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.

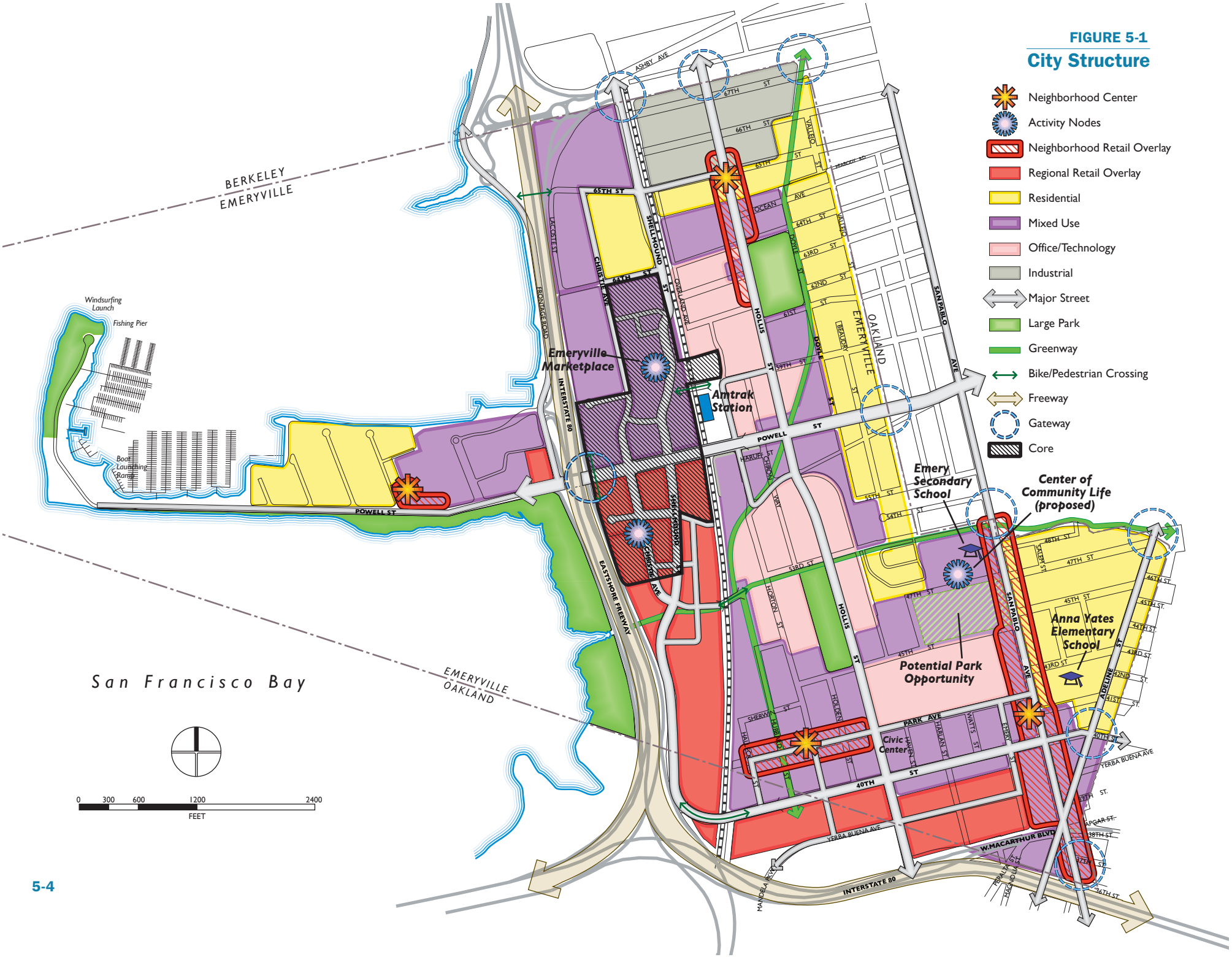


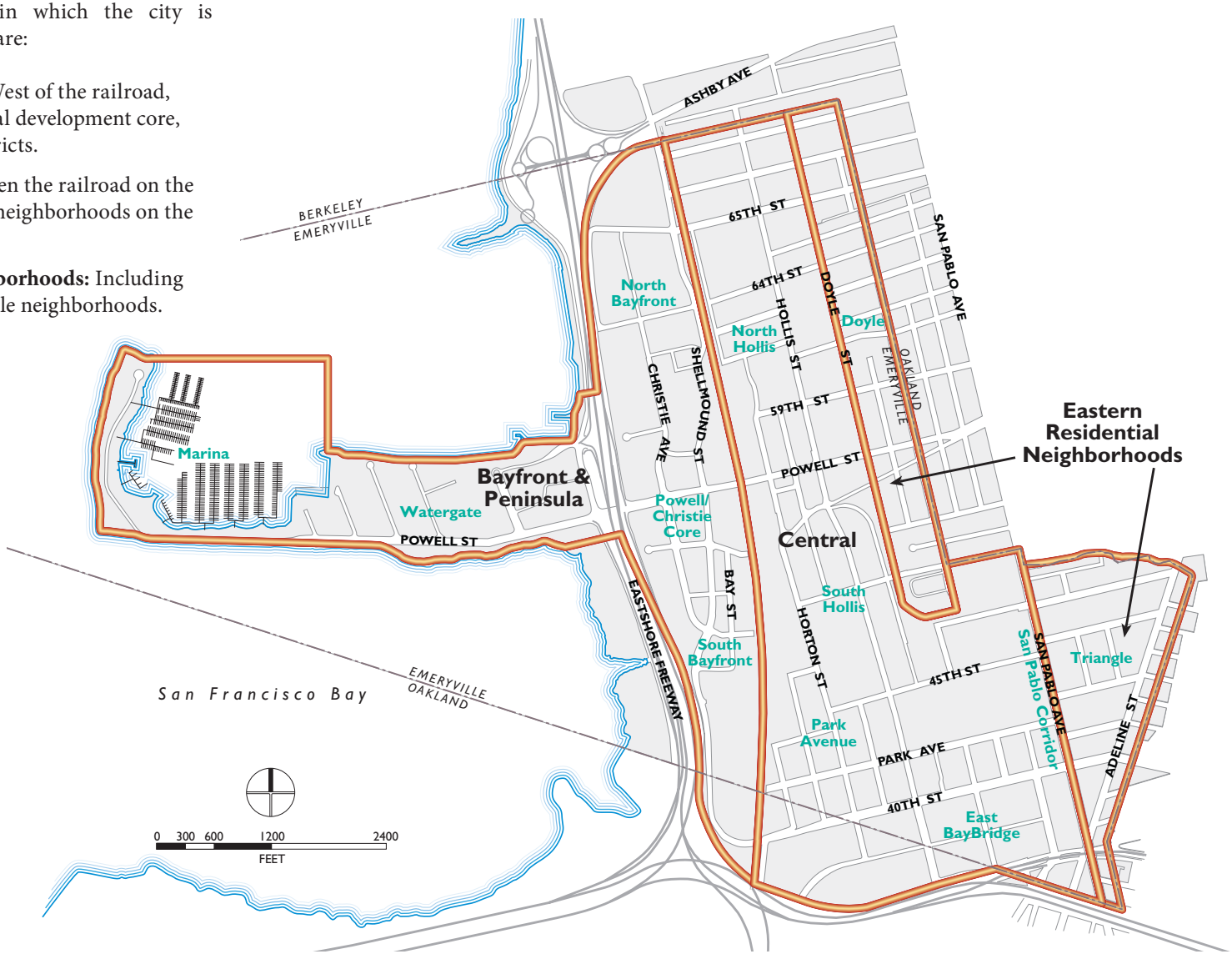
FIGURE 5-1
City Structure
Neighborhood Center
Activity Nodes
Neighborhood Retail Overlay
Regional Retail Overlay
Residential
Mixed Use
Office/Technology
Industrial
Major Street
Large Park
Greenway
Bike/Pedestrian Crossing
Freeway
Gateway
Core
BERKELEY
EMERYVILLE
EMERYVILLE
OAKLAND
San Francisco Bay
Windsurfing 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

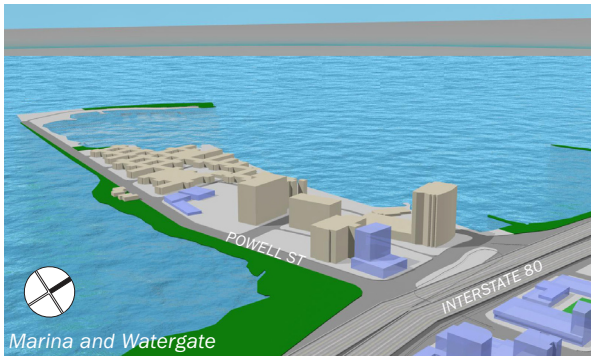
5.2 AREAS AND DISTRICTS

