

- a. Maintain appropriate locations for the conduct of public business and the operation of institutional uses within the community (See also policies 4.4.2.2 a and b).
- b. Within areas designated Open Space, permit only such uses as are consistent with the provision of public and private recreation (active and passive), protection of public safety, managed production of resources, and preservation of significant environmental resources.
- c. Incorporate significant existing natural resources into the design of new projects, rather than removing them.
- d. When public or private natural or recreational open space is provided as part of a development project, amend the General Plan land use map to reflect the permanent provision of this open space. Alternatively, permanent open space protections in the form of easements, deed restrictions, or acquisition of development rights may be provided.

4.4.6 Focused Planning Areas

Ten areas within the Antioch General Plan study area have been identified for focused policy analysis and direction. The purpose of these "Focus Areas" is to provide policy direction specific to each area, including appropriate land use types and development intensity, based upon analysis of the particular opportunities and constraints affecting each area.

4.4.6.1 Rivertown/Urban Waterfront. The Rivertown/Urban Waterfront Focus Area is located in the northwestern portion of the General Plan study area, encompassing 963 acres. Antioch's downtown area – known as "Rivertown" – is located at the center of this Focus Area. South of Rivertown are older residential areas, with a mix of small commercial uses. These residential areas are concentrated immediately adjacent to Rivertown and along 10th Street. A mix of attached residential dwelling units is located between Rivertown and 10th Street. To the west of Rivertown are older heavy industrial

uses, a business park, and a large open land area between the San Joaquin River and the Pittsburg-Antioch Highway, encompassing the Dow Wetlands and other vacant lands. Along the eastern edge of this Focus area and to the east are heavy industrial uses along the river.

a. Purpose and Primary Issues. Rivertown and the Antioch waterfront contain a wide variety of features, conditions, and issues encompassing both new facilities, such as the City's central police facility and deteriorating sites such as the Rodgers Point boat launch; areas with an array of conflicts, problems, as well as areas with substantial potential opportunities. These conflicts, problems, and opportunities are described below.

- While Rivertown does not suffer the degree of decay found in some suburban downtown areas, neither does it enjoy the vitality its location along the river within a growing community would seem to be able to command. Antioch has made significant investments in Rivertown, including streetscape improvements, special lighting, and street sign monuments. Investments have also been made in the municipal marina and adjacent park site, river lookouts, and the extension of "A" Street into the downtown area.
- The waterfront between "I" Street and "F" Street is adjacent to the heart of historic downtown, including most of the remaining commercial buildings, which orient primarily to Second Street and G Street. A key need in this area is to recreate Rivertown's physical and economic link that once existed with the waterfront, which is still its major asset. Whereas the former heavy industrial uses along the riverfront were Antioch's major employment base, re-integrating the waterfront with Antioch's economic vitality will require a new land use focus. To accomplish this requires there be sufficient amenities on the waterfront, and enough "critical mass" in terms of restaurants, specialty retail, services, recreation, and other attractions to bring local resident and visitor trade to the waterfront and downtown area. The visual relationship of

waterfront improvements to downtown would be improved by concentrating waterfront development and focusing on some of Rivertown's key physical features.

