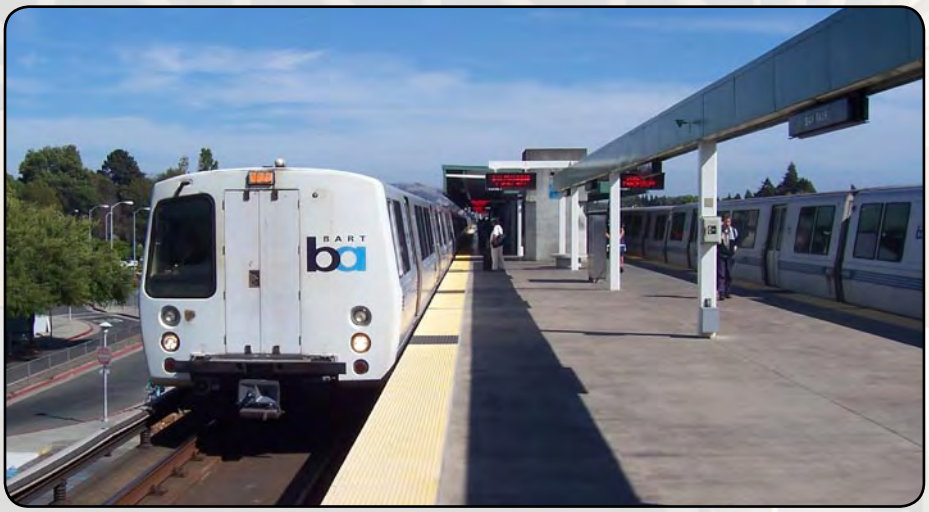
Bay Fair BART
Transit-Oriented Development (TOD) & Access Plan



Final Report

March 2007

Nelson\Nygaard consulting associates

In Association with:
Community Design + Architecture
Fehr & Peers
Strategic Economics
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Table of Contents

Table of Contents ***(continued)***

Table of Figures

PAGE

Chapter 1. Executive Summary

Caltrans awarded BART a Community-Based Transportation Planning Grant to conduct a station area plan around the Bay Fair BART Station. The Plan would provide a vision and framework for Transit-Oriented Development (TOD) opportunities, as well as identify and recommend access improvements. BART and the City of San Leandro also contributed funding for this study.

The study area borders the City of San Leandro and the unincorporated Alameda County area of Ashland and includes the Bay Fair BART Station, Bayfair Center, and East 14th Street and Hesperian Boulevard corridors. Because of its multi-jurisdictional location and complex land and access issues, BART prepared the Bay Fair BART TOD and Access Plan in partnership with the City, County, Caltrans, Bayfair Center and AC Transit.

This area has exciting possibilities as a transit-oriented retail and residential destination. The public policy framework set forth by the City, County, BART and AC Transit favors the creation of an environment at Bay Fair Station area that is higher density, mixed-use and promotes pedestrian, bicycle and transit activities. This framework is further guided by the project Goals and Objectives (Appendix A) to make the Bay Fair Station area "a great place" that is attractive and safe; improve connections to jobs, services and transit; provide a range of housing options and foster fiscal and economic growth.

Through BART's Strategic Plan and TOD Policy, the transit agency is looking at creative ways to enhance its financial base. One strategy is to work with local jurisdictions, developers and community to build TOD projects on available BART properties. These projects would help BART achieve two goals: (1) receive a revenue stream that would help fund BART operations to maintain on-time service, focus efforts to clean stations and vehicles, and upgrade the 35-year old transit system; and (2) grow ridership without significant physical infrastructure investments.

The 11-month planning process included frequent consultation with private and public stakeholders. The Technical Advisory Committee (TAC) was formed to provide technical input, while the Policy Advisory Committee (PAC) was established to provide higher level policy guidance. The TAC, PAC and consultant team identified and evaluated the following key issues that informed the overall plan development:

- Lack of direct connections from BART to Bayfair Center, Hesperian Boulevard and East 14th Street creates access and development challenges.
- Physical barriers such as Estudillo Canal, Union Pacific (UP) and BART tracks also create access and development challenges.
- Bayfair Center tenant lease agreements to maintain customer parking is critical to the shared parking discussions.
- Projected area growth, future BART expansions and the City's desire to reduce parking in Downtown San Leandro are crucial in the discussion and decision for BART replacement parking.

- Residential market around BART is strong, and the City desires to focus commercial uses in their downtown area.
- Triangular and irregular-shaped parcels on the BART sites are difficult to assemble, and also present additional challenges for similar parcels along the Hesperian Boulevard and East 14th Street corridors.

The Plan also considered input received at stakeholder interviews, community presentations and meetings with neighborhood groups, local residents and BART patrons. Their most pressing concerns are summarized below:

- Safety and security. This is the most critical issue for residents and BART patrons particularly around the BART parking lots, pedestrian underpass and the area near the theaters. BART, City and County police, residents and patrons have reported criminal activities ranging from car break-ins and vandalism to physical attacks. These incidents have discouraged pedestrian activities in the area, and many who live within walking distance to the station choose to drive instead.
- Eminent domain. Many expressed concern that eminent domain would be used to take away their homes for development. Staff and elected officials have reassured local residents that development is only being considered on the BART and Bayfair Center sites, and that their neighborhoods would be preserved.
- Lack of direct, safe and ADA-accessible connections for patrons and residents. Frequently mentioned examples are the BART pedestrian underpass, pedestrian bridge to the back side of Target and lack of a direct connection to Bayfair Center.
- Add BART parking. Parking is fully occupied in the morning due to free daily parking and the fact that this station is served by two BART lines. Adjacent neighborhoods and Bayfair Center have complained about spillover parking.
- Strong concerns for TOD. Many worried that higher-density affordable and rental housing would adversely impact their neighborhoods by attracting more crime and lowering property values. Other concerns include traffic, parking and visual impacts.

Urban Design

Good urban design can achieve many goals: help make the development, connections and surrounding area more attractive and safer; increase pedestrian and bicycle activities; increase the marketability of the development; and minimizes community impacts. Design recommendations for access improvements include:

Access

- Add more "active frontages," buildings that have doors and windows facing the street.
- Integrate landscaping, wide sidewalks, street parking, bike lanes, street furniture, lighting and public art.

- Provide simple, visible and readable signage at BART, Bayfair Center and major roads.
- Develop a circulation system that creates developable parcels.
- Develop a circulation system that connects development to Bayfair Center, Hesperian Boulevard and East 14th Street.

Local residents have expressed concern over how TOD will impact their neighborhoods in height and scale. The following are urban design recommendations to help reduce the visual appearance and transition from existing neighborhoods to TOD projects.

Development for Transition to Existing Neighborhoods – Townhouses

- Help transition from low to higher densities.
- Need active and attractive street interface.
- Provide appropriately-scaled street frontage.
- Locate parking access behind units.
- Add residential stoops.

Development for Higher Density Projects

- Need active and attractive street interface.
- Provide appropriately-scaled street frontage.
- Add porches and rooftop amenities.
- Parking can be submerged, podium or wrapped.
- Multiple street-level entrances distribute flow.
- No exposed ground floor parking garage.
- Favor wrap-around garages with some residential or ground-floor retail.
- Step up in density toward BART tracks, Estudillo Canal and Bayfair Center.

Alternative Options Under Consideration

The key issues and the recommended urban design goals summarized above provided the framework for the development of three alternative options. They present a range of improvements and concepts, from minor modifications to more significant long-term changes. It should be noted that the options presented in this report are very conceptual and additional analyses will be performed in the next planning phase. The three options are:

- Option 1 proposes minimal modifications to the already existing site conditions. It introduces a BART parking garage and a range of residential development on BART

property. Access improvements include BART Entry and Key Way. A mixed-use development is proposed for Bayfair Center.

- Option 2 assumes a range of residential development on BART property. Development opportunities increase on the BART site with shared parking garages at Bayfair Center, adjacent to the Cinemark Theatres and Target. Access improvements include Diagonal Street and Key Way.
- Option 3 is a long-term look at Option 2 and assumes the UP tracks are removed. Significant access improvements that simplify the street network include Thornally Drive, Diagonal Street, Key Way and Straight Drive. Also, a direct pathway connects both BART parking lots to and through the station, while the pedestrian underpass is eliminated. The intermodal transfer center wraps around the station, which maximizes the development footprint on BART property. Finally, other areas around Bayfair Center are identified as having long-term development potential for retail, commercial and/or residential uses.

Findings and Recommendations

The existing access and circulation network between the BART site, Bayfair Center, and their surrounding areas lacks direct, safe and comfortable connections. The three development options include ways to enhance and better connect this network by filling in gaps and designing high-quality pedestrian, bicycle, transit and vehicular amenities:

Pedestrian/Bike Treatments

- Improve safety and security in the BART pedestrian underpass with lighting, security cameras and planters to eliminate hiding places (Options 1, 2).
- Create "Grand Main Streets" with streetscape, raised crosswalks, wide sidewalks (BART Entry - Option 1; Diagonal - Options 2, 3).
- Replace UP tracks with an urban greenway for pedestrians and bicyclists (Option 3).
- Connect both sides of the BART parking lots to and through the station and remove the underpass (Option 3).
- Increase bicycle parking (in location and number) at station (all options).
- Provide simple, visible and readable signage throughout the station area (all options).

Transit Treatments

- Improve transit access with bus circulation wrapped around the station (Option 3).
- Initiate planned AC Transit BRT service (all options).
- Re-evaluate local bus service to consider adding service and reconfigure routes to capture more riders in future high growth areas (all options).

- Consider off-peak BART pricing strategies to increase ridership (all options).
- Consider signal priority for transit (all options).

Vehicular Treatments

- Elevate Thornally Drive to grade level and make roadway bicycle and pedestrian-friendly (Option 3).
- Add Straight Drive to simplify circulation network between BART and East 14th Street and BART (Option 3).
- Add Key Way for more direct vehicle access between BART and East 14th Street (all options).
- Implement bike-friendly indications on access streets - "share the road" signs or pavement markings (all options).
- Increase BART replacement parking (all options).

Parking

Considering local policies and plans, as well as community input received, Bay Fair Station is seen as an appropriate location for maintaining or increasing BART passenger parking supply. However, the cost for providing structured parking is significant. BART must therefore be creative about securing additional or replacement parking for its riders. One potential solution may be for BART and Bayfair Center to share some parking with each other, taking advantage of the different parking peaking characteristics of each use.

Furthermore parking at TOD projects should be handled differently from more auto-oriented neighborhoods:

- Parking for Residential Development
  - No more than 1.25 spaces per unit adjacent to BART.
  - Households with fewer cars can afford higher housing prices.
  - Unbundling of parking costs from housing costs.
  - Carshare programs can help reduce the need for car ownership and parking.
- Parking for Commercial Development
  - Demand rarely exceeds 3 spaces/1,000 s.f. if parking is shared.
  - Front door spaces should be reserved for high-turnover shoppers.
  - Spaces for transit patrons and employees should be located further back.