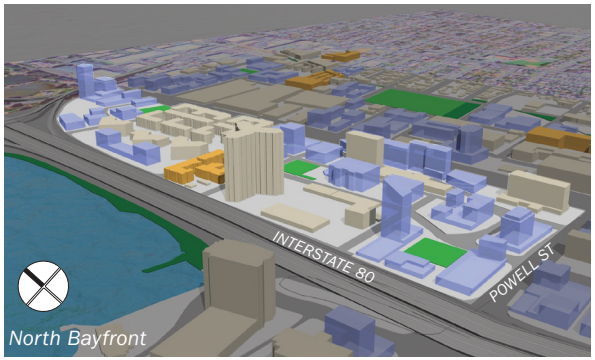
The city can be understood in relation to three large areas—north-south swaths—in which the city is divided (see Figure 5-2). They are:

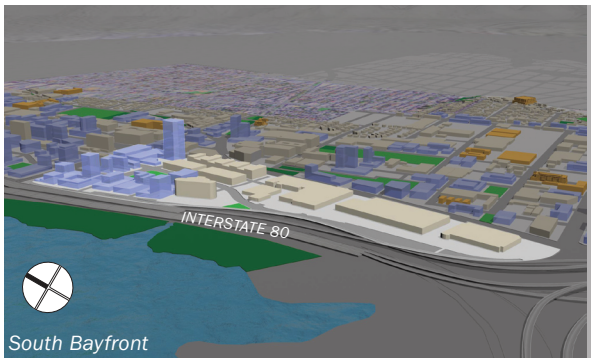
1. **Bayfront and Peninsula:** West of the railroad, this area includes the central development core, Marina and Watergate districts.
2. **Central Emeryville:** Between the railroad on the west and the lower density neighborhoods on the eastern edge.
3. **Eastern Residential Neighborhoods:** Including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

