 could range from 2.0 to 11.5 degrees Fahrenheit. It projects a sea level rise of seven to 23 inches by the end of the century, with a greater rise possible depending on the rate of polar ice sheet melting.

Accelerating climate change has the potential to cause a number of adverse impacts in California, including: a shrinking Sierra snowpack; public health threats caused by higher temperatures and more smog; rising temperatures, eroding coastlines; sea level rise; increased wildfire risk; and increased electricity demands. Reducing greenhouse gas emissions—such as those that result from

Chart 7-1 shows the breakdown of emissions for Emeryville and Alameda County. In Emeryville, the transportation sector is the largest contributor to greenhouse gas emissions, responsible for nearly half of all emissions. The transportation sector represents vehicle miles traveled on local roads and state highways within Emeryville. The commercial/industrial sector accounts for nearly 43% of emissions, which is not surprising given the city's concentration of industrial, office, and retail uses. Residential uses and methane generated by waste account for five and three percent of total emissions, respectively. In comparison, the transportation sector in Alameda County is also the largest contributor, responsible for 45% of greenhouse gas emissions. The commercial/industrial and residential sectors account for 32 and 23 percent of total emissions, respectively.

The CAP addresses energy issues through policies promoting fuel and energy efficiency and renewable energy to achieve its emission reduction goal. Measures include promotion of energy efficient appliances and practices for new construction and retrofit projects. Using renewable fuel sources to accommodate the city's power needs can substantially reduce greenhouse gas emissions, compared with production from conventional coal-fired power plants. The CAP seeks to increase the availability of renewable energy sources by offering incentives for individual homeowners to install solar photovoltaic (PV) systems and by constructing a PV system on the roof of City Hall.

CHART 7-1: 2004 GREENHOUSE GAS EMISSIONS, BY SECTOR (METRIC TONS CO_2)



Source: City of Emeryville Greenhouse Gas Emissions Analysis, July 2008 (Emeryville) and City of Emeryville Baseline Greenhouse Gas Emissions Inventory Report, December 2006 (Alameda County).

EMERYVILLE CLIMATE ACTION PLAN ENERGY EFFICIENCY POLICIES

CITYWIDE POLICIES

- Use Energy Star equipment: computers, monitors, printers, copiers, refrigerators, vending machines, water coolers, dishwashers, clothes washers; high efficiency water heaters; and energy efficient chillers and boilers.
- HVAC fan upgrade and maintenance tune-ups
- Switch electric heat to natural gas
- Adopt a High Performance Local Energy Code (such as green building ordinance) for new construction and renovation of facilities
- Adopt strict commercial and residential energy code requirements
- Distribute loans to citizens to make energy efficiency improvements
- Implement energy efficient weatherization of low-income housing and new public/affordable housing projects
- Perform energy efficiency retrofits of existing facilities
- Require energy upgrades of facilities at time of sale
- Distribute free CFL bulbs and/or fixtures to community members
- Install LED exit signs
- Install lighting occupancy sensors
- Retrofit T-12 lamps to T-8 lamps
- Promote energy conservation through campaigns targeted at businesses and residents
- Promote green building practices through a local green building assistance program or incentives
- Promote participation in a local green business program
- Adopt water conservation ordinance
- Install low-flow faucets, low-flow shower heads, and high efficiency toilets
- Use low maintenance landscaping
- Install green and/or reflective roofing
- Install solar photovoltaic panels, solar heating panels, and wind turbines (including via incentives)

MUNICIPAL POLICIES

- Use Energy Star equipment: computers, monitors, printers, copiers, refrigerators, water coolers; high efficiency water heaters; and energy efficient chillers and boilers.
- HVAC fan upgrade and maintenance tune-ups
- Adopt a High Performance Local Energy Code (such as green building ordinance) for new construction and renovation of facilities
- Perform energy efficiency retrofits of existing facilities
- Install LED lighting: exit signs, street lights, and traffic signals
- Install lighting occupancy sensors
- Use low maintenance landscaping
- Install green and/or reflective roofing
- Install solar photovoltaic panels, solar water heating at swimming pool, and solar water heaters

Source: City of Emeryville, Climate Action Plan, December 2008.

URBAN ACCORD ENERGY ACTION ITEMS

- **Action 1:** Adopt and implement a policy to increase the use of renewable energy to meet ten percent of the city's peak electric load within seven years.
- **Action 2:** Adopt and implement a policy to reduce the city's peak electric load by ten percent within seven years through energy efficiency, shifting the timing of energy demands, and conservation measures.
- **Action 3:** Adopt a citywide greenhouse gas reduction plan that reduces the jurisdiction's emissions by twenty-five percent by 2030, and which includes a system for accounting and auditing greenhouse gas emissions.

Source: Urban Environmental Accords. United Nations Environment Programme World Environment Day, 2005.

Topic 2: Waste

Diverting waste from landfills by promoting reduction, reuse, recycling, and composting of materials can also have a substantial impact on reducing greenhouse gas emissions. Recycling and waste prevention programs reduce energy and transportation needed to manufacture and ship resource-intensive products and packaging. Composting food and yard waste, instead of sending them to landfills, reduces the amount of methane produced in landfills.

Existing Policies and Programs

Climate Action Plan

Through the CAP, the City has committed to a goal of reducing waste sent to landfills by 75 percent from 1990 levels by 2010. The City of Emeryville is working closely with Alameda County's StopWaste.org, which has already taken a lead role in developing strategies to divert waste and improve recycling and composting services. The CAP outlines a series of policies to reduce waste generation by increasing participation in County and City compost, recycle, and reuse programs; educating residents about the benefits of sustainable landscaping; and encouraging businesses to participate in the County Green Business program. The City has already adopted an ordinance requiring that restaurants and food vendors use compostable materials for all disposable food service-ware, a clear step toward achieving the waste reduction goal.

New Policies and Programs

Building on existing programs and success, the City can join the growing community of jurisdictions that have adopted the goal of Zero Waste. Zero Waste (or nearly zero) is a set of policies that promote upstream changes to products and services by the manufacturers, instead of letting the consumer and government agencies try to figure out what to do with the discards of society. Extended Producer Responsibility, Take-Back programs and Cradle to Cradle Design are some of the concepts that the City could promote and incentivize in its business community as well as at the State and Federal level. The franchise agreement that the City oversees with its hauling company can also be a powerful tool by setting material disposal rates that incentivize waste reduction, recycling and composting.

EMERYVILLE CLIMATE ACTION PLAN WASTE REDUCTION POLICIES

CITYWIDE POLICIES

Reduce Landfilled Waste in half by 2020 over 2004 levels by:

- Increasing participation in commercial recycling/ reuse programs for paper, cardboard, metal, glass and plastics – rigid and film
- Participating in StopWaste.org's audit and technical assistance program
- Encouraging businesses to participate in the County Green Business program
- Increasing participation in residential recycling programs
- Educating residents and businesses about the benefits of Bay-Friendly Landscaping and Gardening
- Increasing participation in commercial and residential food waste collection program (for composting)

MUNICIPAL POLICIES

Reduce Landfilled Waste in half by 2020 over 2004 levels by:

- Implementing a duplex copying/printing policy in municipal office buildings
- Reducing Landscape Waste in City landscapes by implementing StopWaste.org's Bay-Friendly Landscaping Program. Include practices such as: Increase on-site composting and mulching of municipal plant debris, using compost as a soil amendment, mulch for weed suppression, including the use of drip irrigation systems, a diverse plant pallet to resist pests, and reducing turf and sheared hedges.
- Increasing recycling and composting in municipal facilities

Adopting policies that support reduced waste (and which support other environmental priorities) including the following:

- Environmental purchasing policy
- 75% Diversion Goal
- Construction & Demolition materials recycling ordinance
- Civic Bay-Friendly/Green Building Ordinance
- Residential green building resolution
- Consider mandatory residential & commercial recycling/composting ordinance

Source: City of Emeryville, Climate Action Plan, December 2008.

URBAN ACCORDS WASTE REDUCTION ACTION ITEMS

- **Action 4:** Establish a policy to achieve zero waste going to landfills and incinerators by 2040.
- **Action 5:** Adopt a citywide program that reduces the use of a disposable, toxic, or non-renewable product category by at least fifty percent in seven years.
- **Action 6:** Implement "user-friendly" recycling and composting programs, with the goal of reducing by twenty percent per capita solid waste disposal to landfill and incineration in seven years.

Source: Urban Environmental Accords. United Nations Environment Programme World Environment Day, 2005.

Topic 3: Land Use/Urban Design

Land use and urban design patterns can have a substantial impact on greenhouse gas emissions. The Land Use and Urban Design elements outline a mixed-use land use structure, such that residents, workers, and visitors can easily link multiple trips to residential neighborhoods, workplaces, shopping and public services. Architecture and construction practices are also essential determinants of sustainability in the short- and long-term. For example, recycling waste during the demolition process and implementing energy efficient design principles and appliances, have immediate and long-term benefits to the environment—and potentially to reducing costs. For a discussion of the land use pattern and urban design framework, see Chapter 2 and Chapter 5, respectively. Green building and construction practices are described in the section below.

Existing Policies and Programs

Climate Action Plan

Land use policies, combined with transportation policies, can have a key impact on reducing greenhouse gas emissions. The CAP encourages efficient land use development through focused growth and transit oriented development. The CAP builds on many initiatives that the City is already undertaking, including building on infill and brownfield sties. These measures are consistent with the goals and policies in the Land Use Elements.

