CITY OF SAN LEANDRO

BAY FAIR TOD

SPECIFIC PLAN

adopted February 20, 2018

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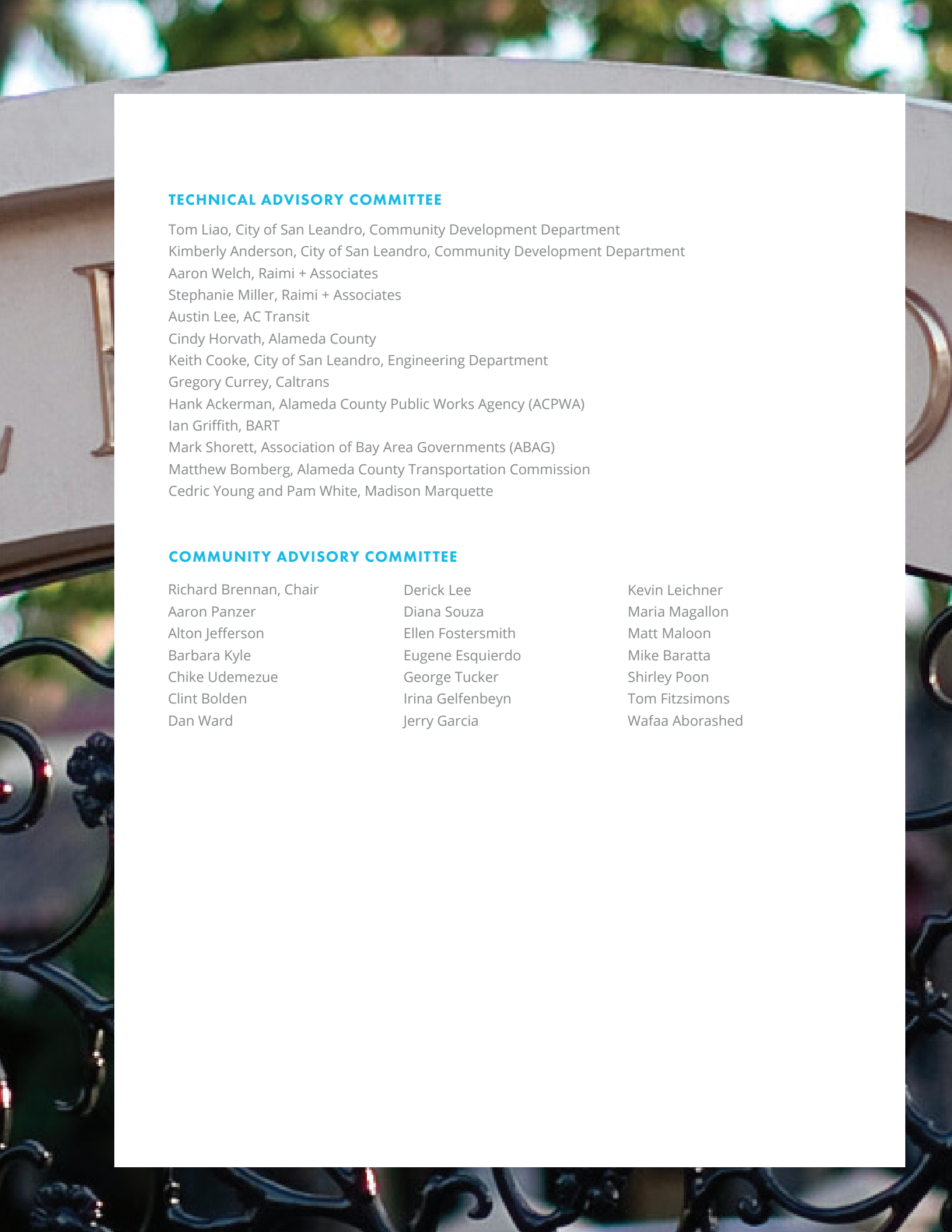

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WHAT IS TRANSIT-ORIENTED DEVELOPMENT (TOD)?

Transit-Oriented Development (TOD) has the potential to help transform regional land use and transportation landscape towards a more sustainable, multimodal, and low-carbon design. These transit-oriented planning policies are also climate action strategies that can assist local jurisdictions in achieving state and regional environmental and sustainability goals to reduce carbon and other greenhouse gas (GHG) emissions. These planning strategies also generate a range of potential benefits to residents, visitors, and businesses alike. Some key benefits to transit-supportive planning include:

- More efficient use of land area and natural resources
- Improved air quality
- Reduced vehicle miles traveled (VMT)
- Increased transit ridership
- Improved economic development
- Increased attraction of private development investment
- Safer streets
- Stronger sense of place
- Alternative travel modes (e.g., biking, walking)

Public transit offers a potential alternative to driving. Public transit improvements can also result in other benefits, including reduced traffic crashes, improved physical fitness and health, energy conservation, increased community livability, increased affordability, and economic development. Urban form, including the presence of compact development and access to public transit, tend to have a positive association with physical activity.


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INTRO + CONTEXT

The City of San Leandro created the Bay Fair TOD Specific Plan in collaboration with its partners Alameda County, BART, Madison Marquette, and the broader community. The Plan presents a vision, policies, standards, and implementation strategies for the future of the Bay Fair TOD Specific Plan Area (shown in Figure 1.2). This project was primarily funded by a grant from the Metropolitan Transportation Commission (MTC), and contributions from the City of San Leandro, BART, and Madison Marquette (the owners and operators of Bayfair Center).

Location

Regional Location

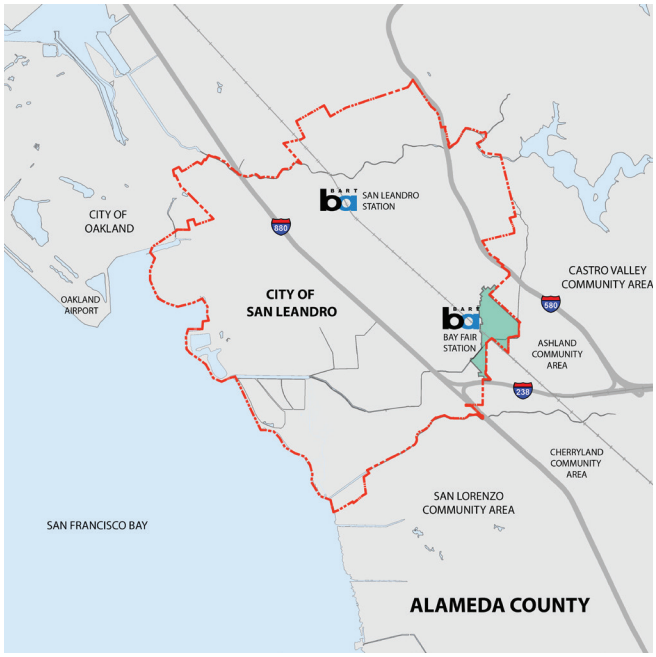
San Leandro is located in the San Francisco Bay Area East Bay, immediately south of Oakland, 15 miles southeast of San Francisco, and 30 miles north of San Jose. The City is well connected to major freeways (I-880, I-580, and I-238) and is served by two BART stations: the downtown San Leandro Station and Bay Fair Station.

Plan Area Location

The Bay Fair TOD Specific Plan Area is at the eastern edge of the City of San Leandro. Unincorporated Alameda County is directly adjacent to the Plan Area, to the east and south. The Plan Area includes the Bay Fair BART Station, Bayfair Center shopping mall, Fairmont Square and Fashion Faire Place shopping areas, and portions of the Hesperian and East 14th corridors. The project area is surrounded in most directions by single-family neighborhoods and further beyond, by three Interstate freeways (580, 238, and 880).

The Bay Fair TOD Specific Plan Area is a total of 154 acres, with mostly retail and commercial land uses. There is also a small number of office, light industrial, and residential land uses. The Plan Area's eastern edge runs along the San Leandro City limit.

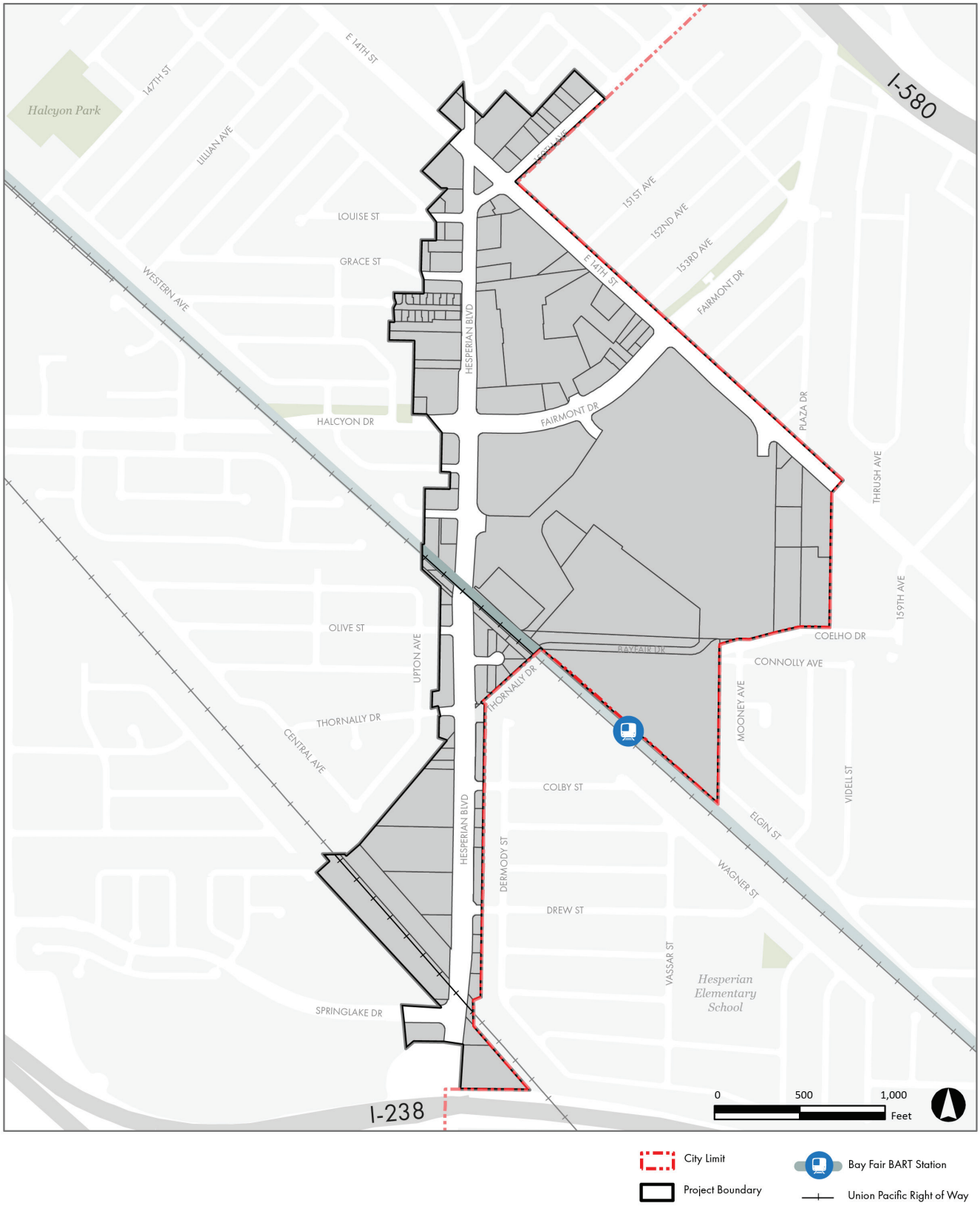
Figure 1.1: Regional Location



Quick Facts

- 154 acres
- Accessible by three Interstates (I-580, I-238, and I-880)
- Adjacent to Alameda County
- Plan Area is adjacent to Ashland/Cherryland
- Existing uses mostly retail and commercial with some office, light industrial, and residential
- Includes some of the City's largest shopping centers
- Regional Priority Development Area (PDA)

Figure 1.2: Bay Fair TOD Specific Plan Project Boundary



Background + Context

The City Council and local stakeholders have for over a decade envisioned future possibilities within a quarter to half mile area near the Bay Fair BART Station as a vibrant mixed-use, transit-oriented retail, commercial and residential destination. Developing and implementing a sustainable and vibrant Bay Fair TOD Specific Plan would enable the City to come "full circle" in comprehensively planning and transforming the City's East 14th Street corridor, which began with the East 14th Street South Area Development Strategy (adopted in 2004) and was followed by the Downtown TOD Strategy (adopted in 2007).

Another impetus for the City to create the Bay Fair TOD Specific Plan was to meet State (SB 375 from 2008) and regional goals towards transit-oriented development areas and greenhouse gas emissions reduction and gain access to future public funding opportunities to make needed area improvements. The regional transportation and land use agencies, Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG), had adopted in 2013 a sustainable, long-range land use and transportation plan (Plan Bay Area) for the nine county San Francisco Bay Area region focused on higher density, mixed use development areas near major public transit systems (or Priority Development Areas or PDAs).

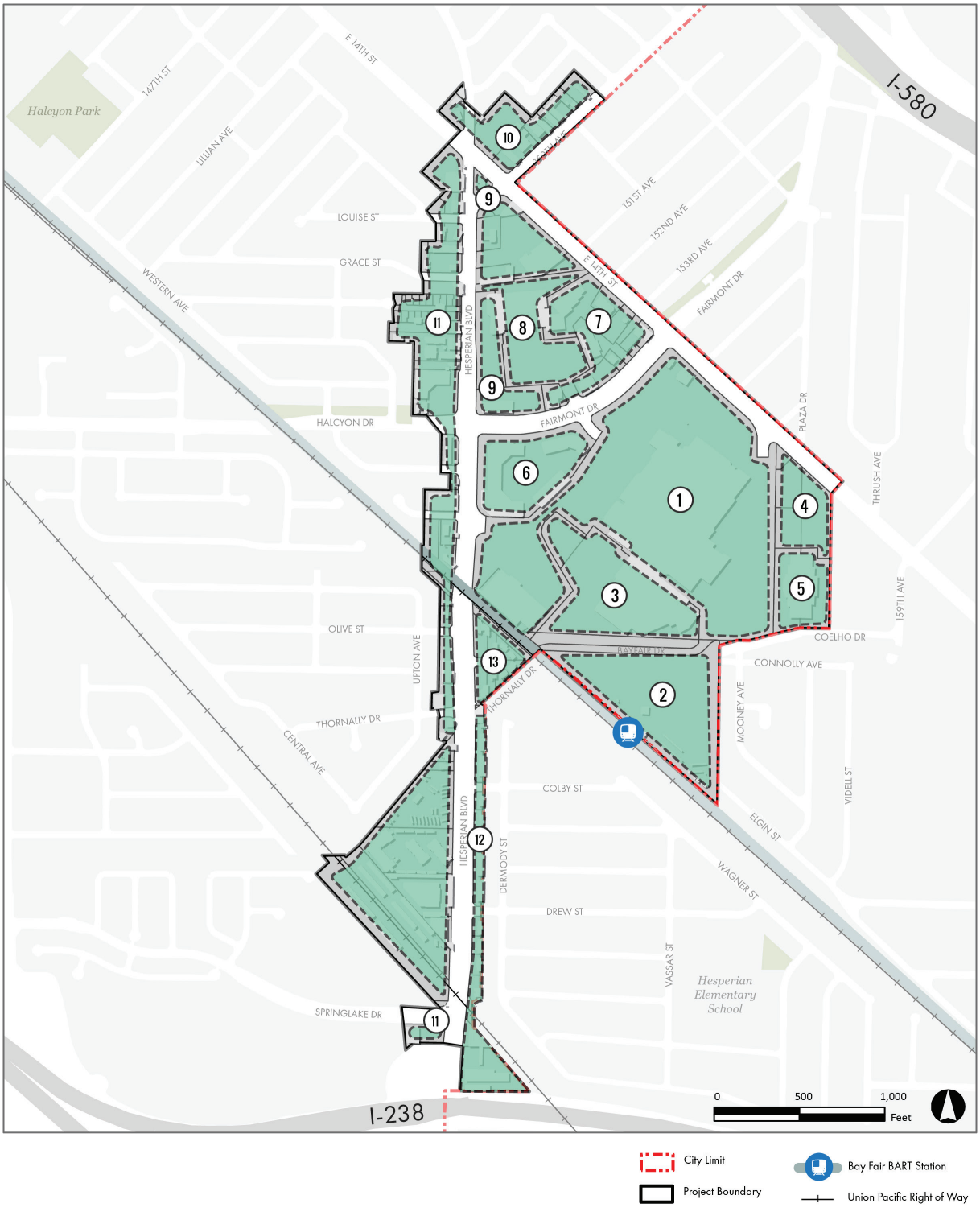
MTC/ABAG previously recognized the Downtown TOD and East 14th Street corridor (excluding the Bay Fair area) as PDAs, but the Bay Fair area does not yet have the PDA designation. Key benefits for PDA areas are CEQA streamlining and access to a variety of federal, State and regional funding sources. The City currently has two planned PDAs: Downtown and East 14th Street (north and south of downtown). The Bay Fair area is currently a potential PDA but will become a planned PDA upon adoption of the Bay Fair TOD Specific Plan.

The City issued a Request for Proposal (RFP) in Fall 2014 to over 20 qualified planning firms to serve as lead consultant for the Bay Fair TOD Specific Plan and related EIR. Five well regarded and highly qualified firms submitted proposals and the selection committee, consisting of representatives from the City, Alameda County, BART and Madison Marquette, reviewed the submittals, interviewed each firm, and forwarded its recommendation to the City Council. In May 2015, the City Council approved the experienced firm of Raimi + Associates, based in Berkeley, as the lead planning consultant.

Plan Area Overview

The map and descriptions below provide an overall introduction and guide to the main sub areas within the Bay Fair TOD Specific Plan Area. This information is intended for those who may be new to the area, or who may be interested in the status of particular parcels or opportunity sites. Some information may continue to change as the area develops over time.

Figure 1.3: Plan Area Overview



Sub Area Profiles

1. Bayfair Center

Built in 1956, Bayfair Center is one of the oldest malls in the Bay Area. It is currently owned by Madison Marquette and is the largest parcel in the Plan Area. The site includes an enclosed mall structure surrounded by surface parking. The site is accessible from all surrounding streets including Hesperian Boulevard, East 14th Street, and Fairmont Drive.

RANGE OF PARCEL SIZE(S)	> 5 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	90' max
CONTAINS OVERLAY ZONE	Residential Transition Overlay, Corridor Transition Overlay
¼ MILE FROM BART	Yes
ADJACENT TO SINGLE FAMILY HOMES	Yes (Southern edge)

2. Bay Fair BART Station

The Bay Fair BART Station was built in 1972 and currently acts as one of the primary transfer stations in the BART system, connecting the East Bay to Tri-Valley cities such as Dublin and Pleasanton. The BART-owned land surrounding the station is currently used for parking and an AC Transit bus station. In the past few years, BART has been developing on nearby properties (San Leandro, Hayward, Union City, and Dublin) to include additional housing and office. The portion of the BART parking lot southwest of the BART tracks is in Alameda County and is not subject to this Specific Plan. The portion of the BART parking lot northeast of the BART tracks is within San Leandro City limits and is subject to this Specific Plan.

RANGE OF PARCEL SIZE(S)	> 5 acres
EXISTING USE	Transportation/Utilities
ALLOWED HEIGHT	90' max
CONTAINS OVERLAY ZONE	Residential Transition Overlay
¼ MILE FROM BART	Yes
ADJACENT TO SINGLE FAMILY HOMES	Yes (Eastern edge and Southern edges)

3. Target Property

Target is a large department store located north of the Bay Fair BART station. Unlike other nearby businesses and retail tenants, Target owns its own parcels, which include parking and store space.

RANGE OF PARCEL SIZE(S)	> 5 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	90' max
CONTAINS OVERLAY ZONE	No
¼ MILE FROM BART	Yes
ADJACENT TO SINGLE FAMILY HOMES	No

4. King Property

The King property is composed of four parcels adjacent to Bayfair Center with frontage on East 14th Street. The land is currently vacant and for sale.

RANGE OF PARCEL SIZE(S)	3.6 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	90' max
CONTAINS OVERLAY ZONE	Corridor Transition Overlay
¼ MILE FROM BART	No
ADJACENT TO SINGLE FAMILY HOMES	No

5. Century Theatres

Century Theatres is on a 1.79 acre parcel just southeast of Bayfair Center. The property is owned by Madison Marquette and is leased to Cinemark. The building was constructed in 2001.

RANGE OF PARCEL SIZE(S)	1-2 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	90' max
CONTAINS OVERLAY ZONE	Residential Transition Overlay
¼ MILE FROM BART	Yes
ADJACENT TO SINGLE FAMILY HOMES	Yes

6. Fashion Faire Place

Fashion Faire Place is a 2.2 acre shopping center northwest of Bayfair Center. The property is owned by Kimco Realty, a real estate investment trust that owns over 534 shopping centers nationwide. The largest tenants include Michaels, Ross, Dollar Tree, and Beverages & More.

RANGE OF PARCEL SIZE(S)	> 5 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	90' max
CONTAINS OVERLAY ZONE	Corridor Transition Overlay
¼ MILE FROM BART	No
ADJACENT TO SINGLE FAMILY HOMES	No

7. Fairmont Square (Dollinger Properties)

The majority of Fairmont Square's southeast parcels are currently owned by Dollinger Properties, a property development company based out of Redwood City. Many tenants are financial businesses including US Bank, Patelco Credit Union, Chase Bank, and OneMain Financial. Other tenants include TOGO's Sandwiches, the UPS Store, Round Table Pizza, and Vacuum City. Buildings on these parcels are either free standing or small strip mall developments.

RANGE OF PARCEL SIZE(S)	0-2 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	70' max
CONTAINS OVERLAY ZONE	Corridor Transition Overlay
¼ MILE FROM BART	No
ADJACENT TO SINGLE FAMILY HOMES	No

8. Lucky Supermarket Site

The Lucky Supermarket is the only grocery store in the Plan Area and is located in the Fairmont Square shopping center. The land is owned by RMP Properties.

RANGE OF PARCEL SIZE(S)	> 5 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	70' max
CONTAINS OVERLAY ZONE	No
¼ MILE FROM BART	No
ADJACENT TO SINGLE FAMILY HOMES	No

9. East 14th and Hesperian North Parcels

Parcels in the northern edge of Fairmont Square consist of a range of uses including a gas station/car wash, medical center, and small strip mall. Ricky's Sports Theatre and Grill is located in this area.

RANGE OF PARCEL SIZE(S)	> 5 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	70' max
CONTAINS OVERLAY ZONE	Corridor Transition Overlay
¼ MILE FROM BART	No
ADJACENT TO SINGLE FAMILY HOMES	No

10. East 14th and 150th Ave

Parcels on the northern corner of East 14th and 150th Ave consist of a small strip-shopping center, an energy efficiency company, and multiple apartment complexes.

RANGE OF PARCEL SIZE(S)	0-5 acres
EXISTING USE	Commercial and Residential
ALLOWED HEIGHT	50' max
CONTAINS OVERLAY ZONE	Residential Transition Overlay
¼ MILE FROM BART	No
ADJACENT TO SINGLE FAMILY HOMES	Yes

11. Hesperian Boulevard (West)

Parcels located on the west side of Hesperian Boulevard range in size and are a combination of office, commercial, and residential uses, including a large storage facility and mobile home park in the southwestern area.

RANGE OF PARCEL SIZE(S)	> 5 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	50-70' max
CONTAINS OVERLAY ZONE	Residential Transition Overlay
VACANT PARCELS	0
¼ MILE FROM BART	No
ADJACENT TO SINGLE FAMILY HOMES	No

12. Hesperian Boulevard (Southeast)

Parcels located on the southeast side of Hesperian Boulevard range in size and consist mostly of duplex and multi-family residential types, along with some small commercial properties.

RANGE OF PARCEL SIZE(S)	> 5 acres
EXISTING USE	Commercial
ALLOWED HEIGHT	50' max
CONTAINS OVERLAY ZONE	Residential Transition Overlay
¼ MILE FROM BART	No
ADJACENT TO SINGLE FAMILY HOMES	No

13. Olive Court

Olive Court is located off of Hesperian Boulevard and consists of six single family homes, a law office, and an insurance office. The single family homes were built in 1950 and are the only residential units of this type in the Plan Area.

RANGE OF PARCEL SIZE(S)	0-5 acres
EXISTING USE	Commercial and Residential
ALLOWED HEIGHT	50' max
CONTAINS OVERLAY ZONE	No
¼ MILE FROM BART	Yes
ADJACENT TO SINGLE FAMILY HOMES	Yes

Relationship to City Plans

2035 General Plan

San Leandro's recently updated General Plan is the over-arching policy document guiding the City's future development through 2035. It recognizes the Bay Fair Area as one of the City's most significant areas of potential change, and provides related high-level policies and actions, as shown below. The Bay Fair TOD Specific Plan is intended to implement this guidance provided in the General Plan. The General Plan envisions Bay Fair as a dynamic, walkable, transit-oriented area with a mix of uses – including retail, office, higher density housing, and open space – that leverage their prime location near BART. The General Plan establishes a land use designation of B-TOD for the Bay Fair TOD Specific Plan Area, deferring to the Specific Plan process to establish the details of land use, design, and development for the area. The General Plan refers to the "Bay Fair Transit Village Specific Plan," but during the Specific Plan process this was changed to the current title of "Bay Fair TOD Specific Plan." The B-TOD General Plan land use designation was also expanded by slightly to incorporate additional parcels along Hesperian Boulevard and East 14th street, ensuring that the B-TOD land use designation, the Bay Fair TOD Specific Plan, and the B-TOD zoning district all have identical boundaries.

2035 GENERAL PLAN POLICY GUIDANCE FOR BAY FAIR

POLICY LU-8.10: BAY FAIR AREA. Transform the area around the Bay Fair BART station, including Bayfair Center, other shopping centers, and properties along Hesperian, East 14th, and other major arterials, into a dynamic new transit oriented development area. Future development in this area should reposition Bayfair Center to reflect current trends in retailing; add a mix of higher-density residential, office, and other commercial uses; maximize the potential for BART use; and minimize dependence on autos for daily trips.

ACTION LU-8.10.A: BAY FAIR STATION TRANSIT VILLAGE. Complete the Bay Fair Transit Village Specific Plan now underway. The Plan should outline a vision for the area's future development, include standards and guidelines for future development, and present a strategy for achieving desired end results. Following its adoption, undertake rezoning and capital improvements to facilitate implementation.

ACTION LU-8.10.B: EAST 14TH STREET ACTION LU-8.10.A: STREETSCAPE IMPROVEMENTS. Work collaboratively with Alameda County to improve East 14th Street in the Bay Fair area to make the area more attractive, distinctive, and friendly to pedestrians, bicyclists, and transit users.

ACTION LU-8.10.C: BAY FAIR BART CONNECTIONS. Improve the pedestrian and bicycle connection between the Bay Fair BART Station, adjacent transit waiting areas, Bayfair Center, and nearby neighborhoods and shopping districts.

General Plan Strategies

The General Plan promotes the following six overarching strategies throughout the City. These concepts are supported in a variety of ways through the Bay Fair TOD Specific Plan, as described below:

Strategy #1: Growing Strategically

The Bay Fair TOD Specific Plan Area is one of the City's key areas of growth for the next 20-30 years. Within the Bay Fair area itself, the Specific Plan focuses density and intensity near the BART station while transitioning to reduced heights and densities near surrounding neighborhoods.

Strategy #2: Building a Healthier City

The Specific Plan calls for new parks and plazas, bike and pedestrian connections, and a mix of uses, to promote healthier lifestyles. It also promotes equitable access to healthy foods through farmers markets and community gardens, as well as leisure activities and active transportation such as walking and cycling.

Strategy #3: Building a More Sustainable City

Transit Oriented Development is an important component of building a more sustainable community. Focusing urban, mixed use neighborhoods around the Bay Fair BART station will reduce the need to drive and reduce greenhouse gas emissions. The Plan also includes standards and guidelines for green buildings and infrastructure in future development.

Strategy #4: Transforming the Workplace

This Plan aims to evolve with changing workplace trends, and to encourage new uses such as entertainment, artisan studios, tech incubators, and co-working spaces. New investments in the public realm will change the area's character and create a greater focus on workplace livability.

Strategy #5: Becoming a "Smarter" City

The Plan Area's position in the City makes it a prime location for implementing the City's goal of becoming a "Smart City". The Plan includes developing a plan to expand current fiber optic networks as well as other Smart City applications. This will attract new businesses and provide a significant amenity to residents and employers.

Strategy #6: Creating a "There"

The Plan Area's location and conditions presents a unique opportunity to create new gathering spaces and focal points that will attract residents, workers, and surrounding community members to visit the area. This plan includes strategies to create a "there" by encouraging new plazas, special gathering places, wayfinding and streetscape, a mix of uses, and high-quality architecture and building design.

Downtown San Leandro TOD Strategy

Adopted in 2007, the Downtown San Leandro Downtown Transit-Oriented Development Strategy provides a vision, land use framework, proposed circulation system, design guidelines and principles, and implementation actions to guide downtown development beyond 2030. The TOD Strategy was part of the basis for Downtown's designation by ABAG/MTC as a regional PDA, and recent major development projects downtown have begun to realize the Strategy's vision. The Downtown Strategy is a helpful precedent from another area of the City that is pursuing transit-oriented development.

E. 14th Street Plans

The City of San Leandro and Alameda County, respectively, have established plans for the segments of the East 14th Corridor that are adjacent to the Bay Fair project area, extending for several miles in either direction. Alameda County's Ashland Cherryland Business District Specific Plan (adopted 2015) covers the East 14th corridor as it continues southeast from the Bay Fair area. San Leandro's East 14th Street South Area Development Strategy (adopted 2004) provides design guidance for the portion of the East 14th corridor between Bay Fair and Downtown San Leandro. Many of the concepts in both plans – such as transitions to adjacent residential neighborhoods, corridor design and land use strategies, transportation and street facilities, and streetscape concepts – may be relevant to the portions of East 14th Street within the Bay Fair TOD Plan Area.

Relationship to Regional Plans

Plan Bay Area

Plan Bay Area was jointly approved by the Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC) in 2013, and is currently undergoing a strategic update called Plan Bay Area 2040. Plan Bay Area is the Bay Area's Sustainable Community Strategy (required by the state per Senate Bill 375), which provides an imperative to reduce greenhouse gas emissions by creating more livable, equitable, and environmentally sustainable communities. It addresses land use, transportation, housing, economics, and sustainability in an integrated regional development plan for the Bay Area, with a particular focus on walkability and transit-oriented development.

San Leandro and Alameda County PDAs

San Leandro currently has two established PDAs: the Downtown TOD area and the East 14th Street Corridor (which shares a border with the northwest edge of the Bay Fair Specific Plan area). In addition, Alameda County has two established PDAs that are directly adjacent to the Bay Fair TOD Specific Plan area: the East 14th and Mission Boulevard PDA, which borders much of the Bay Fair project area to the East (including the BART parking lot and frontage along East 14th across from Bayfair Center), and the Hesperian Boulevard PDA, which extends along Hesperian Boulevard south from the Bay Fair TOD Specific Plan project area.

While surrounded by these various established PDAs, Bay Fair itself is only recognized by ABAG as a "Potential" PDA, shown in Figure 3.6 below. Creating the Bay Fair TOD Specific Plan will enable the Bay Fair area to gain PDA status from ABAG and MTC. Being a certified PDA makes an area eligible for a variety of federal, state, and regional funding, while strategically positioning an area to be consistent with regional planning and investment goals.