- To emphasize historical Rivertown, a traditional town square with a large gazebo could be developed within the area. The town square, which ideally, would be along the river or have a view of the river, could be the site for summer concerts. Development of recreational facilities, such as bocce ball or lawn bowling courts, could also assist in enhancing downtown activities.
 - Past market evaluations for marina developments have concluded that Antioch has a market for waterfront amenities from local and regional residents.
 - The San Joaquin River, along with views of the river and the potential for a riverfront trail, provide Antioch with its greatest opportunity for revitalizing Rivertown, and creating a citywide activity center. Antioch's downtown area sits on a bluff higher than the railroad embankment and the San Joaquin River normal high water mark. This elevation difference provides for dramatic views of the river and the opposite shore. However, there is a need to replace some buildings close to the river and refurbish the rear of others that tend to face south toward First or Second Street, turning their backs to the riverfront. In the future, it will be important to reorient buildings¹ and provide views toward the river.
 - The scale of Rivertown buildings in the vicinity of the waterfront provides the opportunity for mixed-use development. Such development could take the form of multi-story, attached housing or mixed-use buildings with commercial uses on the ground floor and residential uses on upper floors.
- ¹ Where existing buildings cannot be re-oriented to provide views of the river, the riverfront side of the building should be refurbished to enhance views of the building from the riverfront, or the building should be replaced.
- Antioch's location along the San Joaquin River, along with the existing of deep-water access to the shoreline, provides an opportunity for establishing waterborne transit service.
 - The General Plan objective of having continuous shoreline access is hampered in places where there is virtually no land outside the railroad right-of-way for such access. To provide a shoreline trail in these areas with appropriate resting and viewing locations and sufficient clearance for service and emergency vehicle access, it would be necessary to fill or bridge over the water. Such construction is expensive, potentially reduces wetland habitat values, and may require mitigation by restoration or wetland areas in other areas.
 - The waterfront area east of "E" Street has been identified as a prime wildlife habitat. Federal law limits the development potential of such areas, and permits the loss of wetland habitat only occur if it is replaced elsewhere, often at a 2:1 or 3:1 ratio. There is, unfortunately, a limited opportunity to provide such mitigation.
 - In some areas, the shoreline extends south of the railroad, requiring crossings. Currently, access from downtown to Rodgers Point is via McElheny Road, a substandard road running along the bottom of the East Antioch Creek. The development potential of areas to the east, including Rodgers Point, the Fulton Shipyard site, and the former City sewage treatment plant site depend on establishing a suitable direct connection across the railroad tracks. This will require either an overcrossing or an undercrossing to replace the existing undercrossing, as new at-grade crossings are generally against the policies of the railroad and the Public Utilities Commission. It is a key General Plan objective for Rivertown to close or improve the existing McElheny Road crossing, and create all-weather access between the downtown and Rodgers Point.
 - Rodgers Point is located entirely on the river side of the railroad, and is the only

significant land area adjacent to the downtown area with this advantage. It is a natural promontory of land owned by the City. It has dramatic views of the river and of downtown, and is prominent from downtown. Although quite small, Rodgers Point has the potential to be a major focal point of community recreation and special events.

- The area between the "A" Street/6th Street intersection and the Fulton Shipyard has the potential for mixed-use development, including hotel uses, as well as higher density residential uses with views of the river. The setting of this area could facilitate a market for higher end multi-family development within Antioch.
- East of Rodgers Point is the City-owned boat launch, with a single concrete launch ramp, a pier which also supports a water uptake line for the municipal water supply, some tie-up berths for day cruisers, automobile and auto/trailer parking, and a boarded-up two-story structure. The current boat launch facility has a number of deficiencies, making it difficult for both launching and landing. While a municipal boat launch facility is needed, it is not necessary that the facility be maintained at its current location. Rodgers Point and the boat launch area have the potential for development of visitor serving uses (e.g., hotel, and restaurants) and office development if improved access is provided.
- The isolated location of the boat launch area has attracted loiterers who may discourage other users. Thus, improved access and revitalization of adjacent uses is needed if the boat launch is to be improved and maintained in its present location.
- The former Fulton Shipyard, with its deep-water access, has the potential to serve as a marina or repair facility for larger recreational boats, or to provide a location for waterborne transit. Other areas that may be appropriate for waterborne transit include the Rivertown area, and heavy industrial areas located east of the Fulton Shipyard.
- Past parking studies have concluded that more infill development, including construction of some surface parking and parking structures, is needed to enhance the downtown area as a complete and functional shopping district. Past studies also concluded the proximity of the existing parking lots and addition of future parking structures would provide the opportunity to serve a modest reconstructed commercial waterfront. Thus, the General Plan proposes to modify parking standards within the downtown area to permit the use of offsite parking facilities to meet off-street parking requirements. This will also facilitate expanding the use of downtown buildings that have near 100 percent lot coverage, and cannot provide onsite parking.
- In providing downtown parking structures, it will be important to blend the design of these structures with the design of surrounding buildings. Provision of efficient and safe pedestrian and bicycle paths from the parking structures to uses within the downtown will also be needed.
- The residential area located south of downtown generally contains older homes and many senior citizens. Residents in this area typically have a lower income than in the newer portions of Antioch, and many dwellings are in some state of disrepair. A concentrated effort is needed to improve housing in this area. North of the fairgrounds, southwest of the downtown area¹, development was planned on fill over marshlands. Soils in this area generally have a low load-bearing capacity, and development is limited to low density dwellings, which can be supported by area soils, or very high densities, where costs for constructing special foundations can be supported.
- Currently, Rivertown is somewhat isolated from the balance of Antioch. The primary approaches to Rivertown from the SR-4 freeway consist of Somersville Road, "L" Street, "G" Street, and "A" Street. Only

¹ This area, known as "Proserville," is bounded by 6th Street, 10th Street, "O" Street, and "L" Street.