LEED™ for Neighborhood Development

Emeryville is also participating in the Leadership in Energy and Environmental Design (LEED™) for Neighborhood Development pilot program, an initiative that seeks to reduce the impacts of urban sprawl, by creating more livable communities, through smart growth and transit-oriented strategies. As a participant, Emeryville obtained LEED™ Platinum certification for the Marketplace Redevelopment Project in 2008. This project will add 674 multi-family housing units and 300,000 square feet of office and retail development.

Green Building and Construction

The City has already taken the initiative to support green building, landscaping, and construction. In May 2008, the City Council adopted a resolution requiring new building or renovation projects with construction costs of at least $3,000,000 or new or renovated landscaping greater than 2,500 square feet or $50,000 in construction costs, to meet green building and landscaping standards. These standards are identified by LEED™ and Bay-Friendly Landscaping, respectively (see text boxes).

New Policies and Programs

Since the City's 2004 emissions inventory revealed that the residential, commercial and industrial sectors together account for nearly half of the City's emissions, improved efficiency in buildings can go a long way toward meeting greenhouse gas reduction goals. Buildings and landscapes that are constructed, maintained and ultimately deconstructed according to sustainable principles need fewer imports and produce fewer exports. Green buildings and landscapes also use local sources for imports and feed their exports back into the local economy for recycling.

Investment in energy-efficient buildings and proper demolition and construction practices can result in a reduction in energy consumption and greenhouse gas emissions. They can also improve indoor air quality and reduce long-term maintenance costs as less energy is required to operate more efficient buildings. With the amount of new construction and rehabilitation projected by the General Plan, this is a great opportunity for the City to initiate policies for green building and construction.

GREEN BUILDING AND CONSTRUCTION

"Green building" refers to creating an energy-efficient building through design and choice of low-impact materials. "Green construction" encompasses the demolition and construction processes, such as the energy used in machines and vehicles, the waste generated at construction sites, runoff, and water and air quality impacts associated with the construction phase of the project.

BAY-FRIENDLY LANDSCAPING: GREEN BUILDING GOALS AND POLICIES

"Bay-Friendly Landscaping" is a whole systems approach to the design, construction and maintenance of the landscape in order to support the integrity of the San Francisco Bay Watershed. "Bay-Friendly Landscapes" reduce greenhouse gases waste, and pollution, conserve water and other natural resources and create healthier communities. Key components of Bay-Friendly landscaping include the following:

- Reducing waste and using materials that contain recycled content;
- Use of native and water conserving plants;
- Nurturing healthy soils with mulch and compost while reducing fertilizer use;
- Conserving water, energy and topsoil;
- Using Integrated Pest Management to minimize chemical use and prevent pollution;
- Reducing stormwater runoff; and
- Creating wildlife habitat.

GOAL

- To encourage, promote, practice and where feasible require Bay-Friendly landscaping practices as defined in the Bay-Friendly Landscape Guidelines, Sustainable Practices for Landscape Professionals within the City of Emeryville.

POLICIES

- All newly designed public and private projects containing landscapes excluding those not subject to landscape review shall use the Bay-Friendly Landscape Guidelines, Sustainable Practices for the Landscape Professional as a reference guide.
- All landscapes maintained by City staff shall be maintained using Bay-Friendly practices to the greatest extent practicable.
- All public landscapes privately maintained shall incorporate Bay-Friendly landscaping practices to the greatest extent possible. Existing contractors shall be asked for voluntary compliance.
- City shall work with Alameda County Waste Management Authority staff to ensure that existing and new landscaping staff obtain adequate training in Bay-Friendly practices/principles.

Source: Alameda County Waste Management Authority.

EMERYVILLE CLIMATE ACTION PLAN LAND USE POLICIES

CITYWIDE POLICIES

- Support transit oriented development
- Establish a Walk-Friendly City - Improve / Expand Pedestrian Infrastructure (e.g., slow traffic, improve sidewalks and safety, ped-only areas)

Source: City of Emeryville, Climate Action Plan, December 2008.

LEED™ NEW CONSTRUCTION POINT CATEGORIES

CATEGORIES	CRITERIA TO EARN POINTS
Sustainable Sites	› Density › Brownfield Remediation › Alternative Transportation Access › Open Space Protection, › Stormwater Management › Heat Island Effect Reduction
Water Efficiency	› Water Efficient Landscaping › Innovative Wastewater Techniques › Water Use Reduction
Energy & Atmosphere	› Optimized Energy Performance › Green Power › Refrigerant Management
Materials & Resources	› Storage & Collection of Recyclables › Building and/or Materials Reuse › Construction Waste Management › Recycled Content › Regional Materials › Certified Wood or Rapidly Renewable Materials
Indoor Environmental Quality	› Performance Measures › Construction Management Plan › Increased Ventilation › Low-Emitting Materials › Controllability of Systems (lighting, thermal comfort) › Thermal Comfort (design, verification) › Daylight & Views
Innovation & Design Process	› Innovative Design › Involvement of LEED™ Accredited Professional

Source: LEED™ for New Construction v2.2, Registered Project Checklist.

URBAN ACCORDS URBAN DESIGN ACTION ITEMS

- **Action 7:** Adopt a policy that mandates a green building rating system standard that applies to all new municipal buildings.
- **Action 8:** Adopt urban planning principles and practices that advance higher density, mixed use, walkable, bikeable and disabled-accessible neighborhoods which coordinate land use and transportation with open space systems for recreation and ecological restoration.
- **Action 9:** Adopt a policy or implement a program that creates environmentally beneficial jobs and "green collar" job training.

Source: Urban Environmental Accords. United Nations Environment Programme World Environment Day, 2005.

Topic 4: Parks, Open Space, and Urban Nature

Parks and open spaces are a vital part of Emeryville's sustainability strategy, adding to the livability of the city and the health of air, water and the city's inhabitants. As a small city, Emeryville contains few parks. As the city continues to grow, in terms of residents, workers, and visitors, Chapter 4: Parks, Open, Space, and Public Facilities Element outlines a strategy to add more parks (small and large), greenways, plazas, and other public open spaces. In addition, the Conservation, Safety, and Noise Element includes policies that seek to preserve existing habitat and special species to ensure that they continue to thrive within the city.

Bay-Friendly Landscaping Standards help to ensure that parks are designed and built using environmentally sound practices.

Existing Policies and Programs

As of 2008, the City enjoys 15 acres of parks, as well as joint-use recreation facilities and the Emeryville Greenway, which is currently undergoing expansion. In addition, the East Bay Regional Parks District manages the Emeryville Crescent, a marsh area that contains plant and wildlife habitat. The City continues to work with regional agencies to protect these species.

URBAN ACCORDS PARKS, OPEN SPACE, AND URBAN NATURE ACTIONS ITEMS

- **Action 10:** Ensure that there is an accessible public park or recreational open space within half-a-kilometer of every city resident by 2015.
- **Action 11:** Conduct an inventory of existing canopy coverage in the city and then establish a goal based on ecological and community considerations to plant or maintain canopy coverage in not less than 50 per cent of all available sidewalk planting sites.
- **Action 12:** Pass legislation that protects critical habitat corridors and other key habitat characteristics (e.g. water features, food-bearing plants, shelter for wildlife, use of native species, etc.) from unsustainable development.

Source: Urban Environmental Accords. United Nations Environment Programme World Environment Day, 2005.

Topic 5: Transportation

An effective transportation network, that accommodates cars, public transit, walking and biking, is an essential component to achieving Emeryville's mobility and sustainability goals. With half of the City's greenhouse gas emissions coming from transportation sources, transportation provides a significant challenge and opportunity to meet the City's sustainability goals. Since automobiles contribute to greenhouse gas emissions, air pollution, and traffic congestion, the Plan seeks to reduce the necessity of driving, by improving alternative transportation modes, and to reduce emissions by reducing the carbon content of fuels and the fuel efficiency of vehicles. Reliable and affordable public transit, along with enhanced pedestrian and bicycle routes and facilities, can reduce these negative impacts, while having the added benefit of improving public health. Chapter 3, the Transportation Element, provides a full description of goals and policies.

Existing Policies and Programs

Climate Action Plan

The CAP outlines four major strategies for reducing emissions from transportation on a citywide basis and within the municipal government: increasing the fuel efficiency of vehicles, promoting the use of alternative fuels (with lower carbon content), implementing trip reduction strategies and transportation demand management practices, and investing in alternative modes of transportation, such as walking, biking, and public transit.

Alternative Transportation

As described in Section 7.1, the City has a legacy of providing free and convenient local transportation service successfully, with the Emery-Go-Round shuttle—which the Transportation Element seeks to build on and expand.

EMERYVILLE CLIMATE ACTION PLAN TRANSPORTATION POLICIES

CITYWIDE POLICIES

- Construct electric vehicle recharging facilities in new large parking facilities
- Allow bikes on trains/buses
- Educate citizens on options for utilizing local low-carbon transportation
- Expand bicycling infrastructure (e.g., lanes, storage facilities)
- Expand EGR bus service in range and / or frequency
- Implement bus rapid transit or shuttle programs
- Implement parking cash-out program
- Increase AC Transit, BART and AMTRAK ridership
- Initiate a car sharing program
- Increase ride-sharing (e.g., carpools)
- Increase telecommuting
- Institute a "safe routes to school" program
- Provide bicycles for daily trips
- Provide high school students with free bus passes
- Procure of hybrid vehicles
- Incentive hybrid vehicles with parking or lane priority
- Procure smaller fleet vehicles
- Install low-flow faucets, low-flow shower heads, and high efficiency toilets
- Use low maintenance landscaping
- Install green and/or reflective roofing
- Install solar photovoltaic panels, solar heating panels, and wind turbines (including via incentives)

MUNICIPAL POLICIES

- Expand bicycling infrastructure (e.g., lanes, storage facilities)
- Implement a police on bicycles program
- Implement parking cash-out program
- Increase EGR & AC Transit, BART & AMTRAK ridership
- Initiate a car sharing program
- Promote telecommuting
- Provide bicycles for daily trips
- Procure Hybrid vehicles
- Procure of smaller fleet vehicles
- Retire old and under-used vehicles
- Utilize fuel-efficient vehicles (e.g., scooters) for parking enforcement

Source: City of Emeryville, Climate Action Plan, December 2008.

