



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.



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.



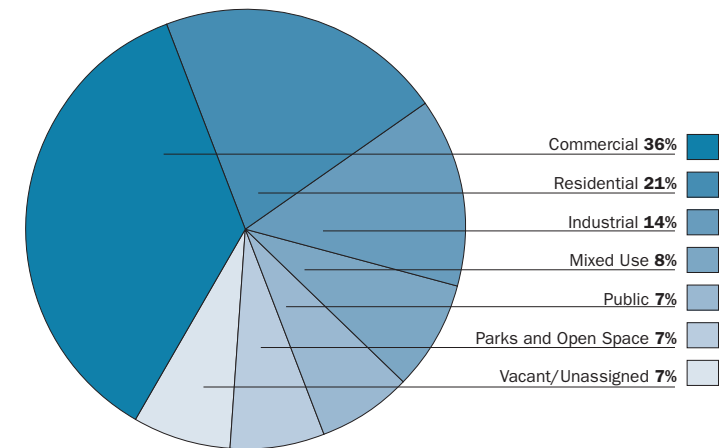
The number of residential developments (far left) has increased in recent years, inspiring a greater need for public facilities and parks (middle and right).

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),

Areas of Change and Stability – 2009

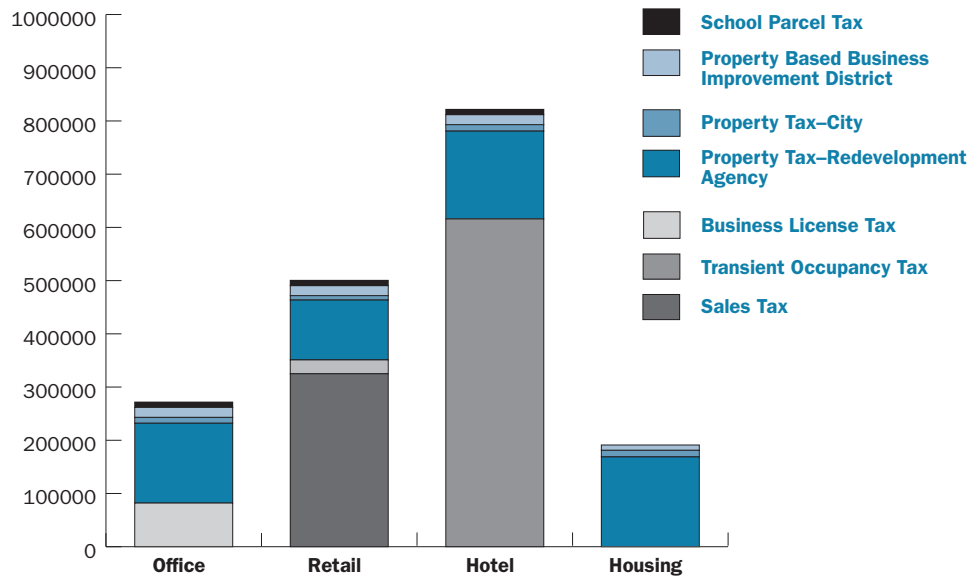


2.2 ECONOMIC DEVELOPMENT

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

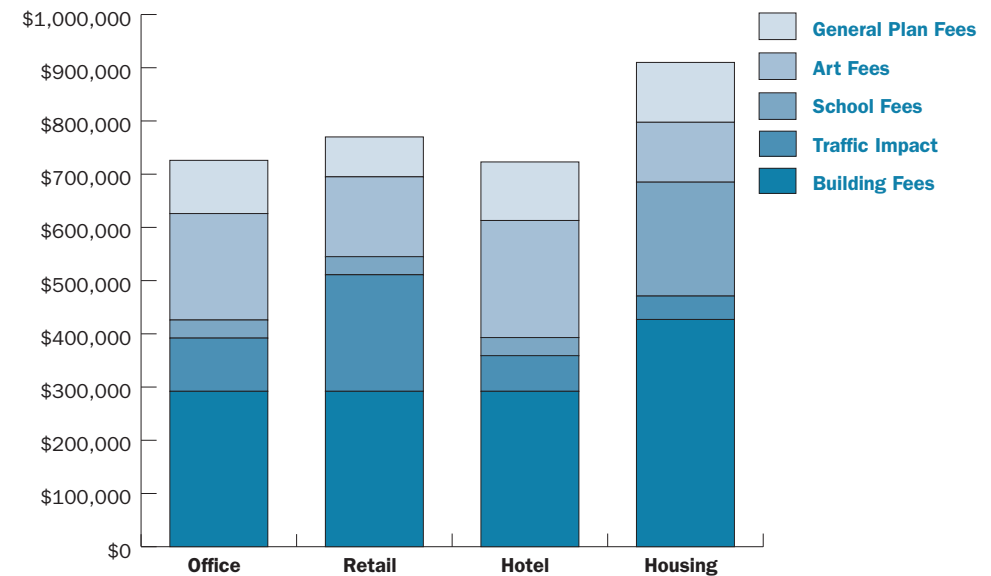