Market Feasibility

The market analysis highlights the market implications and tradeoffs between design and circulation choices. The market for townhouses around the BART station is strong. Either apartments or condominiums are marketable over the long-term. However, future

Chapter 2. Plan Process

The planning process for the Bay Fair BART Transit-Oriented Development (TOD) and Access Plan occurred over a 11-month period between May 2006 and March 2007. An inter-disciplinary consultant team of transportation planners, urban designers and economists was engaged to prepare the plan. Data collection efforts included: a field tour; stakeholder interviews; a BART patron survey; an analysis of bus transfers at the Bay Fair BART Station bus transfer center; a review of City, County and transit agency planning documents; and compilation as well as analysis of existing socio-economic and demographic data.

Technical Advisory Committee

A wide array of private and public stakeholders was consulted on the plan development. A Technical Advisory Committee (TAC) was formed to provide technical input. Participants included representatives from BART, Caltrans, City, County, AC Transit, Bayfair Center, ABAG and MTC. Here is a summary of the four TAC meetings held.

- July 20, 2006 – TAC Meeting #1. The purpose was to introduce the members and consultant team and to present the plan scope, timeline, process, goals and objectives and community outreach update.
- August 30, 2006 – TAC Meeting #2. The purpose was to present highlights from the draft Existing and Future Conditions Report and community outreach update.
- February 9, 2007 – TAC Meeting #3. The purpose was to present alternative development and access concepts and community outreach update.
- March 15, 2007 – TAC Meeting #4. The purpose was to discuss findings and recommendations from the draft final report and present community outreach update.

Policy Advisory Committee

A Policy Advisory Committee (PAC), comprising of elected officials from BART, City, County and AC Transit and the Bayfair Center property owner, was also established to provide higher level policy guidance. Here is a summary of the three PAC meetings held.

- August 31, 2006 – PAC Meeting #1. The purpose was to introduce the members, staff and consultant team and present highlights from the draft Existing and Future Conditions Report and community outreach update.
- February 22, 2007 – PAC Meeting #2. The purpose was to review alternative development and access concepts and present community outreach update.
- March 21, 2007 – PAC Meeting #3. The purpose was to discuss the findings and recommendations from the draft final report and present community outreach update.

Community Outreach

Community input was critical in the development of the Plan. A series of stakeholder interviews were held in Summer 2006, followed by three community meetings.

- June-July 2006 – Stakeholder Interviews. Interviews were conducted with representatives of Halcyon Foothill HOA, Hillcrest Knoll HOA, Floresta HOA, Hesperian Gardens, HARD Ashland Community Center and Ashland Area Organization to better understand constraints, opportunities and needs for the Bay Fair Station area.
- September 16, 2006 – Community Meeting #1. The purpose was to seek additional input on opportunities, constraints, and needs for the area. The format included Open House, Presentation, Question-and-Answer, Site Tour and Recap. About 55 people attended. Key issues expressed by many include the following:
  - Improve safety and security
  - Preserve neighborhoods/No Eminent Domain
  - Provide direct and safe connections
  - Improve station cleanliness and appearance
  - Add BART parking
  - Improve and diversify selection of shops at Bayfair Center
  - TOD concerns about traffic, parking and visual impacts
- December 9, 2006 – Community Meeting #2. At the first meeting, safety and security concerns were overwhelmingly expressed by the residents. It was important to address their concerns, so the second meeting was held to focus solely on this topic. Law enforcement representatives from BART, City, County and CHP informed the public of their efforts in the area and addressed questions and concerns. Format included Presentation and Question-and-Answer. About 35 people attended. Four main themes were discussed during the course of the workshop:
  - Law enforcement agency boundaries and coordination
  - Spillover parking and parking enforcement
  - Speeding and traffic calming measures
  - Criminal activities and the importance of reporting crimes
- March 3, 2007 – Community Meeting #3. The purpose was to present three alternative development and access options. Format included Open House, Presentation and Question-and-Answer. 70 people attended. Key issues are as follows:
  - Preservation of Neighborhoods/No Eminent Domain
  - Improve safety and security
  - Strong concern for TOD for security reasons and impact on property values
  - Provide parking for local and regional BART patrons

  - Economic development should be considered
- Additional outreach was conducted with the Halcyon Foothill HOA, Floresta HOA, San Lorenzo Village HOA, San Leandro Breakfast Club and Sons in Retirement (SIRS).

- A project webpage (www.bart.gov/bayfair) was created for the community to provide updates and to make materials easily accessible.

The Final Report represents the culmination of these efforts:

- Development of project goals and objectives
- Preparation of an Existing and Future Conditions Report
- Development of three alternative circulation and development concepts
- Preparation of this Final Report that includes findings and recommendations

Implementation Strategies

Although the Caltrans study is complete, the planning process for Bay Fair is not over. The matrix below outlines the implementation strategies for moving this process forward. The timeframes when they will occur are tentative and subject to change:

Implementation Strategies	Date
BART, City, County – Apply for the MTC Safe Routes to Transit Grant (SR2T) Program to conduct a Crime Prevention Through Environmental Design (CPTED) study. The goals are to improve safety and security, enhance pedestrian and bike connections to transit and support current planning efforts for the Bay Fair Station area. The plan will identify and prioritize capital and operational improvements, and develop conceptual cost estimates and design drawings for capital projects that will make them ready for developer implementation and/or eligible for County and regional funding. Funding is awarded in Fall 2007 if the proposal is accepted.	April 2007
County – Present Draft Eden Area Plan to the Board of Supervisors for Certification of EIR and Adoption.	May 2007
BART – Board to consider entering into Exclusive Negotiation Agreement with Bayfair Center property owner Madison Marquette (MM). If approved, MM would be the Master Developer for both BART and Bayfair sites.	Spring–Summer 2007
BART, City, County – Prepare Memorandum of Understanding (MOU) and present to their boards for adoption. The MOU simply states that the 3 public agencies will agree to work cooperatively in this next phase.	Spring–Summer 2007
BART – Work with Bay Fair Station partners on station access improvements related to the VTA BART to Silicon Valley Project.	Spring–Fall 2007
MM – Perform additional analyses on the 3 options in this Report, leading to the selection of the Preferred Option (Project). Develop and refine conceptual site plans and designs. Closely coordinate with project partners. Seek community input through meetings and workshops.	2007–2008
City, County – Incorporate Project into ACCMA Countywide & MTC Regional Transportation plans to be eligible for funding.	2007–2008

Implementation Strategies	Date
MM – Conduct Project environmental clearance (EIR). Closely coordinate with project partners. Seek community and agency input through scoping meetings and public hearings.	2008–2009
City, County – Present Project to Planning Commissions and Council/ Board for Certification of EIR and Adoption, leading to appropriate City and County General Plan Amendments and Zoning changes.	2008–2009
BART – Board to consider Project Certification of EIR and Adoption.	2008–2009
BART, City, County – Conduct additional outreach (i.e., TOD Tour).	2007–2009

Chapter 3. Existing Conditions

This chapter outlines the policy framework for the Bay Fair station area, describing existing land use conditions, identifying opportunity sites and analyzing retail and residential markets. It summarizes extensive detail presented in the *Bay Fair BART Transit-Oriented Development (TOD) & Access Plan Existing and Future Conditions Report* from November 2006.

BART Policy Context

BART has well-established policies and guidelines regarding access to and development around its stations. The BART Strategic Plan and TOD Policy identify the following components that form the purpose of the Bay Fair BART TOD and Access Plan:

1. Improve access on foot, by bicycle, by auto, and on shuttles, buses and other forms of transit.
2. In conjunction with local communities, promote TODs, enhanced destinations and multiple purpose stops for reverse commuting and off-peak riders (e.g. one-stop shopping).
3. Increase transit ridership and enhance quality of life at and around BART stations by encouraging and supporting high quality TODs within walking distance of BART stations.
4. Encourage direct connections to stations from surrounding development in order to promote pedestrian and non-motorized access.
5. Enhance the stability of BART's financial base through the value capture strategies of TOD.

Access BART Study

As described in the Access BART Study of the BART A-line from Lake Merritt to Fremont Stations, one of BART's goals is to optimize ridership by examining trade-offs between Transit-Oriented Development and access strategies, and identifying stations which have a priority for TOD or parking (or a combination of both). In order to develop a recommendation, the study:

- Evaluates land use scenarios to optimize ridership
- Finds station clusters that provide opportunities for shifting assets and maximizing utilization of BART and BART assets
- Uses access mode share targets to help shape investment strategies as called for in the BART Strategic Plan

The Access BART Study was the first phase of a larger effort to approach TOD and access from a broader perspective. Adopting a broader perspective allows BART to be more strategic about the provision of access resources and investments.

Background and Findings

Historically, BART's ability to enable development on BART property rested on the ability to find funding to replace BART surface parking spaces – typically in a parking structure. This resulted in few development or joint development opportunities for BART. When looking to other regions such as Washington, D.C., Los Angeles, or Vancouver, B.C., it becomes clear that a different approach can yield both income and sustained, high levels of ridership for transit systems. Transit agencies in other regions are able to generate significant revenues for their system by allowing development on agency-owned land. Similarly, they are not necessarily required to provide capital outlays for the development of parking structures at the stations. The same could be true with BART. This has required a shift in how BART envisions the system, BART riders, and the role BART plays in meeting the mobility needs of the Bay Area.

The Access BART Study called for thinking at the corridor level about the network of stations and lands adjacent to stations. By thinking about stations at a corridor, rather than a station level, BART may realize new opportunities for Transit-Oriented Development by dedicating some parking lots at select stations towards development. At the same time, BART can preserve the ability to increase and improve access infrastructure, such as commuter parking, strategically at key stations and when funding allows. BART has increasingly indicated its interest in exploring alternative methods of increasing ridership. In 2003, BART adopted TOD Guidelines. The Access BART Study was initiated in 2004. In July 2005, the BART Board officially adopted a TOD Policy which encompasses the issues explored in this study; namely, placing greater emphasis on Transit-Oriented Development throughout a station area as opposed to the previously narrower view of joint development only on BART property, and changing access policies to support higher shares of access by walk, bike, and transit. Also in July 2005, the Board approved a parking charge program at selected stations in the East Bay.

These new policies and actions show that BART is committed to supporting the Bay Area's regional Smart Growth Vision, which calls for increased development intensity around transit stations. However, the success of the Smart Growth Vision is also dependent upon the support of local jurisdictions, which have ultimate authority over land uses in transit station areas. If higher-intensity, Transit-Oriented Development is not supported or permitted to an extent similar to or higher than that estimated in ABAG's Projections 2003, then BART may need to pursue traditional access strategies in order to increase ridership. BART's TOD strategy is necessarily tiered off both regional and local land use approaches.