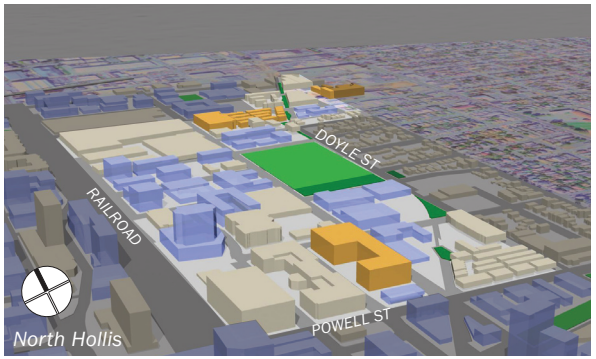
South Hollis

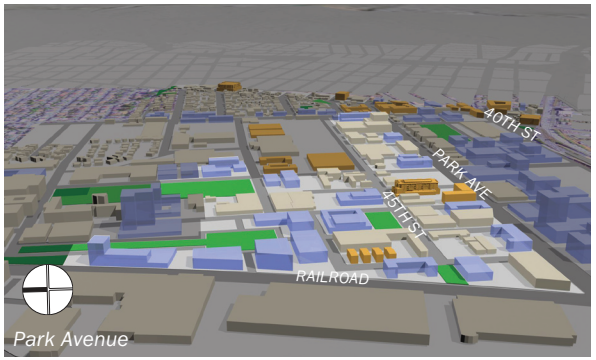
The South Hollis district has established itself as a key employment center within the city, with minimal residential uses. Several large-scale office and research and development uses (including Novartis and Pixar) have located in the district. These larger properties will coexist with moderate and 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.

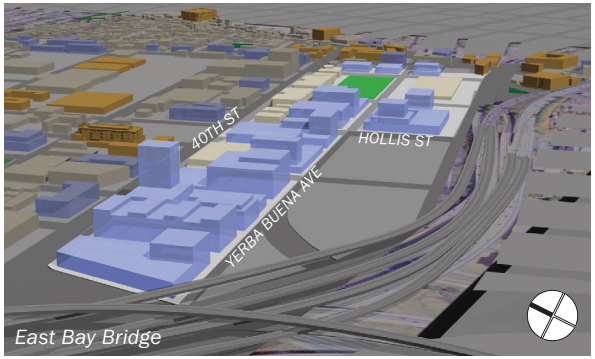
Eastern Residential Neighborhoods

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.

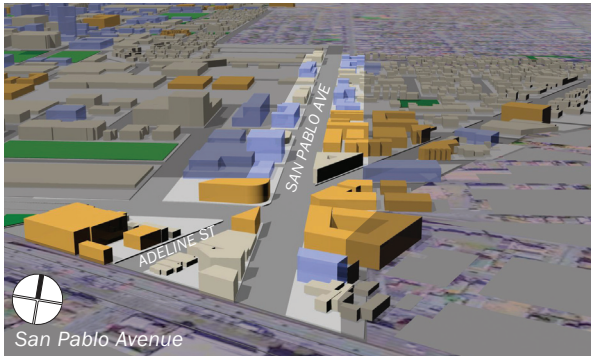
The General Plan focuses on protecting the existing scale and character of this neighborhood with lower residential densities and intensities, thus limiting the size and scale of potential new development. However, much of the district will remain unchanged over the Plan horizon.

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*
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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

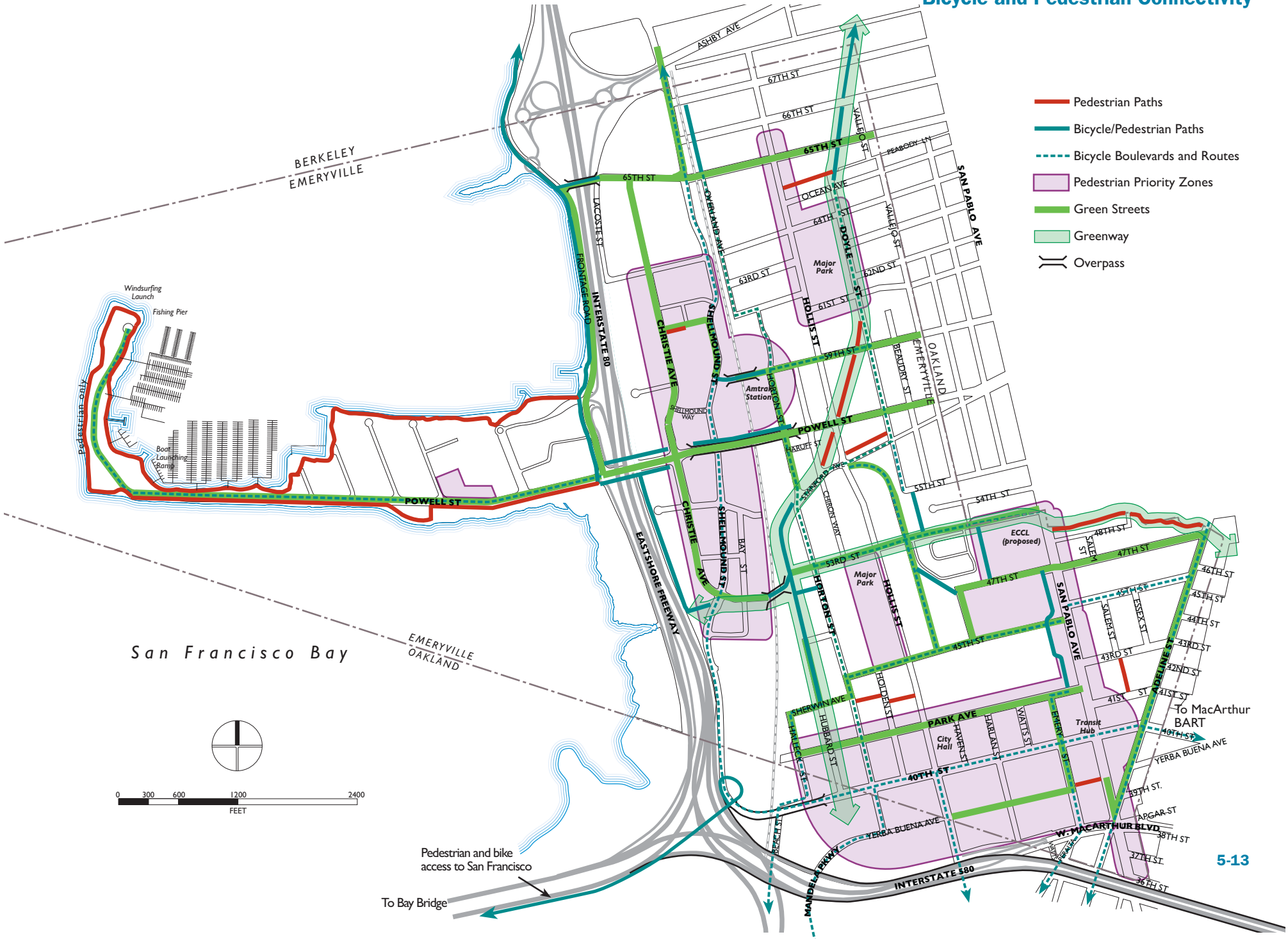
Although the entire city should be amenable and safe for pedestrians, the Pedestrian Priority Zones highlight areas where pedestrian safety and movement is the top priority. These areas include busy activity centers, such as transit stations, neighborhood centers, schools, and City Hall, as shown in 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.