in total (housing contributes more than non-residential uses in the form of school impact fees, which go to the Emery Unified School District), hotel and retail uses make the greatest impact in terms of annual revenues. One-time fee revenues are used for capital improvements and facilities that are needed 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.

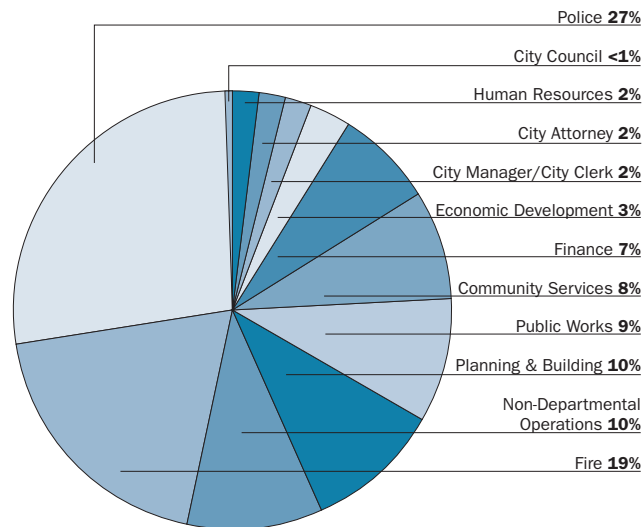
Balance

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.

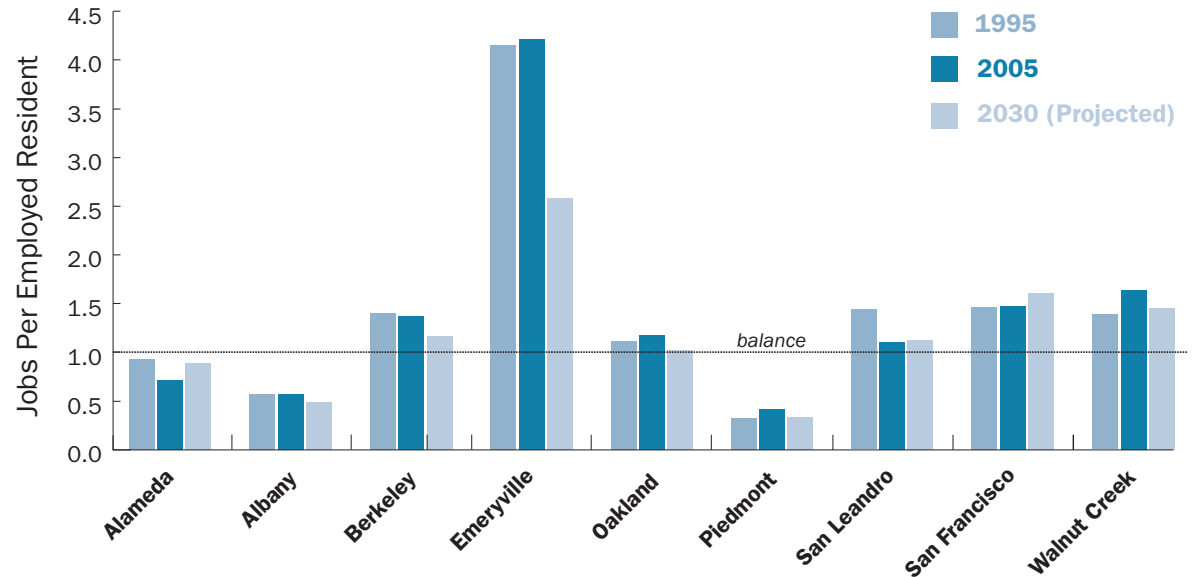
Source: City of Emeryville, Dyett & Bhatia, 2008.