Somersville Road and "A" Street have full freeway interchanges. Current freeway improvement plans include closing the "G" Street interchange and providing "L" Street with a full interchange. Once a full interchange is provided, "L" Street will become a primary access route, via a four-lane roadway, improving the connection of Rivertown to the rest of Antioch.

- Access roads connecting Rivertown to the freeway run through older residential, commercial, and or industrial areas, and do not present a high quality visual entry into the downtown. Somersville Road runs through older commercial and industrial areas, some of which are in need of revitalization (see discussion of the Somersville Road Corridor Focus Area). At the Somersville Road transition to Fourth Street, older heavy industrial uses, which are also in need of revitalization, are predominant.
- The extension of "A" Street from Sixth Street into the downtown area has improved access, and will have a positive effect on Rivertown's commercial potential. However, the residential and commercial uses along "A" Street north of the freeway are in need of revitalization. Focus Area policies set forth for the "A" Street and Somersville Road corridors will assist by enhancing entries into Rivertown.
- The Antioch Rivertown Business Association has embarked upon a major effort to inject new vitality into the downtown/waterfront business district. Recognizing that Rivertown must create and provide something special for visitors to the area, the Business Association and the City have developed a plan called "Rivertown Renaissance," which includes a number of projects focusing on arts, entertainment, and specialty businesses. The Renaissance Plan provides several initiatives to attract arts- and entertainment-related businesses, including co-op art studios, artist live-work studios, and special events, such as the annual Jamboree. Specialty businesses

identified in the plan include galleries, boutiques, antique shops, crafts-related businesses, restaurants and cafés, and professional offices.

- The development potential of waterfront areas is affected by the fragility of natural biological habitats (wetlands) along the river. To the west of Rivertown and the municipal marina, north of the BNSF rail line is a large area set aside to protect wetland habitat. Special care must be taken in developing projects adjacent to this area and along the waterfront to minimize or avoid impacts on wetland areas.

b. Policy Direction. The Rivertown area is intended to be a community gathering place focused on the waterfront, providing specialty retail, restaurant, and office uses, as well as recreational activities along the riverfront. Emphasis within Rivertown will be on daytime *and* nighttime activities. Thus, in addition to retail uses, the City will work to attract restaurant, entertainment, and arts-related uses to Rivertown. Other activity areas, such as bocce ball courts and other active recreational uses are also desirable as a means of generating high levels of activity.

The General Plan intends the waterfront to be re-established as a major attraction for the downtown and the entire community by providing a range of activities for families and all age groups to enjoy public access and water-oriented recreation, waterfront commercial uses, RV camping, and environmental experiences. The downtown waterfront should serve as an extension of Rivertown commercial areas, and reflect its themes. To facilitate revitalization of the waterfront, improved boat launch facilities envisioned, along with establishment of dry boat storage and one or more recreational vehicle parks. Suitable locations for recreational vehicle parks include Fulton Shipyard Road, the City's former water treatment facility, and the existing industrial facility site on Fourth Street adjacent to the Municipal Marina. This older industrial facility could be redeveloped into a modern business park, with provision made for recreational vehicles adjacent to the marina.

The density of new development within the developed portions of the Rivertown/ Urban Waterfront Focus Area may be increased as compared to existing development as a means of increasing use of the Rivertown area. These densities will be achieved by permitting three-story structures in limited areas, and providing public parking lots and/or structures as a means of reducing on-site parking requirements, and encouraging uses, such as residential, on the upper floor of commercial buildings.

Figure 4.2 identifies specific land use designations within the Rivertown/Urban Waterfront Focus Area. The following policies shall apply to development within this Focus Area.

- a. The area designated "Dow Wetlands Preserve" on Figure 4.2 is intended to protect existing wetland resources, and is to remain in open space use.
- b. Areas designated "Business Park" in Figure 4.2 shall comply with the provisions of the Business Park land use category (see Table 4.A).
- c. The area designated "*Marina*" in Figure 4.2 shall comply with the provisions of the Marina/Support Services land use designation (see Table 4.A).
- d. The area designated "*Commercial*" in Figure 4.2 represents the Rivertown core. Uses designated "*Commercial*" in Figure 4.2 shall comply with the provisions of the Neighborhood/Community Commercial land use designation (see Table 4.A).