URBAN ACCORDS TRANSPORTATION ACTIONS ITEMS

- **Action 13:** Develop and implement a policy which expands affordable public transportation coverage to within half-a-kilometer of all city residents in ten years.
- **Action 14:** Pass a law or implement a program that eliminates leaded gasoline (where it is still used); phases down sulfur levels in diesel and gasoline fuels, concurrent with using advanced emission controls on all buses, taxis, and public fleets to reduce particulate matter and smog-forming emissions from those fleets by 50 per cent in seven years.
- **Action 15:** Implement a policy to reduce the percentage of commuter trips by single occupancy vehicles by ten per cent in seven years.

Source: Urban Environmental Accords. United Nations Environment Programme World Environment Day, 2005.

URBAN ACCORDS ENVIRONMENTAL HEALTH ACTION ITEMS

- **Action 16:** Every year, identify one product, chemical, or compound that is used within the city that represents the greatest risk to human health and adopt a law and provide incentives to reduce or eliminate its use by the municipal government.
- **Action 17:** Promote the public health and environmental benefits of supporting locally grown organic foods. Ensure that twenty per cent of all city facilities (including schools) serve locally grown and organic food within seven years.
- **Action 18:** Establish an Air Quality Index (AQI) to measure the level of air pollution and set the goal of reducing by 10 per cent in seven years the number of days categorized in the AQI range as "unhealthy" or "hazardous."

Source: Urban Environmental Accords. United Nations Environment Programme World Environment Day, 2005.

Topic 6: Environmental Health

Providing a healthy and safe city for all residents, workers, and visitors is critical to the livability of a city and the quality of the natural environment. As a post-industrial city, Emeryville has been a leader in cleaning up contaminants on industrial properties and seeks to continue this legacy of environmental responsibility. In many ways, the City has already accomplished many of the most arduous and costly endeavors to improve environmental health. This section describes smaller-scale programs and policies for prioritizing safe and low-impact supplies as part of municipal purchasing practices, as well as healthy food systems.

Existing Policies and Programs

Brownfields Remediation

As described in Section 7.1, the City has shown great leadership in financing, cleaning up, and redeveloping brownfield sites successfully.

New Policies and Programs

Purchasing

The goods and services purchased by a municipality impact costs, energy consumption, and ultimately greenhouse gas emissions. Sustainability goals may be met through prioritizing Environmentally Preferable purchasing of products, such as post-consumer recycled content office products; Green Seal® certified products and EnergyStar® rated equipment; and standards for city contractors, such as local businesses or companies that are certified green businesses. The City should initiate a purchasing program that addresses the effects of goods and services on pollution, waste, energy consumption, recycled material content, natural resources and public health, and provides a guide for appropriate vendors. The purchasing program should describe a process and identify suppliers for products and services that include recycled content, are durable and long-lasting, conserve energy and water, reduce greenhouse gas emissions, use unbleached or chlorine free manufacturing processes, are lead-free and mercury-free, and use wood from sustainably harvested forests. These products should meet US EPA minimum recycled content standard guidelines and US EPA energy star certification, when practical. The City can also encourage the use of recycled materials and low-impact purchasing among residents and businesses.

Food

As an urban city, Emeryville imports most of its food from farms and purveyors in other parts of the Bay Area and around the world. Agriculture practices often rely on synthetic fertilizers and pesticides, artificial hormones, large amounts of water, long-distance trucking, and factory-style practices for raising livestock and crops. These impacts may be damaging to public health, increase emissions, and use up precious natural resources. Purchasing locally grown and organic foods cuts down on many of these negative impacts.

The City can prioritize sustainable food purchases as a municipality, as well as encourage residents and business to do the same: through providing space for community gardens, fruit-bearing trees, and farmers' markets, and incentivizing relationships with community supported agriculture groups which deliver local fresh produce. With several headquarters for food businesses within its boundaries, food is already a vital part of the City's economy and economic development strategy. City policies can ensure access to local and organic foods, affordability, and cultural relevance for all its residents. In this way, food purchasing exemplifies the 3 E's of sustainability, promoting good ecological practices, supporting a vibrant economy, and ensuring equal access.

Topic 7: Water

From the Bay to the taps, water is an essential resource that City policy can help to protect. Through the management of stormwater, potable and recycled water, Bay-Friendly Landscaping, and conservation initiatives, the City, in collaboration with its water provider, can ensure high-quality water and sufficient supply for years to come. Emeryville's policies for ensuring water quality and supply are detailed in Section 6.1 of Chapter 6: Conservation, Safety, and Noise. The City's leadership in stormwater management and policies for conservation, reclaimed water use, and flood and drainage management, are detailed in Section 6.2 of Chapter 6.

Existing Policies and Programs

Stormwater Management

As described in Section 7.1, the City has shown leadership in stormwater management by providing guidelines for developers and requiring on-site treatment as part of the building permit process.

URBAN ACCORDS WATER QUALITY AND CONSERVATION ACTION ITEMS

- **Action 19:** Develop policies to increase adequate access to safe drinking water, aiming at access for all by 2015. For cities with potable water consumption greater than 100 liters per capita per day, adopt and implement policies to reduce consumption by 10 per cent by 2015.
- **Action 20:** Protect the ecological integrity of the city's primary drinking water sources (i.e., aquifers, rivers, lakes, wetlands and associated ecosystems).
- **Action 21:** Adopt municipal wastewater management guidelines and reduce the volume of untreated wastewater discharges by ten per cent in seven years through the expanded use of recycled water and the implementation of a sustainable urban watershed planning process that includes participants of all affected communities and is based on sound economic, social, and environmental principles.

Source: Urban Environmental Accords. United Nations Environment Programme World Environment Day, 2005.

GOALS AND POLICIES

GOALS

OVERALL SUSTAINABILITY

ST-G-1 **A balance among the three E's of sustainability—**A healthy environment; equity in access to and distribution of goods, services and resources; and a vibrant economy for local businesses and the municipality.

ST-G-2 **Continuous environmental improvement—**Sustainable development through implementation of existing policies and programs.

ST-G-3 **Salient and current—**A municipality and citizenry informed of evolving technology and new approaches to sustainability.

ST-G-4 **Collaboration in sustainability initiatives—**Coordination and collaboration with efforts outside the City to improve local conditions.

ST-G-5 **An advocate for sustainability—**The City will serve as an advocate for sustainability for the municipality and the community.

ENERGY

ST-G-6 **Energy conservation—**Fifty percent reduction in energy consumption for all sectors—transportation, industrial/commercial, residential, and waste, over 2008 levels, by 2017.

The Climate Action Plan describes additional energy goals. This document should be referenced for details.

WASTE

ST-G-7 **Waste reduction—**Fifty percent reduction in waste to landfill, over 2004 levels, by 2020.

The Climate Action Plan describes waste reduction goals. This document should be referenced for details.

LAND USE AND URBAN DESIGN

The Climate Action Plan and Land Use Element of the General Plan sufficiently describe land use goals. The Urban Design Element of the General Plan describes urban design goals. These documents should be referenced for details.

GREEN BUILDING

ST-G-8 **Environmentally-friendly and energy-efficient buildings and landscaping—**Green building and Bay-Friendly Landscaping practices throughout Emeryville in new construction, redevelopment and retrofit projects.

TRANSPORTATION

The Climate Action Plan and Transportation Element of the General Plan describe transportation goals. These documents should be referenced for details.

ENVIRONMENTAL HEALTH

ST-G-9 **Purchasing and consumption to improve public health—**Increased purchasing of Environmentally Preferable products such as those that are biodegradable, recycled-content, reused less-toxic and other low-carbon materials in municipal and community purchasing.

ST-G-10 **Access to healthy foods—**A food system where all residents have financial and physical access to culturally appropriate, affordable, nutritious foods that were grown and transported in an environmentally preferable system.

WATER

The Conservation, Safety, and Noise Element of the General Plan describes water quality, supply, and conservation goals. This chapter should be referenced for details.

POLICIES

Implementing actions supporting each policy are described in Chapter 8: Implementation Program.

ENERGY

ST-P-1 The City shall maintain Climate Action Plan to achieve energy efficiency and conservation goals.

WASTE

ST-P-2 The City shall maintain a Climate Action Plan to achieve waste reduction goals.

ST-P-3 The City shall adopt a Zero Waste Plan and actions for the year 2030, by 2010.

ST-P-4 The City shall negotiate a new Zero Waste Franchise Agreement with a hauling company that uses waste reduction programs and the disposal rate structure to monetarily incentivize recycling and composting which will result in zero tons of methane-producing materials going to landfill by 2030.

LAND USE AND URBAN DESIGN

The Climate Action Plan and Land Use Element of the General Plan describe policies to achieve land use goals. The Urban Design Element of the General Plan describes policies to achieve urban design goals. These documents should be referenced for details.

Green Building

ST-P-5 The City shall encourage, promote, practice, and where feasible, require Bay-Friendly landscaping practices as defined in the Bay-Friendly Landscape Guidelines, Sustainable Practices for Landscape Professionals.

ST-P-6 The City shall collaborate with residents, businesses, and other members of the community, including architects, builders and contractors, to encourage private development within the City to use green building methods and practices and to achieve standards set by LEED™ for commercial buildings and the Alameda County Residential Green Building Guidelines for residential projects.

