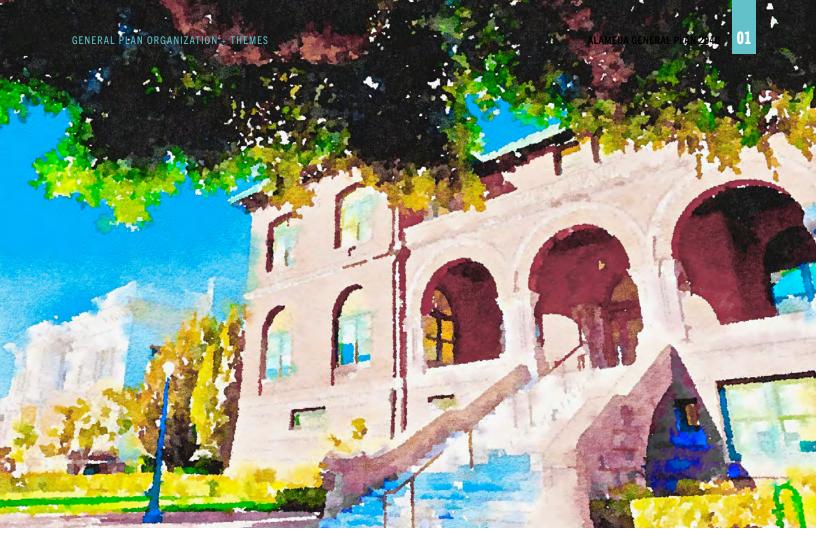
OL GENERAL PLAN ORGANIZATION + THEMES

California Government Code section 65300.5 requires that the City of Alameda prepare and maintain a General Plan with an "integrated, internally consistent and compatible statement of policies" for the City of Alameda.



1.1 INTRODUCTION

Alameda General Plan 2040 (General Plan or Plan) complies with the requirements of California Government Code section 65300, which mandates that each California city and county adopt a comprehensive, long-range, internally consistent plan for the future development and conservation of the community.

This General Plan is a coordinated statement of community goals, policies and actions to guide and manage change to the physical, environmental, economic, and social conditions in the City of Alameda, California. The General Plan guides decision making for the conservation, protection, and improvement of the Alameda community and its natural resources to address long standing and rapidly developing challenges over the next 20 years, including but not limited to climate change, equity and inclusion, transportation and mobility, public safety and disaster preparation.

ADOPTED NOVEMBER 30, 2021 5



THE GENERAL PLAN IS:

- Forward-Thinking: The General Plan considers the past and present conditions and trends and looks forward to addressing how growth and change should be managed, how unique and valuable characteristics of the community should be protected, improved or enhanced, and where and how new community needs should be addressed. The Plan strives to anticipate changes in technology, climate and economics when addressing how or where the City should take action to address existing or future challenges. The Plan is implemented by a number of shorter term, issue-specific plans, such as the Climate Action and Resiliency Plan (CARP), the Transportation Choices Plan, the Hazards Mitigation Plan, the Emergency Operation Plan, and the Alameda Municipal Code.
- **Comprehensive and Inclusive:** The General Plan considers all major components of the community's physical, economic, social, and environmental development, as well as the needs of the entire community, neighborhoods and business districts.
- **General:** Because it is forward-thinking and comprehensive, the General Plan is also general. It is specific enough to effectively guide decision-making, but general enough to allow for unforeseen issues and challenges and year-to-year community decision-making and priority-setting.
- Implementable: The General Plan guides decision-making and supports regulations and programs designed to implement community policy goals. The Alameda Municipal Code implements General Plan policy and regulates the use of land and actions necessary to protect the public health, safety, and general welfare of the community. When evaluating proposed changes to land use, proposed new regulations, and when making funding and budget decisions, the City Council and Planning Board will ensure conformity with General Plan goals and policies.
- **Evolving:** The General Plan may be amended as necessary. Community needs and priorities shift over time in response to changing community, regional, and global conditions. The Planning Board and City Council annually review the status of the General Plan to ensure that it reflects current community goals and State requirements. Requests for amendments may be submitted by individuals or may be initiated by the City itself. Pursuant to State and local law, any proposed amendment to the General Plan must be considered at a noticed public hearing before the Planning Board, which makes a recommendation on the amendment to the City Council. Upon receiving the Planning Board's recommendation, the City Council will hold a public hearing to consider the amendment and make a decision on the proposed amendment.