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

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



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.

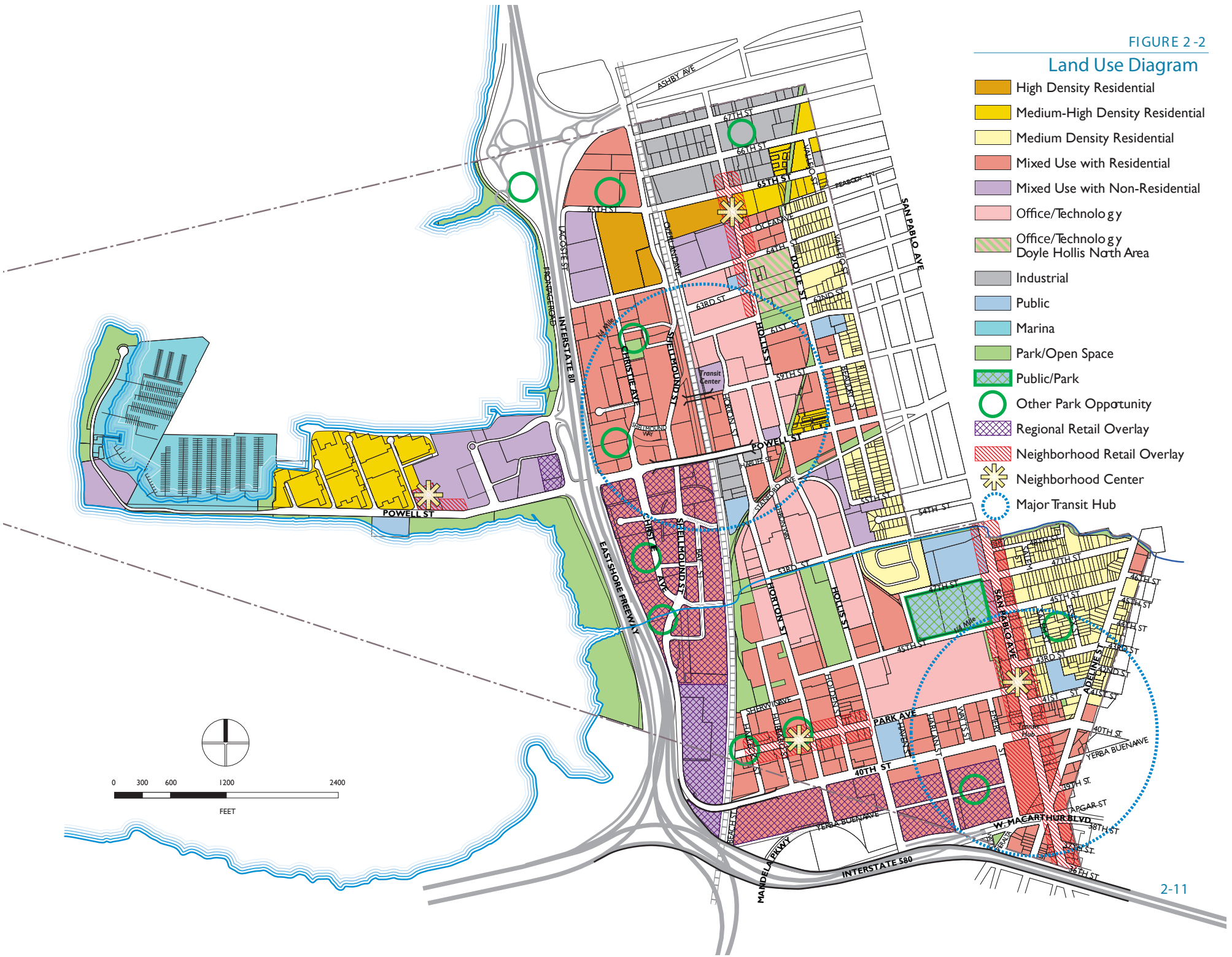
Land Use Diagram

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/café 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.)