The main conclusions on TOD and Access are:

Transit-Oriented Development

- The most effective strategy for meeting the goal of increased ridership is the pursuit of TOD within a half mile of candidate stations.
- BART has an opportunity to be a catalyst for encouraging TOD by demonstrating successful implementation on its own property and engaging with local cities to expedite comprehensive (transit-oriented) development plans.

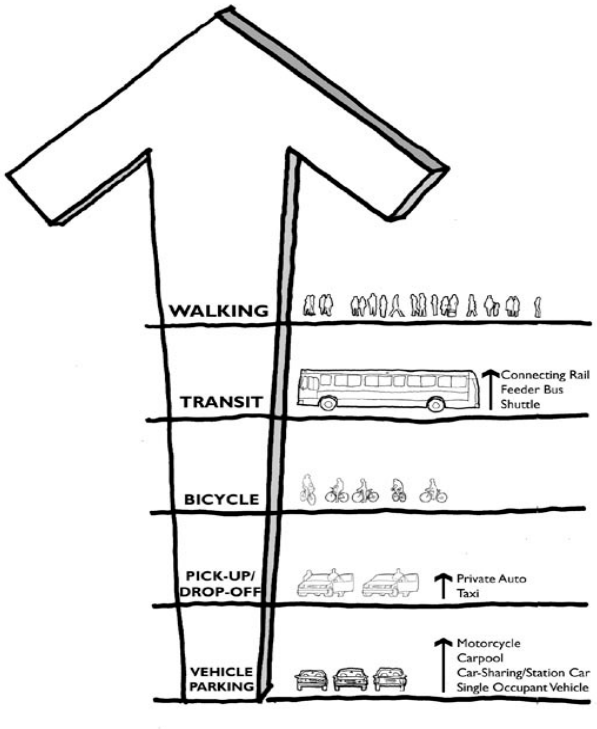
Access Enhancements

- Access enhancements will yield ridership benefits but these will only be significant (and cost effective) when implemented in conjunction with TOD and parking management programs.
- Access improvements will play a role in meeting other BART strategic goals in terms of providing access to the system
- The potential for TOD to secure ridership outside the peak commute hours has additional (and potentially significant) benefits of maximizing the utilization of the BART asset (infrastructure and trains) without compromising system wide capacity - this finding will be more significant on a system wide basis and is less significant for the A-Line corridor.

Access Policy and Guidelines

As ridership grows across the system, BART seeks to reduce the drive alone access mode share, in favor of increased use of carpools, transit, walking and biking. Figure 3-1 shows a generalized prioritization of access goals to BART stations. Pedestrian access has highest priority, while transit connections should be convenient, safe and close to the station. Access to bicycle parking and passenger pick-up/drop-off locations should be in the near vicinity of station entrances. Simple, visible and readable signage is also important for all modes.

Figure 3-1 BART Access Hierarchy



Source: BART Station Access Guidelines

City and County Planning Context

In addition to BART's policies, the City of San Leandro General Plan and the Alameda County Draft Eden Area General Plan provide the overarching policy context for this study. The overall direction of this context is highly favorable to transit, walking, and cycling, as well as land use strategies that support these modes of travel.

The City of San Leandro General Plan supports TOD, improved pedestrian and bicycle access to public transit facilities and services, a more comfortable pedestrian environment with particular emphasis on the BART stations in San Leandro, revitalization of the Bayfair Center, and a stronger "sense of place" within business districts. Overall, the General Plan favors development that integrates land use and transportation elements.

The Draft Eden Area General Plan promotes land use concepts that minimize automobile trips and encourage walking, bicycling, and transit use, direct and safe pedestrian access routes to transit facilities including Bay Fair BART, and safe and direct bicycle facilities from residential neighborhoods to both the Bay Fair and Hayward BART stations.

The 2004 Central Alameda County Community-Based Transportation Plan examined transportation issues in Cherryland, Ashland and South Hayward with extensive outreach

to local communities. It identified the following key issues and recommendations, all of which were considered in this report:

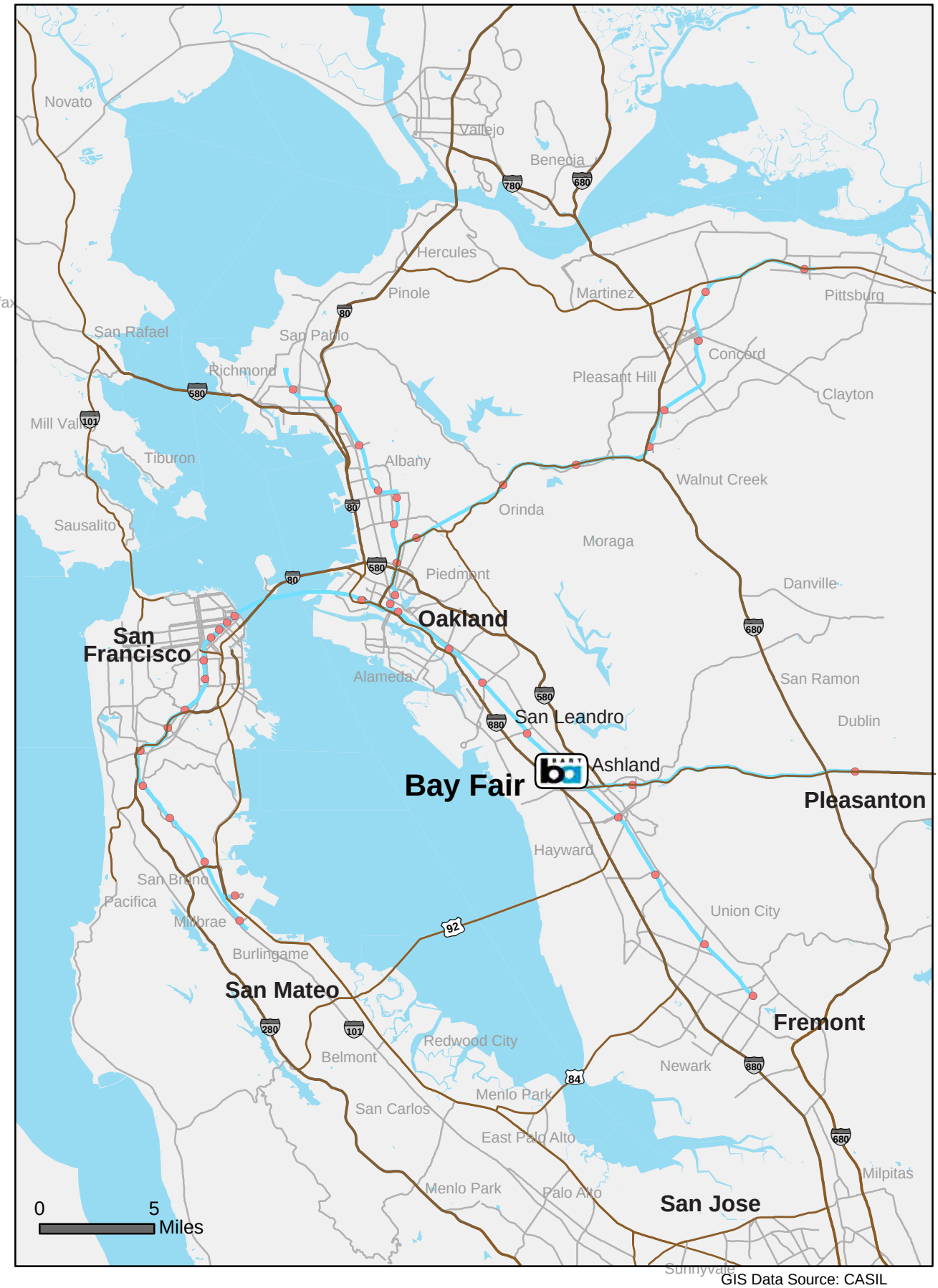
Problem	Recommended Solution
Transit is unable to effectively meet all community transportation needs. Paratransit is perceived as unreliable and only available to a limited population (those served by the ADA mandate).	Adjustments to AC Transit Service Bus shelters
Transportation is costly.	Promote the availability of cars Improved bicycle access
Information about transit and transportation programs is limited or not accessible.	Information center in the community Information in multiple languages More comprehensive information about AC Transit service at bus stops and on buses Transit information on a local TV station
Many areas lack sidewalks, bicycle lanes, crosswalks and other amenities.	Sidewalks Improved bicycle access
People feel "unsafe" walking or using public transportation (personal safety).	Better lighting
Basic needs and services (grocery stores, hospitals, etc.) are not always nearby or accessible with the existing transportation system.	No single easy solution, but the following actions will help people get to basic needs and services: Adjustments to AC Transit Promote the availability

The Bay Fair BART TOD and Access Plan review of existing conditions involved the use of multiple sources of information. A full list of the studies and plans can be found in the Appendix B.

Existing Land Use Assessment

The Bay Fair BART Station is located at the border between San Leandro to the north and Ashland to the south (Figure 3-2 and 3-3). With BART access to regional centers, as well as easy freeway access to the entire Bay Area, the Bay Fair area is very accessible on a regional basis for residents, businesses and employees. Such regional accessibility can influence local land use.