GRAPHIC GUIDELINES FOR THE GENERAL PLAN

Alameda General Plan 2040 is organized by Chapters or "Elements." Each Element addresses different subject matter and identifies the community's goals in respect to that subject matter while setting forth a series of goals, policies, and in some cases, actions to achieve Element goals. Policies in each Element are identified by a policy number and two letters, which identify the Element and the policy (such as "HS-1," which means Health and Safety Element Policy Number 1). Actions are identified by adding a period to the policy number followed by the action letter (such as HS-1.a). Using a consistent numbering system allows for easy reference and helps ensure that the General Plan does not include conflicting policies, which could hamper consistent decision-making and hinder progress toward achieving community goals. Throughout the General Plan additional information is located under the boxes entitled "spotlights." The information provided in the spotlights is intended to help explain the context, rationale, or vocabulary related to particular policies or programs recommended by the Plan. The spotlights are not considered part of the General Plan and may be updated without requiring a General Plan amendment. Refer to Page 9 for a full list of Spotlights in each Element.

Using excerpts from the General Plan, here is a guide to the graphics that signal the important concepts included in the General Plan: Goals, Policies, Actions and Spotlights.

GOALS: ELEMENT INTRO





THE ALAMEDA GENERAL PLAN IS ORGANIZED AS FOLLOWS:

01

ORGANIZATION + THEMES OF THE GENERAL PLAN

Organization and Themes of the General Plan introduces the General Plan objectives and purposes, and the main themes that run through all Elements of the Plan.

02

LAND USE + CITY DESIGN ELEMENT

The Land Use and City Design Element addresses the use, preservation and development of land and facilities in Alameda consistent with local and regional goals to sustain a high quality of life in Alameda and the region for future generations.

03

CONSERVATION + CLIMATE ACTION ELEMENT

The Conservation and Climate Action Element addresses global and local climate change and the conservation of Alameda's unique natural environment.

04

MOBILITY ELEMENT

The Mobility Element addresses mobility and transportation needs essential to a high quality of life and an economically vital community.

05

OPEN SPACE + PARKS ELEMENT

The Open Space and Parks Element addresses the management, improvement, and expansion of public open space and park lands.

06

HEALTH + SAFETY ELEMENT

The Health and Safety Element addresses the needs to reduce the risk of death, injuries, property damage, and environmental degradation, economic and social dislocation from natural and man-made hazards and protect the population from harmful materials, noise, air quality, flooding and other environmental hazards.

07

HOUSING ELEMENT

The Housing Element addresses the maintenance, improvement, and expansion of housing opportunities in Alameda consistent with local and regional housing needs. The Housing Element is currently being updated and will be added in 2022. To review the 2014 Housing Element go to www.alameda2040.org or www.alamedaca. gov/Departments/Planning-Building-and-Transportation/ Planning-Division/General-Plan.

FEATURED SPOTLIGHTS:

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The 2020 Pandemic and the 2040 General Plan 14	What is Vision Zero?
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	Roundabouts
LAND USE + CITY DESIGN	What is a High Injury Corridor?
What are the Qualities that Give Alameda its Character? 23	Transportation Choices Plan89
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Ocean Protection Council's Recommended Planning Scenario. 70	Global Warming + Sea Level Rise
	Measuring Noise
	Airport Land Use Commission
	Community Noise Equivalent Level (CNEL)