Plan Bay Area's Bay Fair PDA Vision

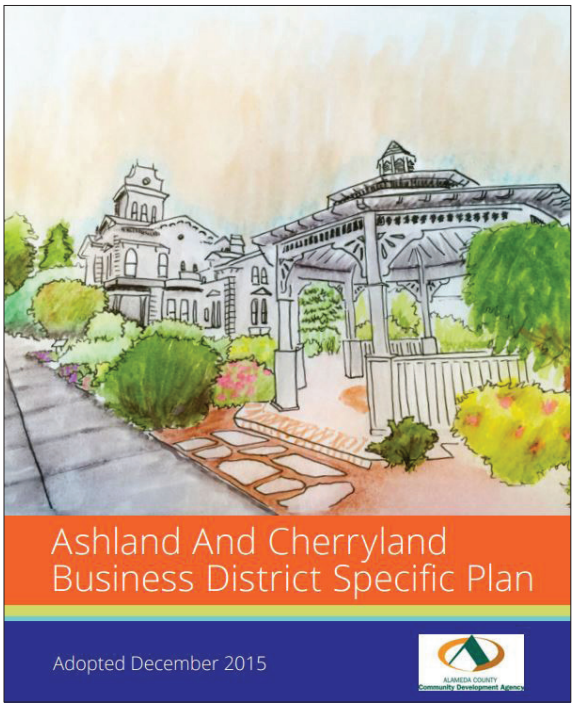
"Plans for the area include creating a place that is attractive and safe; improving connections to jobs, services, and transit; providing a range of housing options; fostering fiscal and economic growth that favors the creation of a higher-density and mixed-use district that promotes walking, biking, and transit use. Strategies to achieve these urban design goals include; circulation and access for pedestrians, bicyclists, drivers, and transit users; parking management; market and financial feasibility; and design guidelines for higher-density development and ensuring appropriate transitions to existing neighborhoods. In particular, these strategies focus on adding more housing in the area while improving the circulation network between the BART site, Bayfair Center, and surrounding areas."

(Plan Bay Area: Vision for Priority Development Areas, Jobs-Housing Connection Strategy, 2012)

Ashland/Cherryland Business District Specific Plan (Alameda County)

In July 2015, Alameda County released a public draft of the Ashland/Cherryland Business District Specific Plan. The northwest portion of the Plan Area cover County land along East 14th Street, directly adjacent to the Bay Fair TOD Specific Plan Area (See Figure 3.2). The Ashland/Cherryland Business District Specific Plan provides direction for development and urban design, and seeks to support community and economic development by capitalizing on the area's unique assets and character.

The Specific Plan includes the "Bayfair Corridor" zone from 150th to 159th Avenue, adjacent to the Bay Fair TOD Specific Plan Area. The Bayfair Corridor zone is intended to provide a vibrant mixed-use environment adjacent to public transit that strengthens present and future commercial opportunities, serves daily needs of surrounding neighborhood residents, and accommodates growth and infill. Further south along East 14th Street (between 159th to 163th Avenue), the District Mixed-Use zone is intended to provide a vibrant, walkable urban main street environment with a variety of urban housing choices and commercial and entertainment opportunities.



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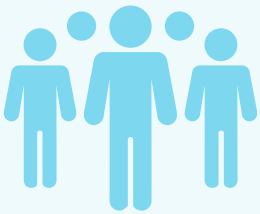


If you are a Community Member

For community members who are interested in learning about this plan, Chapter 2 will help you understand the vision and key strategies for the Bay Fair area in the next 20 years. Chapters 3, 4, and 5 have more detailed information about street improvements, land uses, and design standards that you could expect in this area.

If you are a Property Owner or Developer

Property owners who are interested in developing in the Plan Area should become familiar with the Plan's overall planning framework, as described in Chapter 2. Development applications and project designs will need to be consistent with the Specific Plan's development standards and guidelines (Chapter 5), as well as relevant guidance for Mobility (Chapter 3), Land Use (Chapter 4), and Infrastructure (Chapter 6).

If you Work for the City

If you are an elected City official or City staff, you will be responsible for guiding property owners and developers in their development decisions and applications. The City will use this plan to evaluate these applications and when planning public improvements to ensure new development is consistent with the overall vision and policies. Future public infrastructure, mobility, and public realm investments should be consistent with the Bay Fair TOD Specific Plan. The City should regularly monitor the progress being made on public projects in the Plan Area.

WHAT IS A POLICY, STANDARD, AND GUIDELINE?

POLICY Policies apply to the entire Bay Fair Plan Area, and are a statement of the City's approach to a particular topic. Not every project must fulfill every policy goal; rather, future projects will contribute in different and unique ways to the overall policy goals for the Plan Area.

STANDARD Standards are requirements that must be followed, unless an exception to a standard is otherwise noted. Standards are typically written with "shall" statements. Some standards include numeric requirements that must be followed.

GUIDELINE Guidelines are the City's expectation for how site, building, infrastructure and other improvements should be designed. Projects should comply with guidelines, but there is flexibility in how projects meet each guideline depending on project design and location. These guidelines are typically written with a "should" statement.

ACTION The Implementation Chapter includes actions - including both programs and physical improvements - that should be completed in order to fully achieve the vision of the Specific Plan.

Community Engagement

Central to the creation of the Bay Fair TOD Specific Plan was an extensive community outreach process to ensure broad public participation. The City prepared a Community Involvement Strategy prior to the start of the planning process. Key goals of the community involvement efforts were:

- Open and transparent process
- Engagement and empowerment of and relationship-building with diverse community stakeholders
- Meaningful education of the public
- Close coordination with project partners and other relevant public or private agencies
- Civil and respectful dialogue among participants
- Consistent communication
- Alignment of the Plan with community needs

Community involvement in this process was critical to understand how residents, business owners, visitors, and community organizations view the Bay Fair area conditions and how they envision the area in the future.

During the planning process, the City engaged several hundred community members in a variety of venues and formats. These included:

- **CAC and TAC (see descriptions on the following page).** Overall project guidance from a Community Advisory Committee and Technical Advisory Committee.
- **Pop-up events.** Pop-up outreach events at the Bay Fair BART station and Bayfair Center.
- **Website.** The City created a project website providing current project information, upcoming events and updates.
- **Survey.** An online survey with 44 responses soliciting input on project priorities and desired outcomes.
- **Stakeholder interviews.** Interviews with local stakeholders and stakeholder groups such as commercial property owners and HOAs impacted by the Plan Area, and the Chamber of Commerce.
- **Developer outreach.** A non-profit and market-rate developer focus group was conducted in October 2016 to gain input on the feasibility of market and affordable residential development in the Plan Area.
- **Appointed and elected bodies.** City staff and Raimi + Associates provided updates to and received direction from the Planning Commission and City Council throughout the planning process as well as relevant Boards/Commissions including the Board of Zoning Adjustments, Bicycle Pedestrian Advisory Committee, Youth Advisory Commission, and Senior Commission.
- **Mailing list.** Cultivation of a project mailing and email list, and regular communication through mail and email to communicate with the community and interested parties about the planning process and public meeting dates. The email list consisted of over 450 individuals representing City and County stakeholders such individual homeowners & tenants, property owners, businesses, community organizations (such as HOAs), environmental organizations, housing advocates/stakeholders, transportation advocates/stakeholders, nearby school districts, elected officials, relevant City Boards/Commissions. The City also noticed property owners within 500 feet of the Plan Area about key public meetings, and also solicited assistance from Alameda County Supervisors Wilma Chan and Nate Miley's offices to help outreach to their constituents impacted by the Plan.
- **Community workshops.** Community Workshop #1 occurred in September 2016 and was an interactive open house to gauge community preference on land use and design alternatives, potential transportation improvements, and desired outcomes. The community was asked to participate in multiple interactive exercises where they can give input on, street concepts, and desired outcomes and vision. Community Workshop #2 occurred in October 2017 where there was a presentation of the Draft Specific Plan and EIR, with interactive exercises to receive community feedback.
- **Multilingual outreach.** With public notices for community engagement events such as Planning Commission and City Council meetings and the community workshops, the City provided guidance in Spanish and Chinese regarding availability of translation and accommodations for persons with disabilities.

Citizens Advisory Committee

The Citizens Advisory Committee (CAC) was composed of 21 community members appointed by the City Council to help guide the preparation of the Plan and provide a broad diversity of perspectives. The City undertook a public process to solicit and select CAC member from the community. The City Council ratified the CAC members in February 2016. Members included interested citizens, business owners, advocates, and other stakeholders, from within the Plan Area and surrounding areas in the City and County. The CAC met a total of four times to identify desired project outcomes; provide initial feedback on project policies strategies; and help vet plan concepts before they were presented to the community, the Planning Commission, and the City Council.

Technical Advisory Committee

The Technical Advisory Committee (TAC) was composed of 10 members with the goal of providing technical input during the planning process. Members were from Alameda County, AC Transit, City of San Leandro, BART, Caltrans, Association of Bay Area Governments (ABAG), and other relevant agencies or technical partners in the area. The TAC provided technical and feasibility review to different stages of the project.


NO SMOKING BEYOND THIS POINT
"AH! WAS THAT MY TRAIN?!"
INSIDE OUT
JUNE 19 IN 3D
HELLO... PERSONAL SPACE!"

chapter 2

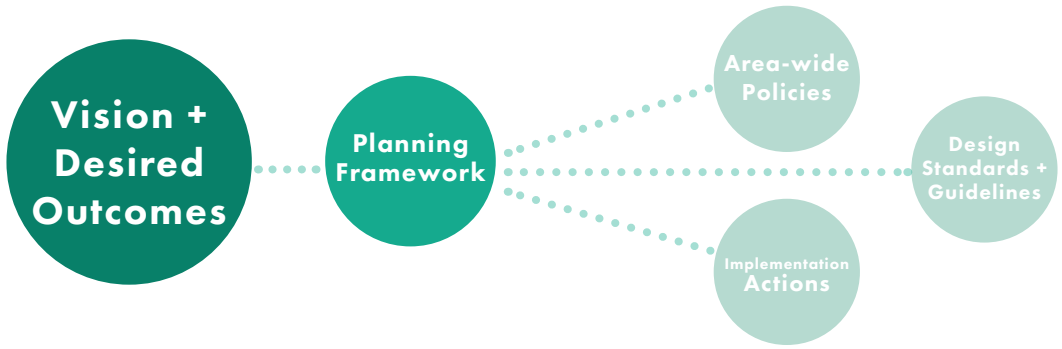
VISION + PLANNING FRAMEWORK

The Bay Fair TOD Specific Plan provides a vision for a sustainable, vibrant, walkable, and safe transit-oriented village with a diversity of land uses serving residents, workers, and visitors.

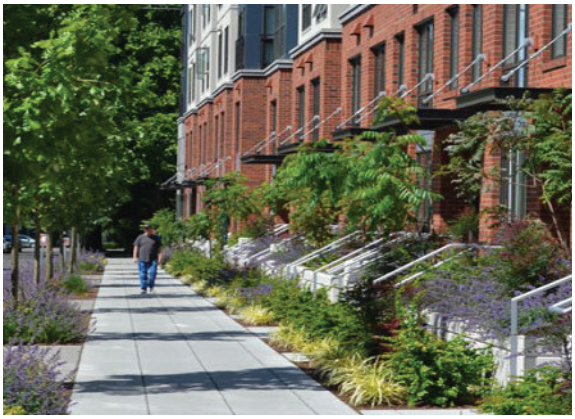
The Bay Fair Area will be a mixed-use urban village anchored by compact, transit-oriented buildings and public space that are attractive and have highly sustainable features. It will support housing, retail, office, entertainment, and civic uses, with safe pedestrian and bicyclist connections to public transit, services and employers. Buildings will be designed to respect the scale and character of adjacent residential neighborhoods. The village will feature stores, services and restaurants for neighbors and workers, as well as active plazas and open spaces throughout the area for public enjoyment. Bay Fair will be a model for sustainable, healthy development, and will embrace new technology and innovations, positioning the area for success over the next 20 years and beyond.

Desired Outcomes

The Bay Fair Specific Plan's vision is implemented through the following desired outcomes, described below. The desired outcomes set the stage for the Specific Plan's overall planning framework, and are supported by area-wide policies, design standards and guidelines, and implementation actions in the rest of the Plan.



1. **MORE PARKS AND OPEN SPACE.** Increase the amount of parks, green space, plazas, and other public space that encourages pedestrian activity, recreation, and access to nature.
2. **MORE WALKABLE ENVIRONMENT.** Improve the pedestrian experience, public space, aesthetics, and design quality to attract visitors, serve residents, and promote walking.
3. **BETTER MOBILITY AND CONNECTIVITY.** Improve pedestrian, bicycle, transit, and vehicle connections through the creation of an interconnected street grid, with a focus on better pedestrian and bicycle connections between the Bay Fair BART station and the adjacent shopping areas.
4. **IMPROVED SAFETY AND LESS CRIME.** Improve safety in and around the Bay Fair area through a range of strategies including increased pedestrian activity; more "eyes on the street;" enhanced and more coordinated policing; better lighting; activation of vacant spaces; and an increased sense of ownership and stewardship by residents, workers, and visitors.
5. **COMPATIBILITY WITH ADJACENT NEIGHBORHOODS.** Ensure compatibility with the residential neighborhoods adjacent to the Plan Area – including those in unincorporated Alameda County as well as the City of San Leandro – and encourage sensitive design transitions, public amenities, and uses and services that benefit surrounding neighborhoods.
6. **DIVERSITY OF USES.** Support a diverse, sustainable mix of uses including retail, housing, workplaces, and community spaces. Encourage a variety of essential goods and services such as grocery stores, pharmacies, banks, social services, restaurants, and other businesses.
7. **DIVERSE AND AFFORDABLE HOUSING.** Support both market rate and affordable housing, and seek to protect existing residents from involuntary displacement.
8. **RANGE OF EDUCATIONAL OPPORTUNITIES.** Provide a range of services to provide opportunities for higher education, business incubation, and vocational and employment training programs for all age groups.



9 **COMMUNITY FACILITIES.** Provide community facilities necessary to support the level and type of additional growth, including schools, community and senior centers, child care centers, and public safety facilities.

10 **EFFICIENT AND SHARED PARKING.** Implement parking management solutions that most efficiently use parking resources, including sharing of public and private parking spaces between different uses, and sharing between different use types such as residential, office, and commercial.

11 **BART AND BUS STATION IMPROVEMENT.** Support and improve the Bay Fair BART and bus stations as integral amenities for the surrounding neighborhoods, the City, the County, and the region.

12 **ZONING ALIGNED WITH COMMUNITY VISION.** Ensure future zoning is aligned with the community vision, while allowing flexibility to adjust to changing trends and land ownership.

13 **LOCAL AND REGIONAL DESTINATION.** Provide attractive and usable public space, outdoor dining, public art and dynamic retail experiences to create central gathering places that serve local and regional populations.

14 **INFRASTRUCTURE.** Improve and maintain basic infrastructure such as roads, landscaping, stormwater management facilities, flood control, and water, sewer, gas, lighting, and telecommunications service/high-speed fiber optics and wireless broadband services, including support for both community (i.e., San Leandro WiFiber, which is the City's free and public Wi-Fi service) and commercial(i.e., Comcast, AT&T, Lit San Leandro) networks.

15 **ENVIRONMENTAL SUSTAINABILITY.** Create a sustainable urban environment that incorporates green building features, green infrastructure and ecology, sustainable energy systems, water efficiency and conservation, and sustainable transportation systems.

Planning Framework

The following strategies are integrated throughout the Bay Fair TOD Specific Plan, providing a big-picture planning framework for the rest of the Specific Plan:

1. **Improve Mobility for all Modes along Existing Major Streets**
2. **Strengthen New Connections to BART**
3. **Create a Grid of Smaller Blocks**
4. **Create Special, Memorable Public Places and Open Spaces**
5. **Enable Range of Future Scenarios**

Each is illustrated and described on the following pages. These key strategies build on the Vision and Desired Outcomes to show how they should play out physically in the Specific Plan. They are intended to be visionary yet flexible as the plan is implemented into the future. These framework concepts are not regulatory, but they are consistent with – and implemented by – the more detailed standards and guidelines found in the rest of the plan.

1 Improve Mobility for all Modes Along Existing Major Streets

The first step in transforming the Plan Area into a multi-modal walkable village is to make the major existing streets friendlier to pedestrian and bicycle users. To improve multi-modal access and safety on these streets, the Plan outlines a series of improvements including adding bicycle lanes, removing travel lanes, creating new intersection and crossings, requiring better landscaping and lighting, and improving the pedestrian environment. These changes will all contribute to making the area a more comfortable and inviting area to walk, ride a bicycle, and take transit. This, in turn, will encourage residents and visitors to patronize and utilize the area, supporting Bay Fair as a destination for retail, transit, and community gathering. A complete network of new streets and pedestrian ways shown on the map (see Figure 2.1) will also improve connectivity and walkability throughout the Bay Fair TOD Plan Area.

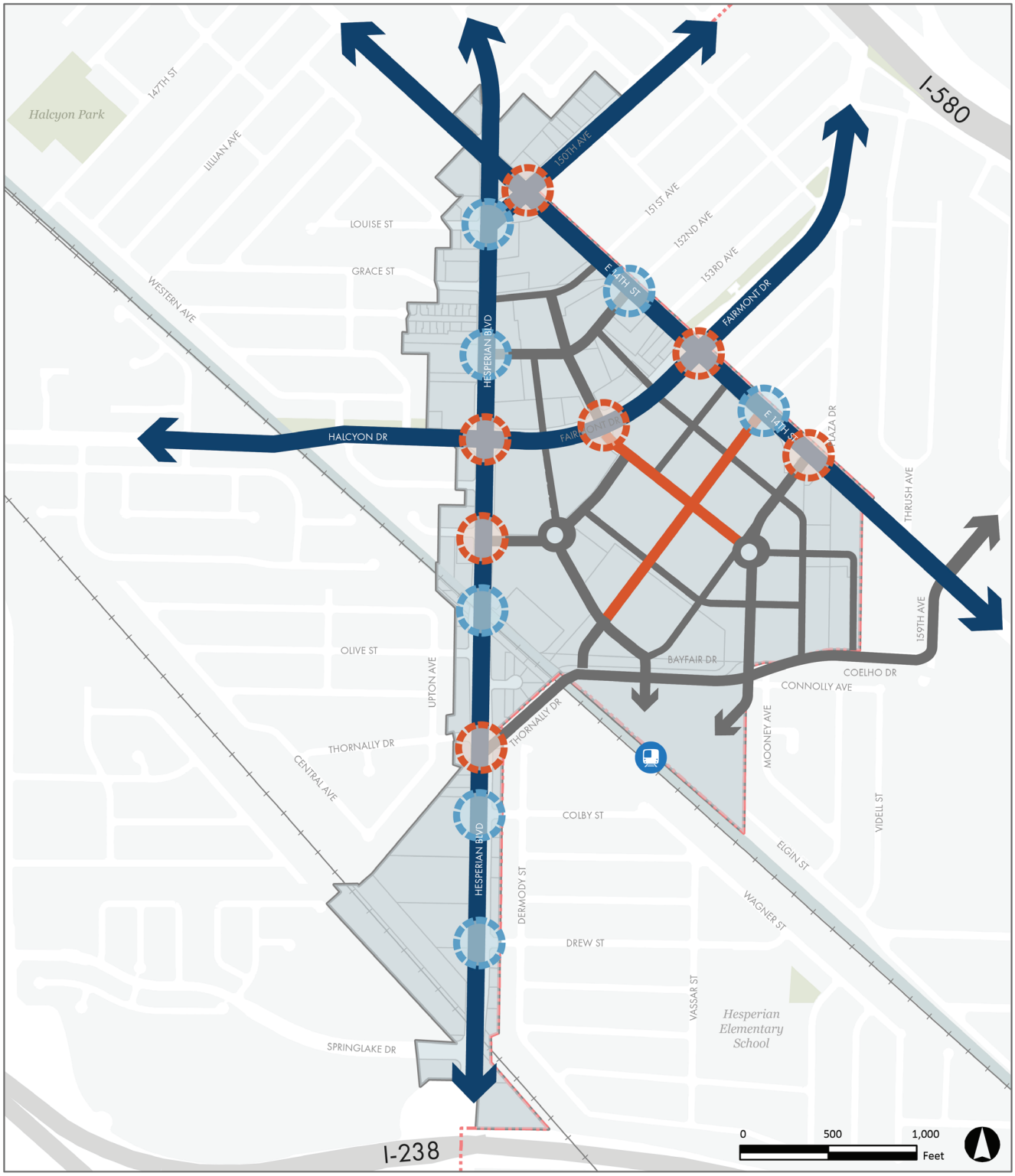
New signalized crossings should be installed at existing intersections where the distance between crossings are the longest. These locations may include 156th Avenue and East 14th Street, 152nd Avenue and East 14th Street / Hesperian Boulevard, and at the planned East Bay Greenway crossing at Hesperian. New universally accessible crossing designs, including lighting and median refuge areas, will improve safety and remove barriers for surrounding neighborhoods to access and support retail and BART.

Complete streets re-design

Pedestrian amenities

Mid-block crossing near Downtown San Leandro BART Station

Figure 2.1: Improved Mobility and Connections on Major Existing Streets



2 Strengthen New Connections to BART

Connections to and from the BART station for all users including transit riders, vehicles, pedestrians and cyclists is important for the long-term success of the surrounding retail businesses and residential neighborhoods. Existing and new routes should be used to increase connectivity to and from BART. New connections should prioritize pedestrian and bike users. The Bay Fair TOD Plan recommends better way-finding, new connections through the Bayfair Center parcels and across the Estudillo Canal, improved visual connections from Hesperian Boulevard to the BART Station, implementation of the East Bay Greenway and new at-grade connections between the two BART parcels, in coordination with Alameda County and BART.

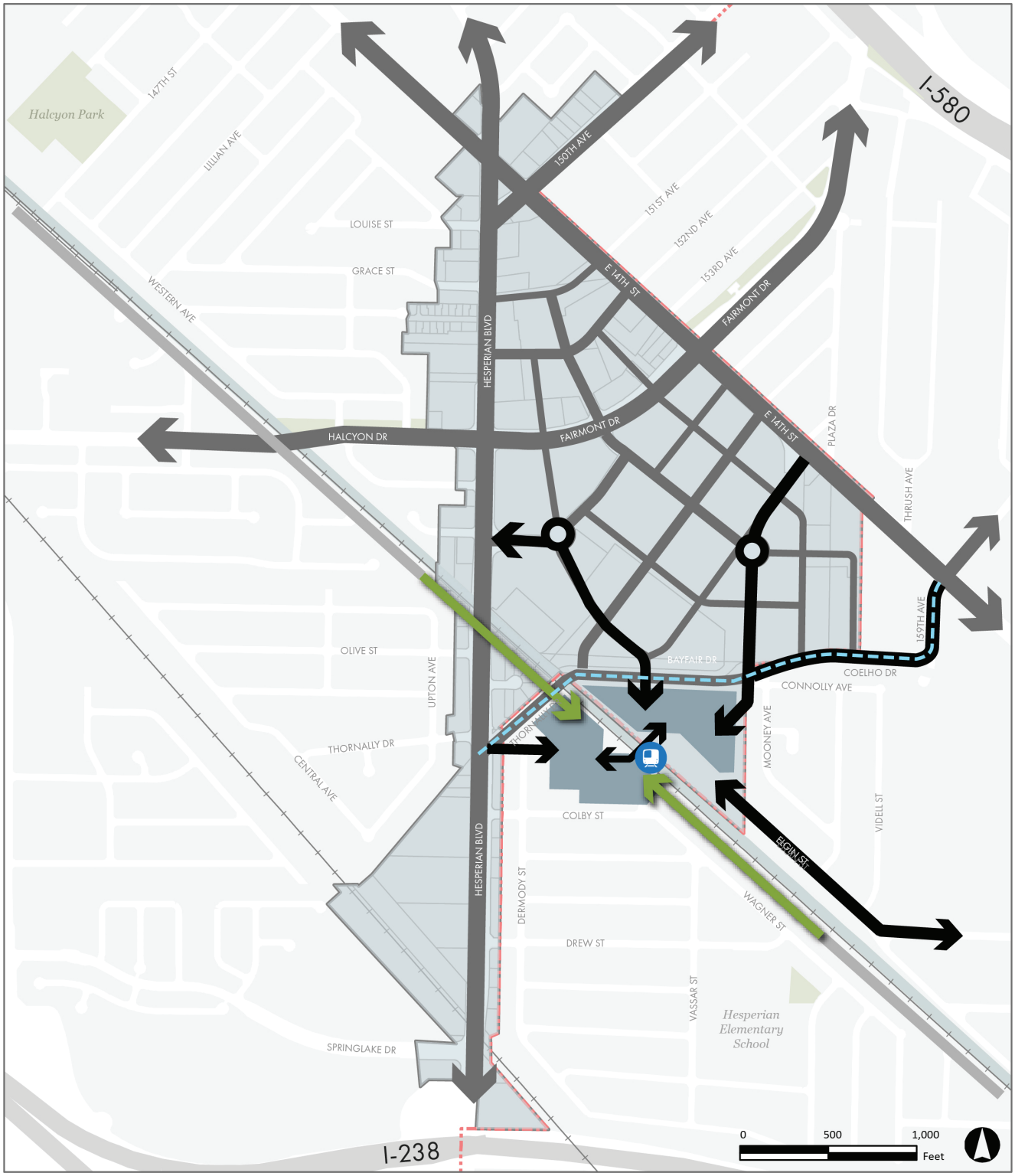
The diagrammatic network of streets and other connections shown here and elsewhere in the Plan illustrates the Plan's vision, while leaving flexibility for reasonable adjustments during the creation of final development plans, as long as the Plan's intent, standards and guidelines are met. Similar to the final land use mix being dictated by market forces, the final street and connectivity network will be partly driven by feasible plan phasing as it relates to economic forces and property ownership, especially during a transitional period between the current retail operations and final implementation of the Plan.

Example of BART wayfinding

Example of pedestrian-oriented retail street

Example of an off-street path similar to the future East Bay Greenway

Figure 2.2: Stronger New Connections to BART



3 Create a Grid of Smaller Blocks

Small block sizes improve access and walkability throughout a neighborhood, offering more route choices for pedestrians. The Bay Fair area currently lacks clear connections and a coherent block structure, and is dominated by several very large parcels without connections through them. To address this issue, large parcels should be divided into smaller blocks over time as development or on- site improvements occur, ensuring the desired "village" character and smaller, more walkable neighborhood scale. In general, blocks should be no longer than 400 feet, with mid-block connections breaking up larger blocks. New connections should be publicly-accessible, although they may occur on privately-owned land. Publicly accessible connections might be streets, alleys, pedestrian-and-bicycle-only connections, or publicly-accessible linear open spaces. New connections should lead from one public right-of-way or publicly accessible connection to another, avoiding cul-de-sacs and dead-ends.

Figure 2.4 shows an example of a new mid-block connection, while Figure 2.4 outlines the key connections that should be created when developing the large parcels. This is consistent with the guidance found in the Mobility (Chapter 3) and Development Standards (Chapter 5) chapters of the Bay Fair TOD Specific Plan.

Figure 2.3: Publicly-Accessible Mid-Block Connections for Long Blocks

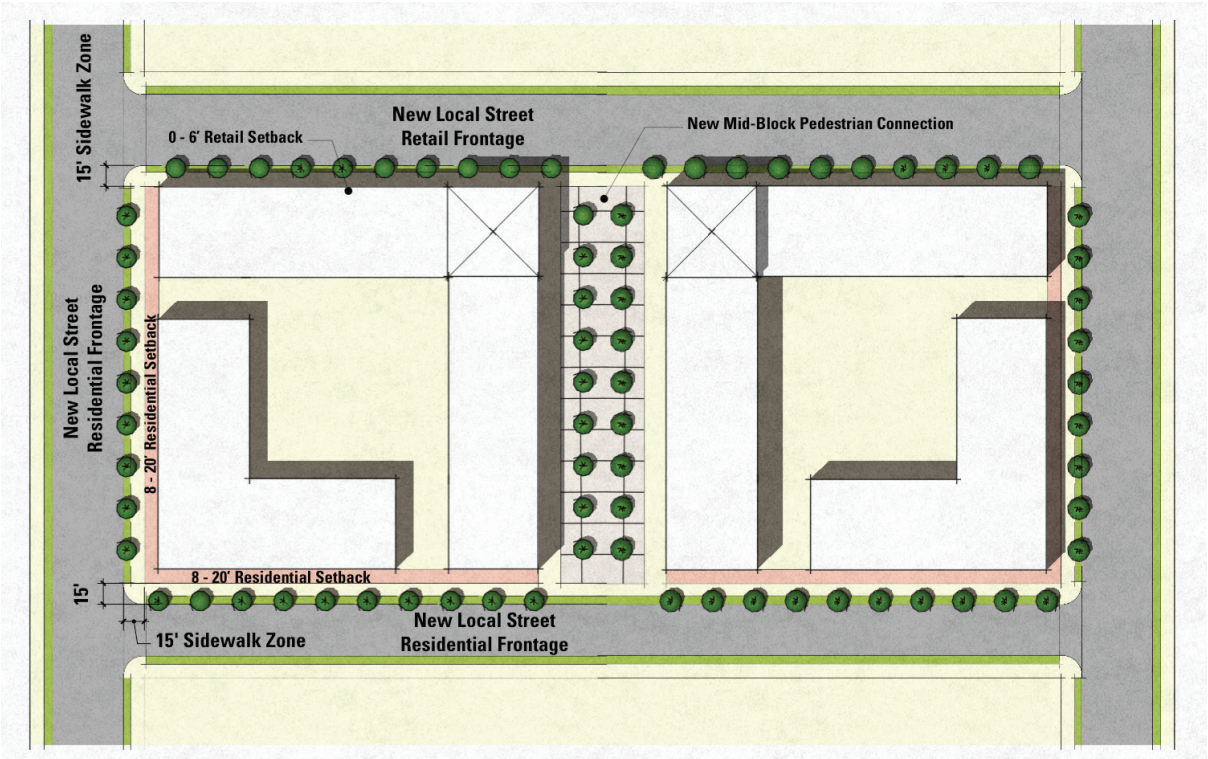
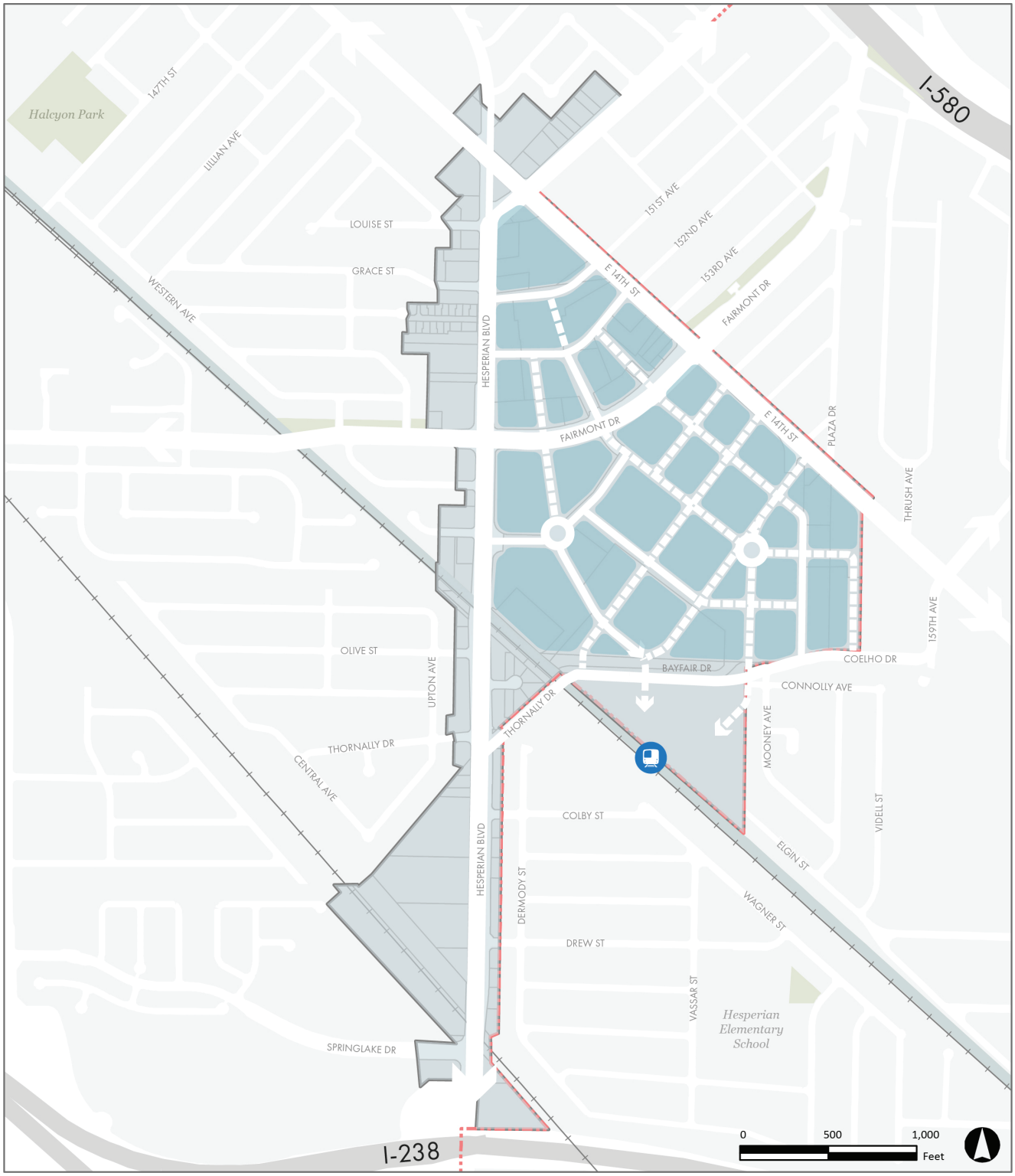


Figure 2.4: New Connections



4 Create Special, Memorable Public Places and Open Space

The Specific Plan seeks to create places, streets, and spaces that meet the needs of people at all stages of life; are safe and visually attractive; are accessible to users of different abilities; have their own distinctive identity; and contribute to local character.