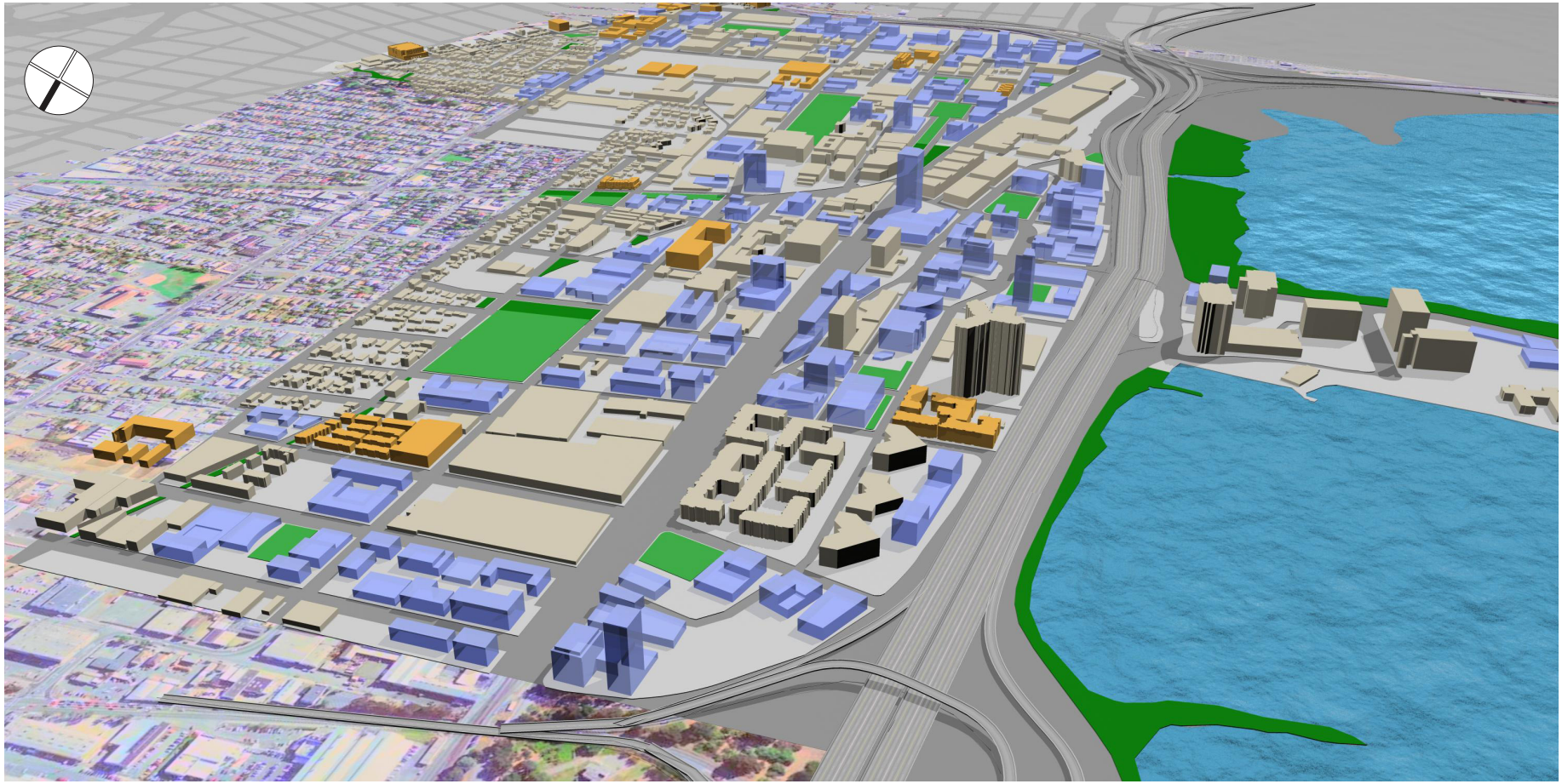
Views

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.