ALAMEDA MILESTONES

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Rancho San Antonio is granted by the King of Spain to Don Luis Maria Peralta. The Peraltas commenced to sell off most of their land grant, including the lands of Alameda 1851 William Worthington Chipman and Gideon Aughinbaugh purchased the Encinal. The name "Alameda," meaning "grove of poplar trees," was established as a poetic gesture by popular vote. 1853 3 separate settlements, the Town of Alameda, Encinal and adjacent lands, and Woodstock, are established. 1902 1920-1930 Era of civic building, followed by political scandal. The Naval Air Station commissioned in preparation for WWII and the City's population reached 89,000. 1940 SF Bay filled to create Southshore neighborhoods. 1973 SF Bay filled to create Harbor Bay neighborhoods and business park. 1991 Citizens initiative approved by voters ("Measure A") to amend Article 26 to prohibit residential density above 21 units per acre citywide. 1993 Multifamily housing overlay zoning district adopted. Housing Element certified by State for first time since 1990. Closure of NAS Alameda Naval Station begins. City loses over 16,000 jobs. Alameda's population grows to approximately 79,000 and on-Island employment grows to approximately 79,000 and on-Island employment grows to approximately 79,000 and on-Island employment grows to approximately 79,000. COVID-19 pandemic spreads to the United States and Alameda.	Gaspar de Portolá enters San Francisco Bay	0	1769
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on-island employment grows to approximately 25,000. COVID-19 pandemic spreads to the United States and Alameda.		0	2012
2020	2020	0	on-island employment grows to approximately 25,000.
			COVID-19 pandemic spreads to the United States and Alameda.
City Council places a measure on the ballot to remove City Charter citywide prohibition on multifamily housing and residential densities to support affordable housing. Measure fails.			

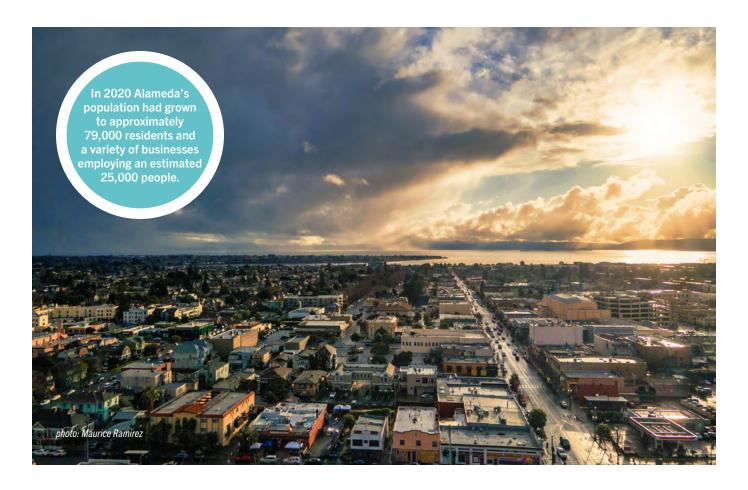


FIGURE 1.1: ALAMEDA AND SURROUNDING AREAS IN 1908

1.2 LOOKING BACK: A BRIEF HISTORY OF ALAMEDA

At the time of the arrival of the Spanish, Alameda was a peninsula of land covered by a dense forest of coastal live oak and inhabited by the Confederated Villages of Lisjan, an Ohlone people who spoke Chochenyo and sustained themselves through hunting, fishing and gathering. Settlement of Alameda by Europeans and other non-natives began in 1820, when Luis Peralta divided Rancho San Antonio among his four sons. Alameda derived its original name, "the Encinal," from the large stands of native oaks ("encino" means "oak" in Spanish) on the Main Island. The name "Alameda," meaning "grove of poplar trees," was given to the City as a poetic gesture upon popular vote in 1853.

In 1849, the California Gold Rush brought Americans and Northern Europeans to the San Francisco Bay. Many made their fortunes in supplying goods and services to the region's burgeoning population. Among these were two young entrepreneurs, William Worthington Chipman and Gideon Aughinbaugh, who purchased the Encinal from Antonio Maria Peralta for \$14,000 in 1851, the year after California became a state. They subdivided the land and sold tracts for residences and orchards. By 1872, three separate settlements, the Town of Alameda, Encinal, and Woodstock, were established in the east, central and western sections of the peninsula. The Town of Alameda was granted a charter by the State Legislature in 1854; incorporation of all peninsula settlements under one local government occurred in 1872.



Early growth of residential, commercial and industrial areas depended upon water and rail transportation and an excellent climate. (See Figure 1.1, Alameda and Surrounding Areas in 1908.) The City's industrial waterfront and small commercial districts ("the stations") were developed in conjunction with rail improvements, while neighborhoods of Victorian homes and beach resorts were built attracting tens of thousands of weekend visitors. Major shipyards and Neptune Beach (the "Coney Island of the West") were established along the northern and southern shores to take advantage of the island's coastal assets. In 1902, the Tidal Canal was completed and Alameda became an island.