Key to the successful transformation of Bay Fair is creating a network of memorable public spaces. Special places such as parks, plazas, pedestrian-oriented "main streets," and shared streets can create a strong identity for the area as an important center of activity. Some examples of other successful pedestrian-oriented main street areas and public spaces near transit in the East Bay include Downtown San Leandro, Downtown Hayward, the Fruitvale station area in Oakland, and the emerging Fremont City Center area near Fremont BART.

Some of the key features of the future open space network are as follows:

- A primary "special" and identifiable place should be located at the heart of the new transit village. The "special" place may be a plaza, "main street," or central park and may include public and/or interactive art.
- New open spaces should be located to improve way-finding throughout the Plan Area.
- Open space sizes, uses, and design types should be varied throughout the Plan Area.
- At least one major open space should be located within the Plan Area.
- Stormwater detention, swales, and green infrastructure should be integrated as an open space feature.
- Estudillo Canal should become an attractive, ecologically valuable open space amenity over time.

Example of central park

Example of plaza

Example of restaurant patio

Example of pedestrian-only street

Figure 2.5: Special Public Places Concept

- Central Plaza or other Large Public Open Space (potential location)
- Special Pedestrian-Oriented Active Connection (potential location)
- Neighborhood Plaza or Park (potential location)
- Existing Estudillo Canal
- Focus of Proposed Stormwater/ Open Space Improvements for Estudillo Canal
- City Limit
- Project Boundary
- Bay Fair BART Station
- Union Pacific Right of Way

5 Enable a Range of Future Scenarios

The intent of this Specific Plan is to provide clear standards for foundational land use and design elements, while providing flexibility for a range of potential future scenarios that could play out over time. The Plan takes a flexible approach to land use regulation, allowing a broad range of uses throughout the area, while focusing on excellent public space and pedestrian-oriented building design for all uses.

The illustrative scenarios below show a range of potential futures for the area that could be possible within the parameters established by this Specific Plan, over the 20-year time horizon of the Plan. These scenarios range from a future re-design and reconfigration of the Bayfair Center and opportunistic housing development around the fringes (Figure 2.7) to a transformative redevelopment of almost the entire area with a flexible mix of housing, office, retail, and new open spaces (Figures 2.8 and 2.9). In large part, the final land use mix in the area will be dictated by market forces, landowner decisions, the ability to provide infrastructure, and the feasibility of different project types as the Bay Fair area continues to evolve. Retail is expected to continue to have a significant presence in the area in all scenarios, with an amount of retail space similar to the current amount (about 1.2 million square feet as of 2017) or a slight reduction due to changing retail formats and building uses. There is anticipated to be an increase in housing in the area, but the exact amount is unknown and could vary significantly depending on market conditions. Similarly, there may be an increase in office space in the area, although the immediate economic feasibility of office may be more challenging than housing.

Figure 2.6: Existing Conditions

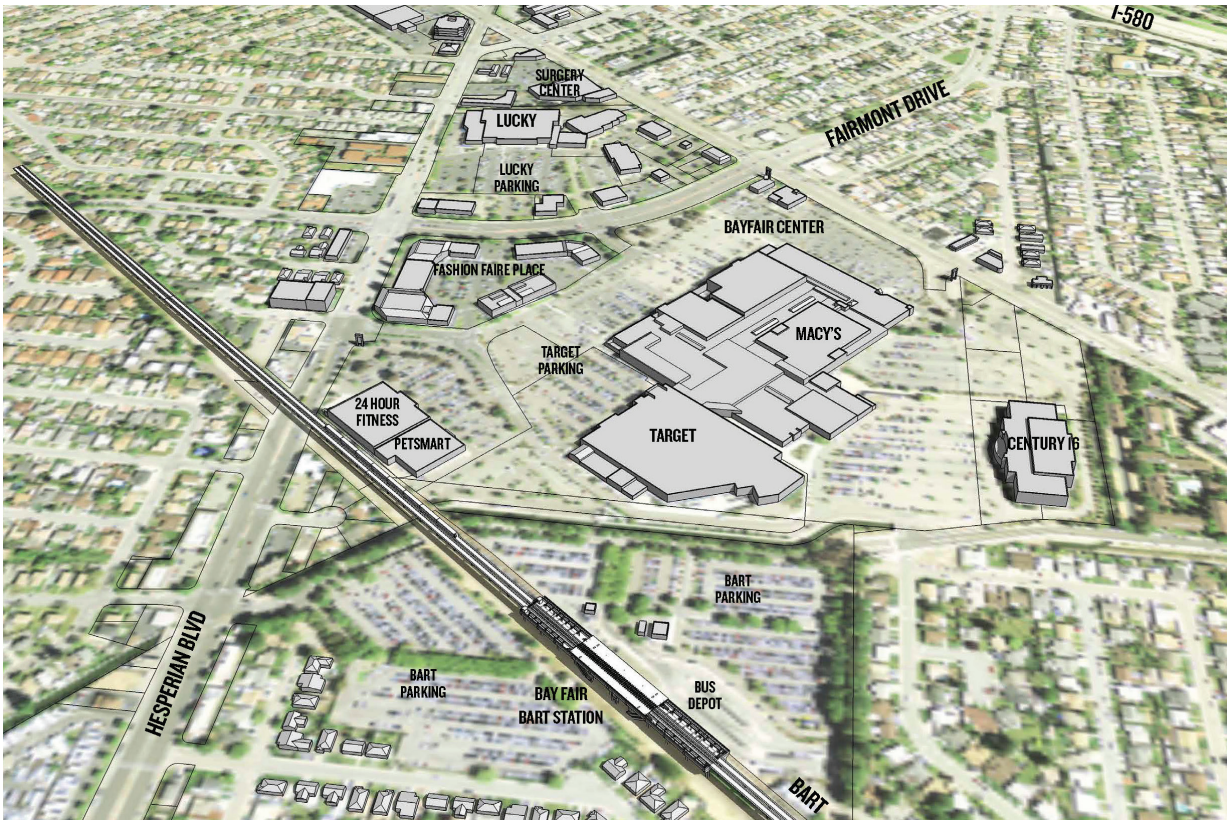


Figure 2.7: Mall to Village #1: Retail/Residential Potential Scenario

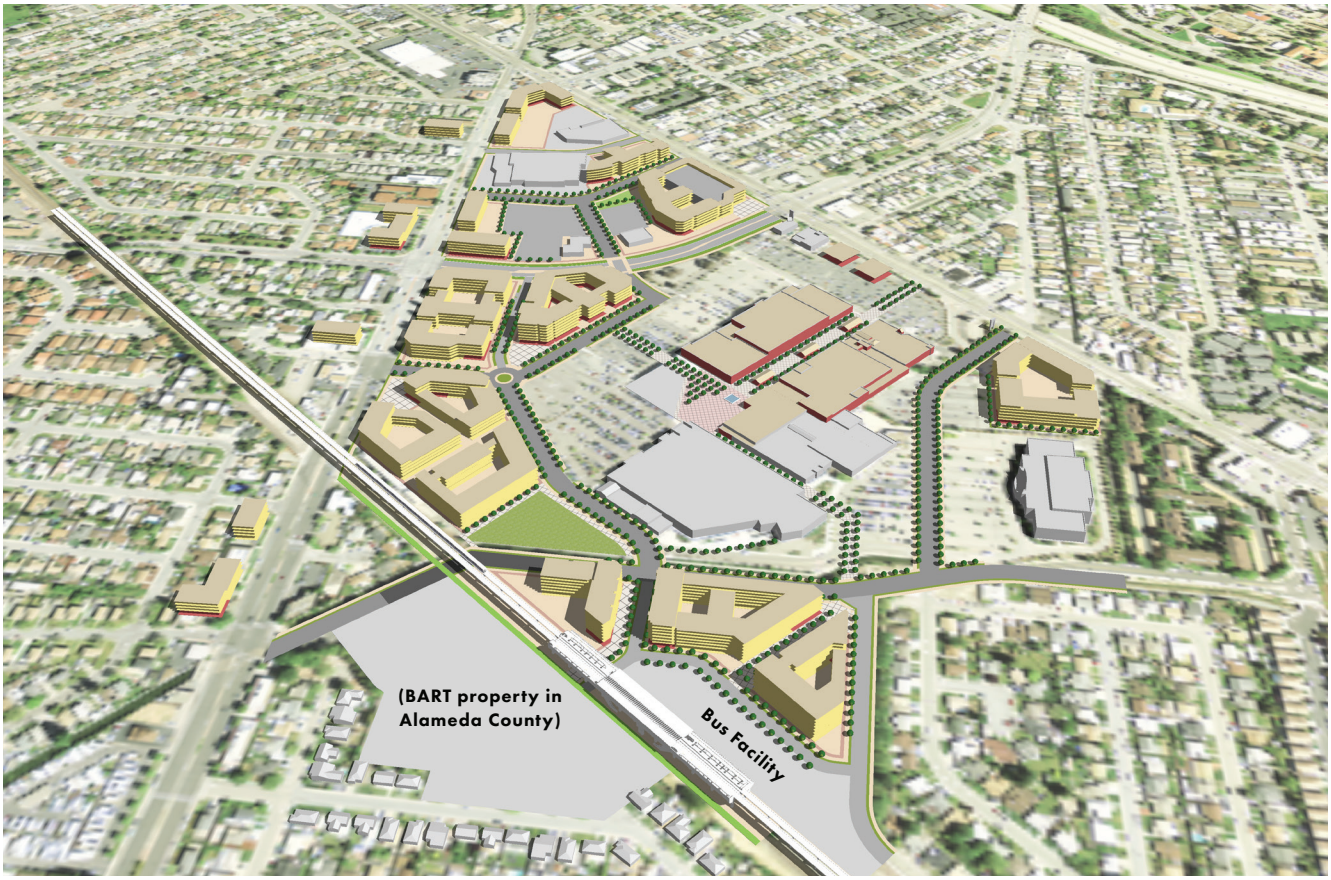


Figure 2.8: Mall to Village #2: Residential/Retail Potential Scenario (Higher Density)

Figure 2.9: Mall to Village #3: Residential/Office/Retail Potential Scenario

chapter 3

MOBILITY

The guidance in this chapter applies to any public street, bicycle/pedestrian connection, public right-of-way, or other transportation improvement completed by the City or private development projects. The network and design concepts are intended to improve connections and enhance walkability on existing corridors such as Fairmont Drive, Hesperian Boulevard, and East 14th Street, while providing new multi-modal connections throughout the Bay Fair area. The chapter also encourages proactive transportation demand management, efficient parking strategies, and well-designed public frontages and sidewalks to increase the area's overall functionality and livability. The transportation concepts in this chapter are consistent with the framework concepts presented in Chapter 2, as well as with the land use and building design guidance throughout the rest of this Specific Plan.

This chapter covers the following topics:

1. **AREA-WIDE MOBILITY**
2. **LOCAL STREET NETWORK**
   - Local Pedestrian Network
   - Local Bicycle Network
   - Local Transit Network
3. **EXISTING ARTERIAL AND COLLECTOR STREETS**
   - East 14th Street
   - Hesperian Boulevard
   - Fairmont Drive
4. **SIDEWALKS AND PUBLIC FRONTAGES**
5. **PRIVATE PARKING**
6. **PUBLIC PARKING**
7. **TRANSPORTATION DEMAND MANAGEMENT**

An example of crosswalk and streetscape improvements along a large arterial street (on San Leandro Boulevard near the downtown San Leandro BART Station)

Area-wide Mobility

The policies below provide area-wide direction for mobility and transportation throughout the Bay Fair TOD Specific Plan Area. They provide a policy basis and framework for the more topic-specific, location-specific design standards and guidelines found in the rest of this chapter.

Area-wide Mobility Policies

1. **MOBILITY NETWORK.** The desired street, bicycle, and transit networks for the Plan Area are defined in Figures 3.1 (street), 3.2 (bicycle), and 3.3 (transit). The City may choose to work with developers to implement various alternatives to the transportation network shown in this plan as conditions change, as long as the alternatives provide a complete, connected network and support the overall plan vision.

2. **COMPLETE STREETS NETWORK.** Provide a network of "complete streets" to prioritize safety and access for drivers, transit users, pedestrians and bicyclists regardless of age, ability, or mode of transportation (See City of San Leandro General Plan 2035 Transportation Chapter Policy T-2.1).

3. **MULTIPLE TRANSPORTATION OPTIONS.** Reduce reliance on the automobile for trips to and from the Bay Fair area through a mix of land uses and safe, convenient connections for pedestrians, bicyclists, and transit users.

4. **ACTIVE TRANSPORTATION.** Strongly encourage and require facilities in the Bay Fair area that will promote active transportation options such as walking, cycling, and use of transit.

5. **MODAL PRIORITIES FOR EXISTING STREETS.** Prioritize pedestrian, bicycle, and transit circulation in the planning and design of street improvements for East 14th Street, Hesperian Boulevard, and Fairmont Drive.

6. **TRAFFIC CALMING.** Bulb-outs, narrow drive lanes, well-marked pedestrian crossings, bike lanes, on-street parking, and other traffic-calming features should be implemented to slow traffic and increase pedestrian safety.

7. **PEDESTRIAN AND BICYCLE CONNECTIVITY.** Provide pedestrian and bicycle connections between and around the Bay Fair BART Station, adjacent transit waiting areas, Bayfair Center, and nearby neighborhoods and shopping districts (See San Leandro General Plan 2035 Transportation Chapter Policy T-2.4).

8. **NEW STREETS.** As parcels redevelop within the Plan Area, establish new local street connections to provide alternate routes for shorter trips and improve the efficiency of automobile operations.

9. **SMALLER BLOCK SIZES.** Establish a system of smaller blocks within the Plan Area to improve circulation and create a pedestrian-scaled network of streets and connections.

10. **SHARED PARKING.** Required automobile parking ratios for development projects should reflect opportunities for shared parking between land uses or between development sites.

11. **FUTURE PARKING RATIOS.** Required automobile and bicycle parking ratios for development projects should be revisited periodically in response to changing conditions such as increased transit use, increased use of electric vehicles, the implementation of autonomous vehicle systems, or other changing conditions.

12. **ADAPTIVE REUSE OF PARKING SPACE.** As parking demands change over time, allow and support the adaptive reuse of surface and structured car parking spaces, considering uses such as open space, landscape or stormwater treatment, habitable building space, storage for tenants, or pedestrian or bicycle facilities.

AUTONOMOUS VEHICLES

WHAT ARE AUTONOMOUS VEHICLES?

Autonomous vehicles are able to complete all driving functions without human assistance. Some autonomous vehicles are driverless while others assume a driver is present to monitor and intervene as necessary. Examples include the EasyMile shuttles in San Ramon and the Waymo (Google) self-driving car, which are undergoing active testing and development during the writing of this Specific Plan. Autonomous vehicles can also be connected vehicles, meaning that they report their status (speed, location, braking, etc.) in real time to other vehicles and to the roadway infrastructure. While it is clear that autonomous vehicle technology will play a role in the transportation system of the future, there are also significant questions and unknowns about how this technology will evolve. This Specific Plan seeks to accommodate flexibly the potential for change related to autonomous vehicles, for topics such as changing parking requirements, flexible curbside drop-off, and flexibility in the types of new local streets introduced in the Bay Fair area.

WHAT ARE POTENTIAL MOBILITY OPPORTUNITIES?

- Enhanced first-mile and last-mile connections to transit, particularly in environments less friendly to walking and biking.
- More mobility independence for users such as the disabled and children.
- Reduced need for door-to-door parking, with an increased need for curbside pick-up and drop-off spaces. While vehicle storage/parking areas will still be required, there may be additional flexibility in the use of remote locations.

WHAT ARE UNKNOWNS THAT SHOULD BE CONSIDERED WHEN PLANNING FOR THIS TECHNOLOGY?

- The magnitude of costs for building and maintaining infrastructure are unknown. Proactive maintenance will be critical, both for vehicles and for roadway infrastructure.
- The real-world safety benefits or risks of these technologies are unknown.
- Design requirements for streets, traffic signals, signage and other transportation infrastructure will likely require modification.

13. **ELECTRIC VEHICLES.** The design of on-street and off-street parking areas should facilitate the use of electric vehicles through accommodations such as charging stations.

14. **AUTONOMOUS VEHICLES.** The design of streets and other public spaces should provide flexibility for potential autonomous vehicle accommodations, including geometric design (e.g., lane widths), parking, pavement materials, and signage.

15. **GREEN STREETS.** Integrate "green street" concepts into street design to minimize impacts of stormwater pollution runoff. Green streets typically include draining runoff from the curb flowline into biotreatment areas, but other systems, such as modular wetlands systems and trash capture devices, may also achieve this goal. Additional detail about stormwater and infrastructure is included in Chapter 6 Infrastructure and Facilities.

16. **BRT OPPORTUNITIES.** Consider opportunities to extend the proposed AC Transit East Bay BRT line into the Plan Area.

Street Network

The Bay Fair street network is intended to provide new connections throughout the area, integrating with the existing network while providing new and improved routes for pedestrians, cyclists, transit, and vehicles. The network diagram in Figure 3.1 shows the location of 1) new local street connections and 2) new connections that could be either local streets or pedestrian/bicycle connections, and 3) existing streets. This street network reflects the mobility policies described earlier in this section. It sets the framework for, and is consistent with, the pedestrian network, bicycle network, and transit network detailed later in this chapter.

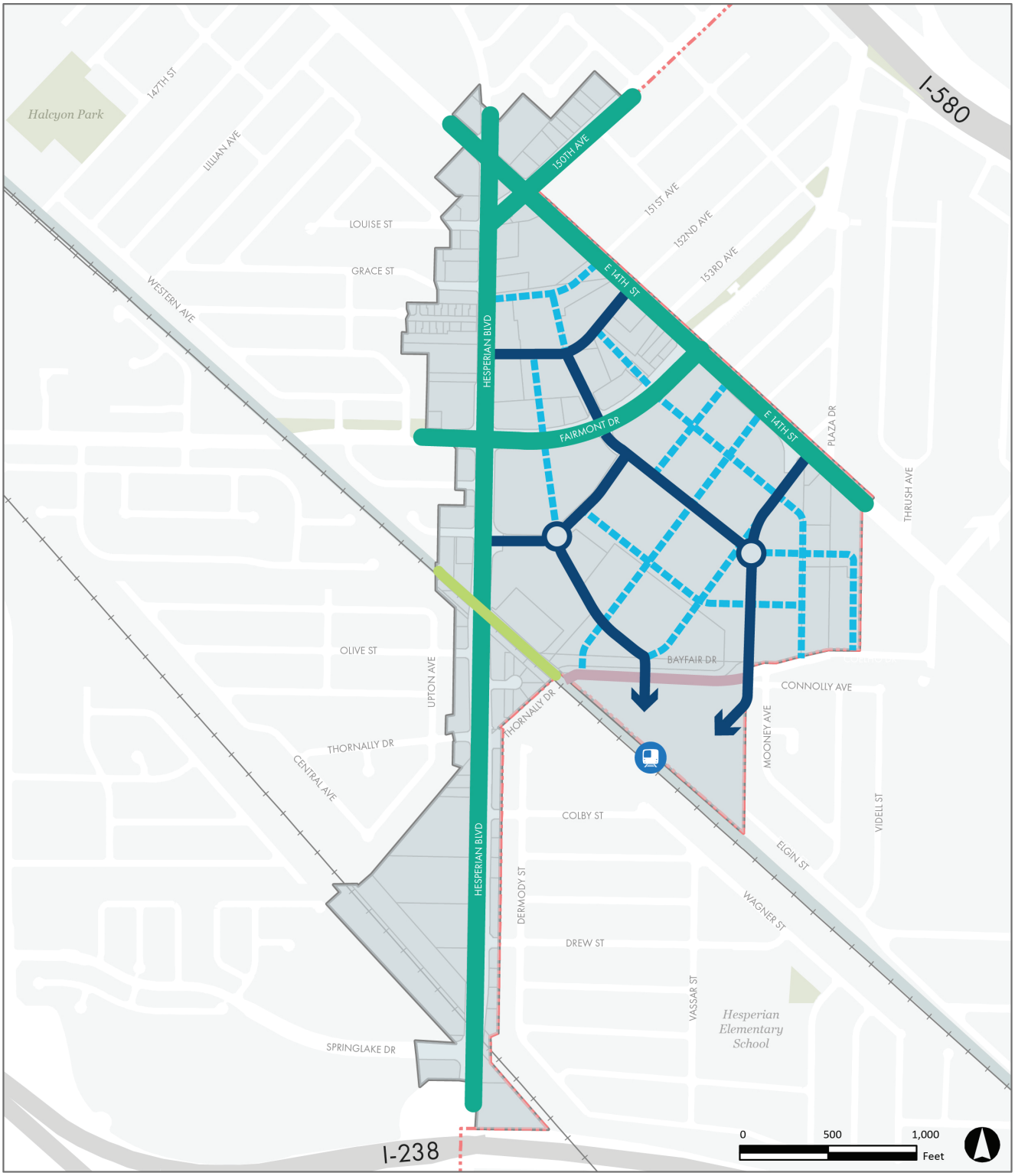
Street Network Standards

1. **REQUIRED NEW CONNECTIONS.** New connections consistent with Figure 3.1 (Street Network), Figure 3.2 (Local Bicycle Network), and Figure 3.3 (Transit Network) and with the other standards and guidelines in this chapter shall be established as part of any future development or significant rehabilitation in the Plan Area. The exact location of these connections may be adjusted based on future conditions, design and phasing considerations, subject to approval by the City of San Leandro. These connections shall accommodate the safe movement of vehicles, pedestrians, bicyclists, and transit as identified in The Specific Plan's relevant network map(s) and standards, and consistent with the City's adopted complete streets typology.

2. **NEW CONNECTIONS.** Required new connections shall be publicly accessible 24 hours a day and should have a public access easement for the entire right-of-way from back-of-walk to back-of-walk. New connections are anticipated to be privately held and maintained. If part of fire access, easements should be deeded as emergency vehicle access easements (EVAE).

3. **EXISTING ARTERIAL AND COLLECTOR STREETS.** Existing arterial and collector streets consist of East 14th Street, Hesperian Boulevard, Fairmont Drive, and 150th Avenue. Improvements for these streets shall prioritize multimodal circulation within the Plan Area, consistent with the design guidelines and concepts provided in this chapter.

Figure 3.1: Street Network



Local Pedestrian Network

All streets, paths, and other public rights-of-way in the Plan Area should be designed for safe and comfortable pedestrian movement, providing a well-connected pedestrian network that encourages personal mobility for all levels of ability. The pedestrian network should comply with the following standards and guidelines at minimum. In addition, sidewalks and public frontages should comply with the more detailed standards and guidelines found in the "Sidewalks and Public Frontage" section of this chapter.

Local Pedestrian Network Standards

1. **CONTINUOUS, ACCESSIBLE WALKING ROUTES.** New streets and connections shall have continuous ADA-compliant sidewalks or equivalent provisions, providing access through the area and to building entries, public open spaces, and other key destinations such as AC Transit bus stops and the Bay Fair BART Station.
2. **PEDESTRIAN CONNECTIONS DURING DEVELOPMENT PHASING.** As new development is phased in, continuous publicly accessible routes shall be constructed in the initial phases from existing streets to destinations internal to the Plan Area. In some cases, these accessible routes may extend beyond the immediate development to connect to BART, retail, or open space destinations.
3. **SAFE TRAVEL SPEEDS.** All local streets shall have designated speeds of 25 miles per hour or less.

WALKABILITY PRINCIPLES

The Bay Fair TOD Specific Plan aims to promote walkability, including the following principles and strategies:

- Create fine-grained pedestrian circulation
- Orient buildings to street and open spaces
- Organize uses to support public activity
- Place parking behind or below buildings
- Address the human scale with building and landscape details
- Provide clear and continuous pedestrian access
- Build complete streets

Source: Getting to Great Places, SPUR (2013), www.designforwalkability.com

Pedestrian Network Guidelines

1. **SIDEWALK CONNECTIVITY.** Pedestrian connectivity should be improved by establishing an interconnected network of sidewalks that provide safe and convenient access between AC Transit bus stops, the Bay Fair BART Station and the adjacent shopping areas.
2. **PEDESTRIAN COMFORT.** A comfortable walking environment should be established through streetscape improvements that buffer pedestrians from moving traffic and incorporate pedestrian-scale street furniture.
3. **PEDESTRIAN CROSSINGS.** Safe and convenient pedestrian crossings at intersections and mid-block locations should be promoted through design elements that shorten crossing distances, increase pedestrian visibility, and reduce motorist speeds.
4. **PEDESTRIAN ACCESS TO TRANSIT.** The pedestrian network should be designed to ensure safe, convenient, and direct access to the Bay Fair BART Station and to AC Transit bus stops.

Local Bicycle Network

The local bicycle network shown in Figure 3.2 is intended to provide bicycle connections between BART, housing, businesses, and public spaces. It will support shorter local trips as well as longer trips through and beyond the immediate Bay Fair Plan Area, including along the future East Bay Greenway. The bicycle network standards and guidelines below are complemented by the proposed multi-modal designs for the existing arterial/collector streets of Hesperian Boulevard, Fairmont Drive, and East 14th Street, included in the "Existing Arterial and Collector Streets" section of this chapter.

Local Bicycle Network Design Standards

1. **BICYCLE NETWORK.** Any new development and new streets in the Plan Area shall provide bicycle facilities and connections consistent with Figure 3.2, though the exact location and facility design may be adjusted in coordination with the City.

2. **BICYCLE PRIORITY STREET.** A bicycle priority street shall be established to connect the Bay Fair BART Station with East 14th Street and with residential areas to the north and east, as shown in Figure 3.1. This facility may be designed as either a Class II buffered bike lane or a Class IV separated bike lane (i.e. cycle track) consistent with the dimensions shown in Table 3.1 on page 52. If a Class IV separated bikeway is used, it may be one-way or two-way (i.e. a single two-way facility on one side of the street).

3. **SHARED LANES.** Streets identified as "Shared Lane" in Figure 3.2, shall accommodate bicyclists through a Class III shared bike facility at a minimum, allowing cyclists to share the travel lane comfortably with auto traffic on a low-speed street. However, a Class II bike lane with or without a buffer is preferred and encouraged, and may also be used on streets with this designation.

4. **BICYCLE FACILITY TYPES AND DIMENSIONS.** Bicycle facilities on local streets within the Plan Area shall be consistent with Table 3.1.

Figure 3.2: Local Bicycle Network

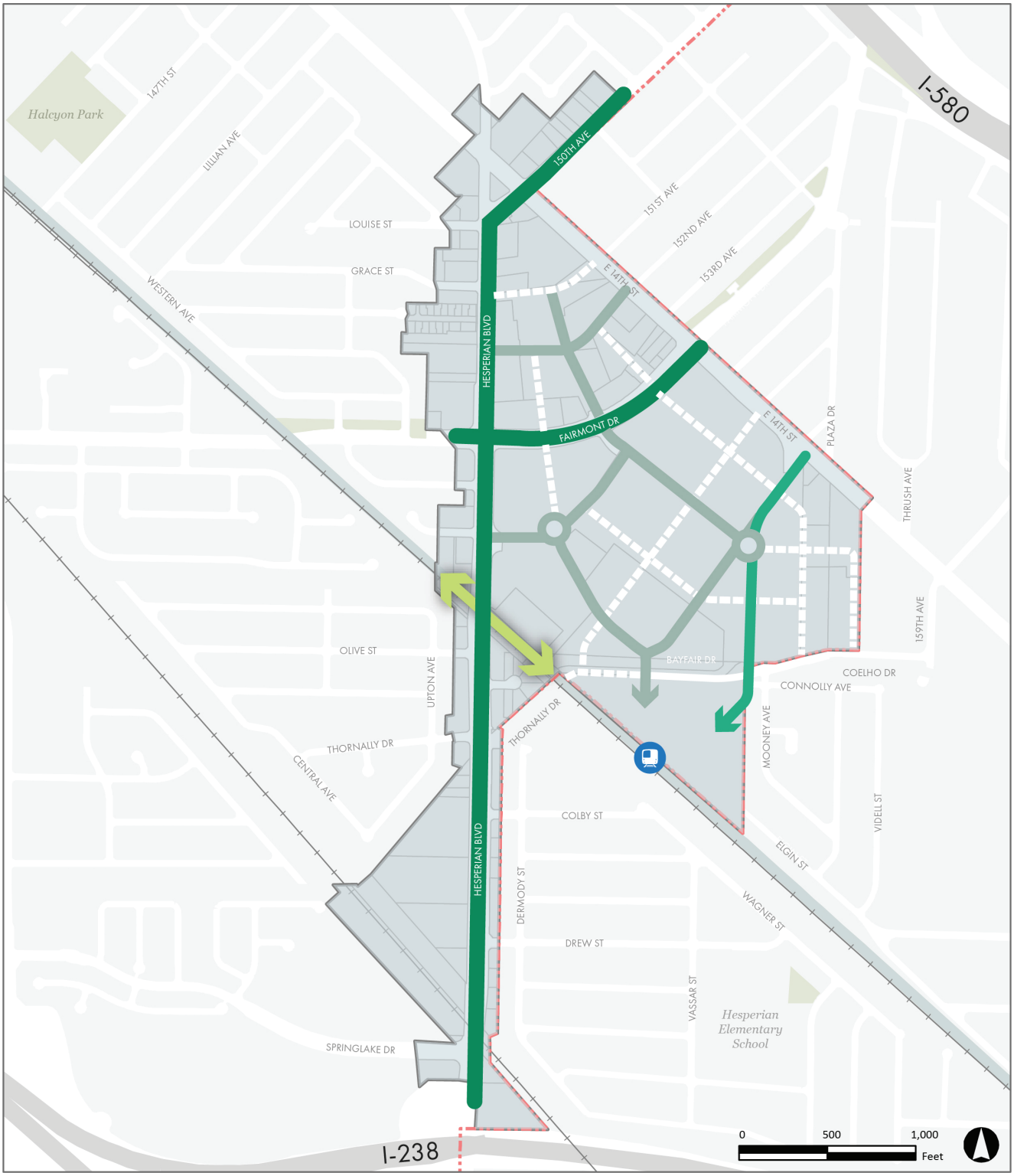


Table 3.1: Bike Lane Widths by Facility Type

BIKE FACILITY TYPE	MINIMUM FACILITY WIDTH
Class II Bike Lane	5 ft.
Class II Buffered Bike Lane	8 ft. including buffer
Class III Shared Bike/Auto Lane	N/A
One-way Class IV Separated Bikeway	6 ft. excluding width of separation buffer strip
Two-way Class IV Separated Bikeway	5 ft. per lane (10 feet total) excluding width of separation buffer strip

Example of a Class II buffered bike lane

Example of two-way Class IV separated bikeway

Example of one-way Class IV bikeway

Local Bicycle Network Design Guidelines

1. **EAST BAY GREENWAY CONNECTIONS.** Direct bicycle route connections between the planned East Bay Greenway and streets within the Plan Area are encouraged.
2. **SIGNAGE AND WAYFINDING.** Bicycle route signage and bicyclist wayfinding should be incorporated into the design of streets and public spaces.
3. **DESIGN GUIDANCE RESOURCES.** The design of bicycle facilities should be consistent with documented best practices such as the National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide and the Central County Complete Streets Design Guidelines.
4. **INTERSECTION DESIGN TREATMENTS.** Where applicable, bicycle-supportive design treatments such as bike boxes and bicycle signals are encouraged at intersections.
5. **PUBLIC BICYCLE PARKING AND STORAGE.** Supporting infrastructure such as bicycle racks and lockers are encouraged as part of streets and public spaces within the Plan Area.