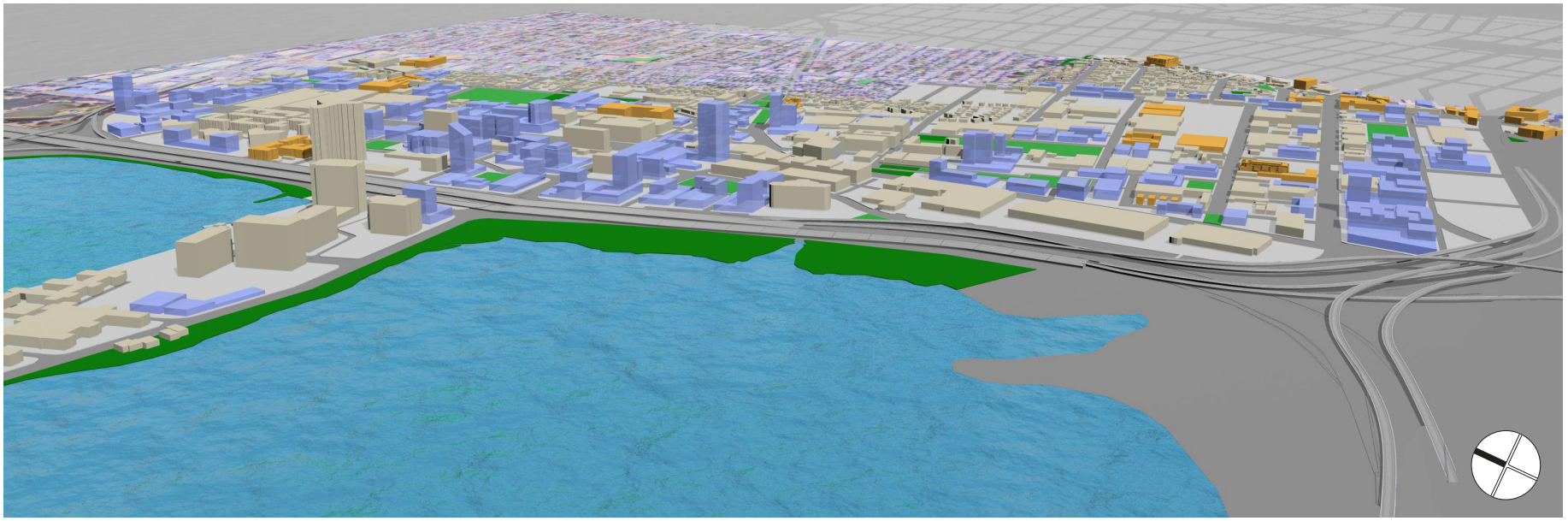
FIGURE 5-4

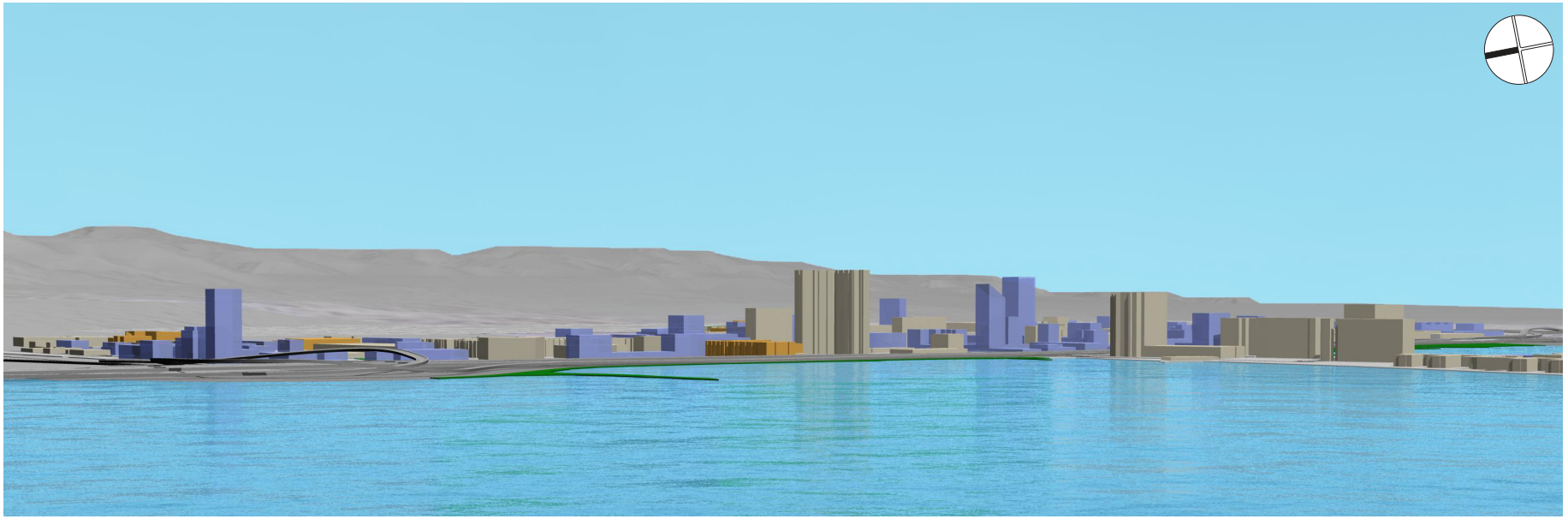
Urban Form Perspectives



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.

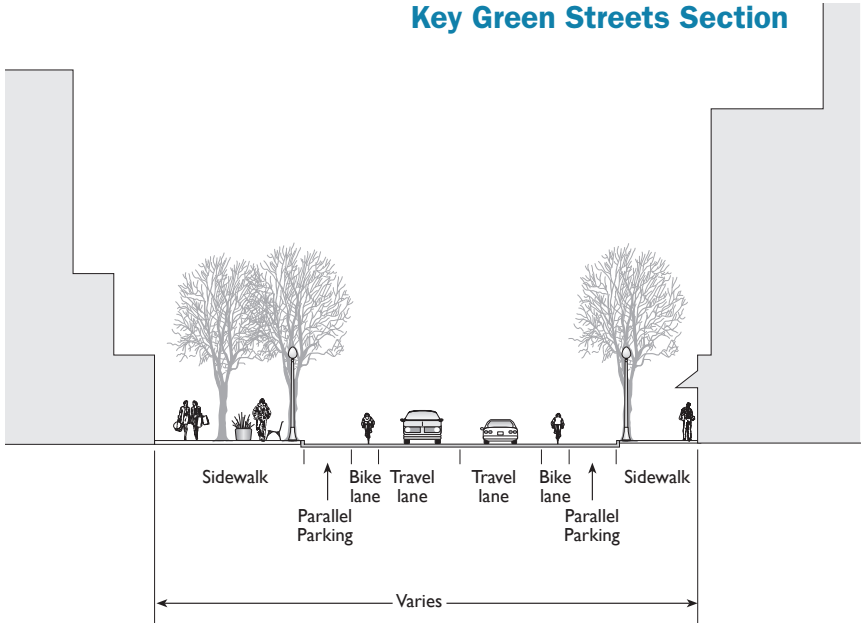
as bicycle facilities in appropriate locations. Coupled with concentrated street-front activity within neighborhood centers and retail areas, the improved street network will foster pedestrian activity and social gathering.