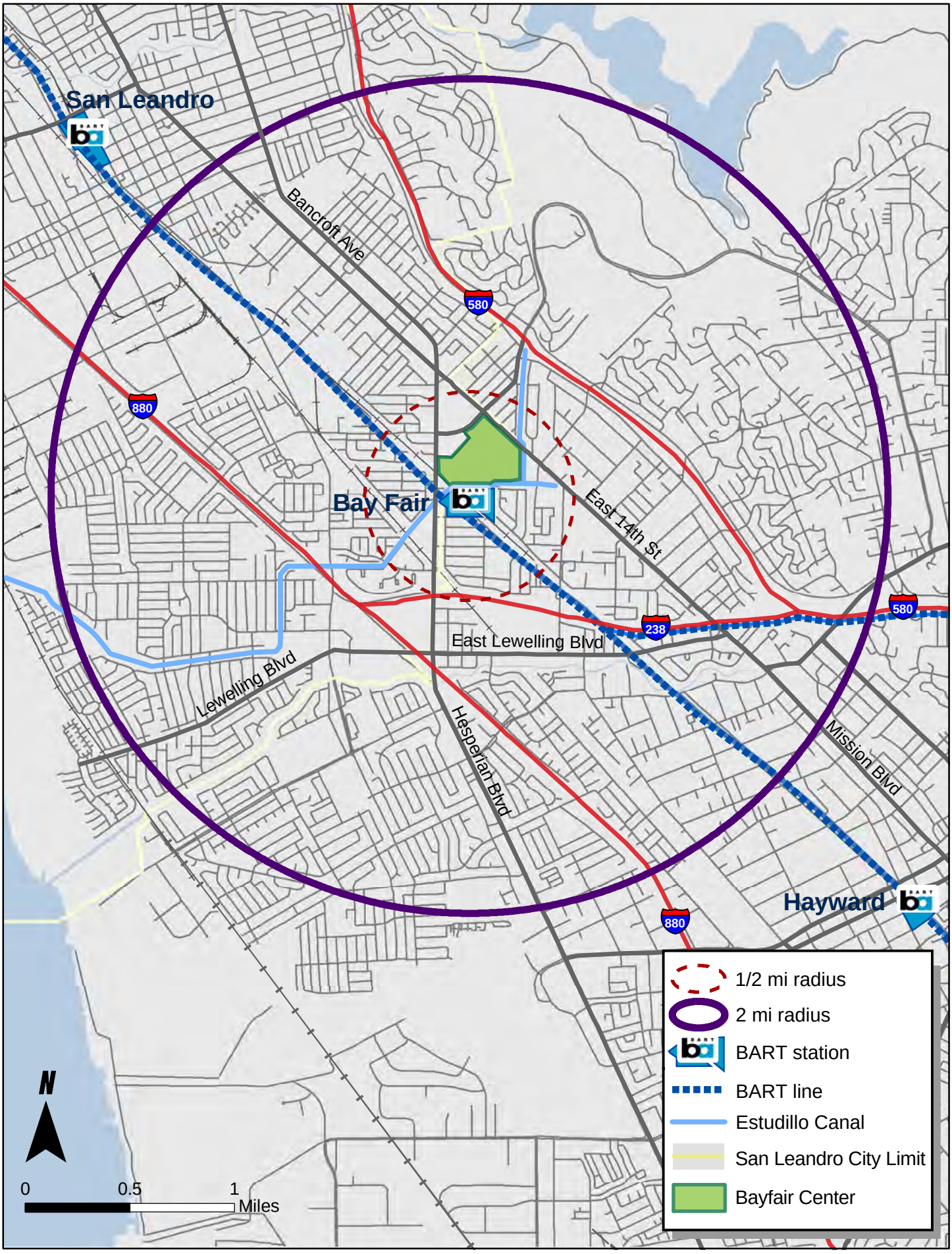
Figure 3-2 Bay Fair BART in the San Francisco Bay Area



GIS Data Source: CASIL

Location: Bay Area, CA

Figure 3-3 Bay Fair BART and Vicinity (2-mile radius)



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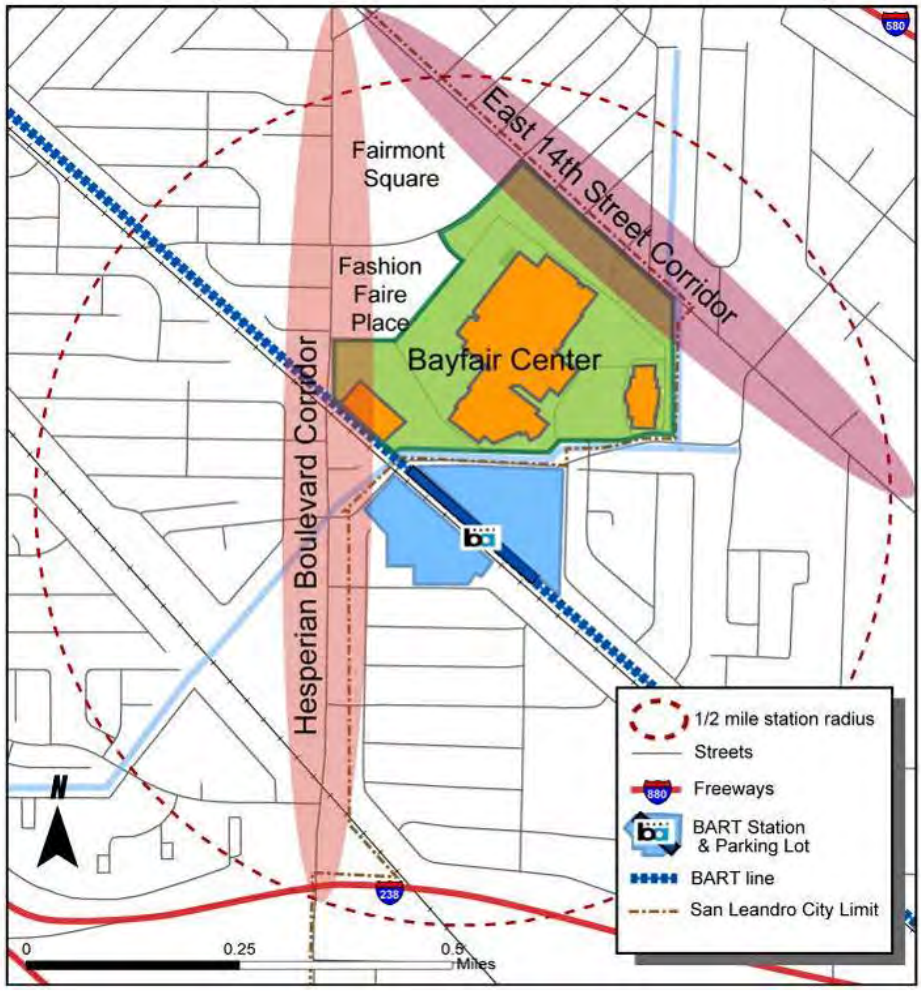
GIS Data Source: City of San Leandro, MTC

Currently, the land use surrounding the immediate area is comprised of Bayfair Center to the north of the BART station, and primarily single-family residential neighborhoods to the south, east, and west of the station. There is scattered strip commercial development further to the east on East 14th Street and to the west on Hesperian Boulevard. Two shopping centers also exist immediately to the north and west of Bayfair Center. The sections to follow discuss the four sub-areas of East 14th Street Corridor, Hesperian Boulevard Corridor, Bayfair Center and Bay Fair BART Station (Figure 3-4), and include land use and zoning designations (Figures 3-5 and 3-6).

Figure 3-4 Existing Commercial Districts (Sub-areas)



East 14th Street Corridor

The East 14th Street corridor is characterized by a wide right-of-way fronted by strip commercial development that appears not to have a coherent pattern. The City and County have identified the corridor as one of their highest priority redevelopment areas. Both agencies envision TOD and pedestrian improvements along this corridor, which connects

downtown San Leandro and the Eden Area with adjacent cities including Oakland. The street is also a major transit corridor and served by multiple bus lines as well as the proposed AC Transit Rapid Bus Line that will terminate at Bay Fair BART Station.

Hesperian Boulevard Corridor

Hesperian Boulevard runs in a north-south direction with six travel lanes, bike lanes both ways and sidewalks on both sides. In this study, the zoning surrounding Hesperian Boulevard is designated as commercial (both neighborhood and community), multi-family residential, professional office and commercial services. The land use along the corridor is predominantly commercial with some multi-family developments. The mix of zoning creates awkward neighboring land uses. The Hesperian Boulevard Corridor is also an important transit corridor. It is served by the 97-Hesperian bus line, which terminates at the Union City BART Station.

Bayfair Center

Bayfair Center is a regional mall located on the northeast side of the BART tracks, separated from the BART parking lot by the Estudillo Canal. On either side of this central large-lot area are the two commercial corridors, Hesperian Boulevard and East 14th Street. The effective lot size (approximately 55 acres) of Bayfair Center far exceeds that of any adjoining lot in the neighborhood.

Currently pedestrian movement focused inwards at Bayfair Center. The shopping center is a two-story structure surrounded by parking on all sides with 3,507 parking spaces serving approximately 820,000 square feet of gross leasable space (providing a parking ratio of more than four spaces per 1,000 square feet).

Bayfair Center along Fairmont Drive, Century Theatres at Bayfair Center

Bay Fair BART

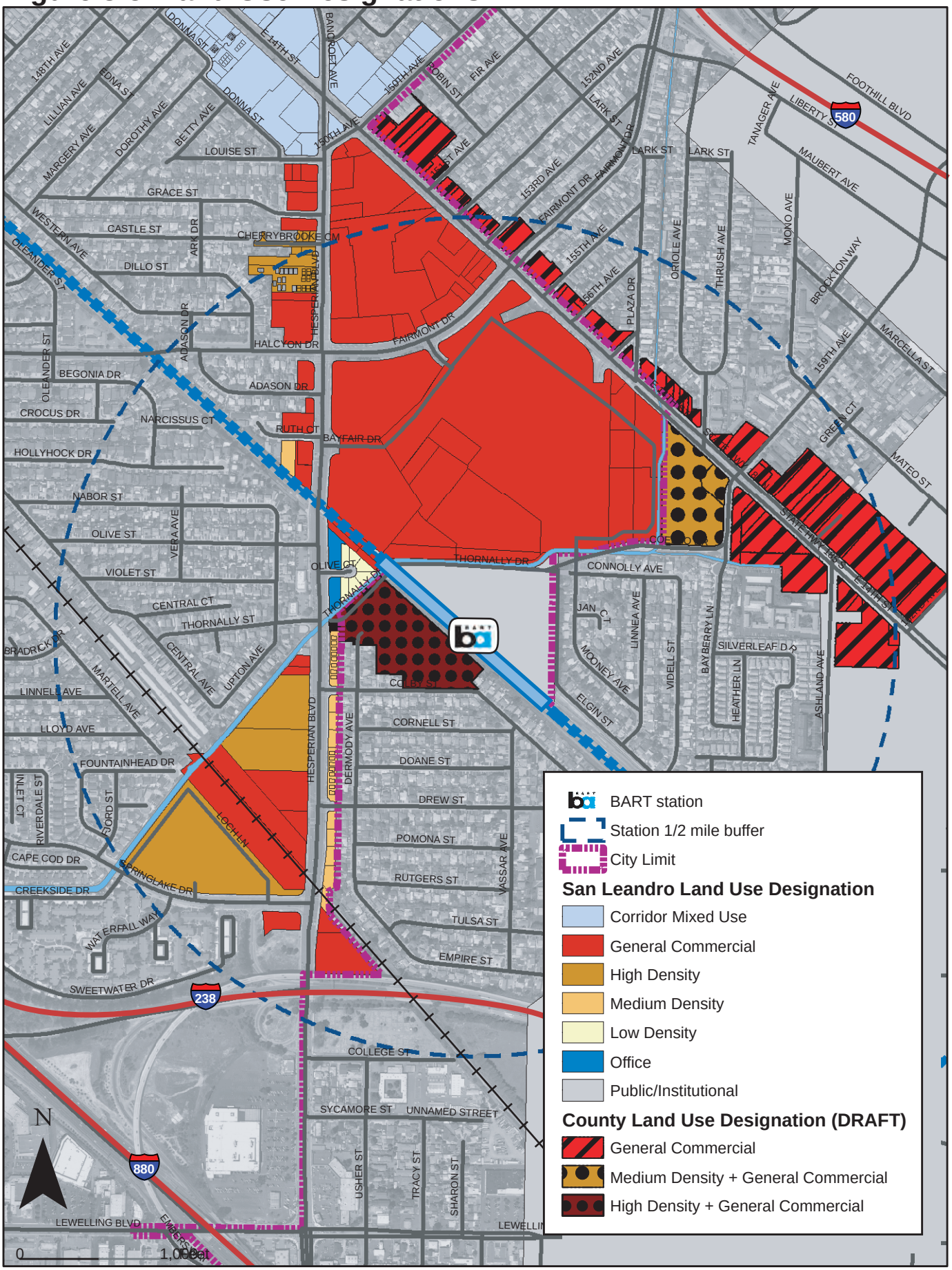
The BART alignment and adjacent Union Pacific railroad tracks run diagonally through the site, dividing the BART property into two large blocks with the majority of the land devoted to surface parking (approximately 1,672 parking spaces) to serve BART users. Both parking lots represent development opportunity sites.