In the decades between 1920 and 1970 the City witnessed cycles of boom and bust. Following an enlightened era of civic building during the 1920s, Alameda endured difficult years of political scandal and corruption through the 1930s. The entry of the

United States into World War II focused the City's attention on the war effort. During World War II, shifts ran around the clock at the Alameda Naval Air Station (commissioned in 1940) and in the City's shipyards. The City's population reached an all-time high of 89,000.

In 1973, the voters of Alameda approved a citizens initiative to amend the City Charter to prohibit construction of all multifamily housing in Alameda. City Charter Section 26-1 states, "There shall be no multiple dwelling units built in the City of Alameda." The Council subsequently defined buildings with multiple dwelling units as a building with more than two units. In 1991, the voters approved a second initiative to add Charter Section 26-3, which limits residential density to one unit for every 2,000 square feet of lot area. The two measures, collectively referred to as "Measure A," effectively stopped the development of any multifamily housing in Alameda from 1973 to 2013.

In 1993, the Federal Government announced that it would be closing the Naval Air Station in Alameda, which had operated in western Alameda since the early 1940's. The departure of the Navy resulted in a loss of over 16,000 jobs, but also provided an opportunity for the community to re-envision a future for the western third of the island. In 1996, the City Council adopted a Community Reuse Plan, which envisioned a new mixed-use, waterfront community with over 300 acres of waterfront open space, parks, and conservation areas, called Alameda Point.

In the 2000's the Alameda community continued its planning efforts to address changing local and regional conditions. In 2003, the City Council adopted the Alameda Point General Plan Element, the Northern Waterfront General Plan Element in 2007, and an updated Transportation Element in 2008. In 2009, the City Council adopted a State mandated density bonus ordinance, which provides an opportunity to exceed the Measure A residential density limits and waive the prohibition on multifamily housing, if a project includes specified amounts of deed-restricted affordable housing units. In 2012, pursuant to State Housing Element Law requirements to identify sufficient

land zoned for residential use to accommodate the City's Regional Housing Needs Allocation, the City Council adopted an updated Housing Element and a Multifamily Residential Combining Zone (MF District), which permits multifamily housing by right with a residential density of up to 30 units per acre on specific sites in Alameda. In 2013, construction began on the townhomes on 5th Street across from the Alameda Landing shopping center - the first privately constructed multi-family homes in Alameda in over 40 years. In 2015, the Council updated the Housing Element for the period of 2015 to 2023, and an updated Safety and Noise Element and Transportation Choices Plan in 2017. In 2018, the City Council adopted an Economic Development Strategic Plan, a five-year road map for economic development programs and initiatives. By 2019, the community completed and the City Council adopted a Climate Action and Resiliency Plan (CARP), which sets the overarching goal of making Alameda a resilient community.

By 2020, Alameda had grown to be a vibrant mixed-use community with a population of approximately 79,000 residents and a variety of innovative and traditional businesses employing an estimated 25,000 people.





THE 2020 PANDEMIC AND THE 2040 GENERAL PLAN

General Plan 2040 was largely crafted and finalized in the midst of the 2020 Coronavirus Pandemic, a health crisis the nation had not seen in over 100 years. As the community worked on its General Plan for the future, the community also faced questions about recovery and the need to become a more resilient and innovative community. Lessons from the pandemic enriched and helped shape the creation of a bolder General Plan that emphasizes the power and benefits of equity, resiliency, partnerships, and technology.



A RENEWED FOCUS ON EQUITY

COVID-19 demonstrated that everyone has the right to live in a safe and healthy community. The people most affected by the pandemic were also the most vulnerable members of the community before the pandemic. Alameda must redouble its efforts to ensure health, safety, housing and economic stability for all of its residents and expand efforts to consider all planning and investment decisions through the equity lens.



BUILDING RESILIENT COMMUNITIES

The pandemic reinforced the value of living in walkable, safe, and connected communities with access to open space and nature and the importance of building sustainable, livable and resilient neighborhoods.



PARTNERSHIPS, COORDINATION & COMMUNICATION

The pandemic revealed the importance and need for every level of government and the community to work together in a coordinated way toward a collaborative, shared response and recovery. The pandemic showed the power and potential of the community to develop innovative responses (St. George Spirits making hand sanitizer, merchants building outdoor spaces for safe retail and restaurants, and community volunteers maintaining the Slow Streets program) and work in partnership with government to address Alameda's biggest challenges.