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

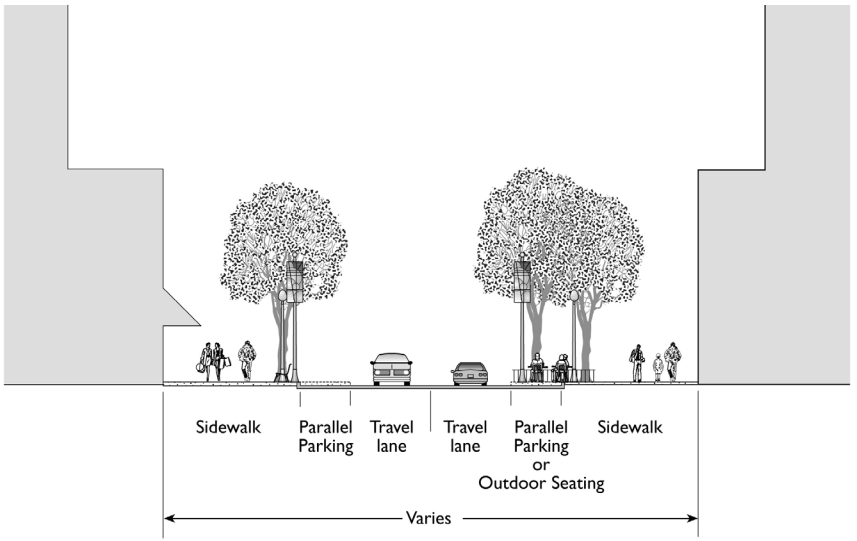
Key Green Streets Section



- 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.

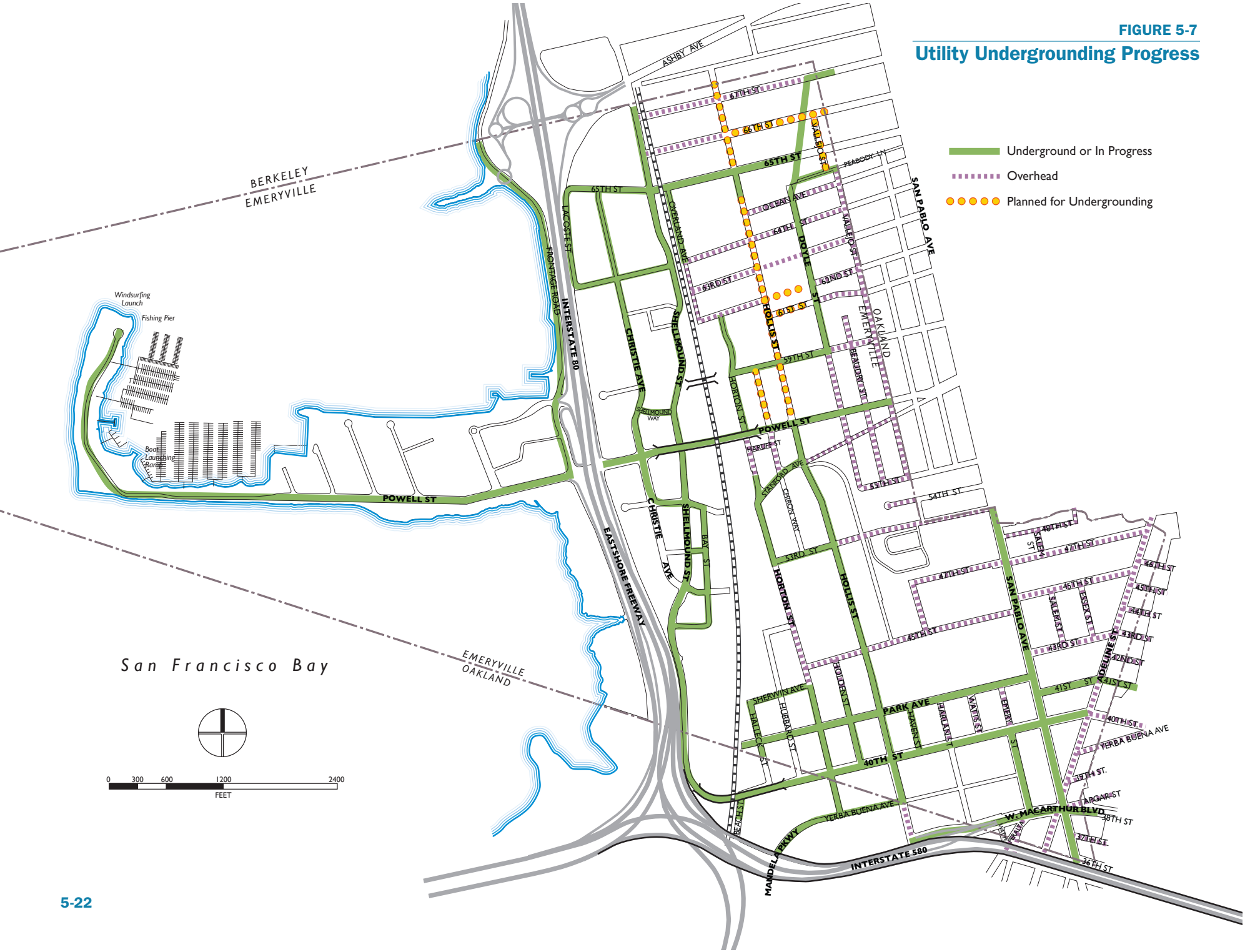
Photo simulations at the end of this section illustrate many of these concepts.