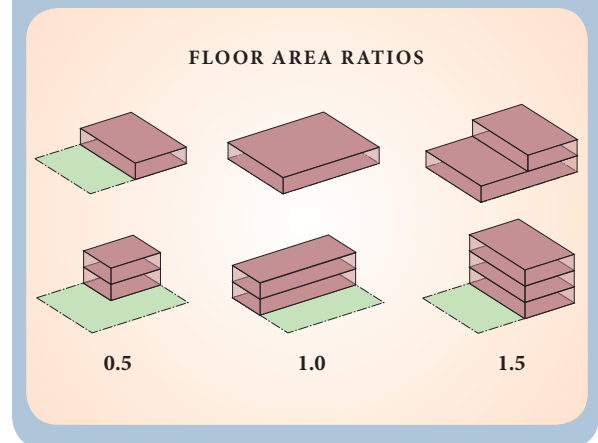
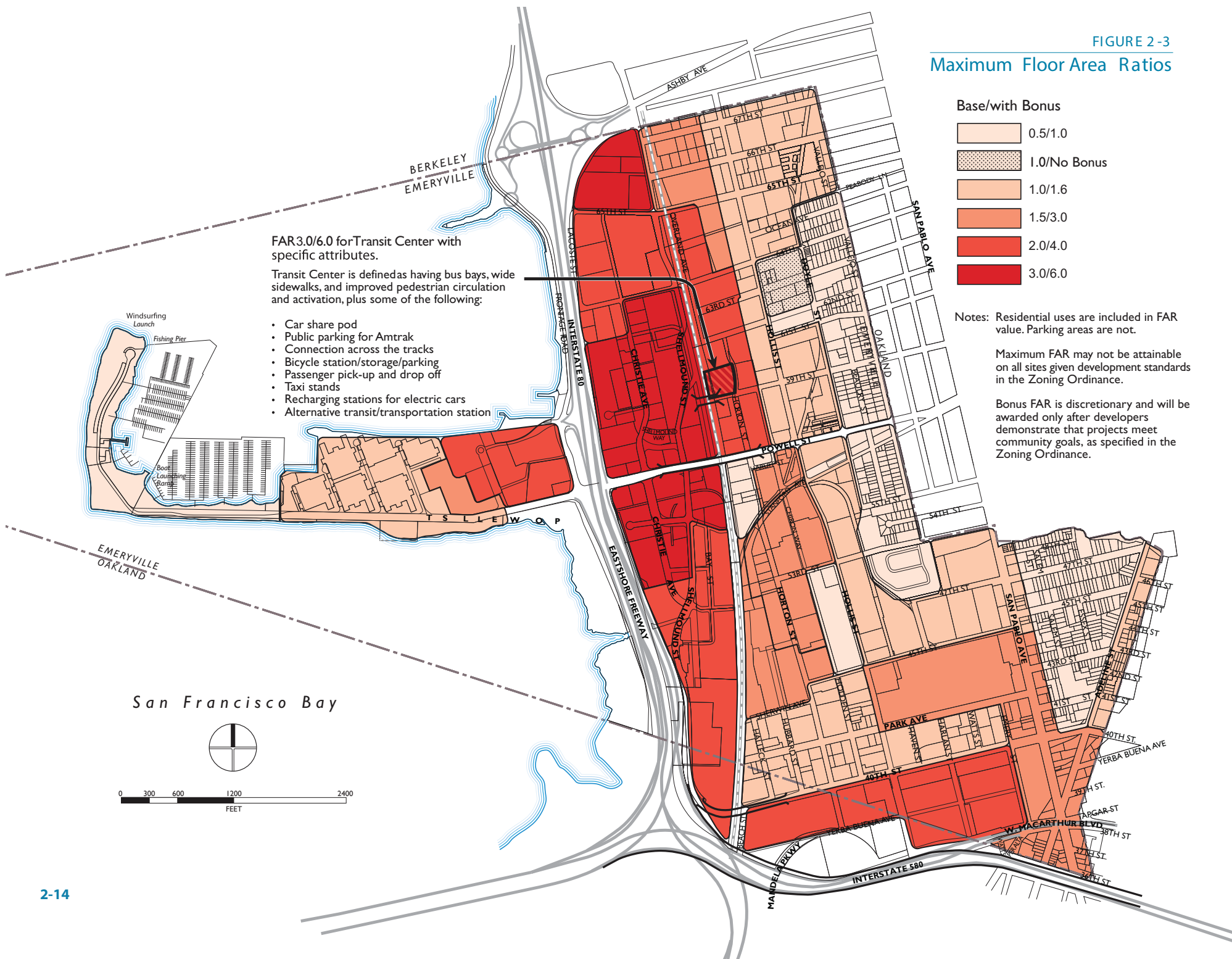