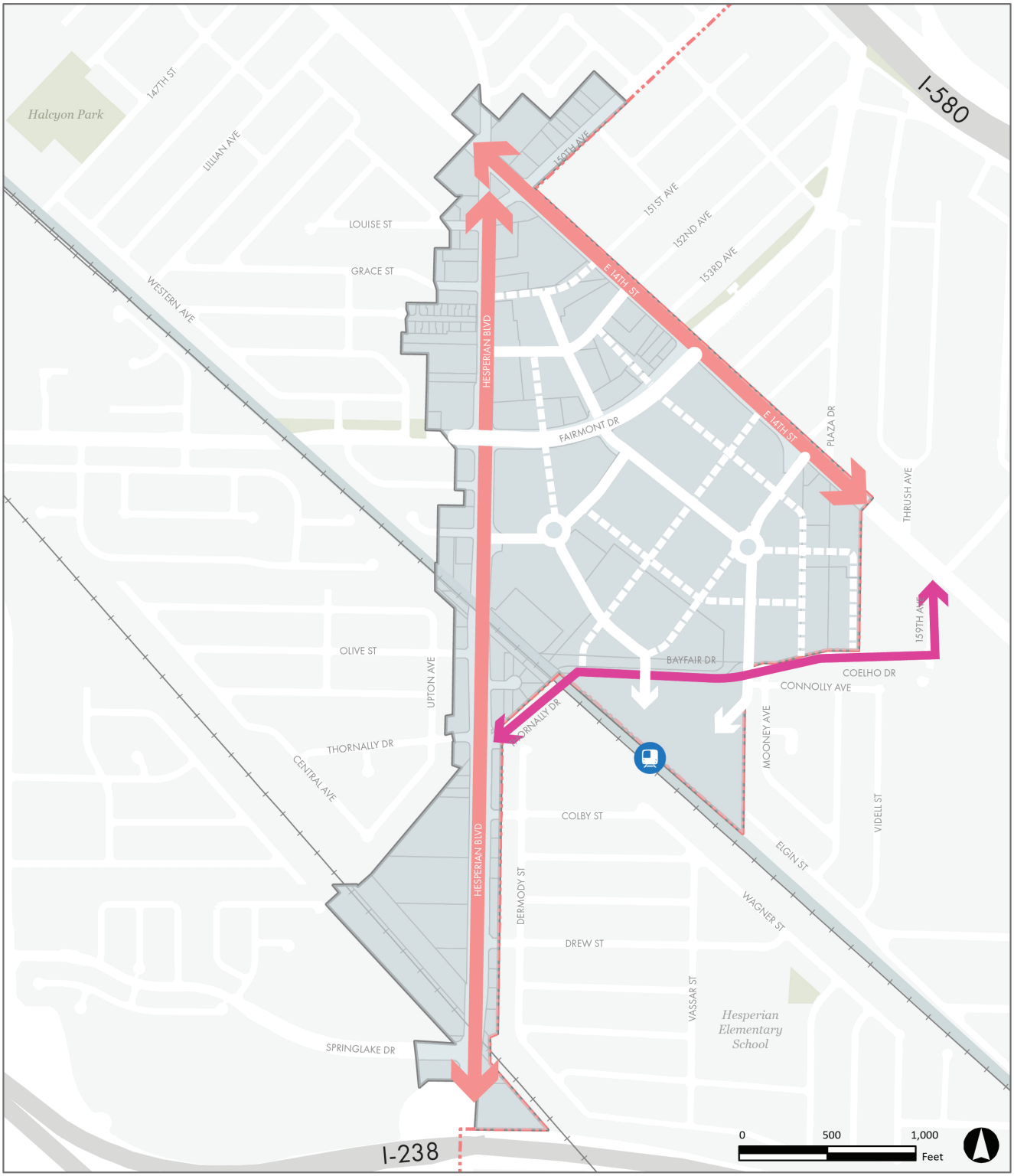
Local Transit Network

The transit network is intended to strengthen connections to the Bay Fair BART station and facilitate bus circulation to and from the station. It connects to a much larger network of local buses, rapid buses, and bus rapid transit (BRT) operated by AC Transit in San Leandro and greater Alameda County.

Local Transit Network Standards

1. **TRANSIT PRIORITY STREET.** Maintain a transit-priority local street to prioritize transit circulation, consistent with Figure 3.3. Transit-priority streets instead of, or in addition to, Thornally Drive may be introduced if another orientation becomes preferable for the City and transit operators as the street network develops over time.
2. **BUS STOP ACCOMMODATIONS.** Bus stops shall be consistent with AC Transit's Multimodal Corridor Guidelines and be ADA-compliant, and include shelters and wayfinding signage for transit users.
3. **BUS STOP PLACEMENT.** Any bus stops shall be placed in visible locations that facilitate bus operation and allow for unobstructed pedestrian movement.
4. **TRANSIT PRIORITY STREET DESIGN STANDARDS.** The transit priority local street in Figure 3.3 shall be designed with 12 foot travel lanes where feasible. On-street parking should be minimized to reduce potential transit delays associated with parking maneuvers.
5. **TRANSIT ON ARTERIALS AND COLLECTORS.** The City shall work with AC Transit to accommodate transit service, including future Bus Rapid Transit (BRT) service, on existing arterial and collector streets.

Figure 3.3: Transit Network



Existing Arterial and Collector Streets

This section includes design guidance for East 14th Street, Fairmont Drive, and Hesperian Boulevard. These three existing streets are and will remain the only arterial/collector streets in the Plan Area, but are envisioned to undergo a range of improvements to enhance their multi-modal performance and safety. Improvements to these streets will be coordinated with the principles and recommendations of the Alameda CTC Multimodal Arterial Plan (MMAP), which identifies modal priorities for each of these streets. The design guidance for East 14th Street, Fairmont Drive, and Hesperian Boulevard adheres to the MMAP modal priorities as appropriate. In some instances, the design guidance incorporates modifications to modal priorities to be consistent with the Plan's vision and planning framework.

Although widening the intersection to increase capacity is a potential solution to the intersection impact, it is counterproductive to the goals of the Bayfair TOD Plan and furthermore future mode shifts to active transportation and transit modes may reduce the demand and subsequent need for any intersection widening. However, dependent upon the adjoining property owners/developers and if there is an overwhelming need for capacity, additional right-of-way could be explored and potentially dedicated at the time of development of the adjacent and associated properties.

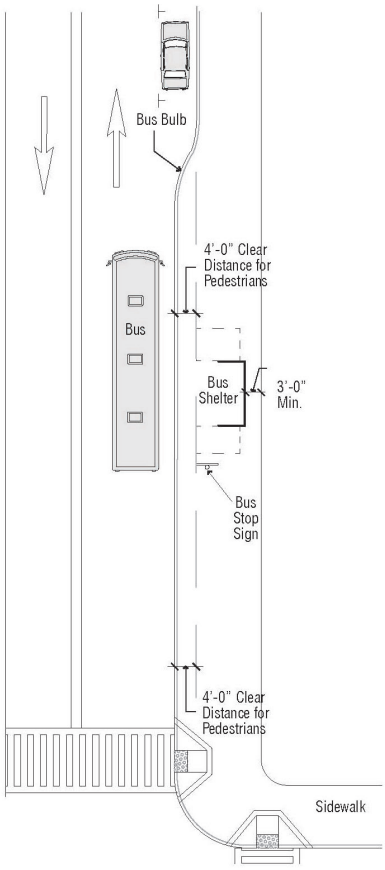
East 14th Street

The design recommendations for East 14th Street are intended to prioritize transit circulation, given the high level of transit activity and the street's designation as one of AC Transit's Major Corridors. In support of transit, safe and convenient pedestrian accommodations are also an important consideration for East 14th Street. Caltrans owns and maintains East 14th Street (also known as State Route 185) through the Plan Area; any proposed changes require Caltrans approval. Specific design guidelines for East 14th Street in the Plan Area are included below.

East 14th Street Design Guidelines

1. **COUNTY COORDINATION.** All East 14th Street improvements should be made in active coordination with Alameda County and Caltrans, ensuring design treatments integrate to the greatest degree possible with adjacent segments of East 14th Street located in Alameda County.

2. **BUS PRIORITY TREATMENTS.** Traffic operation measures that prioritize transit bus movement along East 14th Street are encouraged; examples include transit signal priority, queue jumps and bus bulbs.



Example of a Bus Bulb facility design from the Central County Complete Streets Implementation Design Guidelines

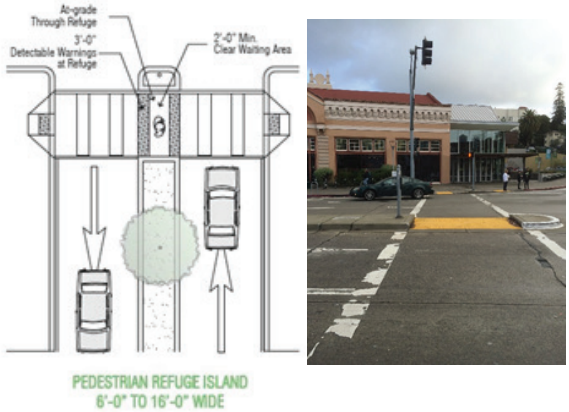
3. **BUS STOP PLACEMENT.** The placement of bus stops at the far side of intersections is encouraged to place pedestrians crossing the street behind the path of the moving bus.

4. **ON-STREET PARKING.** Midblock on-street parking should be maintained where adjacent to existing commercial uses.

5. **INTERSECTION TURNING RADII.** At intersections, tighten turning radii to shorten pedestrian crossing distances and reduce vehicle speeds.

6. **PARALLEL BICYCLE FACILITY.** Sharrows are discouraged along East 14th Street due to its high traffic volumes and transit activity. A network of parallel local streets is recommended to provide a safe and comfortable route for bicyclists.

7. **PEDESTRIAN REFUGES AT INTERSECTIONS.** At intersections, narrow the left turn lane to provide space for a pedestrian refuge area in the median.



Example of pedestrian refuge at an intersection

Figure 3.4: Existing East 14th Street Cross Section

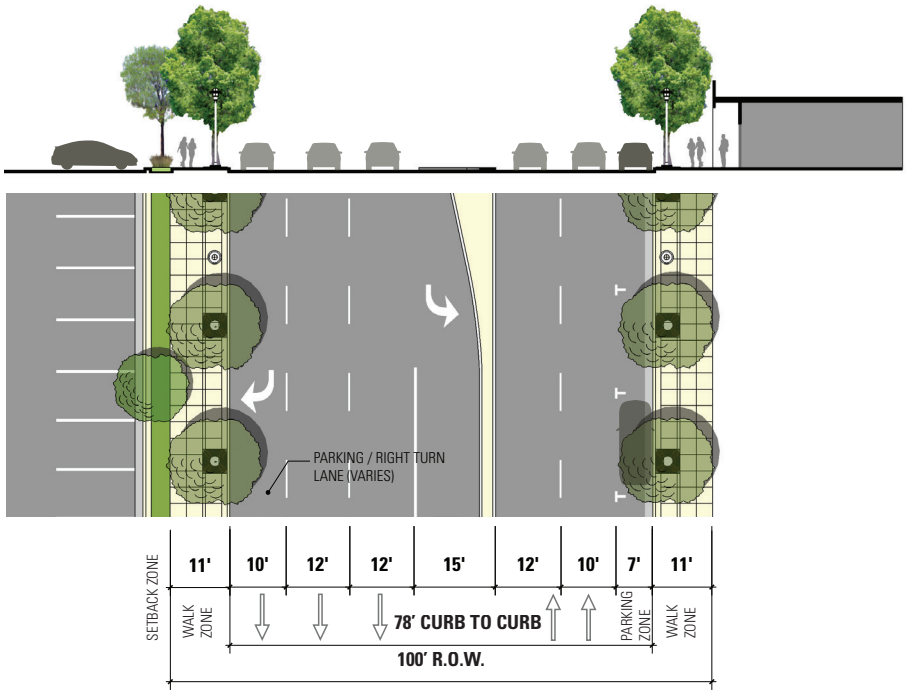
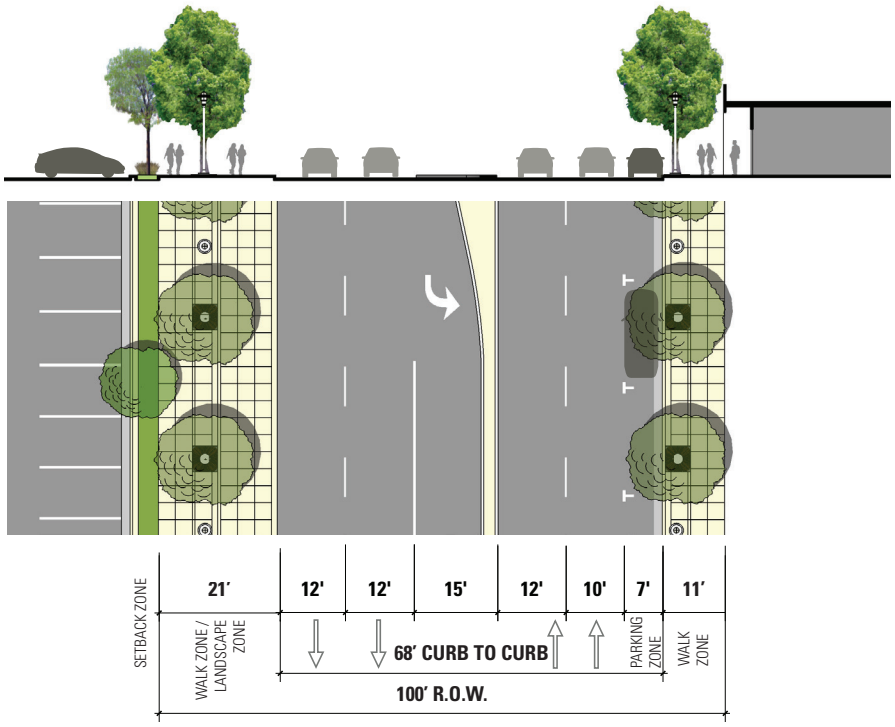


Figure 3.5: Proposed East 14th Street Cross Section



Hesperian Boulevard

The design recommendations for Hesperian Boulevard are intended to provide improved facilities for bicyclists and pedestrians with increased separation from automobile traffic and transit vehicles. Specific design recommendations for Hesperian Boulevard in the Plan Area are included below.

Hesperian Boulevard Design Guidelines

1. **COUNTY COORDINATION.** All Hesperian Boulevard improvements should be made in active coordination with Alameda County, ensuring design treatments integrate to the greatest degree possible with adjacent segments of Hesperian Boulevard located in Alameda County.

2. **ROAD DIET.** The ultimate goal is to reduce the number of through lanes in each direction on Hesperian Boulevard from three to two to provide space for bike lanes and planting zones as shown in Figure 3.7. This goal may be modified to accommodate bus rapid transit and ensure that transit operates efficiently along this important corridor. The ultimate goal may also require phased implementation that would be triggered by public demand and respond to the shift of traffic to active transportation modes.

3. **SEPARATED BIKE LANES.** Reconfigure the existing on-street Class II bike lanes as Class IV raised one-way cycle tracks placed behind the curb, as shown in Figure 3.7, "Proposed Hesperian Boulevard Cross Section." To minimize driveway conflicts, promote the long-term consolidation of driveways and curb cuts through cross-access easements.

4. **ON-STREET PARKING.** Maintain midblock on-street parking in both directions to accommodate adjacent commercial uses.

Example of raised Class IV one-way cycle track (NACTO Urban Bikeway Design Guide)

5. **PEDESTRIAN REFUGES AT INTERSECTIONS.** At intersections, narrow the left turn lane to provide space for a pedestrian refuge area in the median.

6. **INTERSECTION TURNING RADII.** At intersections, tighten turning radii to shorten pedestrian crossing distances and reduce vehicle speeds.

7. **TRANSIT BOARDING ISLANDS.** The use of transit boarding islands is encouraged to minimize conflicts between bicyclists and waiting transit passengers.

8. **BICYCLIST LEFT TURN ACCOMMODATIONS** The design of signalized intersections should include accommodations for left-turning bicyclists such as two-stage bike boxes and/or bicycle-only signal phases.

Figure 3.6: Existing Hesperian Boulevard Cross Section

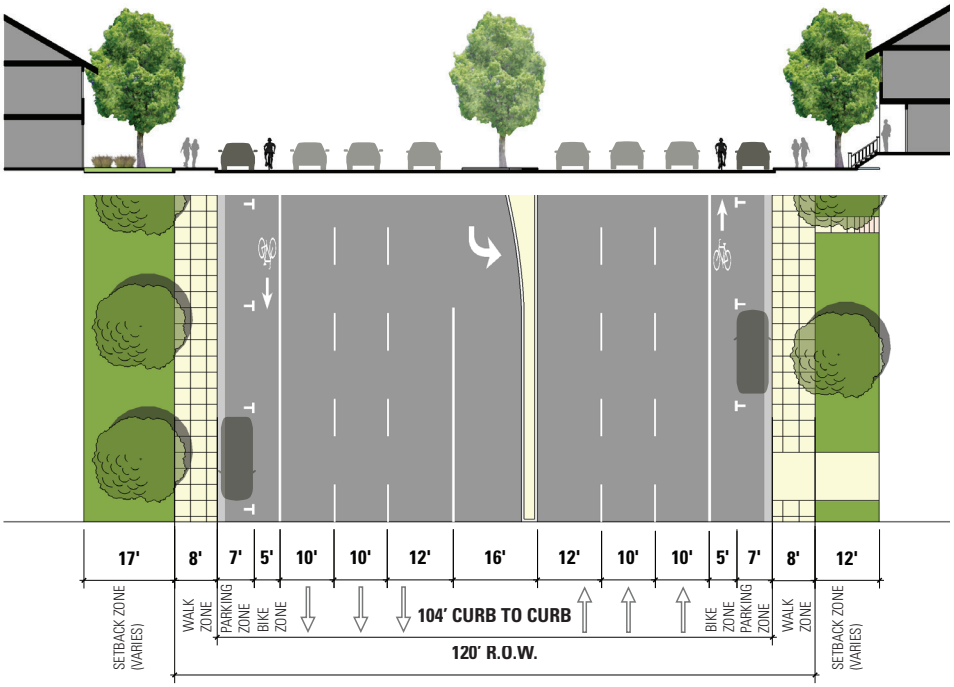
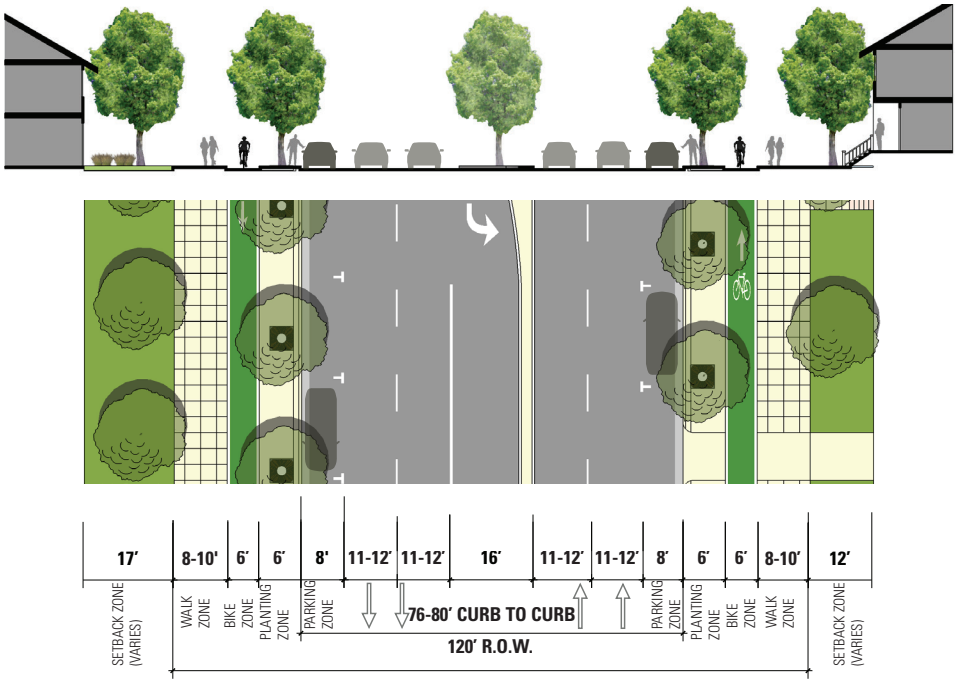


Figure 3.7: Proposed Hesperian Boulevard Cross Section



**Note: the design of the proposed Hesperian street section may be adjusted along different street segments and at approaches to intersections*

Fairmont Drive

The design recommendations for Fairmont Drive are intended to provide improved facilities for bicyclists and pedestrians with increased separation from automobile traffic. Specific design guidelines for Fairmont Drive are included below.

Fairmont Drive Design Guidelines

1. **COUNTY COORDINATION.** Fairmont Drive improvements should be made in active coordination with Alameda County, ensuring design treatments integrate to the greatest degree possible with adjacent segments of Fairmont Drive located in Alameda County.
2. **ROAD DIET.** Reduce the number of through lanes in each direction on Fairmont Drive from three to two to provide space for bike lanes and planting zones, as shown in Figure 3.9.
3. **SEPARATED BIKE LANES.** Implement Class IV raised one-way cycle tracks placed behind the curb. To minimize driveway conflicts, promote the long-term consolidation of driveways and curb cuts through cross-access easements, as shown in Figure 3.9.
4. **EAST-WEST BICYCLE CONNECTIVITY.** Establish bicycle lanes along Fairmont Drive within the Bay Fair area to improve connectivity between existing and planned facilities to the east (Fairmont Drive) and west (Halcyon Drive).
5. **PEDESTRIAN REFUGES AT INTERSECTIONS.** At intersections, narrow the left turn lane to provide space for a pedestrian refuge area in the median.
6. **INTERSECTION TURNING RADII.** At intersections, tighten turning radii to shorten pedestrian crossing distances and reduce vehicle speeds.
7. **STREET DESIGN EXTENSION TO HALCYON.** Explore opportunities to extend the Fairmont Avenue corridor street design to Halcyon Drive to add bicycle, pedestrian, and transit improvements to create a multi-modal connection to the former Kraft site as it redevelops.

Figure 3.8: Existing Fairmont Drive

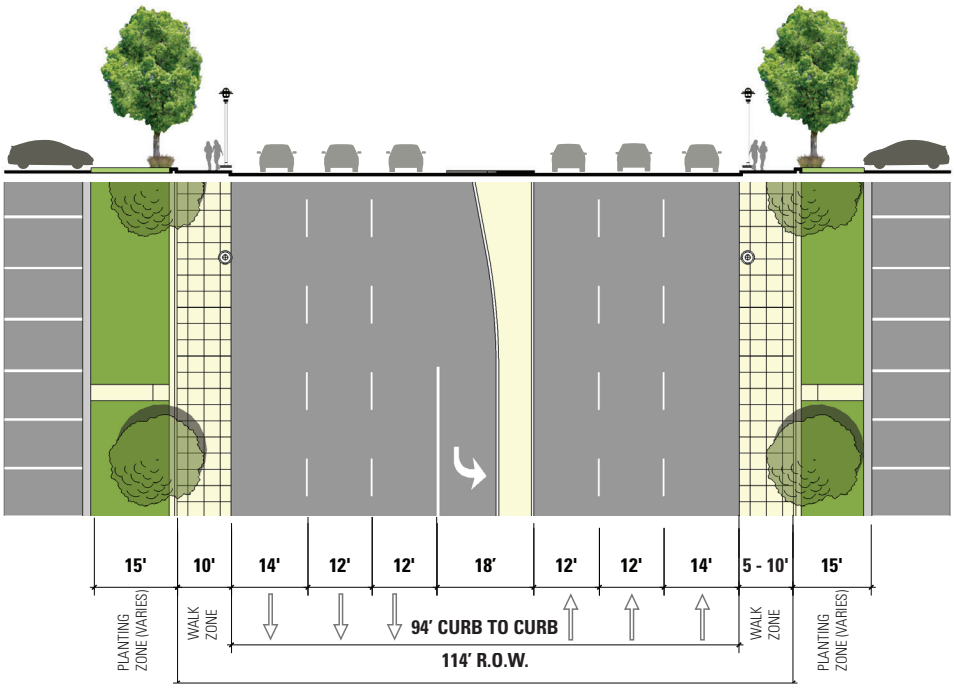
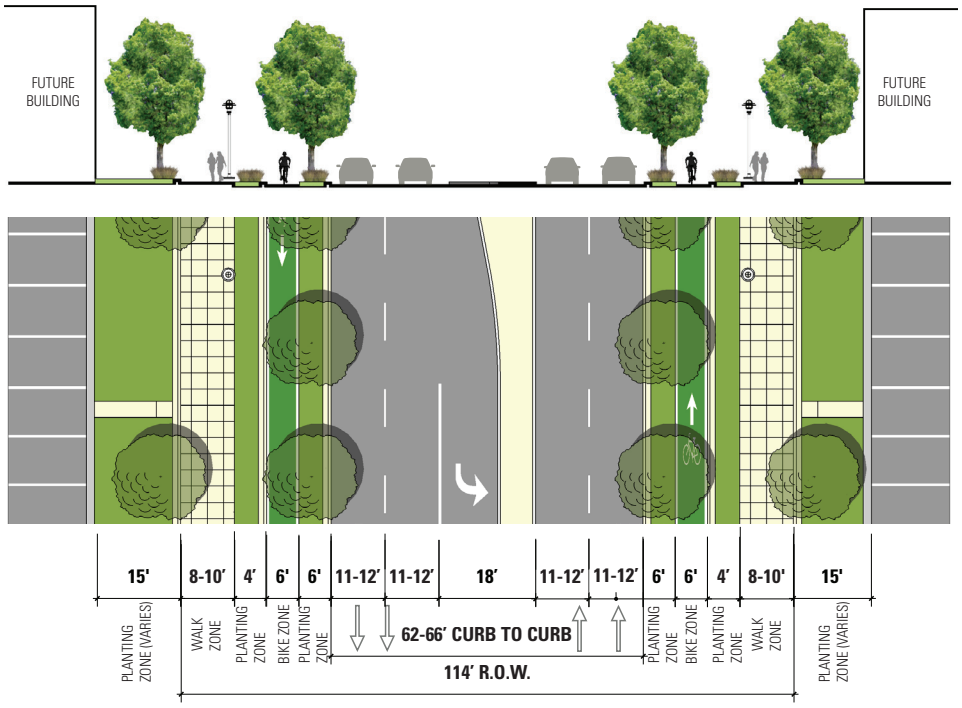


Figure 3.9: Proposed Fairmont Drive



**Note: The design of the proposed Fairmont street section may be adjusted along different street segments and at approaches to intersections*

Sidewalks and Public Frontages

Sidewalks and public frontages in the Bay Fair area will be designed to support lively pedestrian-oriented streets and public spaces. Designing a memorable, attractive streetscape environment that is welcoming and safe for pedestrians is vital for the long-term success of the Bay Fair area.

Public frontage is defined as the area between the street curb and the private property line, and enables pedestrian activity and building access. The public frontage area is divided into two zones: 1) the curb zone and 2) the pedestrian zone. The curb zone is where street trees, plantings, traffic control devices, and lighting are located. It provides a buffer between the pedestrian zone and the street. The pedestrian zone is where movement of people is the priority. Sidewalks or other hardscape surfaces meant for foot traffic are its defining component. The pedestrian zone plays an important role in the overall pedestrian network and mobility system.

Sidewalk and Public Frontage Standards

1. **PUBLIC FRONTAGE PROVIDED BY PRIVATE DEVELOPMENT.** All new development projects shall provide public frontage and sidewalks for their project, consistent with the guidance in this chapter.
2. **BLOCK RECONSTRUCTION.** During whole block development or redevelopment, the project applicant shall construct sidewalks and public frontage to meet the required dimensions as outlined by street type.
3. **OUTDOOR DINING AND DISPLAY.** Outdoor dining and display areas shall be permitted in the public or private frontage zone when associated with a primarily indoor-oriented use. Design of outdoor setback spaces is subject to development review. Designated areas shall maintain a four-foot-clear pedestrian sidewalk area and minimum eight-foot tall vertical clearance. Outdoor dining and display areas shall also maintain building entrances clear and unimpeded for building access. Any merchandise shall be taken indoors at the close of each business day.
4. **MINIMUM REQUIRED SIDEWALK WIDTH.** New sidewalks shall meet the dimensional standards shown in Table 3.2 at minimum, but are allowed and encouraged to provide sidewalk facilities wider than the required minimum. All dimensions shown meet or exceed the recommended widths identified in the Central County Complete Streets Design Guidelines.

Table 3.2 Minimum Required Sidewalk Width

	ARTERIALS		LOCAL STREETS	PEDESTRIAN/ BICYCLE CONNECTION
	HESPERIAN AND FAIRMONT	EAST 14TH		
Minimum Required Sidewalk Width	8′ total (at least 4′ curb zone, 4′ pedestrian zone)	12′ total (at least 4′ curb zone, 8′ pedestrian zone)	15′ total (at least 5′ curb zone, 10′ pedestrian zone)	12′ total

Sidewalk and Public Frontage Guidelines

1. **STREETSCAPE.** The public realm should be enhanced with new street trees, street furniture, and sidewalks or pathways.