ST-P-7 The City shall adopt a construction and demolition waste recycling ordinance which will require that, except in unusual circumstances, all construction, demolition and renovation projects meeting a certain size or dollar value, to divert from the waste stream, 100% of all portland cement concrete and asphalt concrete and an average of at least fifty (50) percent of all remaining debris from construction, demolition, and renovation projects.

ST-P-8 The City shall establish incentives for energy retrofits to support implementation of photovoltaic and other renewable energy technologies that result in an energy savings of at least 20 percent when compared to consumption that would occur with traditional energy sources.

ST-P-9 The City shall support companies working in the sustainability sector (such as materials recycling or green building) to locate in Emeryville.

TRANSPORTATION

The Climate Action Plan and Transportation Element of the General Plan describe policies to achieve transportation goals. These documents should be referenced for details.

ENVIRONMENTAL HEALTH

ST-P-10 The City shall develop and implement an Environmentally Preferable Product Purchasing program for municipal purchases that targets products and services, which minimize environmental impacts, toxics, pollution, and hazards to worker and community safety to the greatest extent possible.

ST-P-11 The City shall support education initiatives that encourage private companies and residences to purchase Environmentally Preferable products and services

ST-P-12 The City shall support community outreach and education to improve organic and local food systems in the city.

ST-P-13 The City shall incorporate local and organic food as part of the proposed municipal purchasing program.

WATER

The Conservation, Safety, and Noise Element of the General Plan describes policies to achieve water quality, supply, and conservation goals. This chapter should be referenced for details.

8 IMPLEMENTATION PROGRAM

The General Plan provides specific policy guidance for implementation of plan concepts in each of the Plan elements and establishes a basis for action. The policies in each element of the Plan provide details that will guide program development. This chapter describes, in general terms, the responsibilities for implementation.

8.1 OVERVIEW

The implementation plan outlines specific implementation actions that will be initiated after adoption. The major implementation process for the land use proposals will be administration of the Zoning Ordinance through the Zoning Map. The Zoning Ordinance and Zoning Map will need to be amended to be consistent with the General Plan's policies, and work on these efforts is already underway. In addition, Design Guidelines, adopted concurrently with the General Plan, guide physical planning and building design, as well as landscape treatment in private projects and streetscape design.

With nearly the entire City encompassed within one of two redevelopment project areas, the Redevelopment Agency will play a key role in the financing of capital improvements and implementing the land use program, consistent with redevelopment project area plans and State law. In addition, the City's five-year Capital Improvement Program will continue to be the primary means of scheduling and estimating costs of infrastructure improvements.

In many areas, General Plan implementation will depend on actions of other public agencies and of the private sector that will fund a large portion of the development expected to occur. The General Plan will serve a coordinating function for private-sector decisions. It provides a basis for action on individual development applications, which must be found to be consistent with the General Plan if they are to be approved. The General Plan and the Zoning Ordinance also include criteria for granting Floor Area Ratio and height bonuses, which must be satisfied for the bonuses to be availed.

8.2 RESPONSIBILITIES

Implementing the General Plan will involve the City Council, the Planning Commission, other City boards and commissions, and City departments. The City also will need to consult with Alameda County departments, adjacent cities, and other public agencies about implementation proposals that affect their respective areas of jurisdiction. The principal responsibilities that City officials and staff have for Plan implementation are briefly summarized below; details on their powers and duties are documented in the Emeryville Municipal Code.

City of Emeryville

City Council (CC)

The City Council is responsible for the overall management of municipal affairs; it acts as the legislative body and is responsible for adoption of the General Plan and any amendments to it. The City Council also appoints the Planning Commission and other boards and commissions established under the Municipal Code.

The City Council's role in implementing the General Plan will be to set implementation priorities and approve Zoning Map and the Updated Zoning Ordinance, consistent with the General Plan, and a Capital Improvement Program and budget to carry out the Plan. The City Council also acts as the Redevelopment Agency and, in this capacity, will help finance public facilities and improvements needed to implement the Plan. The Council also approves certain development projects consistent with the General Plan.

City Manager (CM)

The City Council appoints the City Manager who is their key staff advisor and has overall responsibility for the day-to-day implementation of the Plan and preparation of the recommended budget for City Council approval. The City Manager also serves as the Executive Director of the Emeryville Redevelopment Agency.

Planning Commission (PC)

The Planning Commission is responsible for preparing and recommending adoption or amendment of the General Plan, zoning and subdivision ordinances and other regulations, resource conservation plans, and programs and legislation needed to implement the General Plan. The Planning Commission may also prepare and recommend adoption of specific plans, neighborhood plans or special plans, as needed for Plan implementation. The Planning Commission also approves most major development projects requiring use permits and design review.

Planning and Building Department (PB)

The Planning and Building Department has primary responsibility for administering the laws, regulations and requirements that pertain to the physical development of the City. Tasks include administering planning and building permit procedures, providing public information, performing building and code enforcement inspections, maintaining complete public records on planning and building projects and issuing necessary permits, certificates, approvals and enforcement citations.

Specific duties related to General Plan implementation include preparing zoning and subdivision ordinance amendments, design guidelines, reviewing development applications, conducting investigations and making reports and recommendations on planning and land use, zoning, subdivisions, design review, development plans and environmental controls. The Planning and Building Department will have a lead role in implementing the policies of the Land Use and Parks, Open Space, and Public Facilities elements. Finally, the Department will have the primary responsibility for preparing the annual report on the General Plan. (These reporting requirements are described in Chapter 1 of the General Plan.) The Planning and Building Department also approves minor development projects.

City Attorney (CAO)

The City Attorney is retained by the City Council and Redevelopment Agency to act as the legal advisor and administrator of the legal affairs of the City and Agency.

The City Attorney renders legal advice to the Council, Redevelopment Agency, City Manager, Department Heads, and all City officials on matters of law pertaining to official activities. The City Attorney represents the City and Agency in litigation and reviews all legal documents, including ordinances, resolutions, leases, contracts, and deeds, and approves each as to form. The City Attorney's Office also negotiates development agreements with private parties on behalf of the City Council and Redevelopment Agency.

Finance Department (F)

The Finance Department is responsible for managing all financial aspects of City and Redevelopment Agency operations. The Department handles all accounting; oversees the annual audit; tracks and accounts for all revenues received by the City and Redevelopment Agency; bills regularly for Business License accounts; and processes purchasing, accounts payable, and payroll. The Department is responsible for preparation and management of the Annual

Budget and Annual Financial Report. The Department also complies with a host of State and Federal requirements involving filing of reports and information regarding City/Agency finances. The Department manages all of the City/Agency cash, handles investments under the investment policy adopted by the City, and handles bond financing and assessment district financial management.

Economic Development and Housing Department (EDH)

The Economic Development and Housing Department coordinates programs and projects of the Emeryville Redevelopment Agency. These responsibilities include redevelopment-financed projects, brownfields remediation programs, business development, and infrastructure improvements improvements. Housing programs include assistance to local businesses and a full service housing rehabilitation program to maintain and improve the housing stock available to low to moderate income residents. This department also has substantial implementation responsibilities for the Housing Element of the General Plan, in addition to the Land Use Element.

Public Works Department (PW)

The Public Works Department consists of four divisions: Administration, Engineering, Environmental, and Maintenance. The Department is responsible for designing, inspecting, and managing City's Capital Improvement Projects, including City's parks, sidewalk and street reconstructions/constructions, street lights, traffic signals, storm drains and sanitary sewer. The Department will take the lead in the implementation of many of the General Plan's sustainability initiatives. It will also have specific implementation responsibilities for portions of the Land Use, Circulation, and Conservation and Natural Environment elements, as well as redesign of streets in accordance with the Design Guidelines.

Community Services Department (CS)

The Community Services Department is responsible for managing the City's parks and recreation programs as well as senior services and child care. The Community Services Department will have responsibility over the programming of parks and open spaces, and coordinate with the Emery Unified School District and School Board to develop and oversee delivery of service in the Emeryville Center of Community Life.

Police and Fire Departments (PD, FD)

Within the City, responsibility for public safety is assigned to the Police and Fire departments. The Police Department is responsible for preventing crime and maintaining law and order. The Emeryville Fire Department aims to educate the public, prevent fires, and respond to all emergencies in the city. These departments are responsible for implementing public safety policies described in the Conservation and Natural Environment and Parks, Open Space, and Public Facilities elements.

Emery Unified School District (EUSD)

The Emery Unified School District, led by the School Board, manages the public schools in the city. Together, the District and the City are pursuing the development of the Center of Community Life, which will consolidate the public schools in addition to a range of community services and facilities.

Emeryville Transit Management Association (ETMA)

The Emeryville Transit Management Association operates the Emery Go-Round free shuttle service. The Emery Go-Round provides service within Emeryville and between the MacArthur BART Station and the

city. The shuttle system is funded through property taxes on local businesses. The Transit Management Association will continue to be responsible for operating the Emery-Go-Round as its mission expands to serve residents in addition to employees, as called for in the General Plan. The TMA also coordinates the car share program and other transportation services.

Other Boards and Committees

The City has established a number of other boards and committees, some of which will be involved in Plan implementation in their respective areas of expertise. These may include the AC Transit/Emeryville Liaison Committee, Bicycle/Pedestrian Advisory Committee, City/Schools Committee, Housing Committee, Marina Committee, Public Safety Committee, Public Works Committee, and Emeryville Education and Youth Services Advisory Committee. The General Plan does not envision any substantive change in the responsibilities assigned to these boards and commissions. They will be administering new or amended regulations adopted pursuant to Plan policies, and their actions will need to be consistent with the General Plan.