FIGURE 2-3

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.

Maximum Building Heights

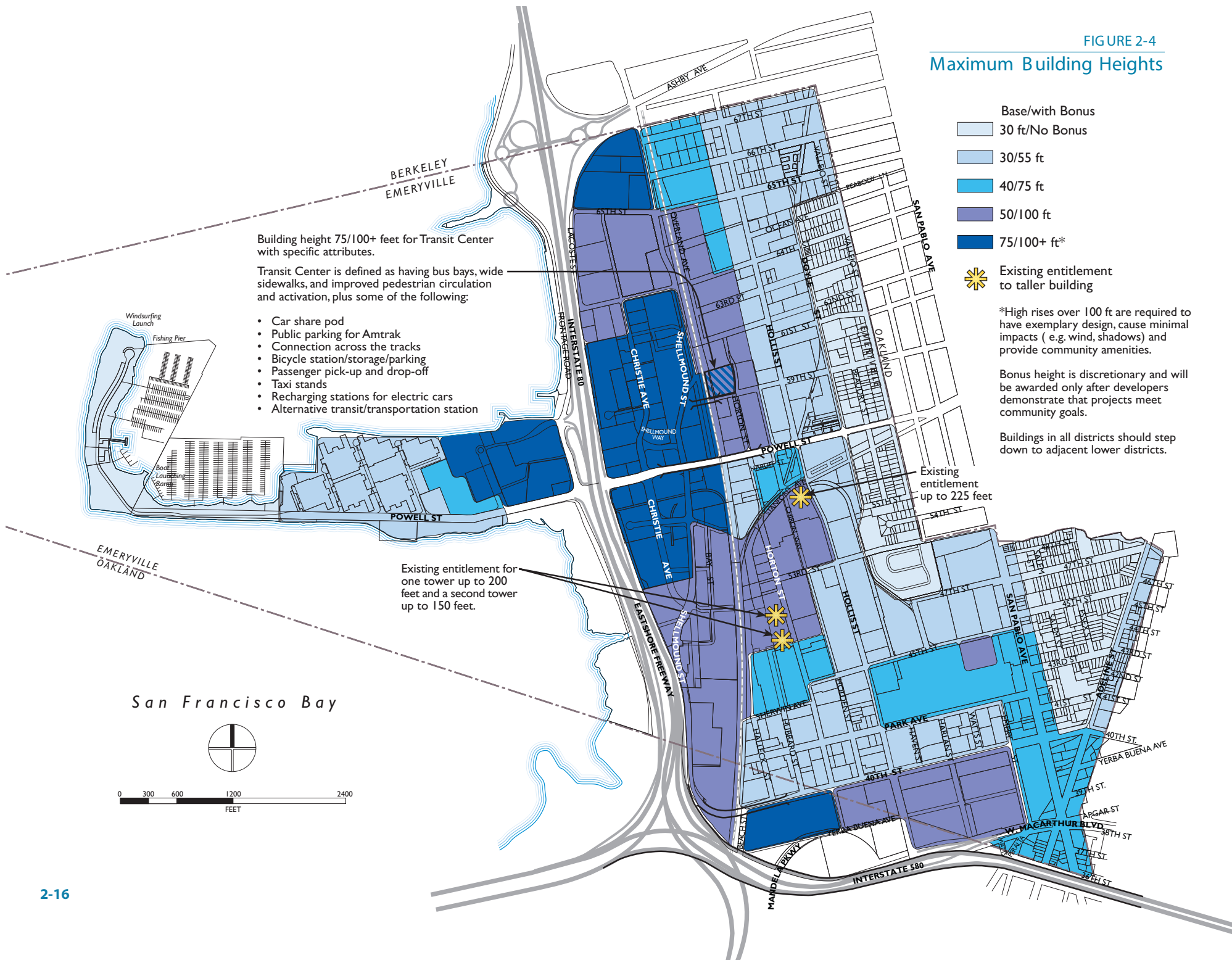


FIGURE 2-5

Building Height Perspectives, Hypothetical



- Existing buildings
- Approved or recently constructed projects
- Hypothetical future projects