The City of San Leandro General Plan designates the northeast lot of the BART station as a Public and Semipublic District (PS). This allows the city to consider a large public or semi-public use. The Draft Eden Area General Plan designates the southwest parking lot as High Density Residential with General Commercial. The residential zoning includes 3-6 story multi-family residential buildings with a density of 43-86 dwelling units per acre. Residential land uses are required, while commercial is optional. The required Floor Area Ratio (FAR) for commercial is 1.0.

The BART station also contains infrastructure in the northeast parking lot and under the BART tracks. A police station is located in a temporary building just northeast of the BART station entrance. A permanent radio tower is located where the BART entry road turns towards the main entrance to the station, just east of the platform elevator. A portable radio tower is located just northeast of the police building. Other infrastructure is located under the tracks southeast of the station entrance, while a facility is located just south of the bus transit center next to the BART tracks on the southern edge of the BART property.

View of Bayfair Center from BART, Police Station and portable radio tower

Figure 3-5 Land Use Designations



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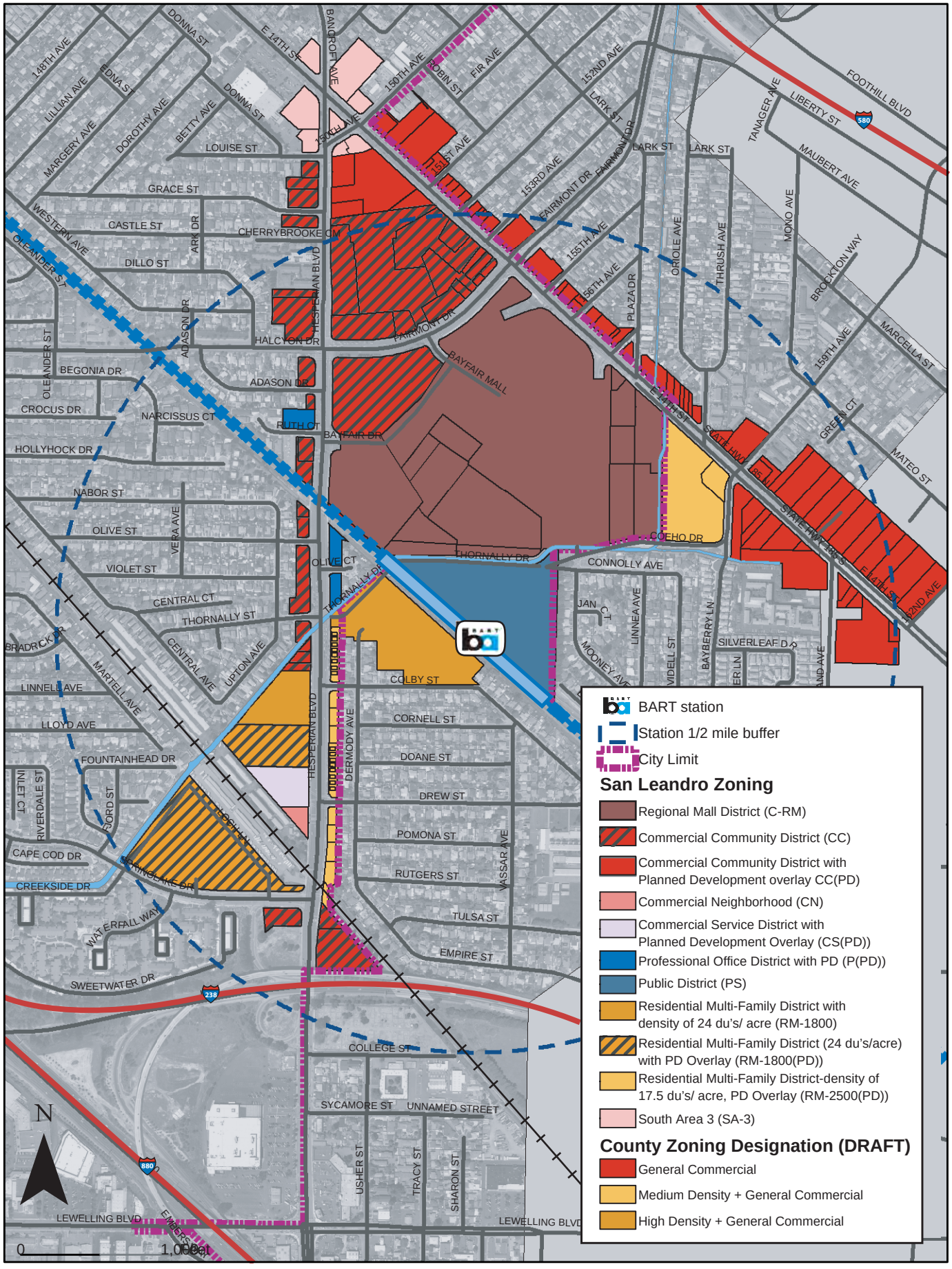
Community Design + Architecture
Region • City • Neighborhood • Building

GIS Data Source: City of San Leandro
County of Alameda
Location: Bayfair BART, San Leandro

Figure 3-6 Zoning



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GIS Data Source: City of San Leandro
County of Alameda
Location: Bayfair BART, San Leandro

Opportunity Sites and Market Analyses

The following sections present a residential and retail market assessment and development opportunity sites[1] analysis of the study area, with particular focus on the parking lots and commercial corridors, in order to identify the potential for change from a real estate development perspective[2].

Opportunity Sites

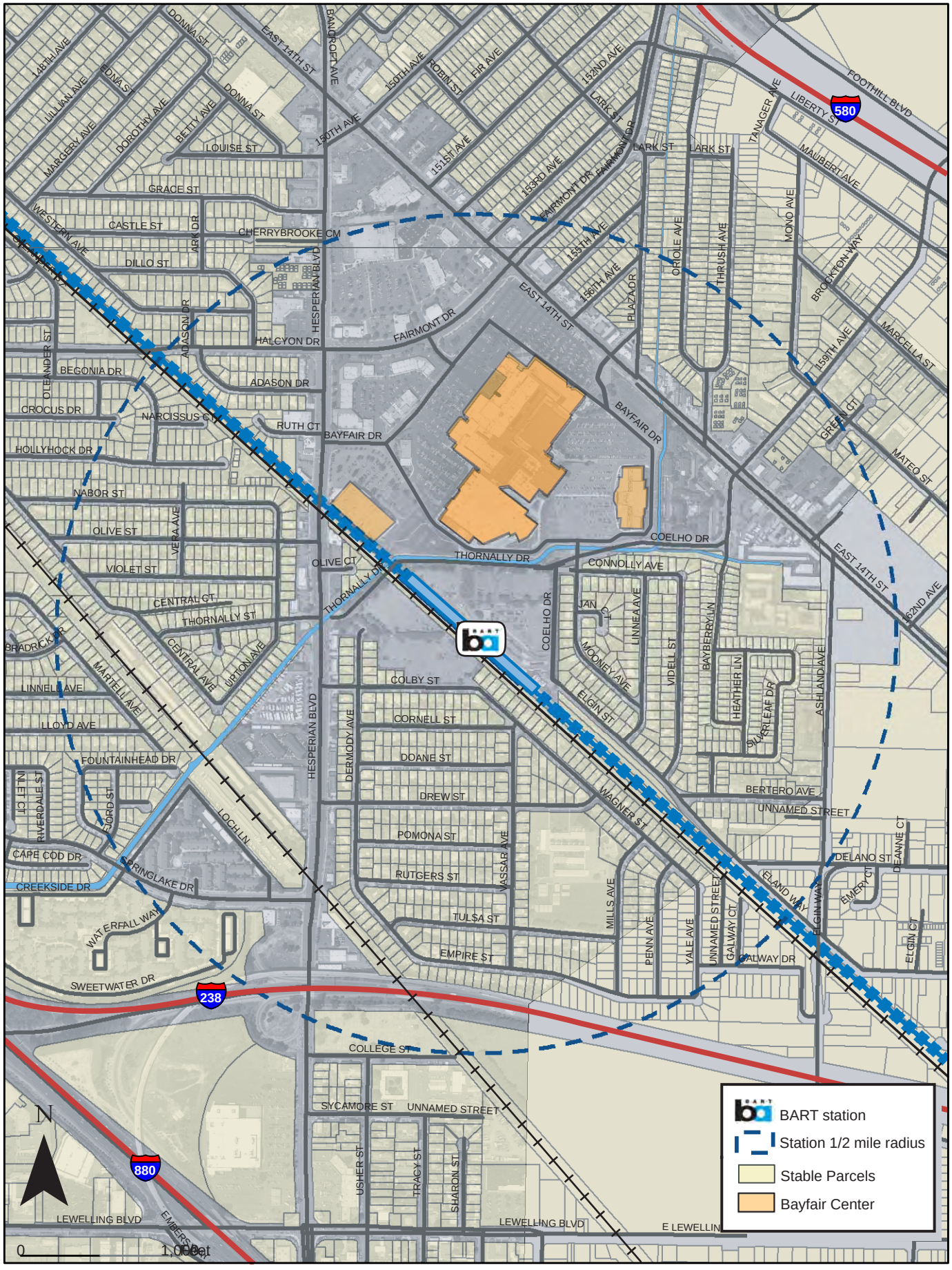
The overall parcel pattern shows Bayfair Center in total comprising 55 acres[3], consisting of multiple parcels and two owners (Madison Marquette and Target). On either side of this central large-lot area are the two commercial corridors (Hesperian Boulevard and East 14th Street) generally lined with smaller lots though larger parcels exist along the southern portion of Hesperian Boulevard. Figure 3-7 indicates the properties, or stable parcels[4], that are not considered opportunity sites. Based on a preliminary assessment, Figure 3-8 displays preliminary opportunity sites in the Bay Fair BART and Bayfair area showing the location, shape and size of parcels.