INNOVATION AND RISK TAKING

The pandemic revealed the power of innovation and calculated risks. During the pandemic, the City and the Alameda community proved that it can work together to make decisions quickly and take risks. In a matter of weeks, the community and the City decided that Park Street and Webster Street needed to be transformed from the four lane arterials they had been for over 100 years to two-lane roads with additional space for people and commercial enterprise. Within weeks, the City and the community decided it needed to create its "Slow Streets" program to create space for safe public walking and exercise during the pandemic. These experiments in city planning and public space transformation showed the power of good ideas and the willingness to experiment and take risks for the benefit of the community and provided examples that will help the City and community to address a full range of problems and challenges facing the community over the next 20 years.





1.3 LOOKING AHEAD: ALAMEDA IN 2040

Located at the center of a growing and evolving San Francisco Bay Area, the next 20 years will be a period of change presenting both challenges and opportunities for the Alameda community.

POPULATION GROWTH AND HOUSING:

By 2040, according to the Association of Bay Area Governments, the nine-county San Francisco Bay Area is projected to grow to include 4.5 million jobs and 9.3 million people. The continued growth in employment and population will continue to create housing and transportation challenges and economic opportunities both regionally and locally.

Alameda will continue to provide for its share of the growing regional housing need as required by State Housing Law and Alameda's regional housing needs allocation, which is projected to include the need for approximately 10,000 to 12,000 new housing units in Alameda over the next 20 years. The majority of the growth in Alameda will occur on the former Naval Air Station lands and along the Northern Waterfront of Alameda. Both areas are designated as priority development areas in the regional plan, Plan Bay Area. Additional housing opportunities exist for accessory units and additional units on existing residential properties, and along the Park Street and Webster Street commercial corridors and the community's several shopping center sites. It is expected that Alameda's existing historic neighborhoods and commercial main streets will look very similar in 2040 as they do today and as they did in 2000, but these neighborhoods and mixed use districts will be safer, more resilient to climate change, generate less greenhouse gases per unit or business, and they will accommodate some of the additional housing to meet local and regional housing needs.



WHAT IS AN EQUITABLE AND INCLUSIVE CITY?



An equitable and inclusive city is a city that works to eliminate disparities, eliminate burdens, extend community benefits, provide affordable and fair access to housing, and provide socio-economic opportunities for all historically marginalized as well as systemically under-served and underrepresented populations.

Achieving equity and inclusiveness requires intentional engagement and consideration of under-served and underrepresented populations in all decisions and working intentionally to recognize, address and prevent repetition of the injustices suffered by communities of color, class, gender, age, sexuality, spiritual belief, nationality, immigration status, political beliefs and/or tribal affiliation throughout Alameda's history.

JOB GROWTH AND EMPLOYMENT:

Over the next 20 years, the San Francisco Bay Area is expected to remain a global leader and center for the development of new technologies, research, development, and innovation. The growing Bay Area economy is expected to create opportunities for business and job growth in Alameda and increase on-island employment opportunities for Alameda residents. Alameda's business community is expected to create between 10,000 to 12,000 new jobs over the next twenty years. Most of the new jobs will be located at Alameda Point, along the Northern Waterfront, and in the Harbor Bay and Marina Village business parks.

TRANSPORTATION AND CLIMATE CHANGE:

Over the next twenty years, transportation and climate change will pose major challenges for Alameda and the region. Regional employment growth and housing shortages will continue to strain the regional roadway and transit systems, including Alameda's connecting network of streets, roads, and transit systems. Automobile trips will continue to increase regional greenhouse gas emissions and contribute to global warming and the resulting rising of the Bay that surrounds this island community and the groundwater below the community. In the next 20 years the community will experience rising sea and groundwater levels and more frequent flooding in Alameda.