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

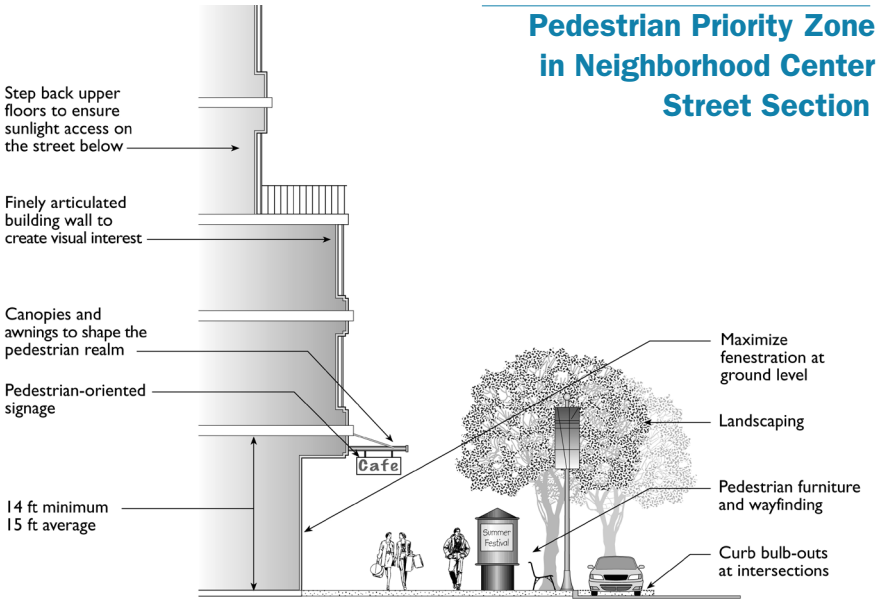
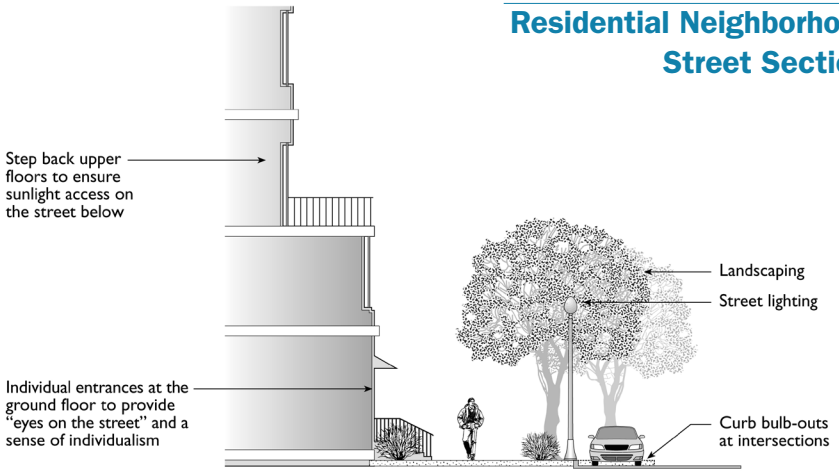


FIGURE 5-9

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

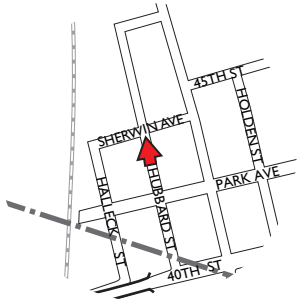
East Bay Bridge Center

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

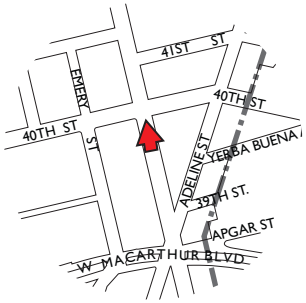
Powell Street and Christie Avenue Intersection

Mixed-Use Core Area

Existing

Evolving Neighborhood Center

Evolving Neighborhood Center



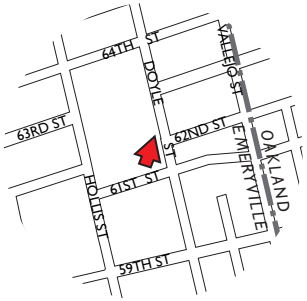
San Pablo Avenue and 40th Street Intersection