Regional, State, Federal, and Private

Association of Bay Area Governments (ABAG)

The Association of Bay Area Governments is the regional council of governments that includes Emeryville and others in the nine-county Bay Area. ABAG does not have authority over land use in Emeryville, but it does provide overarching land use goals for the region. In particular, ABAG supports growth in the inner urban ring of the Bay Area—which includes Emeryville—as opposed to building in the remaining greenfield portions of the region. To that end, ABAG, along with three other regional agencies, has started the FOCUS initiative, prioritizing funds for "Priority Development Areas" (PDA) that have high level of transit accessibility and potential for redevelopment. The City of Emeryville has submitted to ABAG an application for designation of all of Emeryville, with the exception of the lower density neighborhoods and the area west of Interstate 80, as a PDA.

Metropolitan Transportation Commission (MTC)

The Metropolitan Transportation Commission serves as both the regional transportation planning agency (a State designation) and as the region's metropolitan planning organization (a federal designation). MTC is responsible for the Regional Transportation Plan, a comprehensive plan covering transit, roads, airports, ports, rail, bicycle and pedestrian facilities. It also administers funds to local jurisdictions and transit agencies based on this Plan. MTC has several grant programs including:

- Transportation for Livable Communities (TLC): supports projects that enhance community vitality and promote walking, bicycling and transit use.
- Housing Incentive Program (HIP): assists housing construction near transit hubs.
- Low Income Flexible Transportation (LIFT): funds services that assist low-income residents travel to and from work, school and other essential destinations.

East Bay Regional Parks (EBRPD)

Serving Alameda and Contra Costa counties, the East Bay Regional Park District manages 98,000 acres of parkland in the East Bay. It operates the Eastshore State Park along Emeryville's waterfront and the funds from the District's Measure CC, approved by voters in 2004, which created a 15-year special excise tax to improve public access, wildfire protection, pub-

lic safety and environmental maintenance of District parks and trails.

Alameda County (ACo)

Alameda County encompasses 14 cities, including Emeryville, and unincorporated land. Its Board of Supervisors has jurisdiction only in the unincorporated portions of the County. However, Alameda County has pursued several initiatives, particularly around sustainability measures (e.g. Bay-Friendly Landscaping, StopWaste.Org, that have been integrated into City policy. Alameda County is also the umbrella for the Alameda County Congestion Management Agency (CMA), which was created in 1991 by a joint-powers agreement between Alameda County and all its cities. The CMA's goals, duties and composition make it easier for local governments to tackle the increasingly complex problem of traffic congestion. The CMA helps local governments meet the requirements of federal, state and local transportation laws by providing technical assistance. The CMA also coordinates with county and regional transportation organizations. Over the past six years, the CMA has built a framework to plan and obtain funding for Alameda County transportation services and projects.

AC Transit (AC)

The Alameda-Contra Costa Transit District (AC Transit) is the transit authority for Alameda and Contra Costa counties. AC Transit provides bus service to Emeryville along nine routes, in addition to school routes. An AC Transit bus yard is located on 45th Street at San Palo Avenue.

Union Pacific Railroad (UP)

Union Pacific owns the right-of-way along the north-south railroad tracks, operating freight trains on as line-haul vehicles. Although UP is not a public agency, the City must coordinate with UP about crossings and noise mitigations that the City pursues as part of the General Plan. With the anticipated expansion of the Port of Oakland, freight rail traffic through Emeryville is anticipated to increase dramatically.

Amtrak (AMTK)

Amtrak provides national passenger rail service and serves Emeryville with a station located on Horton Street. Four Amtrak routes serve this station, including the Capitol Corridor and San Joaquin commuter service routes. In 2008, these four routes had 44 trains per day serving Emeryville.

Bay Conservation and Development Commission (BCDC)

The Bay Conservation and Development Commission regulates new development within the first 100 feet of the San Francisco Bay shoreline. Its purpose is to protect the Bay and ensure public access to the Bay. The agency has authority over land use, construction, and subdivisions of property. In Emeryville, BCDC's power of review mainly affects any changes to land uses or structures along the Peninsula and at the Interstate-80 Ashby Avenue interchange. By agreement, Watergate and Trader Vic's are regulated only to mean high tide, not 100 feet. On the other hand, the entire marina is included in BCDC's jurisdiction, even beyond 100 feet inland.

California Department of Transportation (DOT)

The Department of Transportation, or "Caltrans", is the State agency that owns and operates freeways and state routes that provide access to and through the city, including Interstates 80, 580, and 880, and State Route 123 (San Pablo Avenue). Particularly along San Pablo Avenue and interchanges, where changes have been identified in the General Plan, coordination between the City and the Caltrans is critical.

California Environmental Protection Agency (CEPA)

The California Environmental Protection Agency is charged with developing, implementing and enforcing the state's environmental protection laws that ensure clean air, clean water, clean soil, safe pesticides and waste recycling and reduction. It includes several sub agencies that have jurisdiction over environmental elements in Emeryville, including:

- Department of Toxic Substance Control (DTSC)
- Regional Water Quality Control Board (RWQCB)
- The Air Resources Board (ARB)

East Bay Municipal Utility District (EBMUD)

The East Bay Municipal Utility District is a publicly owned utility that supplies water and provides wastewater treatment for parts of Alameda and Contra Costa counties on the eastern side of San Francisco Bay in northern California.

8.3 THE PLAN AND THE REGULATORY SYSTEM

The City will use a variety of regulatory mechanisms and administrative procedures to implement the General Plan. Under California law, Emeryville is required to have the Zoning Ordinance be consistent with the General Plan. In fact, the consistency requirement is the keystone of Plan implementation. Without a consistency requirement, there is no assurance that Plan policies will be implemented and that environmental resources earmarked for protection in the Plan will be preserved. Nevertheless, minor and routine maintenance and repair of existing buildings or alteration of addition to existing buildings that do not add significant floor areas nor facilitate a chance in use are not intended to trigger an evaluation of weather such activity is consistent with the General Plan. Other regulatory mechanisms, including subdivision approvals, building and housing codes, capital improvement programs, and environmental review procedures also will be used to implement Plan policies. All project approvals must be found to be consistent with the General Plan.

Zoning Regulations

The City's Zoning Ordinance translates plan policies into specific use regulations, development standards and performance criteria that govern development on individual properties. The General Plan establishes the policy framework, while the Zoning Ordinance prescribes standards, rules and procedures for development. The Zoning Map provides more detail than the General Plan Diagram.

Regulations for zoning districts will be established as part of the comprehensive zoning update being undertaken concurrently with the General Plan update. The

use regulations and development standards for existing zoning districts will need to be amended to conform to Plan policies. The City will bring both the Zoning Ordinance and the Zoning Map into conformance with the General Plan. When the General Plan is amended in the future, the Zoning Ordinance and Zoning Map also may need to be amended to maintain consistency between the Plan and zoning.

Subdivision Regulations

No subdivision of land may be approved under California law and the City's Subdivision Regulations unless its design and proposed improvements are found to be consistent with the General Plan. Update of the City's Subdivision Regulations (contained in Title 9 of the Municipal Code) to conform to the updated General Plan policies is underway.

Building and Housing Codes

No building permit may be issued under California law (*Gov. Code Section 65567*) unless the proposed development is consistent with the City's open space plan and conforms to General Plan policies.

8.4 CAPITAL IMPROVEMENTS PROGRAMMING

The Five-Year Capital Improvements Program (CIP) is the infrastructure funding plan for the city. It includes a list of public works projects that the City intends to design and construct in coming years. As a capital plan, the CIP represents one-time expenditures, as opposed to ongoing funding for operations expenses. The current CIP covers fiscal years 2006-2007 through 2011-2012. Redevelopment funds comprise 69 percent of total CIP funding with $147 million. Private and State/Federal sources each contribute an additional $18 million. Future funds are expected to make up the remaining funding needs with $26 million.

The General Plan has identified a range of capital outlays that will be implemented and funded through the CIP:

- Parks (specifically two new large parks);
- Street and intersection improvements;
- Bike boulevards and bikeways;
- Bridges and underpasses;
- Pedestrian Priority Zone improvements;
- Streetscape design; and
- Facility plan updates (e.g. water, wastewater, stormwater).

City Council reviews and adjusts the CIP every two years to reflect changes in priority, funding availability and need, and the general economy. With input from other departments the Finance Department and City Manager prepare and update the CIP. The Public Works Department has the lead role in carrying out the capital improvements.

8.5 IMPLEMENTATION ACTIONS FOR PLAN POLICIES

The tables on the following pages summarize implementation actions that the City will undertake to carry out the policies proposed in each element of the General Plan. (Note that the Housing Element contains its own implementation program.) Each action item implements one or more policies (the policy number is given in the table below, the actual policy is listed in the individual elements). The code listed first in the "Responsibility" column, represents the lead agency or department. In the final columns, an implementation schedule specifies the short- or long-term nature of implementation actions: ongoing, 0-5 years, 6-10 years, or 11-20 years.

Annual Report

As discussed in Chapter 1: Introduction, the City is required to prepare an annual report on progress in implementation of the General Plan. The action items that follow provide a template to monitor this progress. The annual report will be prepared by the Planning Department and submitted to the City Council, and to the Govenor's Office of Planning and Research.