2. **UNIFIED STREETSCAPE CHARACTER.** The streetscape should be designed with a coordinated palette of materials, furnishing, and style. Project applicants should coordinate with City to determine the appropriate design.

3. **RETAIL AND OFFICE CURB ZONE CHARACTER.** In locations fronting commercial and retail ground-floor uses, the curb zone should be primarily hardscape. Special pavers should distinguish the curb zone from the walk zone. The curb zone should contain street furniture and installation such as bike racks, refuse receptacles, seating, street lighting and street trees.

4. **RESIDENTIAL CURB ZONE CHARACTER.** In locations fronting residential ground-floor uses, the curb zone should be primarily softscape with regularly spaced hardscape connections to street parking. At building entries, the curb zone should include more hardscape to ease drop-off and pick-ups.

5. **PEDESTRIAN ZONE CHARACTER.** The pedestrian zone should remain clear of obstructions and encroachments other than designated outdoor dining and display areas. On existing streets, the pedestrian zone may take up a portion of the front private building setback area to meet public frontage width requirements.

6. **REAR LANDSCAPING.** Substantial landscape screening should be planted along the rear of commercial and mixed-use buildings adjacent to residential streets or properties.

7. **STREET FURNISHINGS.** Street furniture, including benches, bicycle parking, and trash receptacles, should be consistent in their appearance throughout the area.

8. **FRONT SCREENING.** One or more rows of street trees should be used to screen the front facades of residential and office uses.

9. **PEDESTRIAN EASEMENTS.** Public access easements on private property are encouraged (when not required) to expand the sidewalk and usable pedestrian area.

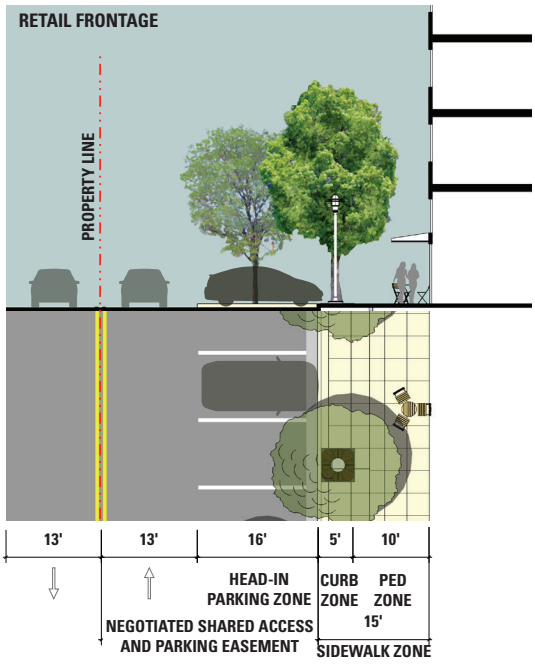


Illustration of typical retail public frontage

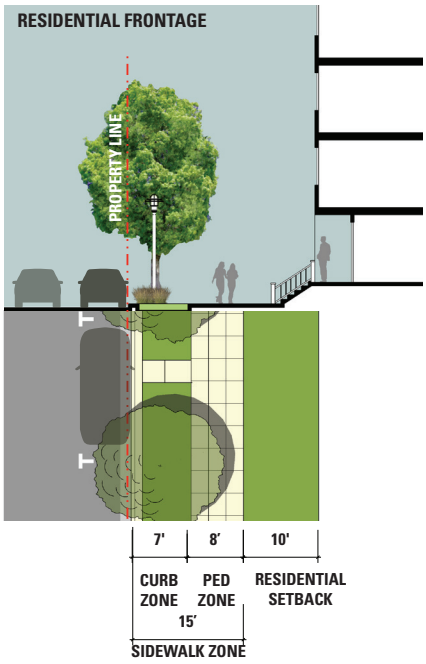


Illustration of typical residential public frontage

Example of retail Curb Zone and Pedestrian Zone

Example of residential Curb Zone and Pedestrian Zone

10. **PEDESTRIAN-SCALED LIGHTING.** In addition to streetlights, pedestrian-scaled light fixtures up to 16 feet tall should be used throughout the Plan Area to provide a unified identity.

11. **NIGHTTIME ILLUMINATION.** New development projects should provide continuous pedestrian-scaled lighting along sidewalks, mid-block connections and other pedestrian facilities to improve safety and enhance the pedestrian environment.

12. **PLANTER LANDSCAPING.** Planter areas should be planted with drought-tolerant and hardy landscape species. Plantings should be no more than 3 feet high and, where parking spaces exist, should anticipate space needs for opening car doors. Planters should be maintained by the fronting property.

13. **STREET TREES.** Street trees should be placed an average of 25 to 35 feet on center, or as needed for continuous sidewalk canopy. Street tree types should be selected to ensure a unified street environment identity throughout the Plan Area.

14. **LANDSCAPING CHARACTER.** The following guidance applies to landscaping in public frontage areas:

    - Drought-tolerant plant materials should be incorporated to reduce water use and irrigation requirements.
    - Whenever possible, use native and bay-friendly planting palettes.
    - Implement rainwater harvesting and other features that provide a stormwater retention co-benefit.
    - Mature, existing trees should be preserved whenever possible.
    - Trees should be placed to maximize climate benefits and energy savings. Deciduous trees should be located to allow sunlight to reach buildings during winter, and to provide shade during summer.

15. **GREEN STREETS.** Incorporate stormwater infiltration, detention, swales, and other features into the design of sidewalks and public frontages, incorporating guidance from MRP Provisions C.11 and C.12 to reduce PCBs and mercury from stormwater.

Example of a publicly-accessible pedestrian connection

Example of planter landscaping

Private Parking

This section provides guidance for the provision of private parking in the Bay Fair area. Private parking facilities should also be consistent with standards and guidelines in the "Parking and Loading Design" Section of Chapter 5, Development Standards and Guidelines.

Private Parking Standards

1. **PRIVATE PARKING REQUIREMENTS.** Table 3.3 below summarizes the parking requirements for private development projects within the Plan Area.

Table 3.3 Parking Requirements for Private Development

LAND USE	AUTOMOBILE PARKING	BICYCLE PARKING
Office	Minimum 1.0 space per 1,000 sf (<5,000 sf exempt)	Long-term parking at 1 space per 5,000 sf plus short-term parking at 1 space per 20,000 sf (<5,000 sf exempt)
Residential	Minimum 0.5 space per unit, maximum 1.0 space per unit (Studio and 1 Bedroom) Minimum 0.75 space per unit, maximum 1.5 space per unit (2+ Bedrooms)	Long-term parking at 0.5 space per bedroom plus short-term parking at 0.05 space per bedroom
Retail	Minimum 2.0 spaces per 1,000 sf (<5,000 sf exempt)	Long-term parking at 1 space per 10,000 sf plus short-term parking at 1 space per 2,500 sf, with a minimum of two short-term (<5,000 sf exempt)

2. **REDUCTIONS IN PRIVATE PARKING REQUIREMENTS.** The following measures qualify for reductions in the automobile parking requirements in Table 3.3, in negotiation with the City:

    - **Use-specific parking study.** A use-specific parking study may be completed to support lower parking requirements for development within the Plan Area. Parking studies may be completed using recognized data sources such as Greentrip Connect, or other locally applicable data sources.
    - **Shared parking.** Adjacent land uses with different peak periods that share parking may qualify for reduced parking requirements.
    - **Car share parking.** One or more spaces may be dedicated to a car-share organization for a one-to-one reduction in minimum automobile parking requirements.
    - **Bike Share.** If a bike share program is implemented within the Plan Area, the provision of on-site bike share spaces may be used to support lower parking requirements.
    - **CalGreen electric vehicle infrastructure requirements.** Development projects that meet CalGreen Title 24 infrastructure requirements for electric vehicles may qualify for reduced parking requirements.
    - **In-lieu fees.** Payment of an in-lieu fee may be used to reduce minimum on-site parking requirements, with the funds used to support the costs of shared public parking facilities and/or transportation demand management strategies.
    - **Public on-street spaces.** Public on-street parking spaces adjacent to a development may count toward meeting minimum parking requirements for retail uses.
    - **Development within ¼ mile of BART Station.** Development within ¼ mile walking distance of the Bay Fair BART Station may be eligible for additional reductions in minimum parking requirements.
    - **Pedestrian-oriented uses.** Pedestrian-oriented uses such as coffee kiosks, food vendors, or other pedestrian-serving uses are eligible for reduced or eliminated parking requirements.
    - **Other TDM measures.** Other TDM measures identified in this chapter's "Transportation Demand Management" guidelines may reduce a project's parking requirements.

Public Parking

The provision of shared public parking is an important element in reducing the area's overall parking supply and allowing for development patterns supportive of walking and transit use. Public parking facilities should be provided in accordance with the guidelines below. Facilities should also be consistent with applicable parking and loading design standards and guidelines found in Chapter 5, Development Standards and Guidelines.

Public Parking Guidelines

1. **PUBLIC PARKING FACILITIES.** Whenever possible, new and existing development should coordinate with the City to provide structured public parking facilities that can be shared between uses by the public, promoting a "park-once" district for those shopping, working, or taking transit.
2. **PUBLIC PARKING LOCATION.** Public parking areas should be located near arterial and collector streets.
3. **PLACEMENT WITHIN BLOCKS.** Parking areas should be oriented internally to blocks and screened from the street, with primary access points oriented away from pedestrian areas or public gathering spaces if possible.
4. **DISTRIBUTION.** Public parking areas should be distributed with the goal that all development within the Plan Area is within three blocks of a facility that is open to the public.
5. **PUBLIC CARSHARE AND ELECTRIC VEHICLE PARKING.** Parking spaces for carshare programs and for electric vehicles (including charging stations) are required, where feasible, in public parking lots and garages.

Example of electric vehicle charging station on BART parking lot

Example of structure parking garage with decorative screening

Transportation Demand Management

Transportation Demand Management (TDM) consists of strategies and actions designed to encourage trips by walking, bicycling, transit, or carpool and reduce the number of peak period trips made by driving alone. TDM strategies and actions can be implemented through a combination of program incentives, policy disincentives, and infrastructure elements. The TDM guidelines below are focused on reducing trips for those living and working within the area.

Transportation Demand Management Guidelines

1. **RESIDENTIAL TDM.** The City encourages new and existing housing in the Bay Fair TOD Specific Plan Area to manage transportation demand and reduce vehicle miles traveled through the following measures:
    - **Unbundled parking.** Provide unbundled residential parking, whereby the cost for parking is separated from the cost of renting or purchasing a unit.
    - **Car share memberships.** Provide a car share membership to new tenants.
    - **Delivery-supportive amenities.** Facilitate deliveries with supportive amenities including a staffed reception desk and lockers.
    - **Transit subsidies.** Provide free or reduced price transit passes for residents as part of new residential development in the Plan Area.
2. **EMPLOYER TDM.** The City encourages employers in the Bay Fair TOD Specific Plan Area to manage transportation demand and reduce vehicle miles traveled through the following measures:
    - **Bicycle support facilities.** Provide support facilities for bicycle commuters such as showers and changing rooms as part of new Plan Area development.
    - **Shuttle services.** Provide operating or capital costs for shuttle services connecting the Bay Fair BART station with nearby employment areas.
    - **Financial incentives.** Provide financial incentives to encourage employees to use alternative modes of transportation. Examples include free or subsidized transit passes and parking cash-outs where employees are offered the cash value of a parking space that would otherwise be provided.
    - **Flexible work scheduling.** Promote the use of flexible work scheduling through strategies such as telecommuting, flextime, staggered work hours and/or compressed work weeks.
    - **Guaranteed ride home program.** Establish programs to guarantee a ride home to employees who use transit, carpools, or vanpools in case of emergency or if they need to work late.
    - **Transportation coordinator.** Provide a transportation coordinator responsible for developing, marketing, implementing, and evaluating TDM programs.

chapter 4

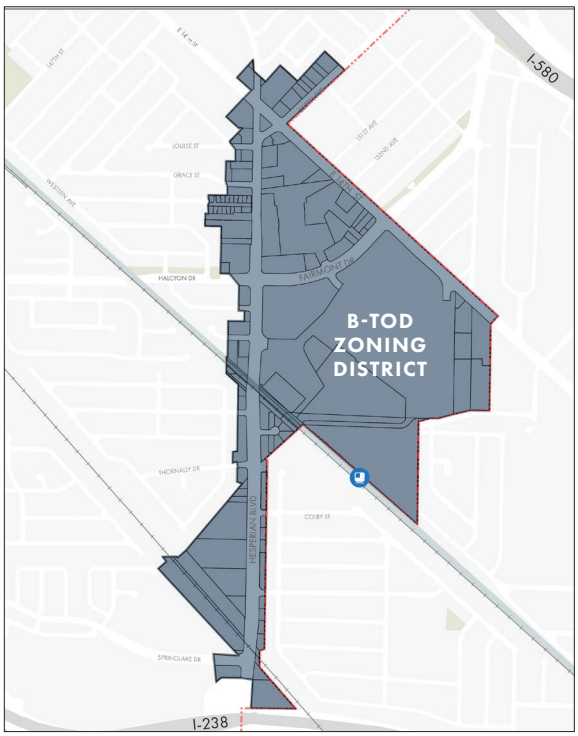
LAND USE + HOUSING

This chapter provide policy direction for the range of future land uses envisioned in the Bay Fair TOD Specific Plan Area. The chapter also includes more detailed policy for housing and affordable housing. Policies apply to the entire Bay Fair Plan Area. Not every project must fulfill every policy goal; rather, future projects will contribute in different ways to the overall policy goals for the Plan Area.

Land Use/Zoning

The 2035 General Plan created a new Bay Fair Transit-Oriented Development (B-TOD) land use classification. The B-TOD land use definition states the "intent is to create a new vision for this area, including retail, office, higher density housing, open space, and public land uses" with a "more urban development form" for the area. The General Plan deferred details for development of the Plan Area and regulatory changes (i.e., rezoning) upon completion and adoption of the Bay Fair TOD Specific Plan.

The Bay Fair TOD Specific Plan recommends that the land use within the Plan Area be regulated by the Bay Fair TOD Zoning District (B-TOD), which will need to be amended into the San Leandro Zoning Code. This district encompasses and applies equally across the entire Specific Plan Area, allowing a broad range of compatible, transit-oriented land uses while remaining flexible about their exact location. This flexibility allows the area to continue to evolve as a place to live, work, shop, and visit, with an increasing diversity of services and amenities. This flexible approach to land use is complemented by the more detailed design standards and guidelines found in Chapter 5, "Development Standards and Guidelines," which focuses on placemaking and good design. The policies below provide more guidance about the intended mix and focus of land uses in the Bay Fair Plan Area.



Land Use Policies

1. **USE REGULATIONS.** Land use within the Bay Fair TOD Specific Plan Area shall be consistent with the Bay Fair TOD (B-TOD) Land Use classification and Zoning District in the San Leandro Zoning Code.

2. **DIVERSE MIX OF LAND USES.** Encourage a rich mix of land uses including housing, office, retail, services, community facilities, maker space, research and development, lodging and other diverse uses.

3. **HORIZONTAL AND VERTICAL MIXED USE.** Allowed uses may be mixed within the same building ("vertical" mixed use) or in adjacent buildings ("horizontal" mixed use), provided they are consistent with the San Leandro Zoning Code and with other relevant guidance in this Specific Plan.

4. **RETAIL PRESERVATION.** Ensure the continued presence of a diverse range of retail and services uses in the Specific Plan Area, even as the character and use mix of Bay Fair change over time.

5. **SERVICES AND AMENITIES.** Support an increasing range of services, retail shops, community facilities, open spaces, and other neighborhood amenities to serve new and existing residents and workers.

6. **SCHOOLS AND CHILDCARE.** Allow and encourage childcare, educational, and school uses to serve new and existing residents.

7. **ENTERTAINMENT AND DINING.** Encourage entertainment, dining, cultural uses, and other social gathering spaces to activate the area at various times of day, draw visitors, and serve residents.

8. **GROCERY STORE.** Encourage the retention or addition of one or more full-service grocery stores in or near the Bay Fair area.

9. **FARMERS MARKET.** Encourage the creation and maintenance of a farmer's market or other outlet for fresh, healthful produce.

10. **GROWING SPACE.** Allow land to be used for urban agriculture, community gardens, and other public and private growing space.

11. **NEW PARKS AND PUBLIC SPACE.** Allow a variety of public open spaces, pedestrian-oriented streetscapes, and gathering spaces to meet the needs of new and existing residents, visitors, workers and businesses.

12. **EVENING AND WEEKEND ACTIVITY.** Encourage uses that bring evening and weekend activity, such as retail shopping and services; food stores; restaurants and cafes; entertainment venues; health clubs; community facilities; outdoor public spaces; and other similar uses.

13. **LAND USES NOT ALLOWED.** The following types of new uses are not allowed in the Plan Area, consistent with guidance provided in the San Leandro Zoning Code:

    - New Single Family Residential
    - Auto Service/Sales
    - Drive-thru Businesses
    - Low-intensity Commercial (equipment service/sales, storage, etc.)
    - Industrial (warehouses, trucking, recycling, hazardous materials, etc.)

Example of community gathering space

Example of public art in public open spaces

Housing Mix, Affordability, and Anti-Displacement

Housing is envisioned to play an important and increasing role in the Bay Fair TOD Specific Plan Area, leveraging the transit-oriented location and existing retail amenities while meeting a critical local and regional need for increased housing supply. The intention of the Specific Plan is to promote a range of housing options and affordability levels to mitigate the risk of displacement for existing residents in and around the Plan Area.

New housing envisioned in this Specific Plan is consistent with the goals in the City's Housing Element and General Plan, which project a portion of the City's future residential growth to occur in the Bay Fair area. While the majority of new market and affordable housing units are projected in the General Plan to occur in the City's Downtown TOD area, the proximity to the Bay Fair BART Station and AC Transit bus lines makes the Bay Fair Plan Area well situated for residential development. Affordable housing represents a critical need and priority in the Bay Area, the City and the Plan Area. Due to the undersupply of market rate housing in the region over the last 20 years, market rate housing also represents an important housing need.

The City adopted a city-wide Inclusionary Zoning Ordinance (Article 30 of the Zoning Code) in 2004 that affects new residential development. The City IZ Ordinance requires new rental or ownership residential development to set aside at least 15% of the total project units for moderate, low and very low income households. The IZ requirements limited opportunity for payment of an in lieu fee for new ownership units of a certain size. However, the Palmer/Sixth Street vs. City of Los Angeles court case in 2009 has rendered inclusionary rental housing requirements invalid for many cities, including San Leandro for several years. The City has ensured progress on constructing new affordable rental housing and meeting its regional housing needs allocations goals (RHNA) through commitment of City affordable housing funding to recent affordable housing developments.

BART has adopted an internal goal for its own development projects that at least 20% of new housing units be deed-restricted permanent affordable housing for low (51%-80% AMI) and very low (<50% AMI) households. There may be opportunities to achieve similar levels of affordable housing in other parts of the Bay Fair Plan area over the 20 year time horizon of Plan implementation.

In early 2016, the City began the process of addressing tenant eviction related to landlord caused actions (e.g., new owners imposing significant rent increases, landlord move in, capital improvements) and opportunities for increased rent. The City held public meetings to seek tenant and landlord input on a city-wide tenant relocation assistance program, which will provide evicted tenants with adequate relocation assistance payments to enable them to move and secure new housing.

The following housing policies are complemented by implementation actions, incentives, and related programs described in Chapter 7, "Implementation."

Housing Mix, Affordability, and Anti-Displacement Policies

1. **MIX OF HOUSING TYPES.** Encourage a range of housing types and sizes – including small, medium, and large residential units for a variety of different household sizes and stages of life – throughout the Bay Fair area, supporting housing choices for those in a wide array of life stages and circumstances.

2. **HOUSING TENURE.** Encourage a mix of owner-occupied and renter-occupied housing in the Plan Area.

3. **DISPLACEMENT OF EXISTING RESIDENTS.** Use citywide resources and programs, such as the Rent Review Ordinance and tenant-landlord/fair housing counseling services, to assist current renters or homeowners at risk of displacement in or near the Plan Area.

4. **ADOPT TENANT RELOCATION ASSISTANCE PROGRAM.** Adopt and implement the tenant relocation assistance program to protect evicted tenants city-wide.

5. **MIX OF HOUSING AFFORDABILITY LEVELS.** Encourage a broad range of affordability levels – including both market rate housing and deed-restricted affordable housing – throughout the Bay Fair area. The long- term housing mix for the Bay Fair area should accommodate a range of household income levels.

6. **TRANSIT-DEPENDENT POPULATIONS.** Encourage housing and affordable housing that serves transit-dependent populations.

7. **AFFORDABLE BY DESIGN.** To the extent allowable under citywide land use policies, allow and support flexible development standards – such as innovative construction techniques, smaller unit sizes , micro-units, co-op housing, and inter-generational housing– to increase or maintain the affordable housing supply.

8. **INCLUSIONARY HOUSING.** Amend the existing Inclusionary Zoning Ordinance in the Zoning Code to revise affordable housing set-aside requirements for new rental housing development and to expand in lieu fee payment options to create funding for new affordable developments.

9. **MARKET-RATE HOUSING.** Encourage new market-rate housing development in the Bay Fair Specific Plan Area to exceed citywide inclusionary housing requirements.

10. **PRESERVE EXISTING AFFORDABLE HOUSING.** Encourage the maintenance and preservation of existing income-restricted and market rate affordable housing within the Plan Area through incentives and financial assistance.

11. **DEVELOP NEW AND APPLY EXISTING INCENTIVES FOR WORKFORCE HOUSING.** Continue to research and adopt best practices to incentivize new housing construction. Apply existing city incentives (e.g., providing City affordable housing funding such as CDBG, HOME, Housing Trust Fund, etc) to promote the development of workforce housing in the Bay Fair area.

12. **STATE HOUSING DENSITY BONUS.** For projects that provide qualifying amounts of affordable housing, the City shall encourage the density bonus consistent with the Zoning Code and State law.

chapter 5

DEVELOPMENT STANDARDS + GUIDELINES

The following chapter provides development standards and guidelines that apply to future development in the Bay Fair TOD Specific Plan Area, as well as to future infrastructure and design. For some topics, there is additional guidance about a specific location, use type, frontage type, or other specific design situation that may arise. The chapter addresses the following topics:

1. **BUILDING FRONTAGES**
2. **BUILDING HEIGHTS**
3. **TRANSITIONS TO EXISTING DEVELOPMENT**
4. **BUILDING AND SITE DESIGN**
   - Site Design and Setbacks
   - Building Design
   - Parking and Loading Design
   - Building Performance
5. **PUBLIC OPEN SPACE**
6. **PRIVATE OPEN SPACE**
7. **PUBLIC ART**
8. **SIGNAGE AND WAYFINDING**
9. **FENCES**

SAFETY + CRIME PREVENTION

Promoting safety and preventing crime is an important goal of the Specific Plan. One important strategy for doing this is to provide active, well-designed, well-maintained public space, and more "eyes on the street" to reduce the opportunity for unlawful activity. This strategy, also known as "Crime Prevention through Environmental Design" (CPTED), is integrated throughout the standards and guidelines in this chapter. Some of the CPTED principles promoted in this chapter and the rest of the plan are as follows:

- Active and well-maintained public spaces.
- Building design and visibility to promote "eyes on the street."
- Clear delineation between private and public space.
- Natural access control between public and private space.
- Removal or repair of vandalism or broken property.

In general, all applicable standards and guidelines must be met to approve a development proposal or move forward with a public improvement. However, this guidance is not intended to restrict innovation, imagination, or variety in design. A method that results in a superior project design or outcome for the community, while supporting the Specific Plan's vision, may be considered in lieu of that guidance if it consistent with the zoning code and other applicable laws and regulations. This is a long-term visioning and planning document, and we understand that future projects will need to be consistent with all applicable building and fire codes and undergo Fire Department review for access, circulation, and design on a project-by-project basis.

Building Frontages

Creating active frontage helps promote vibrancy and activity along key streets and gathering spaces. Active ground-floor uses can be retail, residential, or office, although the design guidelines identify specific locations where retail is a particularly desirable type of active frontage (Figure 5.1). The guidelines below provide specific design guidance depending on which type of active ground-floor use – retail, residential, or office – is being provided.

Building Frontage Standards (All Uses)

1. **ACTIVE GROUND-FLOOR FRONTAGES.** Active, pedestrian-oriented ground-floor frontages shall be provided in all new development. Active ground-floor frontage may consist of any of the following:

    - **Retail active frontages.** Active retail frontages are defined as retail and restaurants with transparent storefronts, public open spaces and plazas, outdoor dining areas, amenity areas with seating, bicycle parking, services and educational / cultural spaces that have regular customer foot traffic, and transparent storefronts or lobbies.

    - **Residential active frontages.** Residential active frontages include stoops at residential entries, entry lobbies, porches and stoops, transparent lobbies, fitness and activity rooms with transparent storefront treatment, community rooms, amenity areas with outdoor seating, and/or residential amenity areas with transparent frontage.

    - **Office active frontages.** Active ground floor office uses are semipublic areas that are well used and will provide interest and have regular customer foot traffic. Examples include lobbies, cafeterias, common amenity uses, meeting spaces, fitness rooms, lobbies or office space with transparent storefront treatment, and/or other cultural and educational spaces.

2. **ALLEY FRONTAGES.** Active ground-floor uses are not required along delineated alleys.

3. **MINIMUM INTERIOR HEIGHT.** Ground-floor retail uses shall have a minimum 14-foot indoor floor-to-ceiling-structure height. Residential ground floors shall have a minimum 12-foot floor to floor height.

4. **ENTRANCES.** Principal building entrances shall face a public street, public pedestrian pathway, or public open space (such as a landscaped square, plaza or similar space), with doors or windows facing this street, pathway, or open space.

5. **PROJECTIONS.** Awnings, canopies, marquees, signs, shading devices, cornices, and lighting may encroach into the setback area above a minimum height of 10 feet from sidewalk grade. If these projections are across or project into fire access areas, the minimum height must be 13 feet and 6 inches.

6. **OCCUPIED BUILDING AREA.** Occupied building area may project beyond the ground floor facade into the setback area above 12 feet from grade. If these projections are across or project into fire access areas, the minimum height must be 13 feet and 6 inches. Occupied building encroachments may extend into the setback area for a maximum of 65% of the length of the building frontage.

7. **HIERARCHY OF SPACE.** New residential development shall establish a clear visual and physical separation between private and public realm spaces by distinguishing between entry types, creating transition areas between public sidewalks and private stoops, and/or utilizing contrasting paving materials.

Ground-Floor Retail Building Frontage Guidelines

1. **RECOMMENDED ACTIVE, GROUND-FLOOR RETAIL LOCATIONS.** Active, ground-floor retail is strongly encouraged along East 14th Street, near the BART Station, and along the connecting streets between these two locations, in whatever location these connections occur.

2. **GROUND-FLOOR RETAIL USE TYPES.** Public-serving street-level uses such as restaurants, retail shopping, customer services, community facilities, education facilities and cultural uses such as theaters, performance spaces, and gathering spaces are particularly encouraged.

3. **RETAIL BUILDING FRONTAGES.** Retail frontages shall be composed of architectural elements that enhance the public realm and provide a human-scaled street environment. The following elements can be used to achieve this goal:

   - Facade treatments and details that are scaled to the pedestrian
   - Distinct corner articulation through differentiation in materials, fenestration, glazing, and roof form
   - Transparent ground-floor storefronts with awnings or canopies
   - Generous sidewalks for pedestrian amenities like displays, benches, and cafe tables.

4. **MINIMUM TENANT SPACE DEPTH.** Ground-floor retail and commercial shall have tenant space depths of at least 40 feet. To create a more vibrant and active retail street, narrower and deeper tenant spaces are encouraged to increase the number of storefront entries per linear foot of frontage.

5. **FREQUENCY OF PEDESTRIAN ENTRANCES, RETAIL GROUND FLOOR.** Entrances shall be located at least every 50 feet to a maximum separation of 100 feet, depending on ground floor use. Corner commercial uses shall have a corner entrance or entrance toward both streets.

Example of well-designed retail frontage

6. **TRANSPARENCY.** The majority of each ground floor commercial facade shall be transparent along streets, pedestrian pathways, or plazas, providing visibility into and out of the space through clear windows. Window films, mirrored glass, and spandrel glass are strongly discouraged.

7. **SIDEWALK EXTENSION.** Areas between the right-of-way and a commercial building face near the street shall be paved as though they are extensions of the sidewalk. Small landscaped areas or planters are allowed.

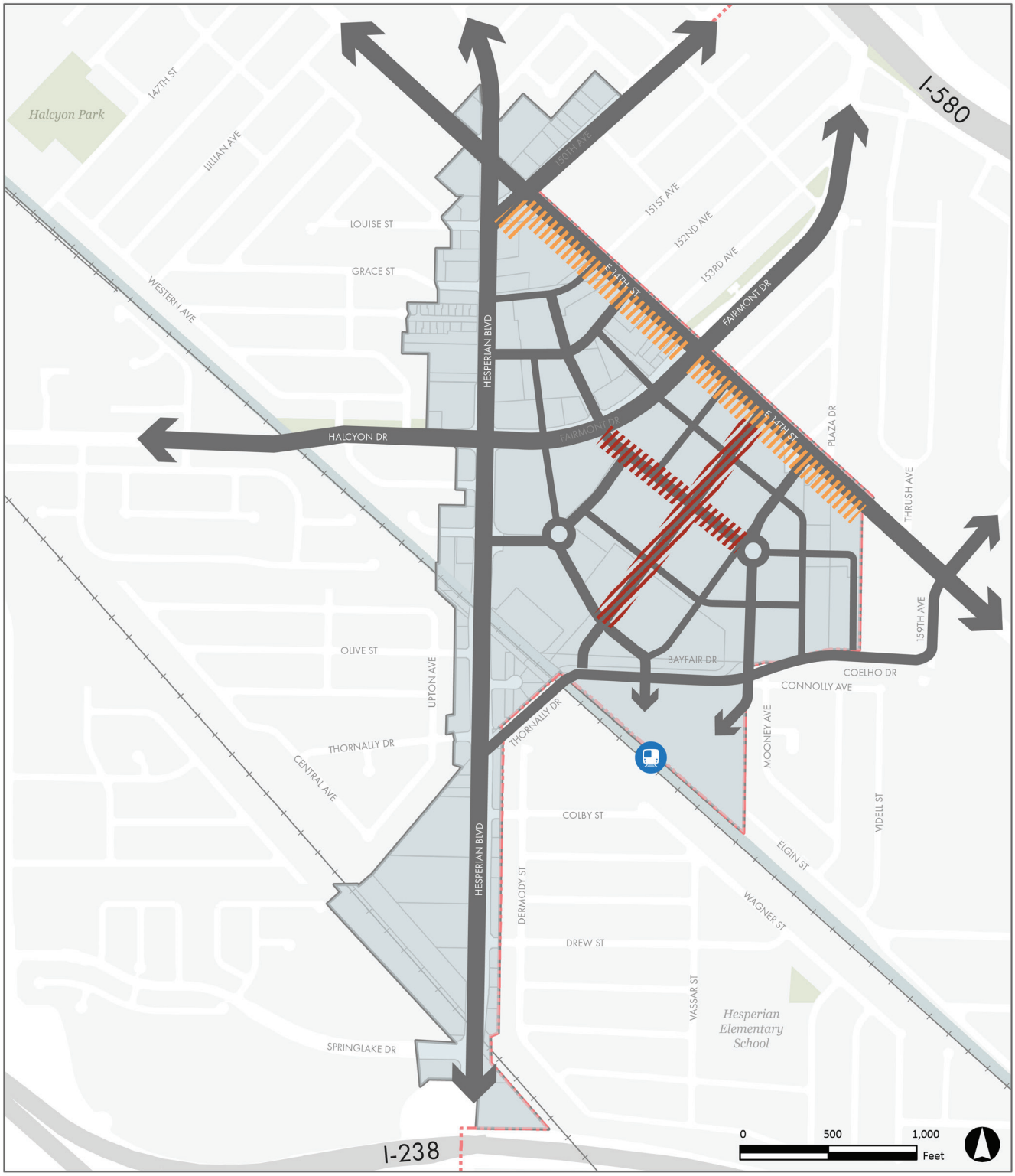
8. **EXTERIOR ACTIVE USES.** Exterior spaces such as outdoor dining areas, amenities such as seating areas and community gathering areas, bicycle parking, public open spaces, plazas, and landscape areas are strongly encouraged in private frontage zones.