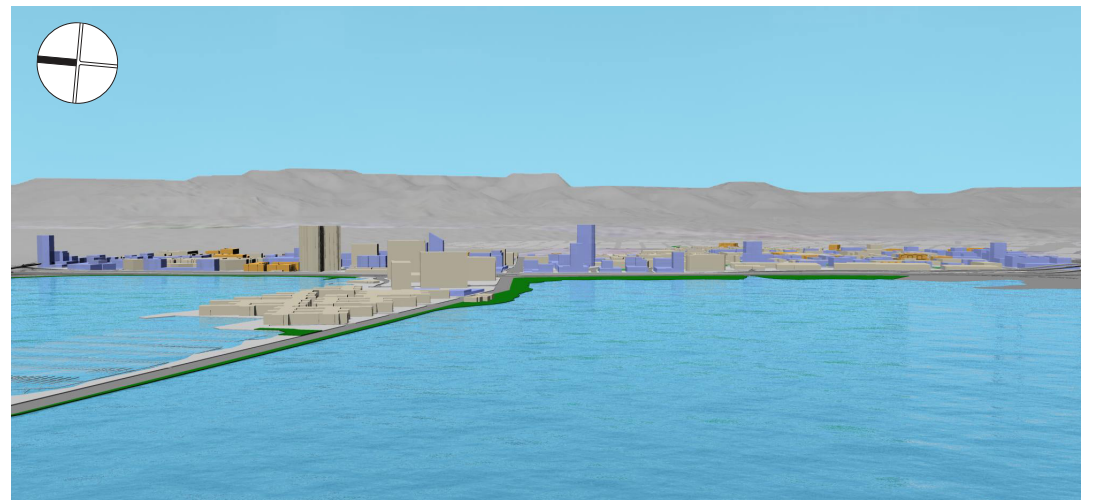
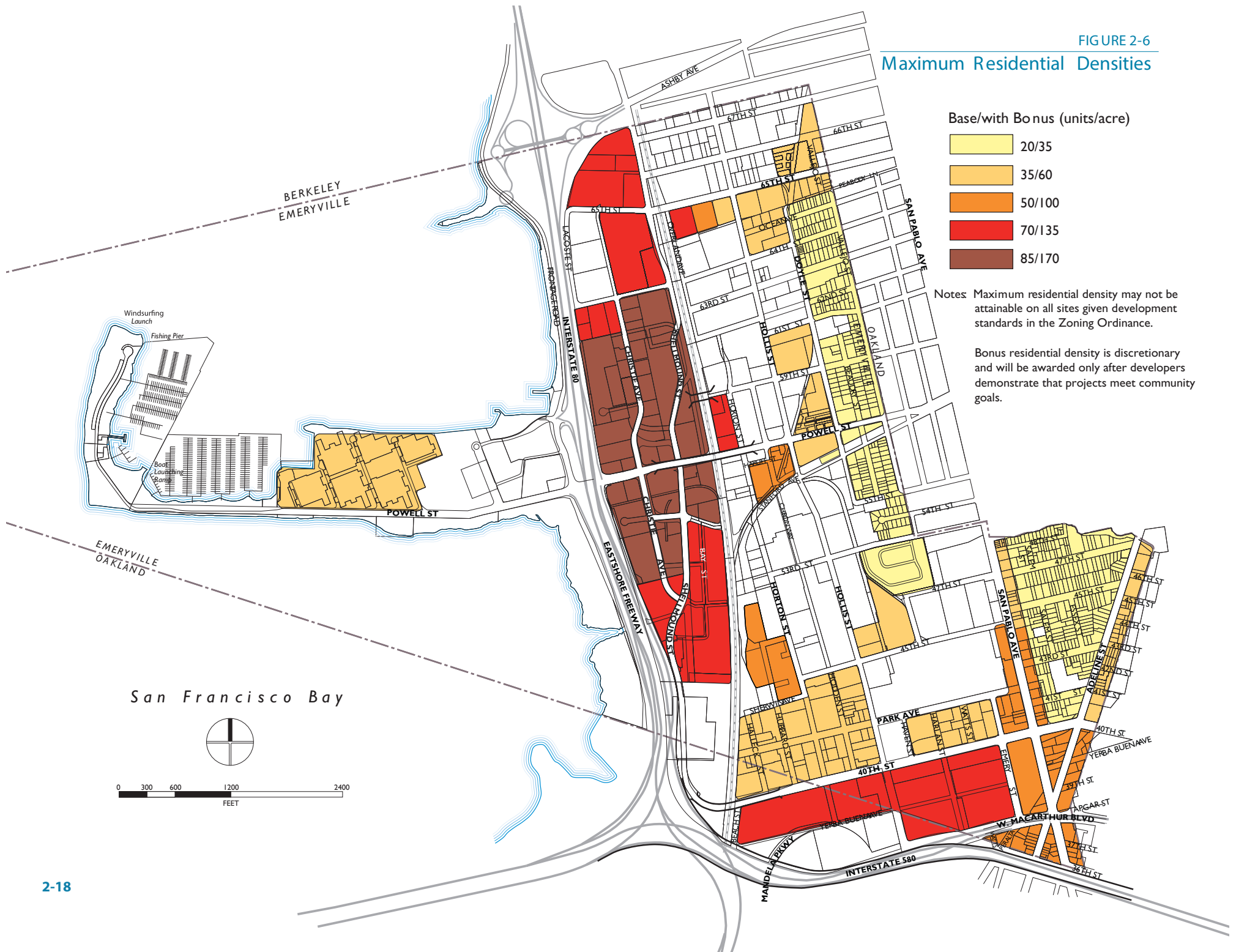


FIGURE 2-6

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

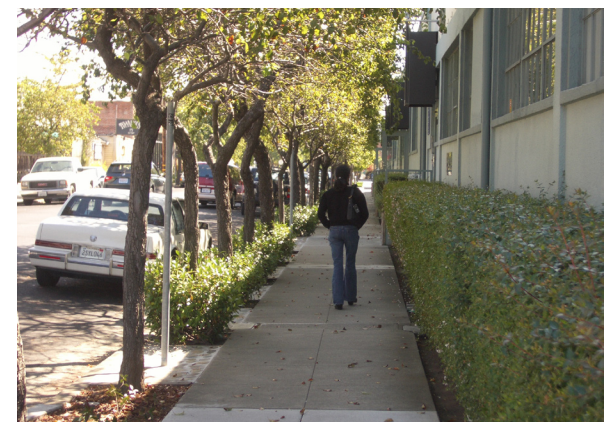
Intensity, height, and density bonuses are permitted after developers provide certain community amenities, such as family-friendly housing, green architecture, and public open space. Bonuses are discretionary and contingent on excellence in design. (In the Medium Density Residential areas, additional 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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