IMPLEMENTATION RESPONSIBILITY CODES

Code	Department/Agency
CITY OF EMERYVILLE	
CC	City Council
CM	City Manager
PC	Planning Commission
PB	Planning and Building Department
EDH	Economic Development and Housing Department
PW	Public Works Department
CS	Community Services Department
ETMA	Emeryville Transit Management Association
F	Finance Department
CAO	City Attorney's Office
FD	Fire Department
EUSD	Emery Unified School District
ETMA	Emeryville Transit Management Association
REGIONAL, STATE, FEDERAL, AND PRIVATE	
ABAG	Association of Bay Area Governments
MTC	Metropolitan Transportation Commission
EBRPD	East Bay Regional Parks
ACo	Alameda County
AC	AC Transit
UP	Union Pacific Railroad
AMTK	Amtrak
BCDC	Bay Conservation and Development Commission
DOT	California Department of Transportation (Caltrans)
EMBUD	East Bay Municipal Utility District
CEPA	California Environmental Protection Agency

TABLE 8-1: Implementation Actions for Land Use

				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
LU-A-1	Update the Zoning Ordinance: › Base zoning districts › Overlay and special districts › FAR bonus criteria › Use regulations and classifications › Supplemental standards › Subdivisions › Administrative Procedures	LU-P-1, LU-P-2, LU-P-4, LU-P-5, LU-P-6, LU-P-7, LU-P-8, LU-P-9, LU-P-10, LU-P-11, LU-P-12, LU-P-13, LU-P-14, LU-P-15, LU-P-16, LU-P-17, LU-P-18, LU-P-19, LU-P-21, LU-P-23, LU-P-24	PB, PW, CAO		X		
LU-A-2	Project review and approval process.	LU-P-2, LU-P-3, LU-P-4, LU-P-5, LU-P-6, LU-P-17, LU-P-18, LU-P-21, LU-P-23, LU-P-24, LU-P-25	PC, CC	X			
LU-A-3	Prepare, update, and implement specific or area plans.	LU-P-17, LU-P-18, LU-P-21, LU-P-23, LU-P-24	PB, CAO	X			
LU-A-4	Prepare and update Design Guidelines.	LU-P-3, LU-P-12, LU-P-13, LU-P-14, LU-P-15, LU-P-20	PB		X		
LU-A-5	Update the Capital Improvements Program.	LU-P-3, LU-P-6, LU-P-19, LU-P-22	F, PW, EDH	X			
LU-A-6	Utilize economic development tools and resources to attract businesses and address the needs of existing businesses and customers.	LU-P-26, LU-P-27, LU-P-28, LU-P-29, LU-P-30, LU-P-31, LU-P-32	EDH	X			
LU-A-7	Identify sites and available space suitable for new business growth and expansion.	LU-P-28, LU-P-29	EDH, PB	X			
LU-A-8	Coordinate and establish partnerships with other public agencies, education institutions, and non-government organizations to attract and support a diverse range of businesses.	LU-P-27, LU-P-29, LU-P-30	EDH	X			

TABLE 8-2: Implementation Actions for Transportation

Action Number	Implementation Actions	Policy Numbers	Responsibility	IMPLEMENTATION SCHEDULE			
				Ongoing	0-5 Yrs	6-10 Yrs	11-20 Yrs
T-A-1	Prepare Quality of Service (QOS) standards for all transportation modes using current state-of-the-practice research in transportation engineering. The techniques shall focus on the actual trip itself, which transportation professionals can directly affect, and not the overall quality of the trip experience. The QOS standards shall also be measurable and based on the physical characteristics of the street and the modal demands.	T-P-2, T-P-3, T-P-5	PB, PW		X		
T-A-2	Coordinate with emergency service providers to ensure continued emergency vehicle access, operations and response levels.	T-P-4	PW, FD, DOT	X			
T-A-3	Maintain the City's Traffic Impact Fee to insure that development (to the extent allowed by law) pays its fair share toward a circulation system that optimizes travel by all modes.	T-P-1, T-P-2, T-P-6, T-P-7, T-P-8, T-P-10, T-P-11, T-P-13, T-P-14, T-P-16, T-P-17, T-P-21, T-P-24, T-P-25, T-P-27, T-P-31, T-P-45, T-P-46, T-P-49	PW, CAO, F	X			
T-A-4	Actively participate in the Alameda County Congestion Management Agency (ACCMA) regional transportation planning efforts to coordinate transportation priorities with neighboring jurisdictions.	T-P-9, T-P-19, T-P-20, T-P-22, T-P-29, T-P-64	PW, PB	X			
T-A-5	Actively work with the California Department of Transportation to promote pedestrian and bicycle accessibility at the Powell Street and Ashby Avenue freeway interchanges and along San Pablo Avenue.	T-P-8, T-P-9, T-P-20, T-P-44, T-P-63	PW, PB, DOT, EDH		X		
T-A-6	Work with regional and state agencies, as well as the railroad, to provide an additional grade-separated road crossing in Emeryville to serve as an alternative to one or more of the existing at-grade railroad crossings and quiet zones.	T-P-7, T-P-8, T-P-44	PW, EDH				X
T-A-7	Consider the transportation needs of seniors and disabled persons. Refer to *Senior and Disabled Transportation Needs Assessment*, October, 2006	T-P-2, T-P-31, T-P-32, T-P-35, T-P-47	CS, PW, ACo	X			

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				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
T-A-8	Maintain and update every ten years a Pedestrian and Bicycle Plan that defines a cohesive pedestrian network of public sidewalks, paths, and street crossings that make walking convenient, safe to travel, and are universally accessible. Within the Pedestrian and Bicycle Plan provide: › Guidelines for sidewalk functional elements (e.g., pedestrian zone, planter/furniture zone, curb zone, and building frontage zone), amenities (e.g., landscaping, benches, trash receptacles, news racks, pedestrian-scale lighting, directional/information signing, and public art), street crossings; description and schedule for public improvements; and developer responsibilities. › Establish a Pedestrian Safety Program that provides pedestrian educational materials and a regularly updated pedestrian safety report. › Designate and support a Citywide Pedestrian Coordinator.	T-P-2, T-P-10, T-P-11, T-P-12, T-P-13, T-P-14, T-P-15, T-P-16, T-P-17, T-P-18, T-P-19, T-P-20, T-P-31	EDH, PB		**X**	**X**	
T-A-9	Maintain and update every ten years a Pedestrian and Bicycle Plan that defines a cohesive bikeway network of paths, lanes, routes and boulevards that make biking convenient, safe to travel, and accessible. Within the Pedestrian and Bicycle Plan provide: › Bikeway facilities that are appropriate to the street typology, traffic volume, traffic speed, surrounding land uses, and accounting for the constrained urban environment. › Designate and support a Citywide Bicycle Coordinator › Evaluate the feasibility of implementing a bicycle sharing program for Emeryville residents and workers	T-P-2, T-P-18, T-P-19, T-P-21, T-P-22, T-P-23, T-P-24, T-P-25, T-P-26, T-P-48	PB, PW, EDH, PD		**X**	**X**	

				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
T-A-10	Participate with the Emery Unified School District to identify measures to enhance pedestrian circulation to and from the local public school sites, parks, the Center of Community Life, and other local community service locations. Participate in and support recommendations of the Safe Routes to Schools program.	T-P-11, T-P-13, T-P-14, T-P-15, T-P-16	PB, PW, ETMA, EUSD, CS, PD		**X**		
T-A-11	Install and maintain detection loops at signalized intersections that are sensitive to bicycles, including those with aluminum frames.	T-P-2, T-P-25	PW		**X**		
T-A-12	Urge public transit vehicles to carry bicycles	T-P-2	PW, ETMA, AC		**X**		
T-A-13	Actively work with transit providers for free and/or subsidized transit for both local travel within the city and travel to the regional hubs located at the Amtrak Station, the MacArthur BART station, and San Pablo Avenue at 40th Street.	T-P-34, T-P-35, T-P-36	PW, ETMA		**X**		
T-A-14	Work with transit providers to expand hours of operation, reduce travel time, and increase frequencies/headways.	T-P-28, T-P-29, T-P-30, T-P-33, T-P-35, T-P-37, T-P-38, T-P-39, T-P-41, T-P-43	PW, AC, AMTK, BART, ETMA	**X**			
T-A-15	Refer to AC Transit's handbook *Designing with Transit* for integrating transit into the community.	T-P-2, T-P-16, T-P-31, T-P-32, T-P-33, T-P-36, T-P-39, T-P-42	PB	**X**			
T-A-16	Monitor as appropriate the transit system to assess the system's effectiveness in serving Emeryville residents and those working in Emeryville. Make changes to the transit system, as appropriate, to provide an efficient rider-friendly environment that meets the needs of all users including children, seniors, the disable, and transit-dependent persons.	T-P-2, T-P-16, T-P-28, T-P-29, T-P-30, T-P-31, T-P-32, T-P-33, T-P-34, T-P-35, T-P-37, T-P-38, T-P-39, T-P-40, T-P-41, T-P-42, T-P-43, T-P-44, T-P-47	PB, PW, ETMA, CS, CAO, AC	**X**			

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				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
T-A-17	Require all new development (residential and non-residential) to contribute to the Emeryville Transportation Management Association to ensure that Emeryville residents are well served by transit.	T-P-34, T-P-35 T-P-46	PB, ETMA	X			
T-A-18	Monitor, as appropriate, public parking supply and utilization to identify deficiencies and optimize efficiency to 85 percent. Adjust pricing and supply as appropriate and apply other parking management strategies such as Residential Permit Parking (RPP) to ensure adequate parking availability in residential areas, recognizing the need for adequate parking to support neighborhood businesses.	T-P-49, T-P-50, T-P-51, T-P-52, T-P-53, T-P-54, T-P-55, T-P-56, T-P-57, T-P-58, T-P-59	PW, PB	X			
T-A-19	Study and implement a citywide Transportation Demand Management Program and explore funding mechanisms.	T-P-53, T-P-64, T-P-65, T-P-66, T-P-67	PB, PW, ETMA, CAO, F		X		
T-A-20	Coordinate with stakeholders and interested agencies and parties to explore the feasibility of a bicycle and pedestrian trail adjacent to the Emeryville Crescent.	T-P-18, T-P-20, T-P-22	PB, CAO, PW, EBRPD, State Parks		X		
T-A-21	Maintain designated truck routes to dictate appropriate routes for truck traffic.	T-P-60, T-P-61, T-P-62	PW	X			