Maximum development intensity: FAR of 1.50 for non-residential uses along the riverfront north of Second Street. Within the balance of the Focus Area, the maximum allowable FAR is 0.50 for non-residential uses and 1.0 for mixed-use buildings that provide residential use within the upper floors. Residential development shall provide public and private amenities, such as:

- *building amenities*, including retail arcades, public art, sculptured

rooftops, atriums, day care, water features;

- *pedestrian amenities, including sidewalk canopies and other overhead weather protection devices, streetscape enhancements,*

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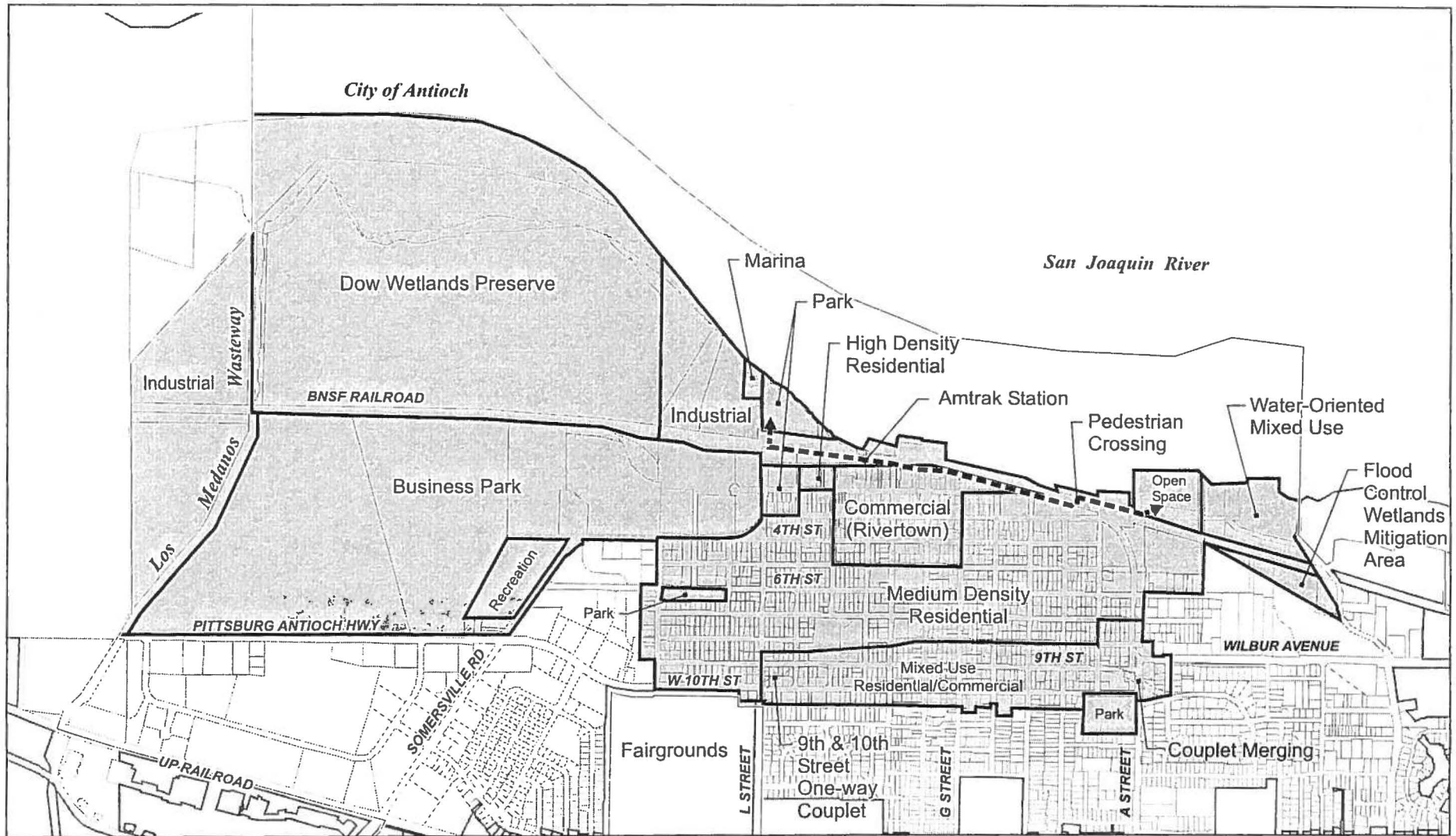