Opportunities and Constraints

The success of residential, retail and commercial development depends on both the quality of their location, and on the accessibility to their site. The current Bay Fair area has many constraints to its access that affect the success or failure of the land uses in the area. Pedestrian and vehicular access to and from these areas can be characterized by circuitous routes, grade separations, confusion, and poor and unsafe sightlines. A more detailed discussion of access can be found later in this chapter. Opportunities will exist with development to strengthen the multi-modal connections among these amenities and transportation corridors that will in turn create more favorable real estate opportunities.

[1] A site that is available or is likely to become available for development in the future. These typically include underutilized parcels.
[2] The station area refers to the land in the ½ mile radius from the station.
[3] Bayfair Center parcel breakdown: Madison Marquette (Bayfair Center owner): 43.4 acres, Target: 5.3 acres, Century Theatres: 7.1 acres
[4] Properties that have maintained their land use function over time and are likely to continue to do so within the next 20 years; they are unlikely to be redeveloped.

Figure 3-7 Stable Parcels



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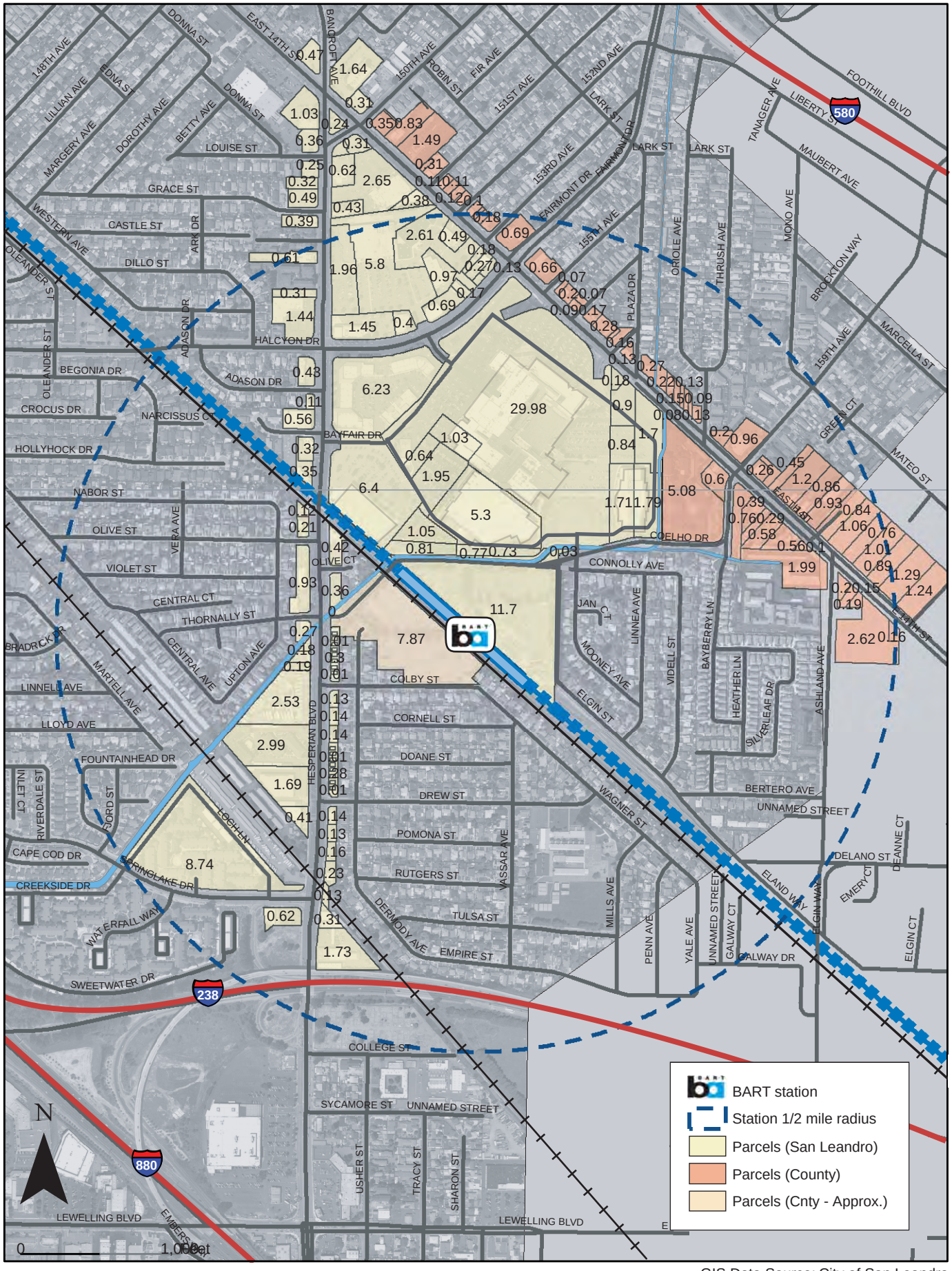
GIS Data Source: City of San Leandro
County of Alameda
Location: Bayfair BART, San Leandro

Figure 3-8 Preliminary Opportunity Site Assessment



GIS Data Source: City of San Leandro
County of Alameda
Location: Bayfair BART, San Leandro

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Market Analysis

This section describes research into the residential and retail markets within a ½-mile radius of the Bay Fair BART Station. Retail and residential properties comparable with potential development types for the opportunity sites were surveyed to determine market rents and sales prices. Interviews with retail and residential brokers were conducted to determine demand for different product types. The market analysis will serve as a basis for creating a development program for opportunity parcels in the station area, in particular BART's parking lots on either side of the Bay Fair Station. Further details regarding the research and demographics can be found in the *Existing and Future Conditions Report*.

Residential Market

The majority of the station area is built out with single-family residential, with single-story commercial lining the arterials. Approximately 56 percent of homes in the station area are single-family detached, four percent are townhouses (single-family attached) and 38.5 percent are apartment style or mobile homes. The split between owners and renters is relatively even: 48% rent and 52% own their homes.

Ownership

Condominium and townhouses sales make up a significant share of the activity in the residential market. Over the past two years approximately 16% home sales were one of those two product types. The average sales price for condominiums and townhouses was $350,085 or $376 per square foot. The average sale price was $304,000 for one-bedroom units, $328,091 for two-bedroom units and $407,305 for three-bedroom units (Figure 3-9). The majority of units in TOD projects are typically one and two-bedroom units. Buyers of condominiums in and near the station area are typically young professionals who want to be able to commute to work on BART or seniors who are looking to downsize from a house. Buyers of townhouses tend to be families with children who cannot afford a single-family home. They are less interested in condominiums due to the fact that they share more walls with other residents. Units typically include at least 1 garaged or assigned parking space.

Figure 3-9 Average Housing Sales Price by Unit Type

	1 bedrooms	2 bedrooms	3 bedrooms	All Types
Average Sales Price	$304,000	$328,091	$407,305	$350,085
Average Price Per Sq. Ft.	$502	$415	$296	$376

Source: First American Real Estate Solutions, Strategic Economics, July 2006

Recent listings show average prices between $329,000 and $589,000 and average per square foot prices of $400 to $545. However, several of the properties have been on the market for over 100 days and realtors expect buyers will begin accepting bids below the

asking price, or lowering their asking prices in the near future. Homeowners dues of recently listed properties range from $112 to $275, as shown in Figure 3-10:

Figure 3-10 Recently Listed Condominiums or Townhouses within 1 mile of Bay Fair Station

Address	Year Built	Bed/Bath	Sq.Ft.	Price	Price/Sq.Ft.
15059 Hesperian Blvd. #38	1985	1/1	605	$329,950	$545.37
1420 Thrush Ave #53	1994	2/1	749	$350,000	$467.29
1430 Thrush Avenue #11	1994	2/1	749	$375,000	$500.67
426 Caliente Drive	1980	2/1	997	$379,500	$380.64
15065 Hesperian Blvd #22	1985	2/1	712	$345,000	$484.55
14835 E 14th St #18	1997	2/2	958	$414,900	$433.09
3811 Wedgewood St	1987	2/2	918	$399,000	$434.64
3825 Wedgewood St	1987	2/2	900	$399,999	$444.44
3878 Yorkshire St	1987	2/2	896	$389,000	$434.15
408 Caliente Dr	1981	3/2	1,245	$499,000	$400.80
868 Elgin St	1989	3/3	1,388	$549,000	$395.53
648 Heritage Cir	2003	4/3	1,451	$589,950	$406.58

Source: MLS, Zip Realty, Strategic Economics, 2006.

A slowdown in the Bay Area housing market has hit sales of single-family homes and attached homes equally. Over the past year the average monthly inventory of homes on the market in San Leandro has increased from 85 to 300 and the number of closings for some realtors is down by as much as 40%. While a slowdown in the housing market is evident, indicators do not suggest a precipitous decline in housing prices. While sales are slowing down, prices continue to increase, foreclosure rates are within "normal" limits and down payment sizes are stable.[5] This slowdown should be considered within the context of the explosive growth of the Bay Area housing market over the past 10 years. While listing inventories have gotten longer and values are not increasing as rapidly as in years past, 5 to 10% growth is still indicative of an overall strong housing market and more in keeping with increases in income[6]. Six years ago prices in San Leandro dropped by 20% during a decline in the housing market, however brokers do not see the same kind of market dynamics occurring today.

Over the past few years, a lack of available land has meant that few new housing projects have been built in the Bay Fair station area. Development of mixed-use or TOD housing will have to be infill projects. Recent revitalization efforts along East 14th Street have spurred two mixed-use projects, north of the study area.

The two housing projects planned on East 14th Street are being built by private developers. One project south of 159th Avenue will include 47 condominium units with 5,000 square

[5] DataQuick, *Bay Area home sales continue to drop, prices reach new peak.* DQ News, July 19, 2006.
[6] Range of annual average price appreciation for the Bay Area. DataQuick, July 2006.

feet of ground floor retail. The second project, a condo conversion, will be located at East 14th Street and Ashland Avenue and contain two ground floor retail spaces.[7]

Rental

A recent survey completed by the City of San Leandro shows almost 85% of rental units in San Leandro are one and two bedroom units. The survey showed that rents ranged from $695 to $1,700 per month for all unit types (Figure 3-11). The majority of units in TOD projects are typically one and two-bedroom units. Average rent for a one-bedroom unit is $877 while average rent for a two-bedroom unit is $1,130. Per square foot rents ranged from $.71 to $1.98 (See Appendix C).