Neighborhood Center

Existing

Utility Wires Undergrounded

Park Completed



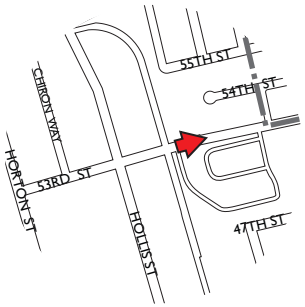
Doyle Hollis Park

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

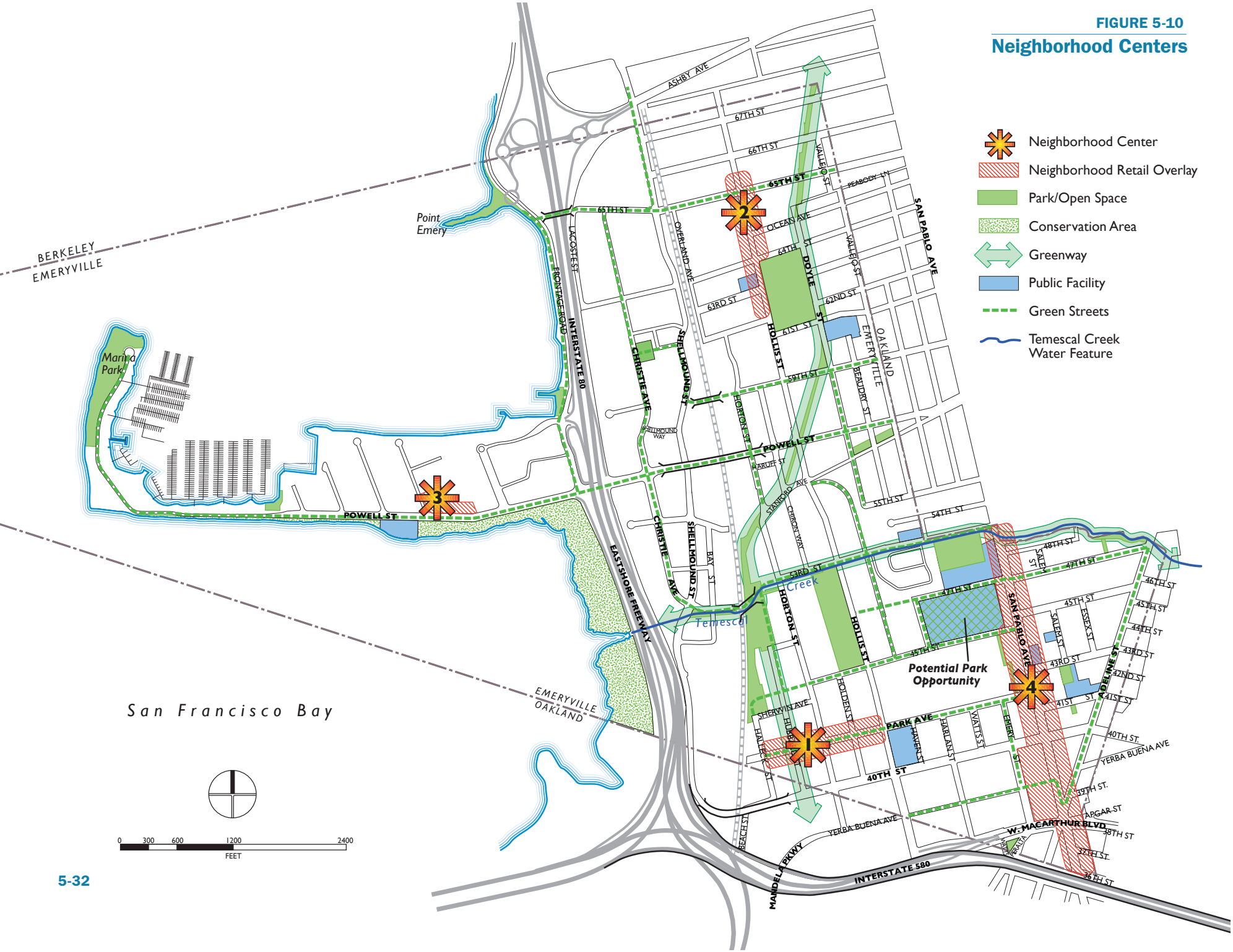
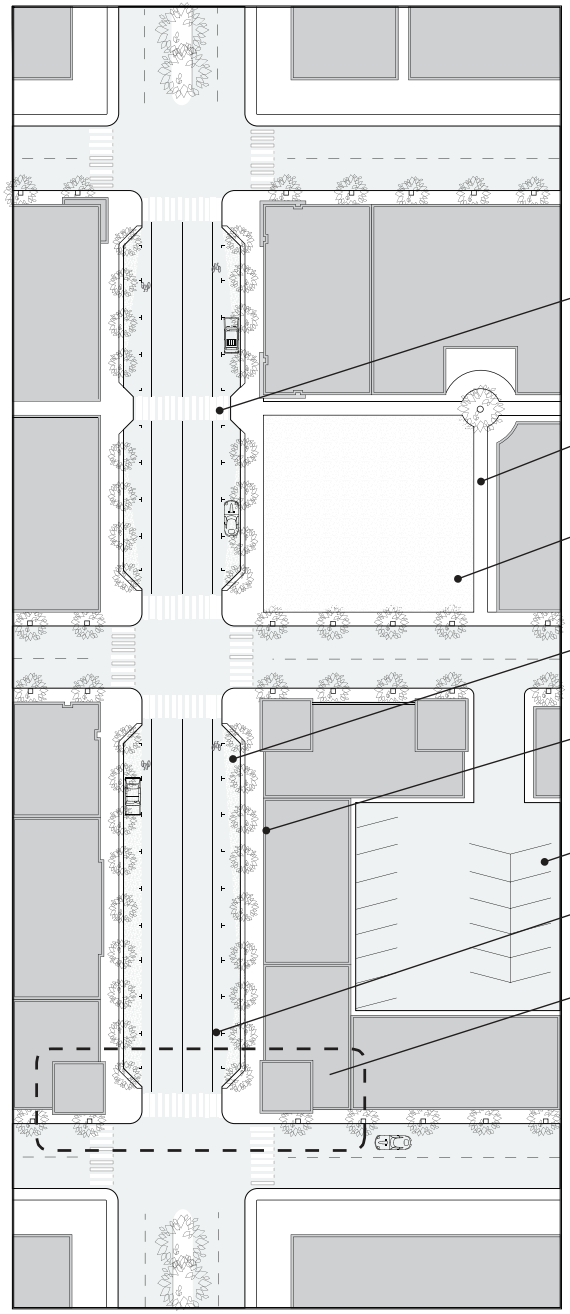


FIGURE 5-11

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.