FIGURE 4.2

LSA



-  WATERFRONT PROMENADE
-  ANTIOCH CITY LIMITS

City of Antioch
General Plan
Rivertown/Urban Waterfront
Focus Area

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- landscaping, multiple building entrances, public restrooms;
 - *pedestrian movement*, such as sidewalk widening, through block connections, promenade extensions;
 - *housing and human services*, such as employment creation, job training, income-restricted housing for very low and low income households;
 - *transportation improvements*, such as transit station access and private transportation services;
 - *cultural amenities*, such as performing arts facilities, art galleries, artist studios;
 - *preservation*, such as adaptive reuse of historic buildings; and
 - *planning objectives*, such as provision of uninterrupted retail frontage or creation of local resident population.
- e. Areas designated "Medium Density Residential" on Figure 4.2 shall comply with the provisions of the Medium Density Residential land use category (Section 4.4.1.1).
- f. Areas designated "High Density Residential" on Figure 4.2 shall comply with the provisions of the Medium Density Residential land use category (see Section 4.4.1.1).
- g. Areas designated "*Mixed Use Residential/Commercial*" as shown on Figure 4.2 may consist of a mix of the uses identified as appropriate for the High Density Residential designation (see Section 4.4.1.1) and the Convenience Commercial designation (see Section 4.4.1.2).
- h. Areas designated "Open Space" on Figure 4.2 shall comply with the provisions of the Open Space designation (see Section 4.4.1.4).
- i. The "*Industrial*" area identified in Figure 4.2 shall comply with the provisions of the General Industrial land use category described in Section 4.4.1.3 of the Land Use Element.
- j. The "*Water-Oriented Mixed Use*" area identified in Figure 4.2 is intended to facilitate the revitalization of Rodgers Point. Development within this land use category may comply with the provisions of the Business Park land use category described in Section 4.4.1.3 of the Land Use Element or the provisions of the Marina/Support Services or Community Commercial land use categories described in Section 4.4.1.2.
- k. The "Flood/Control/Wetlands Mitigation Area," "Park," and "Recreation" designations identified in Figure 4.2 are intended to identify existing open space uses that are not anticipated to change. Uses within these areas shall comply with the provisions of the Open Space land use category described in Section 4.4.1.4 of the Land Use Element.
- l. The central core of Rivertown is to be primarily retail in character, transitioning to office, commercial services, and neighborhood-serving retail at the periphery of Rivertown adjacent to the existing residential neighborhood. Within the core of Rivertown, buildings are to feature retail, restaurants, commercial services, and entertainment uses on the ground floor, with these uses, as well as residential and office uses permitted above the ground floor. The City will develop specific economic incentives for infill uses along First Street and at other locations close to, and visible from, the water as a means of re-establishing the downtown area's relationship to the river. In order to enhance the commercial vitality of the downtown area, municipal parking structures will be developed at key locations.
- m. Adjacent to the downtown area along the waterfront, uses should be complemented by public access boardwalks, piers or promenades with fully developed landscaping, lighting, and site furniture. Appropriate uses include:
- a limited number of marina berths
 - public access facilities and uses such as guest slips and moorings
 - Delta cruise/waterborne transit center

- boat rentals
 - fishing excursion boat charter center
 - sporting goods shops specializing selling and/or renting water-oriented recreational equipment such as fishing tackle windsurfers, jet skis or kayaks
 - chandlery.
- n. All improvements within this Focus Area should be oriented to and accessible from downtown as much as possible, and be designed to support the historical architectural theme of downtown.
- o. Land uses surrounding the existing Amtrak stop should be designed to take advantage of the rail line's transportation and visitor-serving potential. Within the area adjacent to the existing Amtrak platform, higher density, transit-oriented development, including a mix of office, commercial, and residential uses is permitted.
- p. A continuous waterfront park will be developed. This park will incorporate a continuous system of multi-use public trails along the entire waterfront from the westerly City limits to the Rodgers Point/Fulton Shipyard area, as permitted by environmental and physical constraints.
- In order to protect existing wetland areas, including the Dow Wetlands Preserve, alignment of the public access will generally be along the south of the rail line.
 - Where compatible with environmental conditions, rest stops, a "par course" and play structures should be provided.
 - The desired minimum width of the linear park is 25 feet to accommodate an 8-foot wide path and landscape buffers. To increase the apparent width of this linear park, a boardwalk can be extended over the embankment along many stretches of the shoreline.
- q. Public access is to be provided along the entire length of the riverfront. Views of the river are an important resource, and need to be preserved.
- r. Adequate pedestrian and vehicular access from the first public street inland of the waterfront must be provided, along with a riverfront multi-use trail. The riverfront is an active area; public access and use along the riverfront is to be provided, wherever possible.
- s. The deteriorated and blighted condition of the City's existing waterfront environment should be rehabilitated to form an amenity of regional significance. Existing wetland areas north of the railroad are to be left unaltered, except for clean up of beached debris and potential removal of invasive plant species and reintroduction of native plant species.¹
- t. The shore adjacent to the downtown area should be improved with an access road/path, bank top boardwalks, and landscaped areas (see above illustration).
- u. "Anchor" uses should be provided along the waterfront between "I" Street and "F" Street. Examples of such uses include:
- marina berths
 - restaurants
 - specialty shops (e.g., those specializing in retail sales and/or rental of water-oriented recreational equipment, such as windsurfers, jet skis, kayaks)
 - guest berths for boats
 - sport fishing and boat charter facilities
 - cultural facilities
- These uses should be clustered to provide economic "critical mass," and, along with the general ambience provided by the river and downtown, to attract visitors to the waterfront.
- v. Public access boardwalks, piers or promenades, landscaping, decorative light-
- q. Public access is to be provided along the entire length of the riverfront. Views of the