Figure 3-11 Average Rents in San Leandro

	Studio	1BR	2BR	3BR	Loft
Average Price	$860	$877	$1,130	$1,100	$1,152
Hi / Low	$892 / $695	$1162 / $775	$1440 / $900	$1700 / $1100	$1152 / $1152
Number of Units	10	53	58	10	1

Source: City of San Leandro, Strategic Economics, 2006

The market study for this report analyzed a variety of comparable prospective development projects throughout the Bay Area, but none of these has proven feasible over the past two years due to poor market conditions. Even with a 25% premium for new product, the above average rents would unlikely support the costs of new construction. The analysis anticipates that rental projects may not be a viable investment in the next five years, with the possible exception of subsidized affordable housing. Beyond that time frame, feasibility models cannot accurately predict the financial feasibility of a given development program. Financial feasibility might also be affected by San Leandro's Inclusionary Housing Ordinance. For more information on the requirements of this program please see Appendix C.

Retail Market

Neighborhood Retail

Different types of retail space are present in the Bay Fair BART project area. Along East 14th Street and Hesperian Boulevard the storefront or strip center retail spaces are predominantly filled by local, neighborhood-serving retailers occupying spaces smaller than 3,000 square feet. Some larger national retailers occupy spaces between Hesperian Boulevard and East 14th Street and from 150th Avenue to the north to 155th Avenue to the south. Fashion Faire Place and Fairmont Square, located in this area, are neighborhood shopping centers of just less than 100,000 square feet each. The area is characterized by

[7] Will continue to follow the status of these projects since pricing information was not available at the time of publishing.

low vacancy rates; many vacant spaces are persistently vacant for months to years, indicating capacity issues with the property owner. Turnover on the two commercial corridors are mainly related to business closures and little new retail is seen on either corridor.

Average rents for retail space in older, strip centers is approximately $1.75 to $2.00 per square foot. Newer spaces built in the 1980's with good visibility from a major arterial and proximity to Bayfair Center obtain rents of approximately $2.00 to $2.50 per square foot. One new retail project is planned in the project area: a Latino grocery store on East 14th Street between Ashland Avenue and 162nd Avenue.

Little synergy exists between BART and retailers on East 14th Street and Hesperian Boulevard. Store patrons typically drive directly to their locations on East 14th Street and Hesperian Boulevard, both of which have ample parking. Aside from retailers in Bayfair Center, retailers in the station area do not see the BART station, or BART patrons as an amenity. The lack of visual and direct access from the BART station to these two corridors is a major barrier to retail patrons.

Bayfair Center

Bayfair Center is a regional mall adjacent to the BART parking lot on the northeast side of the BART tracks. Bayfair Center is undergoing $34 million in renovations and significant changes in tenant mix. Recently added stores include: Target, Kohl's, Bed Bath and Beyond, Staples, Old Navy, Starbucks and a variety of smaller retailers. Revitalization of Bayfair Center has helped attract a few new retailers to existing retail corridors on Hesperian Boulevard and East 14th Street.

Demand for new retail is largely limited to neighborhood-serving retail such as restaurants, convenience uses and services. A 2004 existing conditions report completed for the Draft Eden Area General Plan found the area to be oversupplied in most retail categories, but that the opportunity existed to provide additional neighborhood-serving retail[8].

Opportunity Sites Analysis

This section describes potential opportunity sites within the ½-mile radius of the station. Potential opportunity sites were identified as those that provide the best opportunity for future development and could serve as catalyst projects to spur other investment within the station area. Potential opportunity sites were classified into three categories.

1. Short-term (5 – 10 years)
2. Mid-term (10 – 15 years)
3. Long-term (15+ years)

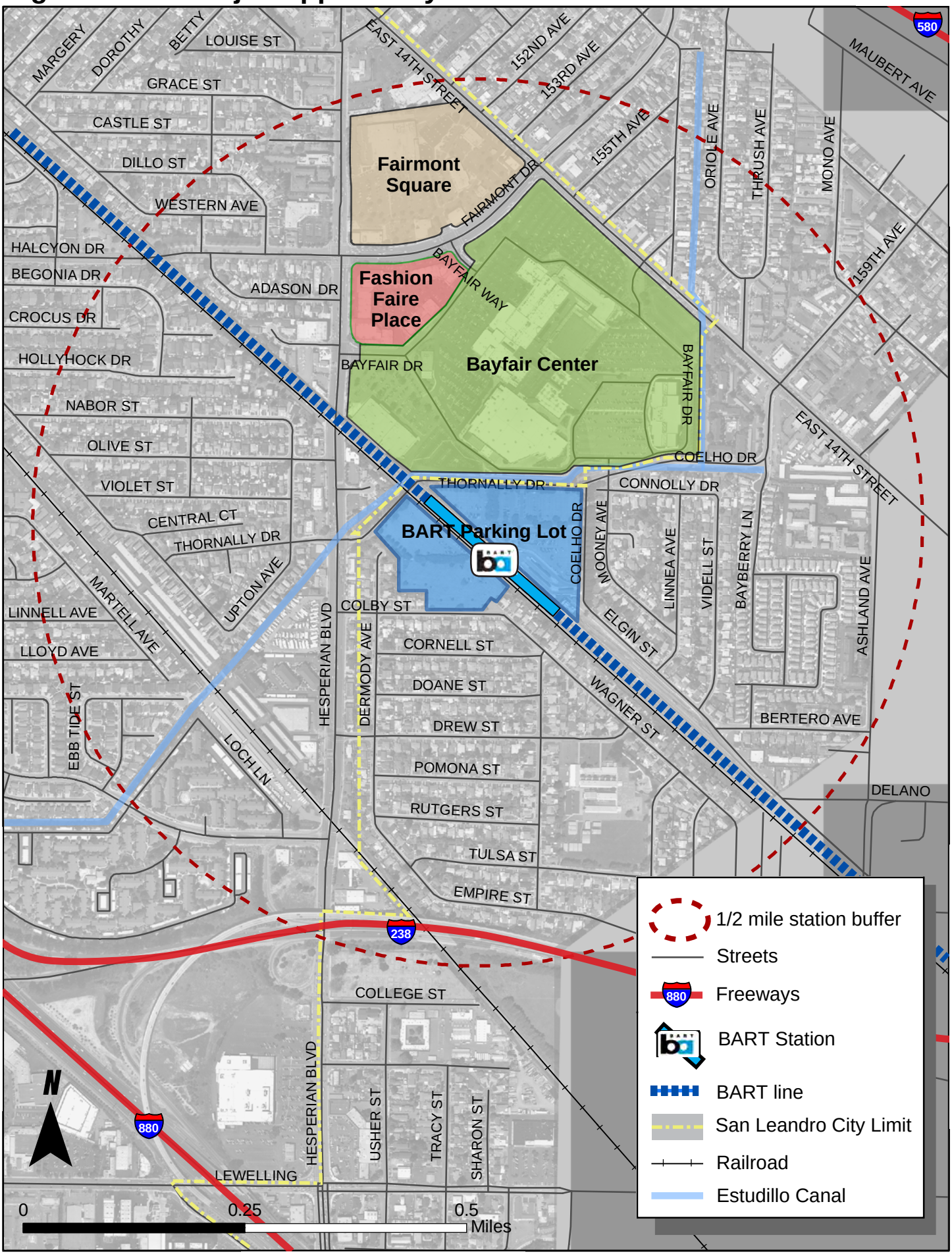
[8] County of Alameda, Eden Area General Plan, Design, Community and Environment; 2004.

These three categories represent the expected timeframe in which redevelopment on that parcel could occur given the existing underdeveloped uses and expected demand, and assuming that land use and zoning regulations are amended to support new development, as necessary.

A preliminary assessment of sites within the station area identified numerous underutilized commercial parcels along Hesperian Boulevard and East 14th Street that could be converted to more intensive commercial or mixed-use buildings in the short to mid-term (Figure 3-8). Larger parcels will have more opportunities for reuse. Sites in proximity to Bayfair Center are the most attractive retail parcels in the station area and have the potential to redevelop sooner than parcels further away.

Major opportunity sites include the two BART parking lots, Fashion Faire Place, Fairmont Square and Bayfair Center (Figure 3-12). These four sites represent the best opportunity to improve connectivity and access to the station area and pursue TOD.

Figure 3-12 Major Opportunity Sites



Nelson|Nygaard consulting associates

GIS Data Source: City of San Leandro, MTC
Location: South San Leandro and Vicinity, CA

The two BART parking lots represent the best short-term opportunity sites in the station area. Their proximity to the BART station makes them ideally suited for higher density development. Additionally, in their current use as parking lots, there are few valuable existing structures to demolish. However, development on the BART parcels is challenged by commuter parking demand at the Bay Fair Station. Should development occur on the site, some or all of the existing parking spaces will have to be replaced in the station area. While finding space for replacement parking might be challenging, the size of the parcels and nearby opportunity sites offer great flexibility.

BART East and West Parking Lots

Acreage: 19.6

Land Use: Parking Lot

Ownership: Public, Consolidated

The parking lots surrounding Bayfair Center are ideal short to mid-term opportunity sites. Given the proximity to the station, the site is ideal for a BART replacement parking structure and higher-density housing. Redevelopment of the built portion of Bayfair Center would be considerably more complex, as the owner has recently signed leases with new tenants and has undertaken significant renovations. Consequently, redevelopment should only be considered a long-term opportunity.

Fashion Faire Place, located at the corner of Fairmont Avenue and Hesperian Boulevard, and Fairmont Square, located north of Fairmont Avenue between Hesperian Boulevard and East 14th Street, were built in the 1980s. These retail centers contain various stores scattered around the site and large parking lots. They command market rents; however, they possess large parking lots that could be developed for more intensive use. Redevelopment of these parcels may occur in the mid- to long-term, depending on the owners' interest.

Bayfair Center

Total Acreage: 55.8

Land Use: Parking Lot/Vacant

Ownership: Private, Fragmented

Madison Marquette: 43.4 acres

Target: 5.3 acres

Century: 7.1 acres

Fashion Faire Place

Total Acreage: 6.2

Land Use: Retail

Ownership: Private,

Consolidated:

Pan Pacific Retail Properties

(Ross, Pier 1 Imports

and other retailers): 5.2 acres

Fairmont Square

Total Acreage: 15.1

Land Use: Retail

Ownership: Private

Fragmented:

Bank of America: 1.5 acres

Albertson's: 5.8 acres

Opportunity Sites and Market Analyses Conclusions

The market study is part of a preliminary effort to develop a TOD plan for the Bay Fair BART Station area. The two BART parking lots represent the most immediate opportunity sites for developing higher-density development within the station area. While several other opportunity sites are underutilized, they currently contain active businesses and development on those parcels is contingent on the plans of current property owners.

Short-term opportunities for TOD will most likely materialize within 5 to 10 years given the state of the housing market and ABAG's area population projections to 2030. There has been a recent slow down in the housing market which has increased inventories and slowed the rate of housing price appreciation. Given the overall growth of the Bay Area, ABAG's housing market growth projections are achievable, but the market is not expected to pick up for five years. When the housing market stabilizes, any development in the station area will have a great advantage over other housing product on the market, given the increasing demand for housing near transit and the lack of new product elsewhere in the area.