9. **EYES ON THE STREET.** Retail and mixed-use building frontages should provide "eyes on the street" to increase pedestrian safety and provide a sense of community.

Example of ground-floor transparency and corner entry facing both streets in an active ground-floor retail use

Example of retail active frontage

Figure 5.1: Locations Where Ground-floor Retail is Encouraged



Ground-floor Residential Building Frontage Guidelines

1. **GRADE SEPARATION.** Ground-floor units shall be a minimum of two (2) feet above grade on average, and no more than four (4) feet; three (3) feet is encouraged.
2. **STREET ENTRANCES.** All ground-floor units shall have direct pedestrian access to the adjacent street, sidewalk, or open space.
3. **EYES ON THE STREET.** Residential building frontages should provide "eyes on the street" through frequent windows and doors to increase pedestrian safety and provide a sense of community.
4. **PRIVACY.** Landscaping, grade separation, and/or screening/shielding of first floor windows shall be used to ensure privacy for ground-floor units.
5. **TRANSITION FROM PUBLIC TO PRIVATE.** Residential frontages are encouraged to provide landscaped areas, stoops, terraces, and/or porches along the sidewalk to clearly delineate the transition from public to private space.
6. **INTERIOR ACTIVE SPACES.** Spaces such as lobbies, common amenity spaces, leasing offices, or similar spaces shall have transparent windows or storefronts. These spaces should have direct access to the adjacent street, patio, or open space.

Example of well-designed ground-floor residential frontage

Example of active residential and retail with stoops, elevated ground-floor spaces and landscaping.

Example of active residential lobby space, and common area in a multi-unit residential building.

Ground-Floor Office Building Frontage Guidelines

1. **OFFICE BUILDING FRONTAGES.** Office frontages shall be composed of elements that provide high transparency, regular articulation, and spaces that promote gathering and social activity. The following elements and frontage types can be used to achieve this goal:

    - Distinct vertical and horizontal articulation through differentiation in materials, glazing, and massing
    - An open or semi-enclosed forecourt area adjacent to the sidewalk where a portion of the building facade is set back noticeably from the property line. Typically it is the middle section of the building that is set back to create a central entry area
    - Landscaped office yards, where the entire building facade is set back in a dimension large enough to create a common yard (can be contiguous with neighboring yards)
    - Transparent ground-floor storefronts with awnings or canopies
    - Public amenity areas
    - Office entry lobbies

2. **PEDESTRIAN ENTRANCES, OFFICE GROUND FLOOR.** Buildings shall have at least one main entrance for employees and the public. Entries should be adjacent to entry lobbies that are inviting, well-lit, and secure. Entries shall be open to and entered from streets or open spaces. Main entrances shall meet the sidewalk at grade.

3. **TRANSPARENCY.** Office frontages may have fewer and less frequent entrances than retail and residential frontages, but shall have abundant clear windows along the ground floor. Glazing should provide a high degree of light transmittance and be non-reflective.

Building Heights

As shown in Figure 5.2, the Specific Plan focuses the tallest building heights close to BART and away from residential neighborhoods ("Height Area 1"), with various levels of reduced heights allowed further away from BART toward East 14th, along Hesperian Boulevard, north of Fairmont Drive and near adjacent neighborhoods. Along Hesperian Boulevard, the lowest height limit ("Height Area 3") is in place to respond to the scale of adjacent residential neighborhoods. In addition, two height overlays – the Residential Transition Height Overlay and the Corridor Transition Height Overlay – further limit height and massing along transitions to residential neighborhoods and adjacent corridors. These are further described in the "Transitions to Existing Development" section below.

Building Height Standards

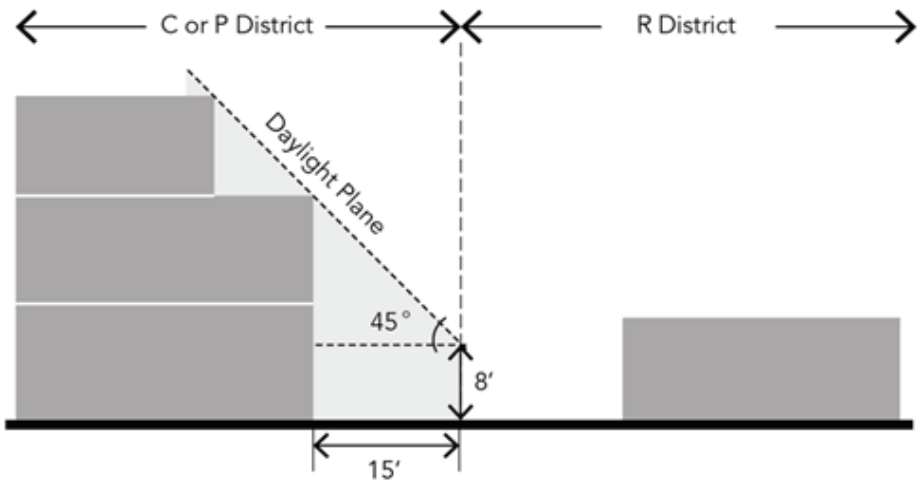
1. **MAXIMUMS.** Building heights shall not exceed the maximums shown in Figure 5.2.
2. **HEIGHT AREA 1 MINIMUMS.** In Height Area 1, new residential, office, and mixed-use buildings shall be built to a minimum of 4 stories and 45 feet to provide an appropriate development intensity for their location near transit. There is no height minimum for new retail development in Height Area 1, or for changes of use within existing buildings. Ground-floor residential units or non-residential space integrated with a larger building are permissible as long as the larger building complies with the height minimums specified for Area 1.
3. **HEIGHT EXCEPTIONS IN HEIGHT AREA 1.** In Height Area 1, projects may exceed the maximum height limit provided they 1) meet all applicable zoning, design and development regulations, 2) provide significant community benefits identified as part of a community process and approved by the City, and 3) support the vision presented in the Bay Fair TOD Specific Plan.
4. **SINGLE-STORY NON-RESIDENTIAL FRONTAGES.** For new single-story non-residential buildings, at least 75% of the street-facing portion of the building shall have a height of at least 25 feet, to ensure pedestrian-supportive street presence and appropriate scale with neighboring uses.

Figure 5.2: Building Height Limits

Transitions to Existing Development

It is important that new development provides appropriate transitions of height and scale to existing neighborhoods. To achieve this, there are two different height transition overlay areas shown in Figure 5.2. The Residential Transition Overlay requires development to step down toward single-family residential neighborhoods, ensuring solar access and privacy for existing low-density residential properties in the City and nearby Alameda County. The Corridor Transition Overlay requires development to step down to both East 14th Street and Hesperian Boulevard to provide an appropriate and sensitive transition to existing retail, office and/or residential uses across the street. The Corridor Transition Overlay is compatible with the scale and height allowed in Alameda County's Ashland/ Cherryland Business District Specific Plan (up to five stories), which regulates County properties on the other side of East 14th Street. It is also compatible with the scale and height allowed by this Bay Fair TOD Specific Plan on the west side of Hesperian Boulevard (four stories, as shown for "Area 3" in Figure 5.3 below).

Figure 5.3: Residential Transition Overlay

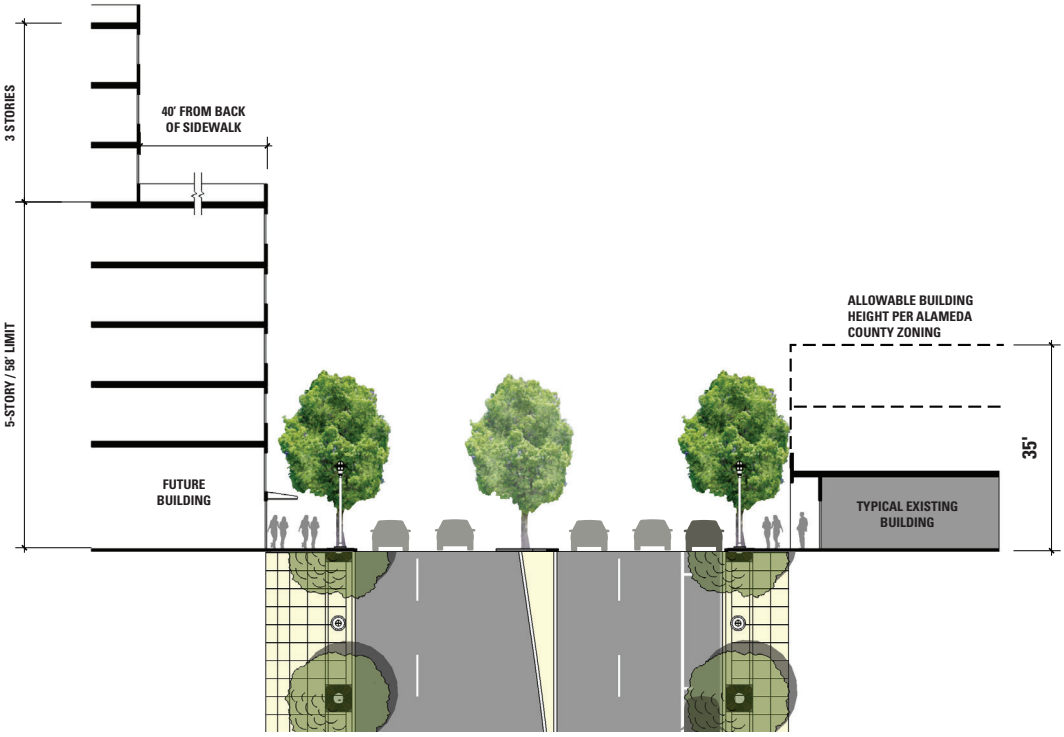


Transition Standards

1. **RESIDENTIAL TRANSITION OVERLAY.** As shown in Figure 5.2 "Building Height Limits", 45 degree Daylight Plane height transitions are required for any new development adjacent to RS or RD zoning districts, as required by the Daylight Plane height restrictions found in the existing San Leandro Zoning Code. This requirement applies to all future use types within the Residential Transition Overlay area, including residential development. Per the Zoning Code and as shown in Figure 5.2 "Residential Transition Overlay Height Limits," this is defined as a 15-foot minimum setback at a 45-degree angle from a point 8 feet above the property line.

1. **CORRIDOR TRANSITION OVERLAY.** New development within the Corridor Transition Overlay, as shown in Figure 5.2 "Building Height Limits," shall be limited to a 5-story / 58-foot maximum building height for the first 40 feet as measured from back of sidewalk.

Figure 5.4: Corridor Transition Area Overlay Height Limits



Transition Guidelines

1. **RESIDENTIAL TRANSITION DESIGN.** Projects subject to the Residential Transition Overlay should use physical buffers and design treatments to reduce their impacts on adjacent residential properties. Buffers may include larger setbacks, landscaped strips, transition zones, fencing, and screening. Design treatments include height and/or bulk step downs and other architectural measures such as matching the form or roof style of adjacent properties.

2. **RESIDENTIAL BALCONIES.** Balconies in new projects should use architectural design, screening, and building orientation to reduce privacy impacts on existing residential parcels.

3. **EAST 14TH STREET FRONTAGES.** New frontages along East 14th Street should support the vision and character for East 14th Street articulated in Alameda County's Ashland/Cherryland Business District Specific Plan – a vibrant mixed-use environment with active shopfronts that serves the daily needs of surrounding residents.

Building and Site Design

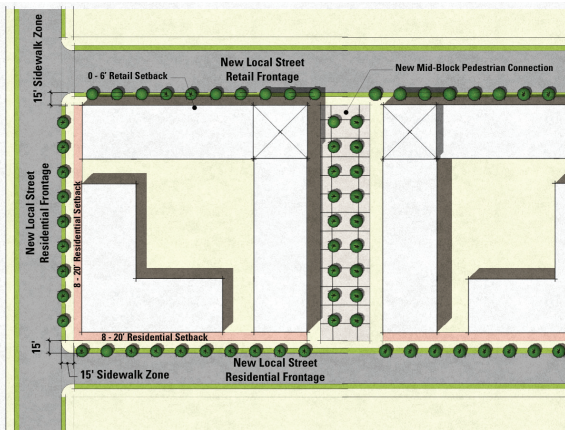
The placement and orientation of a building on a parcel, the condition of the private property setback, and the design of parking and loading areas strongly influence how development interacts with public streets and pathways. Building articulation, facade design, and architecture also have a powerful effect on the overall character of the area. This section provides guidance for both site and building design, as well as for building performance and desired green building features in new development.

Site Design and Setbacks

Site Design and Setback Standards

1. **MAXIMUM FAR.** The maximum FAR within the Plan Area is specified in the General Plan. All projects shall meet applicable standards for maximum and minimum building height, setbacks, open area, lot coverage, building placement, and other related requirements.

2. **BUILDING AND BLOCK LENGTH.** No new building or block shall be longer than 440 feet in length without a publicly accessible connection through the parcel to another publicly accessible connection such as street, pedestrian path, or park/plaza. Desired connections are shown in Figure 2.4. The 440-foot maximum may be exceeded by up to 10% with approval from the City Zoning Enforcement Official (ZEO). The 440-foot maximum block size is encouraged but not required for future improvements to existing buildings within existing blocks.



Examples of Bay Fair building setbacks, mid-block connection, and public sidewalk dimensions

3. **SITE COVERAGE.** Maximum lot coverage is 80% for all development types including mixed-use, residential, office, and retail. Minimum open area coverage for all development types is 20% of lot area. Open area may be a combination of public and private, consistent with standards and guidelines. At least one-third of the required open area should be vegetated with grass, trees, or other landscaping.

4. **PARCEL AGGREGATION.** Contiguous parcels may be aggregated under common or affiliated ownership to create larger, more flexible development sites.

5. **SURFACE PAVEMENT COVERAGE.** For new development, pavement areas for automobile parking and circulation shall cover no more than 30% of the total site area.

6. **OUTDOOR WATER EFFICIENCY.** All new outdoor landscaping shall comply with the City's Bay-Friendly Water Efficient Landscape Ordinance (WELO) in the Zoning Code.

7. **BUILDING SETBACKS.** Building setbacks shall meet the standards established by Table 5.1, consistent with their ground floor use and the street which they front. Any building facade facing a street shall comply with setback requirements for that street.

8. **BUILDING PLACEMENT.** A minimum of 70% of the building shall be placed within the build-to area (between the minimum and maximum setback) shown in Table 5.1.

9. **UNDERGROUND UTILITIES.** All new utilities and utility connections shall be underground. Certain types of ground-based equipment may be above ground if necessary.

Table 5.1 Building Setback Standards

	HESPERIAN		FAIRMONT		EAST 14TH		ALL OTHER NEW OR EXISTING STREETS					
	All Use Types		All Use Types		All Use Types		Retail		Office		Residential	
	min	max	min	max	min	max	min	max	min	max	min	max
Required Front Setback	8′	20′	12′	20′	0′	12′	0′	6′	8′	12′	8′	20′

Site Design and Setback Guidelines

1. **ALLEYS.** Alleys are encouraged to provide buildings with a "back of house" to locate refuse pick-up, utilities, and other functions that may detract from active ground-floor uses and the pedestrian realm. Alleys do not qualify as a publicly accessible connection unless more than 80% frontage contains active uses and is publicly accessible.

2. **STRUCTURED PARKING.** Structured parking is encouraged as an alternative to surface parking lots.

3. **PLACEMENT OF UTILITIES.** Utilities, including all "dry" utility access, above-ground equipment, building refuse containers, or other features that will diminish the pedestrian environment, are discouraged within front setback areas, along mid-block pedestrian connections, or within 50 feet of a corner. Ground-based equipment is discouraged from the front setback area, particularly the pedestrian zone.

4. **DESIGN OF UTILITIES.** Utilities and trash receptacles shall be screened and integrated with the building architecture. Where this is not possible, these ancillary facilities should be located in free standing enclosures compatible with the development's architectural style.

5. **FEMA FLOOD PLAN.** Areas subject to flooding from the 100 year storm should be elevated in conformance with FEMA flood protection standards as a requirement of any development proposal.

Building Design

Building Design Guidelines

1. **BUILDING ARTICULATION.** Facades shall use the following horizontal and vertical articulation strategies:
   - **Vertical articulation.** Projections, minor setbacks, architectural details and variations in materials shall be used to distinguish between upper and ground floors. Variations in height, massing, and vertical articulation are encouraged.
   - **Horizontal articulation.** Facades longer than 100 feet shall be subdivided with at least one major massing break (minimum width of 20 feet and minimum depth of 20 feet) every 100 feet. In addition, all building facades shall contain minor massing breaks every 50 feet on average.
   - **Building projections.** The total area of all architectural projections shall not exceed 50% of the primary building facade area. The primary building facade is the facade built at the property or setback line.
   - **Upper floor treatment.** Materials shall vary moving upward to lighten building tops and reduce the appearance of height.
2. **BLANK FACADES.** Blank walls (facades without doors, windows, landscaping treatments or other pedestrian interest) shall be less than 25 feet in length along sidewalks, pedestrian walks, or open space.
3. **FACADE ARTICULATION.** All highly visible building facades should be designed with consistent or complementary materials, articulation, and quality.
4. **LOCAL STREET BUILDING FACADES.** Local street ground floor frontages should support pedestrian interest and accessibility, which may include commercial storefronts and building entrances or stoops in other locations.
5. **BUILDING COMPONENTS.** New buildings should be designed with a defined base, a middle or body, and a top, cornice or parapet cap. The cornice or top of the building should provide a strong termination and add visual interest.
6. **GROUND FLOOR FACADE.** The ground floor along primary facades shall be composed of a distinctly different character from upper floors (distinguished by a greater floor to ceiling height, greater articulation, finer design details, unique colors, enhanced ground-floor entrances, and/or architectural variation).
7. **BUILDING SCALE.** Facade elements should establish building scale; for example, windows and doors should appear in a regular pattern, or be clustered to form a cohesive design. Horizontal building elements shall be roughly aligned (within about 3 feet in height) with others in the same block.
8. **FRANCHISE RETAIL.** Chain or franchise uses should be expected to adapt their standard designs to the unique qualities of the Bay Fair TOD area and San Leandro.
9. **BUILDING ACCESS.** Doors to common facilities should contain some transparency and be access-controlled. Courtyard gates and shared building entrances that access individual units should automatically lock when closed.

10. **BUILDING ACCESSIBILITY.** Provide building types and entrances that are accessible to people of all ages and abilities, including ground-floor accessible entries, lobbies, and elevator access.

11. **NIGHTTIME VISIBILITY.** Building entries and addresses shall provide clear nighttime visibility from the street.

12. **HIGH-QUALITY, DURABLE MATERIALS.** Utilize high-quality, durable finishing materials such as concrete, steel, wood, and glass.

13. **ICONIC LANDMARKS.** Encourage iconic, memorable landmarks and buildings distinguished from their surroundings in a variety of architectural styles.

14. **ARCHITECTURAL DETAILS.** Encourage architectural details such as reveals, course lines, decorative cornices, columns, canopies, arbors, trellises, etc.

15. **PEDESTRIAN ENTRYWAYS.** Encourage porches, balconies, stoops and other pedestrian entryways along the street frontage.

16. **SEPARATE ENTRANCES.** Provide separate entrances for different uses in vertical mixed use developments.

Examples of desirable building design and articulation strategies

Parking and Loading Design

Parking and Loading Standards

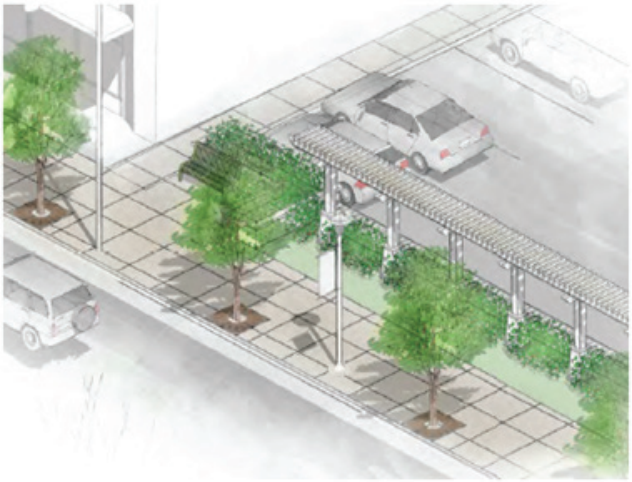
1. **GARAGE ENTRANCE WIDTH.** Garage entrances at grade facing the street shall be no more than 20 feet wide.
2. **CURB-CUT LOCATION.** A maximum of one curb cut per 200 feet of frontage on a single project site is allowed, unless otherwise required for emergency vehicle access. If required, the second curb cut may be restricted to emergency vehicles. Curb cuts shall be located a minimum of 50 feet from street corners.
3. **CURB-CUT WIDTH.** Maximum curb-cut width shall not exceed 20 feet (plus the flare), or minimum required for emergency vehicle access. One-way driveways may have curb cuts with a width no greater than 12 feet (plus the flare) or minimum required for emergency vehicle access.
4. **TREE CANOPY.** New and reconfigured surface parking lots shall provide a tree canopy plan with a goal of 50% or greater coverage at maturity, which may be offset by the substitution or mixing of solar panels.
5. **PRIVATE PARKING RATIO REQUIREMENTS.** Parking for private development projects must be consistent with the parking requirements and potential reductions included in Chapter 3 Mobility.

Parking and Loading Design Guidelines

1. **PARKING STRUCTURE DESIGN.** Parking structures shall be integrated into the overall development. They should be underground, lined with active uses, or designed with attractive building facades to screen structural elements of the garage. Above-ground parking garages should be designed to complement the overall building design on project sites.
2. **GARAGE ENTRIES.** Garage entries shall be integrated into building facades using architectural techniques, matching facade or material treatments, and/or by partially recessing the entries into the building. Door design treatments and details should minimize the apparent width of the entrance in accordance with the building's predominant architectural character.
3. **SHARED PARKING ENTRY.** In mixed-use development, shared entrances for both retail and residential uses are encouraged. In shared entrance conditions, secure access for residential parking should be provided.
4. **SURFACE PARKING LOCATION.** Wherever possible, parking and vehicle areas should be located behind or under buildings. On shallower lots (less than 150 feet deep), surface parking may be located adjacent to the building, but should not take up more of the primary frontage than the building. On deeper lots, the vehicle areas along the primary frontage should be limited to driveways and a few associated parking stalls. Parking shall not be located on corners.
5. **PUBLIC PARKING.** Wherever possible, projects should seek to provide structured public parking facilities, as described in Chapter 3, Mobility.
6. **CIRCULATION THROUGH EXISTING SURFACE PARKING LOTS.** When site or building improvements are made, existing surface parking lots should be enhanced to provide clear pedestrian and bike pathways from public streets to building entries. Access ways should be shaded and clearly identifiable from the street.

7. **SURFACE PARKING SCREENING.** Surface parking lots shall be screened from adjacent streets. Screening should provide visual interest, but should not be so large and dense that the screening elements (such as walls or landscaping) limit sight lines for safety and security.

8. **PARKING FOR SMALL PARCELS.** Smaller parcels located along Hesperian Boulevard or 150th Avenue should make their best efforts to comply with parking design guidelines, but flexibility will be provided given their lot configuration.



Example of surface parking screening along street

9. **ADAPTABLE PARKING STRUCTURES.** Explore adaptability of parking structures for future changes in use.

10. **PHASED DEVELOPMENT OF PARKING.** As new development occurs in the Plan Area, pedestrian access between sidewalks, parking lots, and building entrances should be maintained, with a minimum 5-foot wide pedestrian path from the sidewalk to the interior of the site/building. This walkway should be easily recognizable and have landscaped edge treatments, pedestrian-scaled lighting and other features to maintain a high quality walkway from the street to entries.

11. **DRIVEWAYS.** Vehicle access into parcels should occur from side streets or alleys. If necessary, they should be located as far as possible from potential pedestrian activity areas. Curb cuts and driveways should be designed to minimize impacts to sidewalks and other pedestrian access to buildings, plazas or open spaces. Adjacent sites should share driveway access.

12. **LOADING AND SERVICE ACCESS.** Loading docks shall be no greater than 20 feet in width and be screened from the right-of-way and adjacent properties to address visual and noise impacts. Service access and loading docks shall be located on side streets or alleys and away from the front of the building. Loading docks shall be internal to the building envelope and equipped with closable doors.

13. **HORIZONTAL FACADE LINES ON STRUCTURED PARKING.** For parking structures or buildings with internal parking structures, maintain horizontal facade lines throughout the exterior facade; do not repeat the sloping floor lines of interior parking ramps on the exterior facade.

Building Performance

Performance Standards

1. **CALGREEN.** New development shall achieve the mandatory elements of CalGreen as required by State law, but should seek opportunities to exceed, pursue, and achieve CalGreen Tier 1 or 2.
2. **LEED FOR NEIGHBORHOOD DEVELOPMENT.** LEED for Neighborhood Development (LEED-ND) certification is required for any new development over five acres in size, and is encouraged for any project involving two buildings or more. For projects under five (5) acres in size, encourage features consistent with LEED-ND criteria such as walkable streets, green infrastructure, multi-modal transportation facilities, energy- and water-efficient buildings, and access to diverse uses and public space.
3. **SOLAR-READY BUILDINGS.** All new buildings shall be built with solar-ready electrical systems/hardware and provided with adequate roof surface area for these systems.
4. **STORMWATER TREATMENT.** New development shall integrate stormwater catchment and treatment systems into its site and buildings as shown in Alameda County's "Stormwater Technical Guidance" manual.
5. **SUSTAINABLE ROOFS.** New construction, additions, and alterations shall follow the CalGreen guidance for solar-reflective roofs to reduce heat island effect. Vegetated roofs may also be used.
6. **DECARBONIZATION.** In light of the City's Climate Action Plan goals for emissions reductions and State Long Term Energy Strategic Plan and increasing renewable energy portfolios, buildings should attempt Zero Net Energy (ZNE) or decarbonization of buildings and water.

Performance Guidelines

1. **GREEN BUILDINGS.** Green building certification such as LEED for Building Design and Construction (LEED-BD+C) or GreenPoint Rated is encouraged for new development.
2. **INDOOR WATER REUSE.** New construction is encouraged to use on-site graywater systems to facilitate indoor water capture and reuse.
3. **STORMWATER HARVESTING.** Buildings are encouraged to re-use collected rainwater.
4. **VEHICLE CHARGING STATIONS.** CalGreen requires new development to be EV ready, therefore, new development should include electric charging stations for electric automobiles for residents.
5. **DISTRICT SYSTEMS.** District systems should be explored and are encouraged for stormwater management, sewer treatment, gray water re-use, energy generation and shared heating/cooling.

Public Open Space

The design of public spaces in the Bay Fair Plan Area should promote gathering, enjoyment, and active use by a broad range of the community. Open spaces should create usable spaces that meet the human needs at all stages of life, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity, and maintain or improve local character. Figure 5.5 shows conceptual locations for publicly-accessible open spaces. Several could be located along key street corridors and intersections for convenient pedestrian access. Others might be located more centrally within the Plan Area and serve as neighborhood centers, pocket parks, or plazas.

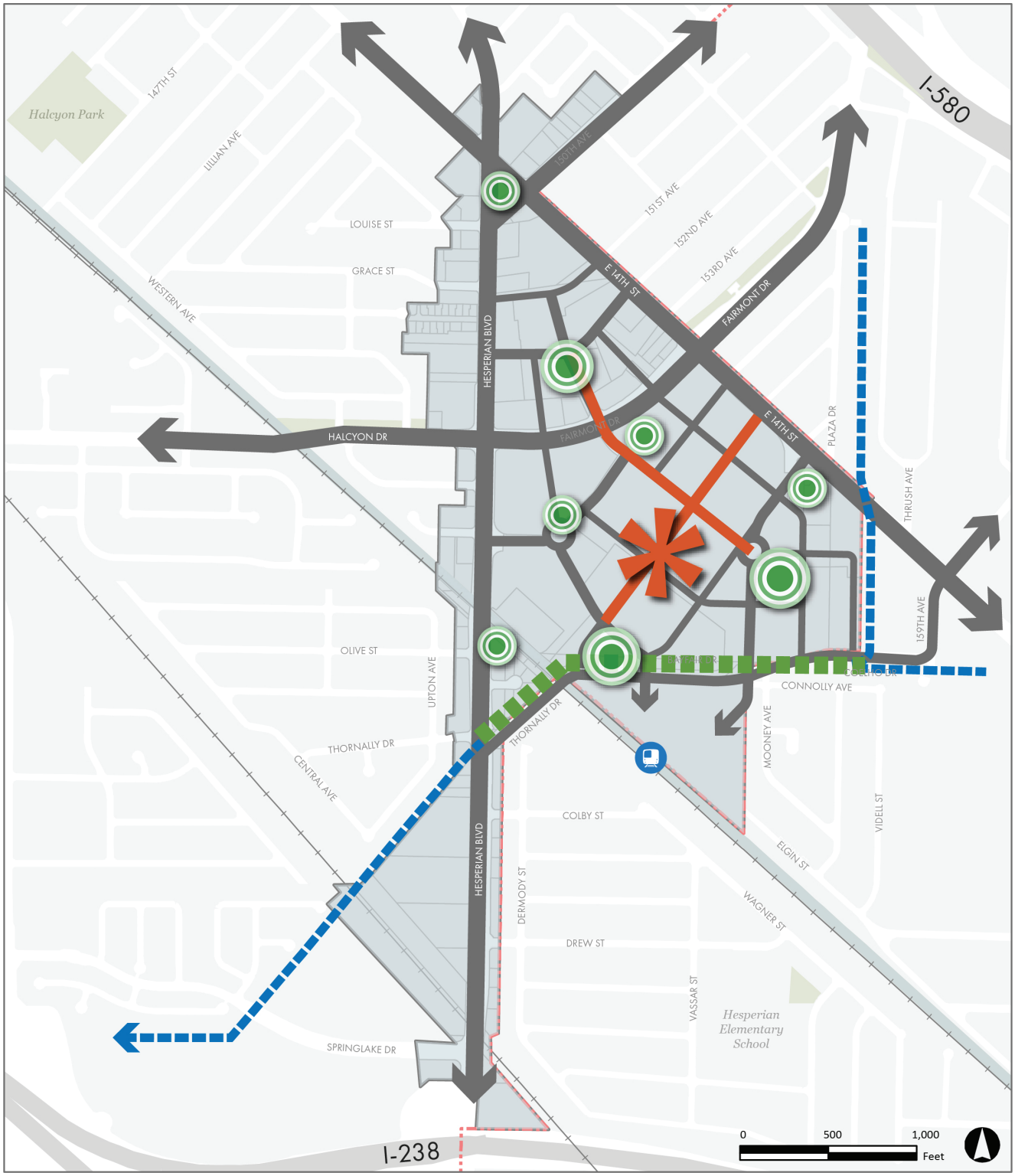
The City of San Leandro has an existing typology of park spaces, as established in the General Plan. The vision for Bay Fair is to utilize these existing typologies (such as mini-parks, neighborhood parks, and community parks) while also encouraging new types of open spaces (such as urban plazas, linear parks, and public art installations). The area-wide goal for the Bay Fair area is to achieve the following mix of open spaces over time:

- **LARGE SPACES.** 1 to 2 large urban gathering spaces such as a major plaza, linear park, community park or neighborhood park.
- **SMALL AND MEDIUM SPACES.** 7 to 12 small or medium parks, tot lots, urban plazas, pocket parks, flexible performance spaces, public art installations, Mini-Parks, or other small open space types.