¹ The restored wetland is anticipated to help provide needed wetland mitigation credit to offset the construction of other facilities along the waterfront.

ing, and site furniture should complement anchor uses. All the improvements should be oriented to and directly accessible from downtown as much as possible, and designed to support the historical architectural theme of downtown.

- w. Near the extension of "C" Street, adjacent to the railroad trestle abutment, an overlook platform should be provided. At the overlook, a gazebo, tower or other special identity structure should be provided, both to act as a symbolic milestone destination for this length of shoreline trail and also to act as a focal point from downtown. Steps and a ramp should be provided to lead down from this overlook structure to connect to a pedestrian undercrossing.
- x. To maintain the strong economic and functional connection desired for the waterfront, provide improved direct access from downtown to Rodgers Point in a manner and at a location to be determined after the completion of engineering studies.¹
- y. Rodgers Point and the adjacent boat launch area should be developed as a multi-functional community gathering place to anchor the eastern terminus of the continuous waterfront park system. The objective is to create a waterfront area for family-oriented use, including both private development and public open spaces.
- z. The revitalization and redevelopment of Rodgers Point should include improved boat launch facilities, unless provision is made to provide a municipal boat launch at a different location in the community. Along with improved boat launch facilities, opportunities should be provided for the establishment of privately operated stackable dry boat storage.
- aa. Prior to or concurrent with approvals of any development applications at Rodgers Point, a Master Plan for the area shall be prepared and approved by the City. The Master Plan shall provide detailed

guidance for environmental review, project-related land use, provision and financing of required public services and facilities, open space preservation, community design, recreational amenities, and community improvements.

- bb. "Anchor" commercial facilities such as restaurants or lodging/visitor services should be developed at Rodgers Point as part of the area's revitalization.
- cc. The distinctive streetscape existing within the downtown area should be expanded to encompass the all of the commercial and residential portions of the Rivertown/Urban Waterfront Focus Area. Entry monumentation, including signage, special landscaping, and, potentially, an overhead structure spanning the street, should be placed at the following locations:
 - Fourth Street at "L" Street
 - "L" Street at 10th Street
 - "A" Street at 6th Street
 - 10th Street at "L" Street.

4.4.6.2 Somersville Road Corridor. This Focus Area encompasses the commercial areas along Somersville Road from SR-4 north to Fourth Street, as well as the commercial areas south of the freeway, up to and including the Chevron property. The General Plan intends that existing auto dealerships be retained and revitalized along Somersville Road. If the existing dealers ultimately decide to relocate from Somersville Road, the City should work with the dealers to secure alternative locations within the City of Antioch. Potential alternative locations include the Regional Commercial area within the East Lone Tree Specific Plan Focus Area and between SR 4 and the railroad in the Hillcrest Station Area.

a. Purpose and Issues. The Somersville Road corridor is one of Antioch's primary sales tax generators, encompassing automobile dealerships, the Somersville Towne Center mall, and other retail businesses. Uses along this corridor are aging, and in need of improvement. In addition, the Somersville Road interchange is heavily congested.

¹. This access would, at a minimum, provide a low flow crossing. Providing an all-weather undercrossing would be an expensive project.