EQUITY AND INCLUSION:

The global COVID-19 pandemic of 2020 demonstrated that living on an island does not protect us from global and regional challenges, and the pandemic revealed the severity of the inequalities within the Alameda community. Over the next 20 years, Alameda and the region will face the need to address the inequities that have been systematically embedded in the Bay Area and Alameda economy, housing policies, transportation system, public safety standards and priorities, and health care systems over the last 150 years. In 2020, it became apparent that the most vulnerable members of our community are the least likely to be able to "shelter in place," "work from home," and educate their children "virtually." Many in the Alameda community do not have access to affordable housing, adequate transportation, or adequate health care. In 2020, children and seniors are the most likely to suffer severe injuries or death while walking across the street in Alameda, and there are people living in tents, cars, and cardboard structures in Alameda's parks and on Alameda's streets.

1.4 THEMES OF THE GENERAL PLAN

The General Plan Elements and their associated policies and actions provide a policy framework to guide future decisions to achieve four overarching themes.

THE GENERAL PLAN'S POLICIES REINFORCE FOUR BROAD THEMES:



Promote a healthy, equitable and inclusive city.

General Plan 2040 policies promote equity, environmental justice, and a high quality of life for everyone irrespective of income, race, gender, sexual orientation, cultural background or ability by recognizing and changing local policies, programs, ordinances, and practices that serve to perpetuate injustices suffered by under-served and underrepresented populations and proactively engaging these populations in all City decision making.



Enhance mobility and accessibility.

Living on an island in the center of a major metropolitan area contributes to the high quality of life in Alameda, while creating unique challenges and opportunities for mobility. General Plan 2040 policies support and enhance mobility and accessibility by increasing transportation choices and options for Alameda residents, businesses and visitors, eliminating severe injuries and fatalities on Alameda streets, and making the shoreline more accessible.



Protect the environment, respond to the climate crisis and meet regional responsibilities.

Alameda's island geography and environmental setting is very vulnerable to the impacts of climate change, including rising sea and groundwater levels, more severe droughts, wildfire smoke, and other impacts of climate change. General Plan 2040 policies support global, regional, and local efforts to reduce greenhouse gas emissions locally and regionally and prepare for climate change through smart growth development policies, strategic infrastructure improvements, and expanding and protecting natural conservation areas, marshes, and wetlands.



Preserve and enhance Alameda's distinctive character and cultural diversity.

Alameda is distinguished by its island setting, diverse neighborhoods, main streets, historic architectural styles, extensive tree canopy, walkability and livability, and cultural diversity. Alameda's character is further defined by its wide range of building types, including multifamily buildings, single family buildings, and mixed use buildings, which provide for a range of housing needs including lower income and workforce housing. These diverse physical and social characteristics contribute to the high quality of life in Alameda and provide the framework for shaping development, conserving resources, and maintaining a thriving economy. General Plan 2040 policies manage growth to address current challenges and responsibilities and support the characteristics that make Alameda a special place to live, work, learn, and recreate.









1.5 IMPLEMENTATION AND PRIORITY SETTING

The General Plan establishes the local development and conservation policies necessary to guide physical development and protect the general health, safety and welfare of the community. The General Plan is implemented by ensuring that all City ordinances, plans, and actions are consistent with the General Plan, that the adopted City Budget and Capital Improvement Program is consistent with the General Plan, and that every land use, development, conservation, preservation, open space and recreation, and public safety decision is consistent with the General Plan.

California Government Code § 65400 et seq. requires that the City of Alameda annually review the adequacy of the General Plan and progress made toward meeting the City's regional housing need allocation. The annual General Plan review provides the opportunity to assess the community's progress toward achieving its goals as articulated in the General Plan, annually review city resources and set implementation priorities for the upcoming year in consideration of available public resources and current community priorities and needs.

The Alameda Municipal Code, issue specific and area specific plans adopted by the City Council also play an important role implementing the General Plan. All these plans must be consistent with the General Plan, and they provide specific, shorter term actions to achieve longer term General Plan policy objectives. Examples include:

- Municipal Code Development Regulations
- Design Guidelines and Objective Design Standards
- Climate Action and Resilience Plan
- Transportation Choices Plan
- Parks and Recreation Master Plan
- Local Hazard Mitigation Plan
- Emergency Operations Plan
- Alameda Point Waterfront and Town Center Specific Plan
- Alameda Point Main Street Neighborhood Specific Plan
- Active Transportation Plan (Bicycle and Pedestrian Plan)
- Vision Zero Action Plan