The City's objectives for public open space are as follows:

- **DEDICATION.** Implementing existing policy, the City's preference is for private development to build and maintain public open spaces. Projects that dedicate land may be eligible for a reduction of the required ratio for park acreage.
- **IN-LIEU FEES.** Fees are set to achieve the citywide park acreage ratio goal of 5 acres per 1,000 residents.
- **SMALL PROJECTS.** Development projects with fewer than 50 residential units shall have the option to pay the in-lieu fee rather than dedicate land, with the intent of contributing to larger open spaces in coordination with other Bay Fair projects.

Figure 5.5: Public Open Space Illustrative Concept



Publicly Accessible Open Space Standards

1. **RESIDENTIAL USES.** Residential development in Height Area 1 and Height Area 2 shall provide at least 25 square feet of publicly accessible open space per dwelling unit.

2. **NON-RESIDENTIAL USES.** Non-residential development exceeding 20,000 square feet shall provide at least 25 square feet of publicly accessible open space per 1,000 gross square feet of new development.

3. **DIMENSIONS.** New publicly accessible open space shall have a minimum 35-foot length in at least one dimension.

4. **AGGREGATED OPEN SPACE.** Project applicants shall work with the City to identify opportunities to create larger combined open spaces, or to collaborate on open space design and location with adjacent projects.

5. **SMOKE-FREE ENVIRONMENTS.** Public spaces shall be maintained as smoke-free environments to support resident and visitor health.

6. **PUBLIC FRONTAGE PROVIDED BY PRIVATE DEVELOPMENT.** All new development projects shall provide public frontage and sidewalks for their project, consistent with the standards and guidelines included in Chapter 3 “Mobility.”

Examples of publicly accessible open spaces

Publicly Accessible Open Space Guidelines

1. **OPEN SPACE DEVELOPMENT.** New public open spaces should be coordinated with private development projects and planned infrastructure improvements.
2. **PROVISION OF OPEN SPACE.** Whenever possible, new development should provide on-site public open space rather than in-lieu fees.
3. **CONNECTED OPEN SPACES.** New public open spaces should be accessible from and located within a comfortable walking and biking distance of residents and shoppers.
4. **SUSTAINABILITY.** New public open spaces should be designed to incorporate best practices in sustainability, including water use and conservation, stormwater management, landscaping, and drought tolerant planting.
5. **STORMWATER FUNCTION FOR OPEN SPACE NEAR ESTUDILLO CANAL.** Any new open space located along the Estudillo Canal should function as a stormwater management feature.
6. **AMENITIES.** Seating, shading, and other amenities should be integrated into new public parks and plazas.
7. **RANGE OF PARK TYPES.** Encourage park and public space design consistent with Bay Fair's intended mix of uses. This includes resident-oriented spaces such as playgrounds, dog parks, gardens, and sports facilities as well as visitor-oriented spaces such as event spaces, plazas, public seating areas, public spaces for markets and commerce, and flexible community gathering spaces.
8. **PUBLIC SPACE USE.** The design of the parks and plazas in the Bay Fair area should promote public gathering, enjoyment, and active use by a broad range of the community.
9. **OPEN SPACE LIGHTING.** Appropriate pedestrian-scale lighting should be provided in any new parks, plazas, and other open spaces.
10. **SAFE PARKS.** Utilize CPTED (Crime Prevention through Environmental Design) strategies to improve safety in new and existing parks by adding appropriate lighting and visibility in park facilities; activating parks with programs/community gardens/community events; increasing natural surveillance by trimming surrounding vegetation and allowing views in and out of park spaces; and removing graffiti and maintaining parks.
11. **ESTUDILLO CANAL.** Estudillo Canal should become an attractive, ecologically valuable open space and stormwater amenity over time.

Private Open Space

Private usable open space may be designed as plazas, courtyards, parks, forecourts, rooftop amenities and other common areas designed for pedestrian circulation, outdoor gatherings, recreation, or passive activities. Private open space can also include private balconies and other structured outdoor areas.

Private Open Space Standards

1. **OFFICE USES.** Office development over 20,000 gross square feet shall provide at least 50 square feet of usable open space per 1,000 gross square feet of new development, of which at least 25 feet must be publicly accessible.

2. **RESIDENTIAL.** Residential uses shall provide at least 60 square feet of private usable open space per unit; this can be accommodated in private balconies, terraces, and other private areas, as well as in semi-private common areas or publicly accessible open spaces such as courtyards, forecourts, or plazas.

3. **DIMENSIONS.** New private open space shall comply with the following standards:

- Common open space shall have a minimum 20-foot length in at least one dimension.
- Private open space shall have a minimum 6-foot length in at least one dimension.
- Common open space areas with residential units facing on two opposite sides shall have a minimum width equal to the height of the shortest building facade facing the courtyard.

4. **ALTERNATIVE SPACES.** The City may administratively authorize, as an eligible type of open space, improvements to an alleyway or easement within a square block of the project site.

Examples of common private open space

Private Open Space Guidelines

1. **LOCATION.** Semi-private open space should be located close to and visible from building entrances and/or the street.
2. **LANDSCAPING.** Courtyards and terraces should include vegetation through use of planters, tree grates, and other planting techniques compatible with a hardscape environment.
3. **GREEN ROOFS.** The use of roof gardens, green roofs, and other environmentally sustainable options should be used as semi-private open space in new developments.
4. **OUTDOOR WATER EFFICIENCY.** Beyond the required WELO reductions, the City strongly encourages additional efforts to reduce outdoor water usage.
5. **PLANTING AND LANDSCAPE CHARACTER.** The following guidelines apply to front and side landscaping:
    - Drought-tolerant plant materials should be incorporated into new sites to reduce water use and irrigation requirements.
    - Whenever possible, use native and bay-friendly planting palettes.
    - Implement rainwater harvesting and other features that provide a stormwater retention co-benefit.
    - Mature, existing trees should be preserved whenever possible.
    - Trees should be placed to maximize climate benefits and energy savings. Deciduous trees should be located to allow sunlight to reach buildings during winter months, and to provide shade during summer months.
6. **REAR LANDSCAPING.** Substantial landscaped screening should be planted along the rear of commercial and mixed-use buildings adjacent to residential streets or properties.
7. **FRONT YARD TREES.** Portions of buildings without ground floor commercial spaces should provide trees within the front setback to provide additional screening for those uses. Front yard trees may also be provided in areas with ground floor commercial spaces if they are appropriate to the circulation and visibility needs of the businesses.
8. **EDIBLE LANDSCAPING.** Encourage new development to incorporate edible landscaping for community gardening.
9. **NATURAL SURVEILLANCE.** Outdoor spaces such as courtyards should be placed for visibility from as many residential units as possible. Site entrances should be visible from public streets. Patios, porches, decks, and balconies are encouraged for increased outdoor surveillance capability.
10. **LANDSCAPING FOR SURVEILLANCE.** Encourage proper placement, selection, and maintenance of plant materials that maximizes natural visibility or observation.

Public Art

Public Art can add beauty and character to the streetscape. This enriches the pedestrian experience, fosters identity, and creates a sense of place. It can also encourage community ownership and attachment to an area by providing memorable, publicly accessible destinations and landmarks. The City of San Leandro has an active public art program with a successful track record of establishing public art installations throughout the City.

Public Art Guidelines

1. **ART INTEGRATION.** Art should be incorporated into new development whenever feasible. Art should be placed in visible areas, particularly at intersections or within public or common open spaces. Art may consist of both permanent and temporary installations.
2. **ICONIC PUBLIC ART.** The City should work with property owners to establish one or more iconic art installations in a public place in the Bay Fair Plan Area.
3. **GRAFFITI.** Art, patterns, murals or other means should be used to take away the "blank canvas" to discourage graffiti.
4. **SITE-APPROPRIATE.** The design and placement of art should enhance and be coordinated with other streetscape improvements to ensure a coherent character for a particular area or corridor. Art should be:
    - **Locally-sourced.** New open spaces and private developments should offer opportunities for local artists to exhibit their work.
    - **Interactive.** Interactive art is encouraged, such as pieces that invite user participation or provide sensory stimulation through touch, movement, or sound.
    - **Interpretive.** Art should be used as a means to enhance community understanding of the Bay Fair area's history and cultural assets.
    - **Functional.** Functional art that doubles as seating, wayfinding, or lighting is encouraged.

Signage and Wayfinding

Clear, consistent wayfinding and signage that is appropriately scaled for each user helps pedestrians, bicyclists, and drivers easily access stores, jobs, and housing in the Plan Area. Well-designed signage and wayfinding can also add visual interest, character, and a recognizable district identity.

Signage and Wayfinding Standards

1. **SIGNAGE RELATION TO ZONING ORDINANCE.** Signs shall be subject to the sign regulations contained in the Zoning Code regarding exempt signs, prohibited signs, and general sign regulations, unless otherwise specified in this Bay Fair TOD Specific Plan.
2. **CABINET SIGNS.** Cabinet signs are not allowed.

Signage and Wayfinding Guidelines

1. **IMPROVED WAYFINDING.** New developments adjacent to the BART Station should improve wayfinding signage for persons arriving at the station. This could include signage identifying major destinations within and surrounding the Bay Fair area, bicycle routes, bus routes, and other attractions.
2. **COMMON LIGHTING.** New development should use similar styles of pedestrian lighting as adjacent developments.
3. **CORRIDORS.** New development should include coordinated signage and wayfinding along major corridors, such as East 14th Street and Fairmont Drive.
4. **BART VISIBILITY.** New buildings or alterations located along access routes to BART should work to increase visibility of the BART station.
5. **PARKING ACCESS.** New development should provide signage to lead shoppers and visitors easily to shared parking structures and encourage a "park once" experience.
6. **ICONIC SIGNAGE.** New construction should provide highly visible and iconic signage to improve orientation and wayfinding through the area.
7. **WAYFINDING IN OPEN SPACES.** New open spaces should support wayfinding and provide signage where appropriate.
8. **SIGN MATERIALS.** Signs should be made of durable and high quality materials, such as metal, wood or individual channel letters.
9. **MONUMENT SIGNS.** Monument signs shall be less than 6 feet high.

Examples of a unified district wayfinding palette

Fences

Standards and guidelines for fencing are included below.

Fence Standards

1. **ZONING CODE.** All fencing shall be consistent with the San Leandro Zoning Code.
2. **COMMERCIAL FENCES.** No fences are permitted between commercial uses and any major streets in the Plan Area. Fences to delineate outdoor dining or display areas are allowed up to 42 inches in height. Special uses such as child day care and schools may have fences that exceed this height.
3. **RESIDENTIAL FENCES.** Low fencing and gates are allowed up to 42 inches in height along residential building frontages. These shall be well-designed and detailed with high quality materials to add character and visual interest.
4. **SIDE AND REAR YARD FENCES.** Side and rear yard fences shall be a maximum of 8 feet high.
5. **FENCES ADJACENT TO RESIDENTIAL.** Fences along the rear and sides of parcels shall be a minimum of 7 feet and a maximum of 8 feet high when adjacent to residential land uses, and shall be made of masonry or other substantial and durable screening material.

Fence Guidelines

1. **FENCING MATERIALS.** Fencing shall be made of durable, high-quality materials.
2. **OPACITY.** Outdoor fencing, walls, and other visual barriers shall not be completely opaque so as to create clear line of sight along public and private walkways.

chapter 6

INFRASTRUCTURE + SERVICES

Infrastructure improvements are required to support the Bay Fair TOD Specific Plan Area (Plan Area). The majority of the Plan Area currently consists of shopping centers and parking lots. Redeveloping the area with residential and commercial uses described in this Specific Plan will require significant improvement to and expansion of the underground infrastructure including municipal water, sewer, storm drainage, and fiber optics/broadband networks. Furthermore, the City's General Plan emphasizes conservation, sustainability, efficiency, and waste reduction. Therefore, this Plan envisions to the greatest extent possible the incorporation of reclaimed water projects, solar power generation, solar heating, efficient recycling, storm water pollution prevention and infiltration, and other environmentally sensitive and carbon footprint minimizing infrastructure. The City's vision also emphasizes availability and access to high speed telecommunications. Whether provided by local/community broadband networks, private carriers and/or through private/public partnerships (i.e., LitSL), all new development will be required to offer high quality, reliable internet and other telecommunications services and amenities (i.e., free and public Wifi, cellular technology) in compliance with the Fiber Optics Master Plan currently in the planning stages.

To provide guidance on these topics for the Bay Fair Plan Area, this chapter provides plan-level policy and strategy for the following topics:

- Water Supply
- Reclaimed Water
- Storm Drainage and Flood Control
- Wastewater Collection and Treatment
- Energy (energy production, district energy, micro-grid, electrical, natural gas)
- Telecommunications (fiber optic, cable TV, telephone, and wireless)
- Solid Waste and Recycling
- Police and Fire Services
- Public Schools

Water Supply

East Bay Municipal Utility District supplies and maintains the municipal drinking water to the Specific Plan Area. The Plan Area is bordered by large (30" – 36") water transmission mains on Hesperian Boulevard and East 14th Street as shown in Figure 7.1. These mains have sufficient capacity to serve the Plan Area. Existing infrastructure within the Plan Area, surrounded by Hesperian Boulevard, East 14th Street, and the railroad tracks is limited, and may require construction of new distribution mains. The distribution infrastructure in other areas may also need replacement due to age and supply capacity for fire response purposes.

Water Supply Policies

1. **TIMING OF UPGRADE.** Water infrastructure construction should occur in advance of roadway, bicycle and pedestrian corridor improvements.

2. **LOCATING DISTRIBUTION MAINS.** Generally, distribution mains and valves should be located within major and minor streets. This Plan discourages street connections in place of bicycle and pedestrian corridors. For this reason, it may be necessary to route distribution mains through these corridors. Minimize, to the greatest extent possible the amount distribution main and valves within bicycle and pedestrian corridors.

3. **VALVE ACCESS.** Provide maintenance vehicle access to all water main control valves located within bicycle and pedestrian corridors.

4. **OUTDOOR RECYCLED WATER PLUMBING.** Encourage the installation of "purple piping" plumbing that accommodates future recycled water service in all outdoor landscaping areas that will require watering.

Reclaimed Water

The San Leandro Water Reclamation Facility (WRF) and the Oro Loma Sanitary District (OLSD) provide treated and reclaimed wastewater to users within and outside of the City of San Leandro. Currently, reclaimed water is being used primarily to irrigate golf courses. Provisioning of reclaimed water to the Plan Area from these two facilities would require approximately five miles of pipeline infrastructure (purple pipe) from the WRF and approximately three miles of pipeline from OLSD to reach the Plan boundary.

An alternative to expanding the treatment capacity at the WRF or OLSD facilities and constructing miles of purple pipe to the Plan Area is to install a package reclaimed water treatment system and storage tank. A package system can be sized to meet the demands for landscaping and other uses. All waste generated by this local treatment can be discharged back into the wastewater collection system for treatment by OLSD.

Construction of reclaimed water infrastructure from either treatment plant or a centrally located package treatment system within the Plan Area would advance the City's General Plan policy to "deliver high quality reclaimed water for landscaping, industrial use, and other non-potable applications."

Reclaimed Water Policies

1. GENERAL PLAN POLICY CSF-6.6, RECLAIMED WATER SYSTEM. Continue the expansion of the reclaimed water system, and the delivery of high quality reclaimed water for landscaping, industrial use, and other non-potable applications as they become financially feasible. Employ advanced technology so that reclaimed water can eventually be made available to all households.
2. GREEN STREET INFRASTRUCTURE. The availability of reclaimed water is beneficial to water conservation and for supporting street rain gardens during dry period. Vegetation, including grasses, flowers, trees and bushes, can be maintained with reclaimed water in place of municipal drinking water.
3. RESIDENTIAL AND COMMERCIAL IRRIGATION. With the availability of reclaimed water and as permitted by health codes, irrigation of landscaping should be required from reclaimed water source and metered with dedicated water meters, if metered usage is required by the City or the water district.
4. INDOOR AND OUTDOOR RECYCLED WATER. Encourage innovative indoor and water recycling techniques such as rainwater capturing systems, use of cisterns, dual plumbing, and installation of greywater recapture systems.

Storm Drainage and Flood Control

All of the drainage within and surrounding the Plan Area flows to the Estudillo Canal Flood Control Channel (Canal) which bisects the project area, as shown in Figure 7.2. Within this Plan Area, stormwater will be collected with drainage inlets and conduits that discharge into the Canal. The Canal is owned and operated by the Alameda County Flood Control & Water Conservation District while the area drain system will be owned and maintained by the City.

Portions of the Plan Area are presented as being within a Special Flood Hazard Area (SFHA) "AH (El. 33)" by the effective Flood Insurance Rate Map. Zone AH is designated as "areas with a 1% annual chance of shallow flooding, with an average depth ranging from 1 to 3 feet. The "base flood elevation" is determined as elevation 33 feet (NAVD 88).

The Alameda County Flood Control and Water Conservation District is developing alternatives for improvements to the canal in order to gain capacity for the 1% annual chance flood, thus eventually removing the Plan Area from the SFHA. Significant improvements to the Canal and channel crossings, through the Bay Fair TOD, may include the following, but not limited to: channel improvements, floodwalls, culverts, and elevating road crossings. The channel crossings that may or may not require improvements include: Union Pacific Railroad, existing maintenance bridge, Hesperian Blvd, BART, pedestrian walkway bridge, Bayfair Dr, Coelho Dr, and E. 14th St. Further analysis is required to determine the level of improvements. Although work will begin on the canal, downstream near the San Francisco Bay, funding and schedule for the reach through the Plan Area is currently under development.

The City is party to the San Francisco Bay Region Municipal Regional Stormwater NPDES Permit, Order R2-2015-0049 (MS4). This permit requires the incorporation of Low Impact Development (LID) and Stormwater Treatment technologies in new development and redevelopment projects, in order to mimic the natural hydrology of the lands prior to disturbance. The objective of LID and post-construction BMPs for stormwater is to reduce runoff and mimic a site's predevelopment hydrology by minimizing disturbed areas and impervious cover and then infiltrating, storing, detaining, evapotranspiring, and/or biotreating stormwater runoff close to its source. LID employs principles such as preserving and recreating natural landscape features and minimizing imperviousness to create functional and appealing site drainage that treats stormwater as a resource, rather than a waste product. Practices used to adhere to these LID principles include measures such as rain barrels and cisterns, green roofs, permeable pavement, preserving undeveloped open space, and biotreatment through rain gardens, bioretention units, bioswales, and planter/tree boxes. The Plan must incorporate these permit requirements during construction and maintain BMP facilities in perpetuity.

Storm Drainage and Flood Control Policies

1. FLOODPLAIN. Pursue regulatory approaches that avoid the future expansion of the floodplain and avoid flooding risks for new development.

2. LOW IMPACT DEVELOPMENT MEANS AND METHODS. Promote the use of Low Impact Development (LID) techniques to mitigate the impact of stormwater runoff, both for individual sites and as a coordinated district-wide effort. This includes the use of rain gardens, cisterns, rain barrels, infiltration, retention, on-street swales, vegetated areas, permeable pavement, vegetated roofs, on-site wastewater reuse systems, and other LID best practices. This Specific Plan encourages adequate site design measures that may include minimizing land disturbance and impervious surfaces (especially parking lots); clustering of structures and pavement; directing roof runoff to vegetated areas; use of micro-detention, including distributed landscape-based detention; preservation of open space; protection and/or restoration of riparian areas and wetlands as project amenities. reducing impervious surfaces (especially parking lots); clustering of structures and pavement; directing roof runoff to vegetated areas; and the use of micro-detention as project amenities.

3. FLOOD CONTROL PROJECTS. In coordination with efforts by the Alameda County Flood Control District, pursue capital improvements to reduce or remove Special Flood Hazard Areas from within the Specific Plan Area. This includes, but may not be limited to, improvements to the Estudillo Channel, expansion or naturalization of the Estudillo watercourse, creation of floodwalls, and elevation of road crossings.

4. 10-YEAR LEVEL OF PROTECTION. 10-year peak flows should be contained within the drainage system constructed for the Plan Area.

5. IMPROVEMENT TIMING. Major stormwater infrastructure upgrades should occur in advance of roadway, bicycle and pedestrian corridor improvements.

6. GREEN STREET INFRASTRUCTURE. Utilize roadside stormwater capture, infiltration, and treatment technologies that meet the intent of the MS4 permit and that are compatible with the character of the Specific Plan Area. Some technologies may include rain gardens and permeable paving roadside parking.

Wastewater Collection and Treatment

Wastewater within the Specific Plan Area is maintained by the Oro Loma Sanitary District. An existing sewer trunk bisects the Plan Area as shown in Figure 7.3. Wastewater generated north of Thornally Drive between Hesperian Boulevard and East 14th Street can flow through a new gravity system in a southerly direction and discharge to the existing trunk. Wastewater generated west of Hesperian Boulevard can be collected in existing sewer trunks within Hesperian Boulevard, north and south of the railroad tracks.

The Oro Loma Sanitary District has indicated that the existing trunk systems have sufficient capacity for growth related flow anticipated from the Plan Area; however, large new development projects or projects requiring discretionary review in the Plan Area must identify any impacts to the wastewater collection systems and the treatment system, which may require a sewer capacity study. There are limited public sewer mains within the Plan Area to serve redevelopment so this Specific Plan assumes new sewer mains will be constructed as part of new development.

The wastewater treatment plant is jointly owned by Oro Loma Sanitary District and the Castro Valley Sanitary District. With a treatment capacity of 20 million gallons per day (mgd) and current demand of approximately 12 mgd, it is anticipated that the plant will have sufficient available capacity for all additional Plan Area flows without the need to upgrade the facility.

Wastewater Collection and Treatment Policies

1. TIMING OF UPGRADE. Sewer infrastructure upgrades should occur in advance of roadway, bicycle and pedestrian corridor improvements.
2. LOCATING OF SEWER MAINS AND MANHOLES. Generally, sewer mains and manholes should be located within major and minor streets. This Plan discourages street connections in place of bicycle and pedestrian corridors. For this reason, it may be necessary to route sewer main through these corridors. Minimize, to the greatest extent possible the amount sewer main and number of manholes within bicycle and pedestrian corridors.
3. MANHOLE ACCESS. Provide maintenance vehicle access to all manhole located within bicycle and pedestrian corridors.
4. WASTEWATER SYSTEM IMPACTS. New development projects over 1 acre in size must identify impacts to the wastewater collection system and the treatment system, including a sewer capacity study if requested by the City. Projects may be required to construct new sewer mains as part of the development process.

Energy

A keynote goal of the City is to expand renewable energy resources, promote energy efficiency and energy conservation. This Plan introduces a unique opportunity to fulfill the goal significantly by redeveloping the area with renewable energy technologies such as roof top and parking canopy solar power generation and solar heating. PG&E supplies electrical and gas services to the Plan Area and surrounding region.

Energy Policies

1. RENEWABLE ENERGY. Support the development and application of renewable energy technologies such as active, passive, and photovoltaic solar energy; fuel cells; and other sustainable sources.
2. ENERGY MICRO-GRID. Strongly encourage new and existing buildings to integrate and contribute to City efforts to develop an energy micro-grid which produces and distributes energy in a non-centralized system reliant on renewable sources such as solar.
3. DISTRICT ENERGY. Allow and encourage shared heating and cooling between multiple buildings and other "district" energy and shared energy systems in the Bay Fair area.
4. ENERGY-EFFICIENT INFRASTRUCTURE. When installing new public infrastructure such as streetlights, traffic signals, water conveyance pumps, use energy-efficient models and systems whenever possible, incorporating new technologies as they become available.
5. ENERGY INNOVATION. Support new and innovative energy technology, with the objective of reducing dependence on fossil fuels, reducing greenhouse gas emissions, and using energy more efficiently.
6. GREEN BUILDING. Ensure the enforcement of California Green Building Code requirements and the continued use of green building checklists during the permitting of major residential and non-residential construction.
7. WIND TURBINES. Develop and promote City's guidelines for use of wind turbines where aesthetic and environmental concerns can be sufficiently addressed.
8. ELECTRICAL SERVICE. Encourage partnerships with PG&E for the procurement of electrical service from renewable, sustainable and green sources.
9. COMMUNITY CHOICE AGGREGATION (CCA). Continue to participate in Alameda County's Community Choice Aggregation (CCA) program, which allows homes, businesses, and municipal facilities to buy and/or develop power on their own behalf.
10. ELECTRIC VEHICLE CHARGING STATIONS. Support the development of a network of electric vehicle charging stations throughout the Plan Area.

Telecommunications

The City of San Leandro participates in a public/private partnership with LIT San Leandro to offer high speed internet and telecommunication to its local businesses. The Plan Area is situated along this fiber optic loop that runs through Hesperian Boulevard. The service is currently focused toward business connectivity; however, this Specific Plan incorporates medium to large multifamily residential complexes that can be structured as a community service district to offer the service to individual households.

The City is currently developing a long-range Fiber Optics Master Plan to guide the expansion, development, and policies needed to build and sustain broadband, wireless and other "smart city" services. Through a combination of public/private partnerships (i.e., Lit San Leandro), municipal networks (i.e., "SL WiFiber," which is the City's free, public Wi-Fi service), and services from private carriers (i.e., AT&T and Comcast), the City intends to sustain its leadership in broadband and innovation. The Plan Area is situated along the Lit San Leandro fiber optic loop that runs through East 14th Street and Hesperian Boulevard. The broadband internet focus is currently toward business connectivity; however, the Fiber Optics Master Plan will explore relevant models to ensure the delivery of reliable, affordable, high speed broadband services to new residential development areas such as the Plan Area.

Telecommunications Policies

1. FIBER OPTIC. Develop a plan to expand current fiber optic networks throughout the Plan Area to attract new high-tech businesses and provide new hotel development with a significant amenity to business travelers.

2. LIT SAN LEANDRO. Leverage the City's partnership with LIT San Leandro to offer gigabit internet service to the businesses within the Plan Area. Identify the feasibility to provision the service to the residential community.

3. TELECOMMUNICATIONS. Require all new development projects to incorporate broadband infrastructure in their planning and construction. All development projects shall install telecommunications infrastructure in accordance with the City's Fiber Optics Master Plan currently in the planning stages, from the local carriers or LIT San Leandro.

4. CELLULAR TOWERS. Wireless facilities, including "macro" cellular towers, shall conform to the City's Wireless Telecommunication Ordinance that establishes guidelines for wireless facilities. The ordinance seeks to direct towers to non-residential areas, limit their total extent and reduce their visual impacts, and encourage the co-location of equipment on existing towers wherever possible. (Note: the trend is moving towards "small" cell installations, such as current 4G and 5G cellular networks designed for installation on public right-of-way, which the Fiber Optics Master Plan will address.)

5. INTERNET OF THINGS (IoT). Encourage network infrastructure on hardware and software levels that accept cyber-physical systems from smart-connected objects and infrastructure systems (energy, waste, water, mobility, etc) to create data-driven "Smart City" operations. Align with the City's developing Smart City and Telecommunications Plan, and leverage existing networks such as the 6LoWPAN network (simple, low throughput wireless network) deployed on city streetlight poles.

Police and Fire Services

The City of San Leandro is served by the San Leandro Police Department and the Alameda County Fire Department (ACFD). The Plan Area will also be served by these departments. The Police Department's headquarters are located approximately 2.15 miles northwest of the Plan Area along East 14th Street. Additional policing of the Plan Area is undertaken by the Bay Area Rapid Transit (BART) Police Department's Bay Fair BART Substation. ACFD Station 24 is closest to the Plan Area, located about four blocks southeast of the Plan Area Boundary along East 14th Street.

The implementation chapter of this Plan includes ongoing actions for coordination of public safety and policing efforts in the area. The urban design chapter includes multiple strategies to encourage Crime Prevention through Environmental Design (CPTED), including more "eyes on the street," beautification and maintenance, and better differentiation of public and private space.

Public Schools

The City of San Leandro is served by two school districts: the San Leandro Unified School District (SLUSD) and the San Lorenzo Unified School District (SLZUSD). The SLUSD serves about three-quarters of the City's students, while the SLZUSD serves the remaining one-quarter. Most of the SLZUSD is beyond San Leandro's boundaries, since it also includes the unincorporated communities of San Lorenzo, Ashland, Cherryland and parts of the city of Hayward. Schools operated by SLZUSD that serve the Bay Fair Plan Area include Hesperian Elementary School, Corvallis Elementary School, Grant Elementary School, Edendale Middle School, Washington Manor Middle School, and San Lorenzo High School.

There are currently no schools located within the Plan Area, although schools would be an allowable use for the Plan Area if developed in the future, as described in the Specific Plan's Land Use Chapter and the City's municipal zoning code. The Environmental Impact Report (EIR) for the Bay Fair TOD Specific Plan includes an evaluation of potential impacts and demand for schools as a result of this plan.

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NO PARKING

chapter 7

IMPLEMENTATION

This chapter describes the implementation activities and strategies needed to fulfill the vision of the Bay Fair TOD Specific Plan. Implementation of the Specific Plan will require a comprehensive approach that includes private sector development, City actions and resources, and coordination with partners and stakeholders such as BART, Alameda County, property owners, and community members. Development standards in the Specific Plan will guide future investment, with larger residential and non-residential projects providing public benefits, and all developments contributing their fair share to district-wide improvements. Together, these projects will incrementally transform the Plan Area into a more vibrant, successful, and transit-oriented area.

Implementation Actions and Programs

This section lists implementation actions and programs needed to achieve the vision for the Bay Fair TOD Specific Plan. The list of actions in Table 7.1 is organized according to timeframe – short-term, medium-term, and ongoing – and identifies the party responsible for implementation. Different implementation actions may overlap or shift into a different timeframe depending on development timing and funding availability, and the timeframe for different actions could be adjusted over time. Since much of the development in the Bay Fair area will be opportunistic and dependent on market forces over time, the exact timing of many implementation actions is contingent on future development activity.

Actions are categorized as follows:

- **Short-term (2017 to 2019).** Short-term actions include many of the immediate policies, programs, and planning of capital priorities that lay the groundwork for the incremental transformation of the Bay Fair area. These early actions will start to establish the partnerships, organizational structures, and funding mechanisms that will keep the plan moving forward and position the area for future investment and change.
- **Medium-term (2019 to 2025).** Based on the previous actions completed in the short-term period, the medium-term actions focus on guiding development activity, leveraging any new funding mechanisms, commencing construction of public capital improvement projects, and bolstering the identity of Bay Fair as a TOD district. Some projects and programs may continue past this time period as long-term implementation proceeds.
- **Ongoing.** These actions include programs to cover the life of the Specific Plan Area, including ongoing monitoring, maintenance, and coordination.