TABLE 8-3: Implementation Actions for Parks, Open Space, Public Facilities and Services

				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
PP-A-1	Prepare a strategic parks master plan. Plan should identify needs, prioritize acquisition, and facilitate a significant reduction in the current deficit in parks and open space acreage. The plan shall also identify options for park financing and implementation, recognizing the challenges of providing new parks in a built-out city.	PP-P-1, PP-P-2, PP-P-3, PP-P-4, PP-P-5, PP-P-6, PP-P-7, PP-P-8, PP-P-10, PP-P-12, PP-P-13	CS, PB, PW, F		X		
PP-A-2	Develop a park-programming plan based on assessment of user needs. Plan should maximize open space use and balance active and passive recreational needs for all segments of the community.	PP-P-1, PP-P-2, PP-P-3, PP-P-4, PP-P-8, PP-P-10	CS		X		
PP-A-3	Explore additional joint park facilities and use agreements with surrounding communities and agencies.	PP-P-4, PP-P-10, PP-P-14, PP-P-15, PP-P-16, PP-P-17	CS, EUSD	X			
PP-A-4	Coordinate east-west greenway creek improvements and water features with community members and design professionals.	PP-P-7	PB, PW, CS, EUSD, EDH, CAO			X	
PP-A-5	Update and implement Five-Year Capital Improvement Program.	PP-P-1, PP-P-2, PP-P-3, PP-P-4, PP-P-5, PP-P-6, PP-P-7, PP-P-8, PP-P-13, PP-P-17, PP-P-21	F (updates), PW (implements), EDH		X		
PP-A-6	Update zoning and subdivision regulations and the zoning map.	PP-P-9, PP-P-10, PP-P-11, PP-P-14, PP-P-22	CAO			X	
PP-A-7	Continue to negotiate with landowners on the acquisition of land to supplement the Center of Community Life. Identify funding opportunities and implement the entire concept.	PP-P-2, PP-P-15, PP-P-16, PP-P-17	CS, EUSD, F	X			
PP-A-8	Work with other public agencies, including PG&E, AC Transit, Amtrak, the Post Office and the School District and local neighborhoods on appropriate land uses for sites no longer needed by the respective public agency.	PP-P-2, PP-P-3, PP-P-4, PP-P-15, PP-P-16, PP-P-17	PB, CS, EUSD	X			

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				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
PP-A-9	Continue to provide ongoing and one-time cultural and recreation events for all members of the community—youth, adults, and seniors. Promote programs through City newsletter and website.	PP-P-18, PP-P-19, PP-P-20	CS	X			
PP-A-10	Prepare a strategic plan and design documents for an Arts and Cultural Center.	PP-P-21	EDH		X		
PP-A-11	Conduct a feasibility study for a new location and building for Police Administration facilities.	PP-P-22, PP-P-23	PD, PW				X
PP-A-12	Continue to operate the Community Emergency Response Team (CERT) Program.	PP-P-24	FD	X			
PP-A-13	Continue to coordinate with utilities service providers as necessary (i.e. PG&E, EBMUD)	PP-P-25, PP-P-26, PP-P-27	PW	X			
PP-A-14	Continue to require development projects to replace or upgrade sanitary sewer systems.	PP-P-27, PP-P-28	PW, PB	X			

TABLE 8-4: Implementation Actions for Urban Design

				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
UD-A-1	Prepare Design Guidelines for the following design elements: › Site planning › Building orientation and entries › Open space › Parking and service areas › Building height and mass › Building form and articulation › Façade composition › Building materials, detailing, and color › Residential livability › Streets › Sustainability objectives › Landscaping › Signage › Gateways	UD-P-1, UD-P-3, UD-P-10, UD-P-15, UD-P-19, UD-P-20, UD-P-21, UD-P-22, UD-P-23, UD-P-24, UD-P-25, UD-P-26, UD-P-27, UD-P-28, UD-P-29, UD-P-30, UD-P-31, UD-P-32, UD-P-33, UD-P-34, UD-P-35, UD-P-36 UD-P-38, UD-P-39, UD-P-40, UD-P-43, UD-P-45, UD-P-46, UD-P-47, UD-P-51, UD-P-53, UD-P-54, UD-P-55, UD-P-59, UD-P-60, UD-P-61, UD-P-62, UD-P-63, UD-P-64, UD-P-65, UD-P-66, UD-P-67, UD-P-68, UD-P-70, UD-P-71, UD-P-72	PW		X		
UD-A-2	Prepare, update, and implement neighborhood and area plans.	UD-P-5, UD-P-6, UD-P-7, UD-P-8, UD-P-9, UD-P-10, UD-P-11, UD-P-12, UD-P-13, UD-P-14, UD-P-15, UD-P-16, UD-P-17, UD-P-18, UD-P-37, UD-P-48, UD-P-68	PB, PW, EDH	X			
UD-A-3	Update the Zoning Ordinance: › Parking › Building mass › Signage › Districts › Development standards › Streets	UD-P-5, UD-P-9, UD-P-10, UD-P-15, UD-P-19, UD-P-26, UD-P-31, UD-P-34, UD-P-35, UD-P-36, UD-P-38, UD-P-54, UD-P-55, UD-P-56, UD-P-58, UD-P-59	PB, CAO	X			
UD-A-4	Prepare citywide streetscape plan.	UD-P-1, UD-P-8, UD-P-16, UD-P-17, UD-P-18, UD-P-41, UD-P-42, UD-P-43, UD-P-44, UD-P-45, UD-P-46, UD-P-47, UD-P-48, UD-P-49, UD-P-50, UD-P-51, UD-P-69	PB, PW, EDH			X	

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				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
UD-A-5	Update Capital Improvements Program.	UD-P-2, UD-P-20, UD-P-48, UD-P-52	F, PW, EDH	X			
UD-A-6	Utilize Site Plan Review › Identify options for pedestrian circulation › Extend street grid wherever possible › Require buildings within identified gateway areas to emphasize entry into the city through architectural elements.	UD-P-4, UD-P-5, UD-P-7, UD-P-8, UD-P-11, UD-P-12, UD-P-13, UD-P-14, UD-P-20, UD-P-37, UD-P-57, UD-P-58, UD-P-69	PB	X			
UD-A-7	Invest in signage, public art, and streetscape improvements at identified city gateways.	UD-P-1, UD-P-73, UD-P-74, UD-P-75	EDH, PW	X			
UD-A-8	Improve the city's physical appearance through maintenance and façade renovations of older residential and industrial building stock. Support community-driven neighborhood beautification programs by emphasizing rehabilitation grants and low-interest loans.	UD-P-9, UD-P-10, UD-P-13, UD-P-15, UD-P-19	EDH, PB, PW	X			
UD-A-9	Utilize the City's Public Art Fund to expand public art within the city along key pedestrian streets and at major gateways like Hollis Street, San Pablo Avenue, and Powell Street. Continue support for developer and city contributions to the Emeryville Arts in Public Places Program, with special emphasis on locating art in new parks and greenways.	UD-P-73, UD-P-74	EDH	X			
UD-A-10	Develop and implement new sign regulations.	UD-P-73, UD-P-75	CAO	X			

TABLE 8-5: Implementation Actions for Conservation, Safety, and Noise

				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
CSN-A-1	Plant new trees and other plantings, and maintain existing healthy trees to improve air quality and reduce the urban heat island effect.	CSN-P-19, CSN-P-20	PW	X			
CSN-A-2	Continue working with the San Francisco Regional Water Quality Control Board in the implementation of the National Pollutant Discharge Elimination System permit process for the protection of surface and groundwater quality.	CSN-P-7, CSN-P-8, CSN-P-10, CSN-P-44	PW	X			
CSN-A-3	Implement EBMUD Water efficiency requirements for new and rehabilitation projects.	CSN-P-12, CSN-P-13, CSN-P-14, CSN-P-15, CSN-P-16, CSN-P-17	PW		X		
CSN-A-4	Disseminate information about the potentially harmful effects of toxic chemical substances and safe alternative measures, for home and garden use.	CSN-P-9	ACo, PW	X			
CSN-A-5	Support the East Bay Regional Parks District in the maintenance and protection of the biological resources in the Emeryville Crescent portion of the Eastshore State Park, while studying the feasibility of a bicycle and pedestrian trail adjacent to the Emeryville Crescent.	CSN-P-18, CSN-P-19, CSN-P-22, CSN-P-23, CSN-P-24, CSN-P-25	PW, EBRPD, State Parks	X			
CSN-A-6	Identify historic and cultural resources within Emeryville and continue to refine and implement ordinances pertaining to architecturally significant structures, to ensure adequate recognition and incentives for reuse.	CSN-P-26, CSN-P-28, CSN-P-32	PB		X		
CSN-A-7	Offer funding through the Redevelopment Agency for façade preservation projects.	CSN-P-26, CSN-P-31	EDH	X			
CSN-A-8	Cooperate with appropriate government agencies and public and private organizations to address seismic hazards and flooding risks due to dam inundation, tsunamis, sea level rise, or major flood events.	CSN-P-34, CSN-P-35, CSN-P-44, CSN-P-46	PB	X			
CSN-A-9	Implement and update emergency management operations plan, including evacuation routes, cache of supplies, training of City staff, as necessary, as the city continues to develop.	CSN-P-48, CSN-P-49	FD	X			