Table 7.1 Implementation Actions and Programs

IMPLEMENTATION ACTION	DESCRIPTION	PARTIES INVOLVED
SHORT TERM ACTIONS		
Zoning Map and Zoning Text Amendments	Amend the City's zoning map to reflect adoption of this Specific Plan. Amend the Zoning Ordinance to include the B-TOD zone and Residential and Corridor Transition Overlay Zones.	Planning
General Plan Amendments	Amend General Plan B-TOD Land Use classification to increase existing housing density.	Planning
Inter-Agency Memorandum of Understanding	Create an inter-agency Memorandum of Understanding (MOU) between BART, Alameda County, and the City of San Leandro to guide the provision of policing, parking enforcement, maintenance, and other ongoing services necessary for the ongoing functioning of the Bay Fair area.	Multiple City departments, BART, Alameda County
Property Owner Roundtable	Convene, and promote or facilitate regular meetings of, a Bay Fair landowner roundtable to coordinate on issues of development, infrastructure, shared parking, public realm improvement, safety and policing, and coordinated district improvement. Invited participants should include all landowners in the Bay Fair area, particularly large landowners such as: • BART • Bayfair Center owners • Target • Fashion Faire place owners • Fairmont Square owners • "King Parcel" owners • Century Theatre owners • Owners of other parcels in Bay Fair and along Hesperian Boulevard	Planning, Economic Development, property owners
Collaboration between Stakeholders	Encourage property owners and other stakeholders in the Bay Fair area to coordinate and collaborate on areas of mutual interest for the betterment of the area.	Planning, Economic Development, property owners, businesses, residents, other local partners
Policing and Public Safety	Ensure adequate and appropriate presence of police officers, security workers, community service officers, business improvement staff, and/or other staff to visibly promote public safety and well-being, particularly in areas where crime is common.	Police, BART, Alameda County, property owners
Community Policing	Convene or support the creation of a regularly-meeting tenant and resident group in the Bay Fair area focused on community policing and safety, including neighborhood watch and coordination with law enforcement and existing security services.	Police, BART, Alameda County, property owners, resident groups
County Parking Enforcement	Work with Alameda County to encourage and enhance parking management (such as enforcement of existing parking limitations and exploring a residential permit parking program) to reduce the effect of BART spillover parking on nearby residential neighborhoods in the unincorporated County.	Planning, Police, Alameda County, BART
Multi-Jurisdiction Collaboration	Collaborate with other jurisdictions, including BART and Alameda County, to leverage land and funding sources to develop and preserve affordable housing.	Housing, Alameda County, BART
Improved County Connections	Work with Alameda County to improve pedestrian connections to BART.	Planning, Engineering/ Transportation, Alameda County, BART

Landscape Maintenance	Work with the San Leandro Public Works department to ensure regular maintenance and upkeep of medians, landscape area, and vegetated open spaces in and near the Bay Fair area.	Public Works
Housing Developer Collaboration	Collaborate and partner with nonprofit affordable housing and private developers to produce subsidized, income-restricted housing units within the Bay Fair TOD Specific Plan Area.	Housing, nonprofit affordable housing developers, private developers
Coordinate Parking with BART	Negotiate shared parking policies and/or structures with BART.	Planning, BART
Affordable Housing Funding Sources	Identify and dedicate funding to develop affordable housing in the Bay Fair TOD Specific Plan area. • External Funding Sources: Reduce feasibility constraints for new affordable housing through identifying and leveraging external funding sources, such as state, federal, and regional programs. • Municipal Funding: Expand and grow city-level funding for affordable housing, and target resources to the Plan Area. • District-Level Funding: Assess the potential to create local district-level funding sources	Housing, Planning
Short Term Mechanisms for Funding Shared Infrastructure Needs	Explore and adopt tools to ensure early developers will contribute to district wide infrastructure projects later. For example, the City could establish procedures for a Memorandum of Understanding (MOU) or other formal agreement that specifies the standards and conditions that ensure early developers contribute their fair share of costs associated with shared infrastructure needs. These needs and costs may not be immediately clear until the further recommended studies are completed.	Planning, Engineering/ Transportation, Public Works, property owners
Long Term Funding	Study options for establishing long-term funding and financing mechanisms and sources to address district wide needs. This may require building property owner support for new sources, such as district-based mechanisms or development impact fees (as described later in this chapter).	Planning, Engineering/ Transportation, Public Works
Detailed Infrastructure and Phasing Studies	Conduct detailed infrastructure studies to assess and evaluate district wide needs related to the Specific Plan's infrastructure and streetscape improvements. This study should determine shared infrastructure improvements that can help incentivize development activity but are not attributable to any specific development or property owner. The study should also determine costs and phasing options for these infrastructure needs.	Planning, Engineering/ Transportation, Public Works, Economic Development
Renters and Homeowners Assistance	Use citywide resources and programs to assist current Bay Fair Specific Plan area renters and homeowners at risk of displacement.	Housing, partner non-profit agencies
MEDIUM TERM ACTIONS		
Pedestrian-scale lighting plan	Develop a comprehensive plan for pedestrian-scale light in the plan area.	Engineering/Transportation, property owners
Signage and Wayfinding Program	Create a comprehensive signage and wayfinding program emphasizing public art and links to the BART and downtown San Leandro, identifying short-term, medium-term, and long-term priorities.	Planning, Economic Development, property owners

Public Art	Actively work with the City's public Arts Commission and Bay Fair property owners to identify and install one or more major pieces of public art in the Bay Fair area.	Planning, Economic Development, Recreation and Human Services, property owners
Bay Fair/Bayfair Naming Consistency and Branding	To achieve consistency and coordinated branding, work with Madison Marquette to adopt the name "Bay Fair" instead of "Bayfair." Alternatively, work with BART and other property owners in the area to adopt the name "Bayfair" to be consistent with the Bayfair Center.	Planning, Economic Development, property owners, BART
Thornally/Coelho Naming Consistency	To improve wayfinding and orientation in the area, work with Alameda County to establish a single consistent name for the street that connects Hesperian Boulevard with 159th Avenue, currently called "Thornally Drive" in the City and "Coelho Drive" in the County. Consider the single street name of "Thornally Drive," "BART Avenue," a name selected tenants or residents to brand the area, or another single name for this entire stretch of street.	Planning, Economic Development, Alameda County
East Bay Greenway	Establish the East Bay Greenway through the Bay Fair area, in collaboration with the Alameda County Transportation Commission, Alameda County, BART, and other relevant agencies.	Public Works, Engineering/ Transportation, Alameda County Transportation Commission, Alameda County, BART, other agencies
Public Infrastructure	The City should commence the first phases of construction of public improvements, as outlined in detailed infrastructure studies.	Public Works, Engineering/ Transportation, public agencies
ONGOING ACTIONS		
CalTrans Coordination	Continue to coordinate with CalTrans for any necessary design exceptions or design improvements to the East 14th Street right-of-way	Planning, Engineering/ Transportation, CalTrans
Public Benefits List	Maintain and update a prioritized list of priority public benefits projects or improvements in anticipation of future development applications.	Planning, Engineering/ Transportation
Parks and Public Space	Work with nearby residents, employers, and property owners to identify areas where new public space, plazas, and neighborhood-serving parks may be added.	Recreation and Human Services, residents, employers, property owners
Maintenance and Repair	Regularly identify, report, and repair broken or vandalized property, facilities, and public spaces in the Bay Fair area.	Property owners, residents, Public Works
Public Parking	Identify potential sites and areas where public parking would be beneficial. Look for opportunities to acquire sites as they become available.	Planning, Engineering/ Transportation, Public Works
Affordable Housing Opportunity Sites	Identify housing opportunity sites in the Bay Fair area to be prioritized for inclusion in the Housing Element and for development of affordable housing.	Planning, Housing
Inclusionary Housing	Encourage new market-rate housing development in the Bay Fair area to exceed citywide inclusionary housing requirements.	Planning, Housing
Additional Incentives for Workforce Housing	Prioritize use of available citywide incentives to promote new development of affordable and workforce housing projects in the Bay Fair area.	Housing
Residential Parking Program	Work with surrounding neighborhoods in San Leandro and with Alameda County and nearby unincorporated County neighborhoods to implement permitted residential parking programs to limit long-term parking by BART users in residential neighborhoods.	Planning, Housing

Infrastructure Capital Improvements

This section consolidates the list of capital improvements from other chapters of the Specific Plan. It describes improvements by topic, (e.g. transportation, stormwater system, water system, reclaimed water system, and sanitary sewer) and provides details on the cost, benefit allocation, and timing for each project. Specific funding mechanisms for these projects are described in the Funding Strategy Section beginning on page 132.

Figures 7.1, 7.2, and 7.3 show concepts for how water, stormwater, and wastewater infrastructure can be integrated into the future street grid as it is created, although the final location of this infrastructure is dependent on physical constraints, development phasing, and other design details.

Water System Improvement Projects

There is limited existing water infrastructure within the Plan Area; however, there are large transmission mains ranging in size from 12-inches to 36-inches that surround and bisect it. All new water supply infrastructure that will serve the Plan Area is assumed to be 12-inches. Figure 7.1 shows the proposed location of this infrastructure, in addition to the existing transmission mains.

The planning level cost of these studies and the shared backbone infrastructure is provided in Table 7.2.

Service for the Hesperian Boulevard corridor are intended to be designed and constructed with development so no costs are provided for these areas.

Table 7.2 Water System Improvement Projects

PROJECT	DESCRIPTION	EST. PROJECT TOTAL COST (IN 2017 $)	ESTIMATED PROJECT TIMING
Urban Water Management Plan	Review Urban Water Management Plan to verify that the Bay Fair Specific Plan conforms to all constraints and policies.	$15,000	Immediate
Water Supply Study	Prepare Water Supply Study to identify pressures, pipe sizes and locations of backbone infrastructure to support peak hour and fire flow demands. The study should detail infrastructure improvements and provide phasing and buildout guidance related to the Specific Plan.	$25,000	Medium
Water Supply Backbone	Construct Water Supply Backbone infrastructure before or during future street and right-of-way construction in coordination with future development, as shown in Figure 7.1.	$7,500,000	Ongoing
Total Potential Water System Improvements		**$7,580,000**	

Figure 7.1: Water System Improvements

Note: All proposed pipe sizes are assumed to be 12 inches.

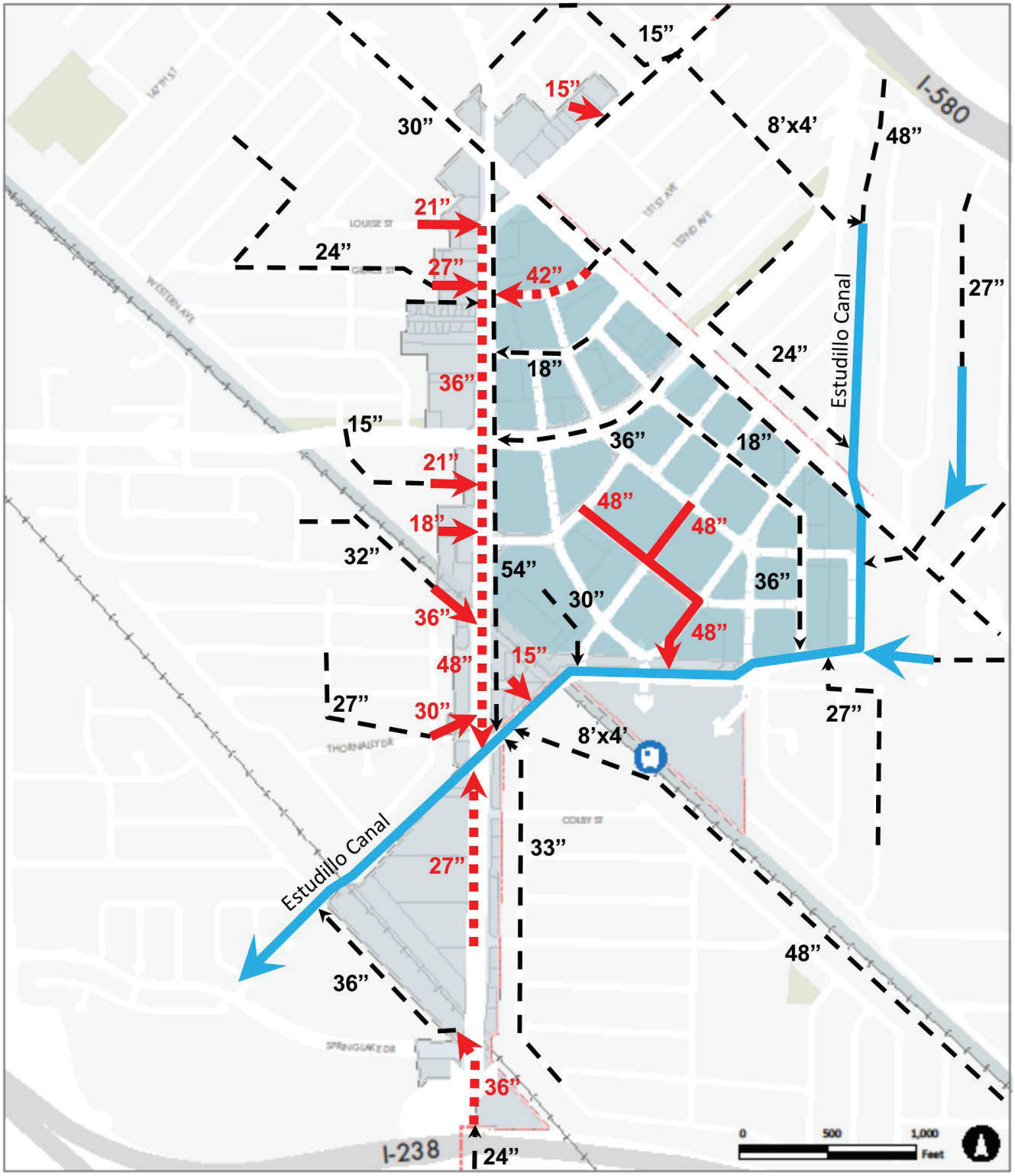
Stormwater System Improvement Projects

There is limited existing water infrastructure within the Plan Area; however, there are large gravity mains ranging in size from 8-inches to 54-inches that surround and bisect it. All new stormwater supply infrastructure that will serve the Plan Area is assumed to be 12-inches. Figure 7.2 shows the proposed location of this infrastructure, in addition to the existing transmission mains.

Table 7.3 Stormwater System Improvement Projects

PROJECT	DESCRIPTION	EST. PROJECT TOTAL COST (IN 2017 $)	ESTIMATED PROJECT TIMING
Storm Drainage Master Plan	Prepare master plan that removes the Bay Fair Specific Plan Area from its Special Flood Hazard Area designation on Flood Insurance Rate Maps. The new Master plan should detail infrastructure improvements and provide phasing and buildout guidance related to the Specific Plan.	$150,000	Immediate
Construct Stormwater Drainage Backbone	Construct Stormwater Drainage backbone before or during street and right-of-way construction in coordination with future development, as shown in Figure 7.2.	$2,130,000	Medium
Estudillo Canal Stormwater Improvements	In coordination with property owners and the Alameda County Flood Control District, construct Flood Control Improvements along Estudillo Canal.	$13,580,000	Medium
Total Potential Stormwater System Improvements		**$15,860,000**	

Figure 7.2: Stormwater System Improvements



Wastewater Collection and Treatment Improvement Projects

There is limited existing infrastructure within the Plan Area; therefore, it is generally assumed that new wastewater collection system backbone infrastructure is needed to serve the entire Plan Area. Figure 7.3 depicts the proposed backbone infrastructure for cost estimating purposes. The proposed collection system can connect to existing trunks at locations approved by the Oro Loma Sanitary District.

The pipe sizes and locations are based upon highest demand condition of all the scenarios envisioned in this Specific Plan. A Wastewater Collection System Master Plan should be prepared that identifies specific backbone improvements needed to serve the Plan Area once more refined development plans are completed.

In some scenarios, proposed building development would be built over existing sewer trunk on the east side of the Plan Area. In these cases, the trunk must be relocated; therefore a reconstruction cost is estimated.

Table 7.4 provides planning level project costs based upon serving the Plan Area with shared backbone infrastructure. Infrastructure cost to serve each development would be borne by future developments.

Service for the Hesperian Boulevard corridor is intended to be designed and constructed with development so no costs are provided for these areas.

Table 7.4 Wastewater Collection and Treatment Improvements Project

PROJECT	DESCRIPTION	EST. PROJECT TOTAL COST (IN 2017 $)	ESTIMATED PROJECT TIMING
Prepare Wastewater Collection System Study	Prepare Wastewater Collection System Sewer Study to identify system demands, necessary sewer trunk reconstruction, collection system pipe sizes, and location of connections to trunk system.	$80,000	Medium-term
Sewer Trunk Rerouting & Reconstruction	Reconstruct or relocate regional sewer trunk as necessary based upon future development of Bay Fair Specific Plan Area.	$1,600,000	Medium-term
Wastewater Collection Backbone	Construct wastewater backbone before or during street and right-of-way construction in coordination with future development, as shown in Figure 7.3.	$14,000,000	Ongoing
Total Potential Wastewater Collection Improvements		**$15,680,000**	

Figure 7.3: Wastewater Collection Improvements

Note: All proposed pipe sizes are approximate.

Reclaimed Water Improvement Projects

The Oro Loma Sanitary District provides reclaimed wastewater to the Skywest Golf Course located next to the Hayward Airport. The golf course is approximately 1 mile east of the treatment plant. The closest available reclaimed water is at this treatment plant. With upgrades to the treatment plant and the construction of a 3 mile pipeline, reclaimed water could serve the Plan Area. While reclaimed water may be available at the San Leandro Water Reclamation Facility (WRF), this facility was not considered because the pipeline to reach the Plan Area is two miles farther than the Oro Loma facility.

If constructed, this pipe could also serve south San Leandro, San Lorenzo and Ashland, at a minimum. Therefore, the preparation of a Reclaimed Water Master Plan is recommended to determine the appropriate pipe size, location, treatment plant improvements, pump station improvements and costs needed to serve both the Plan Area and potential future landscape corridors, parks and industry.

The planning level costs provided in Table 7.5 only include estimates to extend a transmission main to the middle of the Plan Area and the backbone service main for irrigation of landscaping and streetside rain gardens. The backbone is assumed to be provided wherever municipal water backbone is constructed. Therefore, Figure 7.3 also shows the proposed location of the reclaimed water infrastructure within the Plan Area.

A cost estimate to install a localized recycled water treatment plant is not provided here because the demand from the Plan Area was not analyzed for this Specific Plan and it is assumed that the cost provided in project "R-2" ("Upgrade OLSD Treatment Plant and Construct Reclaimed Water Transmission") is judged to be greater or equal to the cost to construct a localized recycled water treatment plant.

Table 7.5 Reclaimed Water Improvements Projects

PROJECT	DESCRIPTION	EST. PROJECT TOTAL COST (IN 2017 $)	ESTIMATED PROJECT TIMING
Reclaimed Water Decision	Determine whether reclaimed water will be extended to the Bay Fair TOD Specific Plan area.	No Cost	Short-term
Reclaimed Water Master Plan	If reclaimed water is pursued, create a reclaimed Water Master Plan.	$120,000	Medium
Reclaimed Water Treatment & Transmssion Main	If reclaimed water is pursued, upgrade WRF or OLSD reclaimed water facilities and construct transmission mains between the treatment facilities and the Plan Area. Alternatively, install a localized package recycled water treatment plant.	$18,000,000	Medium
Reclaimed Water Backbone	Construct reclaimed water distribution before or during street and right-of-way construction in coordination with future development.	$7,500,000	Medium
Total Potential Reclaimed Water Improvements		**$25,620,000**	

Street and Public Space Capital Improvement Projects

Transforming the Bay Fair TOD Specific Plan Area into a walkable, bikeable, and transit-oriented environment will involve a combination of public and privately-funded infrastructure improvements. Some will happen as part of future private development, including new internal local streets and sidewalk and pedestrian improvements. These are shown in the Specific Plan, which requires internal streets, pedestrian-oriented frontages and connections, and new open spaces as parcels develop over time.

Other projects – such as the re-designs of Fairmont Avenue and Hesperian Boulevard, major intersection improvements, and stormwater improvements to the Estudillo Canal – may involve public capital and coordination. These are listed in Table 7.6 below.

Table 7.6 Street and Public Space Improvement Projects

PROJECT	DESCRIPTION	ESTIMATED PROJECT TIMING
Estudillo Canal	In coordination with property owners and the Alameda County Flood Control District, create at least one large open space adjacent to the Estudillo Canal that also provides a stormwater management function.	Medium-Term
Fairmont Road Diet	Install the Fairmont Drive road diet and buffered bike lanes, as described in Specific Plan concepts.	Medium-Term
Hesperian Road Diet	Install the Hesperian Boulevard road diet and buffered bike lanes, as described in Specific Plan concepts.	Medium-Term
East 14th Road Diet	Install the East 14th Street redesign and sidewalk extension as described in Specific Plan concepts, in coordination with CalTrans.	Medium-Term
Major Intersection Improvements	Intersection pedestrian crossing improvements along East 14th Street and Hesperian Boulevard.	Medium-Term

Funding and Financing Strategy

The Bay Fair TOD Specific Plan specifies new public infrastructure and amenities required to support the emergence of a walkable, transit-oriented village with residential, commercial, and retail uses. This funding and financing strategy aligns potential funding sources and mechanisms with the types of improvements included in the Plan, and provides a framework for determining responsibilities for constructing and funding improvements. The previous "Implementation Actions and Programs" table specifies detailed steps for selecting and applying specific funding sources to improvements, based on further study of infrastructure costs, phasing, and responsibilities.

Private sector developers, investors, and property owners will drive new investment and construction in the Plan Area. Therefore, it is envisioned that many future improvements planned for the Specific Plan area will be achieved through development by the private sector, including meeting on-site development standards, paying existing and possible future fees, and other funding and financing mechanisms that could apply to all future development.

The City's funding and financing strategy – which will evolve over time – should ensure that smaller and more immediate development can move forward while also ensuring all development projects contribute to shared district-wide infrastructure needs. Bayfair Center and the BART station are major redevelopment opportunity sites that could transform the Bay Fair area, yet projects may take longer to deliver at these properties due to competing public priorities, multi-party reciprocal easement agreements, and long-term leases with retail tenants. Given these complications, the selected funding mechanisms must recognize that development is likely to move forward on other smaller parcels prior to the Bayfair Center and BART sites.

The City of San Leandro should take a proactive role in creating development opportunityies and momentum by leading coordination for constructing basic infrastructure (e.g., water supply, stormwater, wastewater systems, etc.), and the public realm improvements (e.g. streetscape, bike lanes, open space along Estudillo Canal, etc.). The City may choose to proactively fund and construct the public realm improvements as a means of shifting perceptions of the Bay Fair area and encouraging parallel private and other public (i.e. Alameda County, BART, etc.) investment. Additionally, the City should adopt short-term tools to ensure early development projects pay their fair share towards shared district-wide infrastructure needs triggered by growth, despite the additional time required for the City to complete detailed studies to understand costs, phasing, and shared responsibilities for implementing these infrastructure improvements.

Funding and Financing Sources and Mechanisms

A spectrum of potential funding sources and mechanisms exist for implementing the improvements identified in the Bay Fair Specific Plan. In many cases, multiple funding sources will need to be combined in order to pay for specific projects, as shown in Table 7.7. This section describes these sources and mechanisms and their potential uses in the Plan Area.

Although the terms "funding" and "financing" are often used interchangeably, there is an important distinction between the two terms. "Funding" typically refers to a revenue source such as a tax, fee, or grant that is used to pay for an improvement. Some funding sources, such as impact fees, are one-time payments, while others, such as assessments, are ongoing payments. "Financing" involves borrowing against future revenues by issuing bonds or other debt instruments that are paid back over time through taxes or fee payments, enabling agencies to pay for infrastructure before the revenue to cover the full cost of the infrastructure is available.

Funding for improvements in the Plan Area can come from a mix of developer contributions (both required and negotiated), city resources, grants, and potential new district-based "value capture" mechanisms. Major categories of funding sources and examples are described below.

Table 7.7 Funding Source Categories, Examples, and Timing of Availability

CATEGORY	SOURCE	ESTIMATED PROJECT TIMING
City Resources	General Fund Capital Improvement Program	Ongoing, and often immediately available if prioritized by the community
Developer Contributions	Development Standards CEQA Mitigations Impact/ In-Lieu Fees Negotiated Agreements Fee Credits/ Reimbursement Agreements	One-time, as development activity occurs
District-Based Tools	Assessment District Community Facilities District Enhanced Infrastructure Finance District	Ongoing, and grows over time. Some sources allow for up-front revenue via bond financing
Outside Sources	Regional, State and Federal Grants User/ service fees	One-time, as sources are typically competitive and timing of availability is uncertain until secured User/service fees are usually paid for ongoing operations and maintenance of existing facilities and services

City Resources

- **GENERAL FUND**. General Fund revenues are primarily used to pay for ongoing municipal services and operations. Both the General Fund and the Capital Improvement Program are critical funding sources for providing up-front, short-term investments to incentivize future private investment activity in the Bay Fair TOD Specific Plan Area.
- **CAPITAL IMPROVEMENT PROGRAM (CIP)**. Infrastructure projects identified in the Bay Fair TOD Specific Plan – including the major capital improvement projects – are candidates for inclusion in the City's Capital Improvement Program, which is updated annually and includes a projection of five years of future infrastructure projects.

Developer Contributions

- **DEVELOPMENT STANDARDS.** Each new development project will contribute to the Bay Fair TOD Specific Plan implementation by meeting requirements regulating each project's land uses, height, density, bulk, parking requirements, on-site circulation, on-site open space, street frontage improvements, and other features. These standards are adopted in the City's Zoning Code Ordinance and must be satisfied in order for a project to be granted approval.
- **CEQA MITIGATIONS.** As a requirement of approval, developers may be required to undertake a number of mitigation measures, such as off-site traffic mitigation as defined by the California Environmental Quality Act (CEQA).
- **IMPACT / IN-LIEU FEES.** Impact and in-lieu fees are one-time fees imposed on new developments to pay for improvements and facilities that either serve the new development or reduce the impacts of the project on the community. Fee revenues cannot be used to fund existing deficiencies in infrastructure. In-lieu fees are payments made instead of meeting an on-site development, while impact fees are required unless the impact is addressed in some other way (if allowed). San Leandro's existing impact fees are dedicated to specific traffic mitigation, street improvements, and parks. The City may also choose to establish fees unique to the Specific Plan through a nexus study.
- **NEGOTIATED AGREEMENTS.** Community benefits are developer contributions that exceed the baseline features required under development standards, environmental mitigation measures, and impact fees. These agreements are typically negotiated for large development projects – often either as a codified condition of approval for projects meeting certain conditions, or in exchange for variances from existing land use regulations – and could potentially be applicable to the larger property holdings in the Bay Fair TOD Specific Plan Area.

- **FEE CREDITS OR REIMBURSEMENT AGREEMENTS.** As part of an impact fee program, the City may establish a system under which a developer can be credited and/or reimbursed for an "oversized" improvement if the improvement will serve more than the development project. Under a fee credit program fee, credits can be provided by the City when a private developer provides public improvements or capital facilities that would otherwise be paid for by the City with impact fee funds. Reimbursement agreements are a form of agreement in which a developer provides infrastructure or facilities that serve the needs of the broader area, which are then dedicated or conveyed to the public. The developer's additional costs are then reimbursed by the City and/or future development projects that benefit from the infrastructure or facility. These programs will require clear procedures for the application, administration, and issuance of fee credits and reimbursements.

Outside Sources

- **GRANT PROGRAMS.** Various federal, state, and regional grant programs distribute funding for public improvements. Because grant programs are typically competitive, grant funds are an unpredictable funding source, and the City of San Leandro must remain vigilant in applying for grants to implement the Bay Fair TOD Specific Plan.
- **USER AND SERVICE FEES.** Other sources can come from user/service fees charged for the use of public infrastructure or services (e.g. stormwater system charges, wastewater collection fees), but generally pay for ongoing operations and maintenance of existing facilities. User fees are unlikely to be a major source of funding for implementation of the Specific Plan.

District-Based Tools

Land-based financing tools are typically associated with new real estate development to generate benefit-based special assessment revenues or property tax revenues to finance improvements through bond repayment or paying for improvements over time. District-based tools provide a stable revenue stream, while ensuring that properties benefiting from improvements also contribute to those public investments. The following table describes the three primary types of district-based funding and financing tools. Note that assessment districts and community facilities districts (CFD) primarily capture additional funding from private entities, while the enhanced infrastructure financing district reinvests growth in public property tax revenues within the district or Plan Area that would otherwise accrue to the City.

A Mello-Roos community facilities district (CFD) would provide a flexible and substantial revenue source against which it is possible to issue bonds for major capital improvements. Revenues can also be used to fund ongoing operation and maintenance expenses. However, passage of a CFD in the Specific Plan Area is likely to be challenging until property owners reach consensus around shared infrastructure needs and a willingness to contribute significant monetary resources toward resolving those needs.

Table 7.8 Summary of Major District-Based Value Capture Tools

FUNDING TOOL	DESCRIPTION	USES	CONSIDERATIONS
Special Assessment Districts	Additional assessment against a range of participants, depending on the type of district and relative benefit received Examples include: Landscaping and Lighting District, Community Benefit District, Business Improvement District, Property-Based Business Improvement District	Most useful for funding ongoing operations and maintenance.	Requires majority vote of paying stakeholders. Increases costs and risk for paying stakeholders. Stakeholders need to perceive a clear benefit for themselves. Impacts paying stakeholders' overall ability to support other taxes, fees, and community benefits. Little financial risk to the City or public agencies; could lead to increased tax revenue based on private reinvestment. Additional City staff time to administer districts could offset some gains
Community Facilities District (Mello-Roos)	Additional assessment on property, levied and varied based on a selected property characteristic (excluding property value).	Infrastructure improvements, development of public facilities, ongoing operations and maintenance.	Requires approval of 2/3 of property owners (by land area) if there are fewer than 12 registered voters residing in the district. Boundaries can include non-contiguous parcels. Fees can be proportionally subdivided and passed on to future property / home owners Increases costs and risk for landowners and homeowners if fees dissuade buyers or reduce achievable sales prices. Impacts paying stakeholders' overall ability to support other taxes, fees, and community benefits.
Enhanced Infrastructure Financing District	Diverts a portion of future General Fund property tax revenues generated within the district to help fund infrastructure projects.	Infrastructure improvements, development of public facilities, affordable housing development.	Formation does not require a local vote, but bond issuance requires a vote of 55 percent of landowners by area if there are fewer than 12 registered voters residing in the district. Does not cost individual property owners additional fees and taxes. Does not divert revenues from schools. Reduces future General Fund revenues by restricting use of the district's future property tax revenue growth. Does not typically generate significant additional revenue above what the City already receives.

Table 7.9 Infrastructure Improvements and Applicable Funding Sources in the Bay Fair TOD Specific Plan

	DEVELOPER CONTRIBUTIONS					DISTRICT BASED MECHANISMS		CITY SOURCES				OTHER SOURCES	
Infrastructure Improvement Categories	Development Standards	CEQA Mitigations of Project Impacts	Impact / In-Lieu Fees	Negotiated Agreements	Fee Credits / Reimbursement Agreements	Assessment District (LLD, PBID, CBD)	CFD	EIFD	General Fund	Capital Improvement Program Funds	Other Regional, State, and Federal Grants	User / Service Fees
Specific Plan Area Major Infrastructure Capital Improvements												
Water System Improvement Projects		X	X	X	X		X	X	X	X	X	X
Stormwater System Improvement Projects		X	X	X	X		X	X	X	X	X	X
Wastewater Collection and Treatment Improvement Projects		X	X	X	X		X	X	X	X	X	X
Reclaimed Water Improvement Project		X		X			X	X	X	X	X	X
Street and Public Space Capital Improvement Projects	X	X	X	X	X	X	X	X	X	X	X	
On-Site Projects												
Water, stormwater, wastewater, reclaimed water connections	X	X		X								
Internal streets and open space	X	X		X