Continues on next page

				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
CSN-A-10	Continue participation in regional disaster planning initiatives and maintain and update the City's Local Hazard Mitigation Plan every five years to maintain a current and accurate plan consistent with FEMA Guidelines. The updated LHMP shall be reviewed by the Planning Commission and adopted by City Council but shall not require a subsequent amendment to the General Plan when required updates occur.	CSN-P-34, CSN-P-37, CSN-P-38, CSN-P-39, CSN-P-40, CSN-P-41, CSN-P-43, CSN-P-48, CSN-P-49	FD, PD, PW, PB	X			
CSN-A-11	Continue to work with the Alameda County Waste Management Authority & Recycling Board (StopWaste.Org) regarding disposal of hazardous materials.	CSN-P-9, CSN-P-38, CSN-P-39, CSN-P-40, CSN-P-41, CSN-P-42, CSN-P-43	PW, ACo, FD	X			
CSN-A-12	Continue working with the Alameda County Flood Control and Water Conservation District.	CSN-P-44, CSN-P-45, CSN-P-46	PW, ACo	X			
CSN-A-13	Utilize Site Plan Review process to ensure public health and safety, and the protection of natural and cultural resources.	CSN-P-1, CSN-P-19, CSN-P-25, CSN-P-27, CSN-P-29, CSN-P-30, CSN-P-33, CSN-P-34, CSN-P-35, CSN-P-41, CSN-P-43, CSN-P-48, CSN-P-50, CSN-P-58, CSN-P-59	PB	X			
CSN-A-14	Update Zoning Ordinance.	CSN-P-4, CSN-P-5, CSN-P-6, CSN-P-11, CSN-P-12, CSN-P-13, CSN-P-14, CSN-P-15, CSN-P-16, CSN-P-33, CSN-P-34, CSN-P-35, CSN-P-36, CSN-P-39, CSN-P-50, CSN-P-57, CSN-P-58	PB, CAO	X			
CSN-A-15	Update Capital Improvements Program.	CSN-P-2, CSN-P-20, CSN-P-22, CSN-P-23, CSN-P-24, CSN-P-45	F, PW, EDH	X			
CSN-A-16	Implement Climate Action Plan in coordination with all City departments.	CSN-P-2, CSN-P-3, CSN-P-11, CSN-P-12, CSN-P-13, CSN-P-14, CSN-P-15, CSN-P-16, CSN-P-20, CSN-P-21	PW		X		
CSN-A-17	Establish conditions of approval for mechanical equipment with potential noise impacts.	CSN-P-51, CSN-P-53, CSN-P-55, CSN-P-57, CSN-P-58	PB	X			

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				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
CSN-A-18	As part of development review, ensure that all development located within future noise exposure (as shown on Figure 6-10) levels greater than "Normally Acceptable" must complete a noise study and implement appropriate mitigation measures to bring interior noise levels to "Acceptable" levels.	CSN-P-52, CSN-P-53, CSN-P-54	PB	**X**			
CSN-A-19	Coordinate with the Public Utilities Commission and other public agencies to develop railroad quiet zones.	CSN-P-56	PB	**X**			

TABLE 8-6: Implementation Actions for Sustainability

				IMPLEMENTATION SCHEDULE			
Action Number	**Implementation Actions**	**Policy Numbers**	**Responsibility**	**Ongoing**	**0-5 Yrs**	**6-10 Yrs**	**11-20 Yrs**
ST-A-1	Implement Climate Action Plan in coordination with all City departments.	ST-P-1, ST-P-2, ST-P-3, ST-P-4, ST-P-9	PW		**X**		
ST-A-2	Adopt the United Nations Environmental Accords by Resolution with a plan for implementing 14 of the 21 actions by 2012.	ST-P-1, ST-P-2	PW		**X**		
ST-A-3	Incorporate site-appropriate standards described by Build-It-Green GreenPoint rating system and/or Leadership in Energy and Environmental Design (LEED™), and Bay-Friendly Landscape Scorecard into all new construction and rehabilitation projects.	ST-P-5, ST-P-6, ST-P-7, ST-P-8	PW		**X**		
ST-A-4	Implement civic green building resolution requiring City projects to follow green building and Bay-Friendly Landscaping requirements.	ST-P-5, ST-P-6, ST-P-7, ST-P-8	PW	**X**			
ST-A-5	Implement green building ordinance requiring Public-Private Partnership projects to be follow green building and Bay-Friendly Landscaping requirements. (pending)	ST-P-5, ST-P-6, ST-P-7, ST-P-8	PW	**X**			
ST-A-6	Develop and implement an environmentally preferable municipal purchasing program.	ST-P-10, ST-P-11, ST-P-13	PB, EDH	**X**			
ST-A-7	Identify sites for developers to provide sites for farmers' markets.	ST-P-12	PB, EDH	**X**			

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Amendment 1:

January 19, 2010

Resolution No. 10-12 and

Resolution No. 10-13

Resolutions of the City Council of the City of Emeryville Approving a General Plan Amendment to Modify the Maximum Floor Area Ratios Map to Increase the Floor Area Ratio to 2.0/3.0 on the Pixar Animation Studios Property Bounded by Park Avenue, Hollis Street, 45th Street, and Properties Fronting on San Pablo Avenue (APNs: 49-1539-1, 2, 4-2, and 5; 49-1027-37; 49-1041-59); and to Increase the Floor Area Ratio to 3.0/4.0 on the Wareham Development Property Between Hollis Street and the Railroad from Powell Street to 64th Street. (APNs: 49-1487-5-3; 49-1488-1; 49-1489-13-3, 14, and 17)

Amendment 2:

September 21, 2010

Resolution No. 10-152

Resolution of the City Council of the City of Emeryville Amending the General Plan to Redesignate the "Doyle Hollis North Area", Bounded by 62nd, Hollis, 64th, and Doyle Streets, from Park/Open Space to Office/ Technology-Doyle Hollis North Area on the Land Use Diagram, and from an Far of 0.5/No Bonus to an FAR of 1.0/No Bonus on the Maximum Floor Area Ratios (FAR) Map.

Amendment 3:

May 15, 2012

Resolution No. 12-77

Resolution of the City Council of the City of Emeryville Adopting a General Plan Amendment Adding Text to Policy T-P-8 in the Transportation Element and Modifying the Circulation Diagram, Street System Diagram, Pedestrian System Diagram, and Bicycle System Diagram.

Amendment 4:

April 2, 2013

Resolution No. 13-58

Resolution of the City Council of the City of Emeryville Approving a General Plan Amendment to Delete the Pedestrian Path Connecting 45th Street and 47th Street Along the Eastern Property Line of Escuela Bilingüe Internacional from the General Plan and the Pedestrian and Bicycle Plan.

Amendment 5:

July 1, 2014

Resolution No. 14-92

Resolution of the City Council of the City of Emeryville Amending the General Plan to Add a Maximum Residential Density Designation of 20/35 Units Per Acre to the Proposed Pain & Rehabilitation Consultants' (PRC) Management Group Parking Lot Parcel at the Northwest Corner of Stanford Avenue and Doyle Street; to Redesignate the Surrounding City-Owned Property from Mixed Use with Residential to Park/Open Space and Remove the "Other Park Opportunity" Circle on the Land Use Diagram; to Change the Maximum Building Height from 30/55 Feet to 30 Feet/No Bonus and the Maximum Floor Area Ratio from 1.2/1.6 to 0.5/No Bonus for Both Properties.

Amendment 6:

October 20, 2015

Resolution No. 15-129

Resolution of the City Council of the City of Emeryville Amending the General Plan to Reduce the Base Levels for Floor Area Ratio, Building Height, and Residential Density.

Amendment 7:

October 18, 2016

Resolution No. 16-148

Resolution of the City Council of the City of Emeryville Adopting a General Plan Amendment to Modify the Land Use Diagram (Figure 2-2) to Reflect the Proposed Relocation of Park/Open Space and Mixed Use with Residential on the Sherwin Williams Project Site, and to Modify the Maximum Residential Densities Map (Figure 2-6) to be Consistent with the Land Use Diagram.

Amendment 8:

October 30, 2018

Resolution No. 18-153

A Resolution of the City Council of the City of Emeryville Amending the General Plan to Increase the Maximum Development Potential That Could Occur within an Area of Approximately 2.5 Acres Fronting the East Side of San Pablo Avenue from 40th Street to Approximately 170 Feet South of 45th Street by Modifying Figure 2-3: Maximum Floor Area Ratios, Figure 2-4: Maximum Building Heights, and Figure 2-6: Maximum Residential Densities (APNs: 49-1026-2 (partial), -22 (partial), -23, -24 (partial), -26-2 (partial); 49-1079-13 (partial), 14-1, 17-1, 19-4 (partial); 49-1555-11 Through 19; -65, -66, and -67 (partial)).

Amendment 9:

September 3, 2019

Resolution No. 19-131

Resolution of the City Council of the City of Emeryville Adopting the 2019-2024 Local Hazard Mitigation Plan and Amending the Text on Page 6-13 of the Safety Element of the General Plan and the Text of Action CSN-A-10, Implementation Actions for Conservation, Safety and Noise and Adding the Local Hazard Mitigation Plan as an Appendix to the Safety Element of the General Plan.

Amendment 10:

October 17, 2023

Resolution No. 23-139

Resolution Of The City Council Of The City Of Emeryville Adopting A General Plan Amendment To Modify Figure 3-1 (Circulation Map), Figure 3-4 (Pedestrian System Map), And Figure 3-6 (Bicycle System Map) In The General Plan Transportation Element (Chapter 3) Of The City Of Emeryville General Plan

EMERYVILLE GENERAL PLAN

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