Retail properties adjacent to Bayfair Center and on a major arterial enjoy price premiums over other retail properties in the station area. Retail development on the BART site should relate not only to any housing built on the site, but also to Bayfair Center and as much as possible, Hesperian Boulevard or East 14th Street.

Access to Bay Fair BART

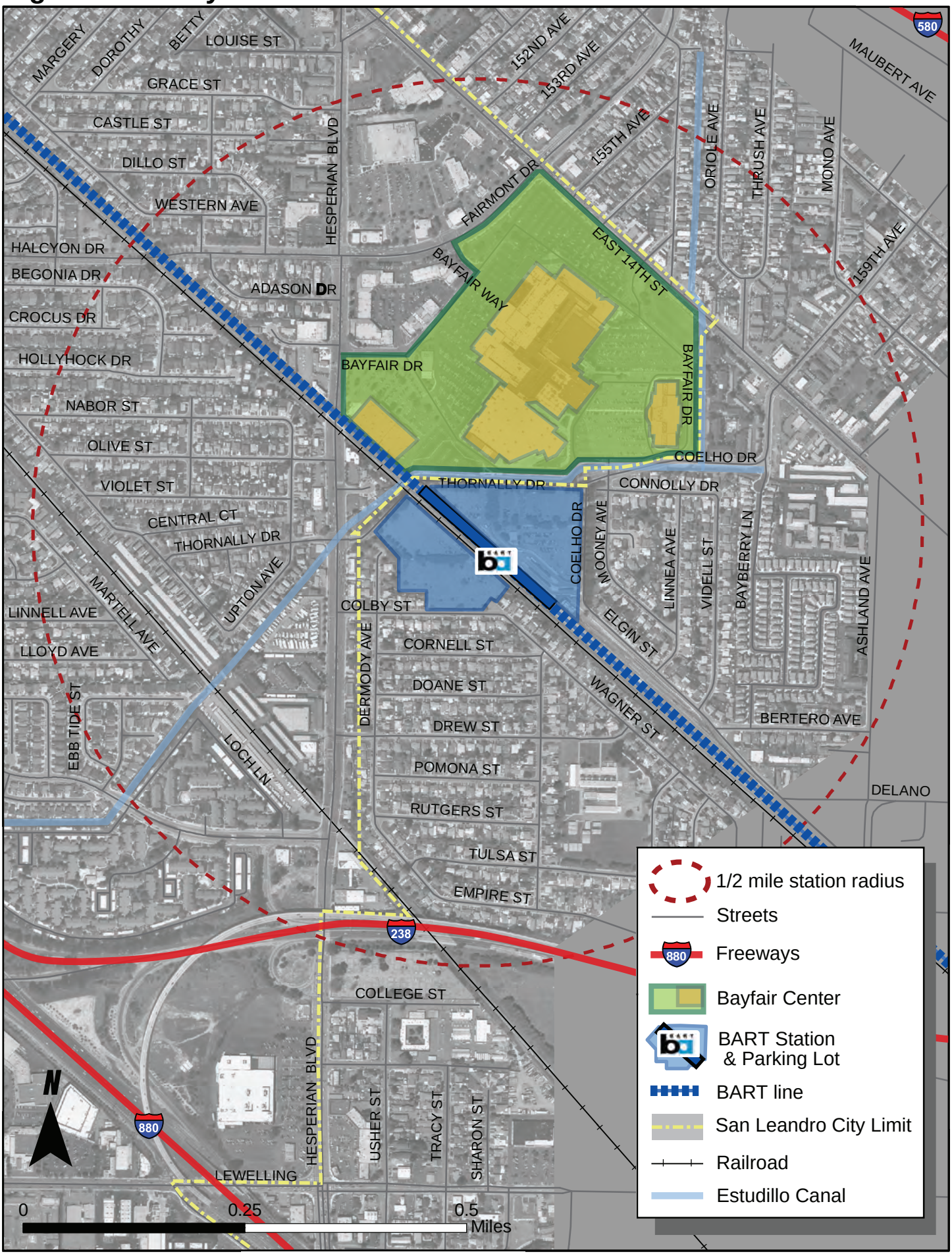
Station Context

The Bay Fair BART Station is one of two BART stations in San Leandro. The station is served by the Richmond-Fremont and Dublin/Pleasanton-Millbrae lines and connects patrons to downtown Oakland, San Francisco and San Francisco International Airport. The station is an important transfer point to the Eastern Alameda County via the Dublin/Pleasanton line and a regional link to Central Alameda County. Its importance will be further enhanced with the planned extension of BART service from Fremont to the Silicon Valley.

As the station has twice as much San Francisco-bound service in the morning, it attracts more riders than Hayward or Castro Valley stations. Figure 3-13 displays the station location in context within the Bay Fair BART Station area, including Bayfair Center and nearby neighborhoods and streets.

As noted in Chapter 4, the BART Station Capacity Plan proposes a potential third rail on the station's east side to accommodate future operational needs. The footprint for this additional track has been preserved in all design options.

Figure 3-13 Bay Fair BART Station Area



Nelson|Nygaard consulting associates

GIS Data Source: City of San Leandro, MTC
Location: South San Leandro and Vicinity, CA

Access Survey Results

A survey was conducted at the BART Station on Tuesday, May 23 and Wednesday, May 24, 2006 between 6:30 AM and 9:30 AM[9] to collect behavioral and demographic information about the Bay Fair BART Patrons. In total, 668 passengers participated in the survey.

The key findings of this survey are shown in the figures below, and include:

- Overall, 54% of patrons arrive by private motor vehicle, either by driving alone, being dropped off, or carpooling. The least frequent access shares to Bay Fair Station are by bicycle (3% all day) and taxi (less than 1% all day)
- 22% of all patrons walk, compared to 1.8%[10] who commute by foot in the larger area
- 21% of all patrons take transit to or from the station.
- The morning peak period (6:30 AM to 9:30 AM) is the busiest entry time at the Bay Fair Station. Just over half (51%) of patrons surveyed entered the station during this time period.
- The difference between AM commute access modes and the rest of the day is striking. Regular commuters know that the BART parking lots normally fill up by 9:00 AM. They arrive at a very concentrated time to ensure finding a parking spot.

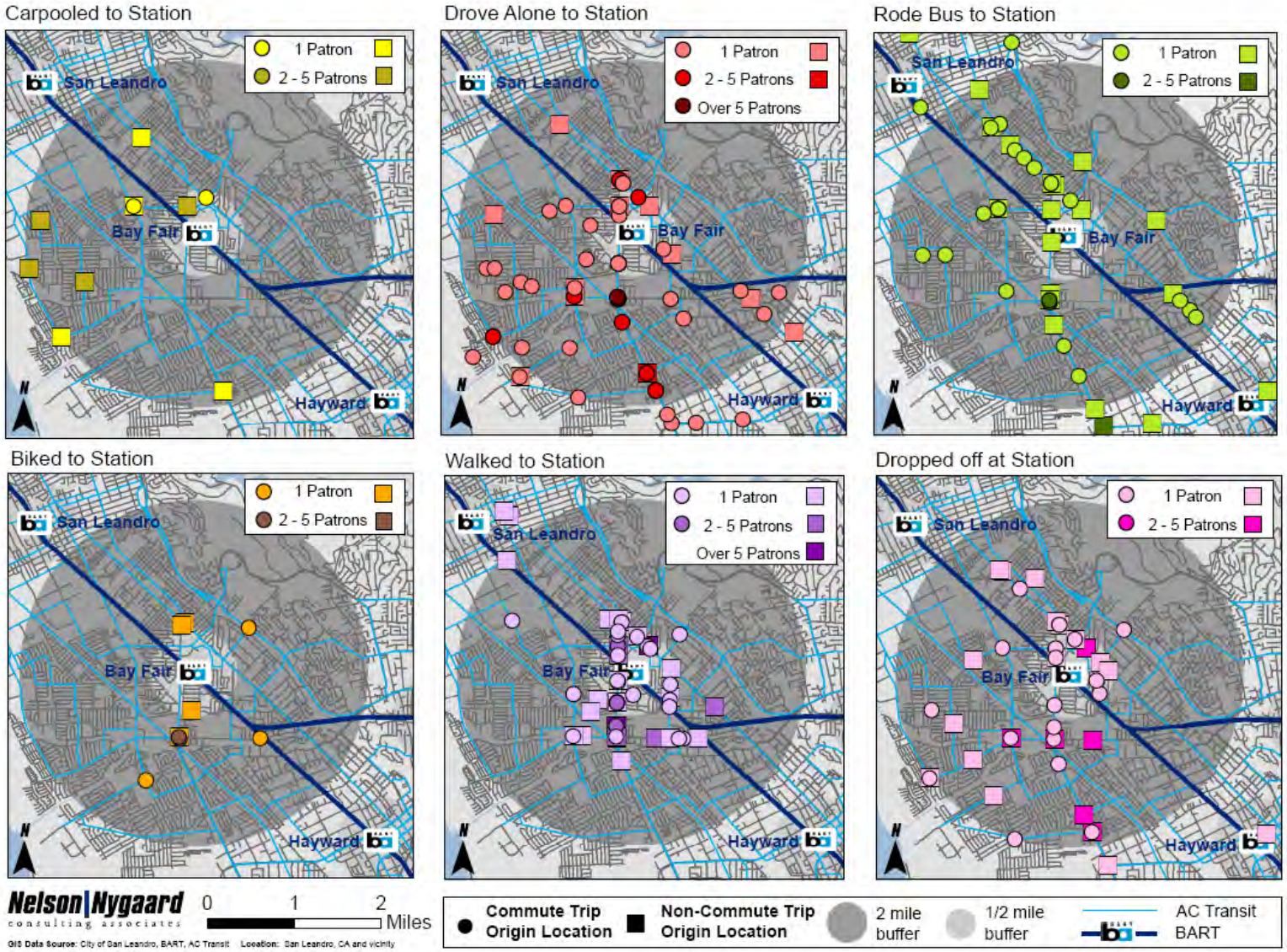
Figure 3-14 Access Mode to Bay Fair BART Station

Access Mode	Mode Share, All Day*	Mode Share AM Peak*	Mode Share, Mid-Day*	Mode Share, PM Peak*
Walked	22%	13%	32%	28%
Bicycle	3%	2%	4%	4%
Drove Alone	30%	48%	15%	10%
Carpool	5%	3%	8%	7%
Dropped off by Car	19%	16%	17%	27%
Bus/Transit	21%	18%	26%	23%
Other	<1%	<1%	<1%	<1%

*totals may not = 100% due to rounding.
Source: Bay Fair BART Station 2006 Intercept Survey

[9] Corey, Canapary & Galanis Research. BART Bay Fair Station Intercept Survey, June 2006
[10] Census 2000 data journey to work data

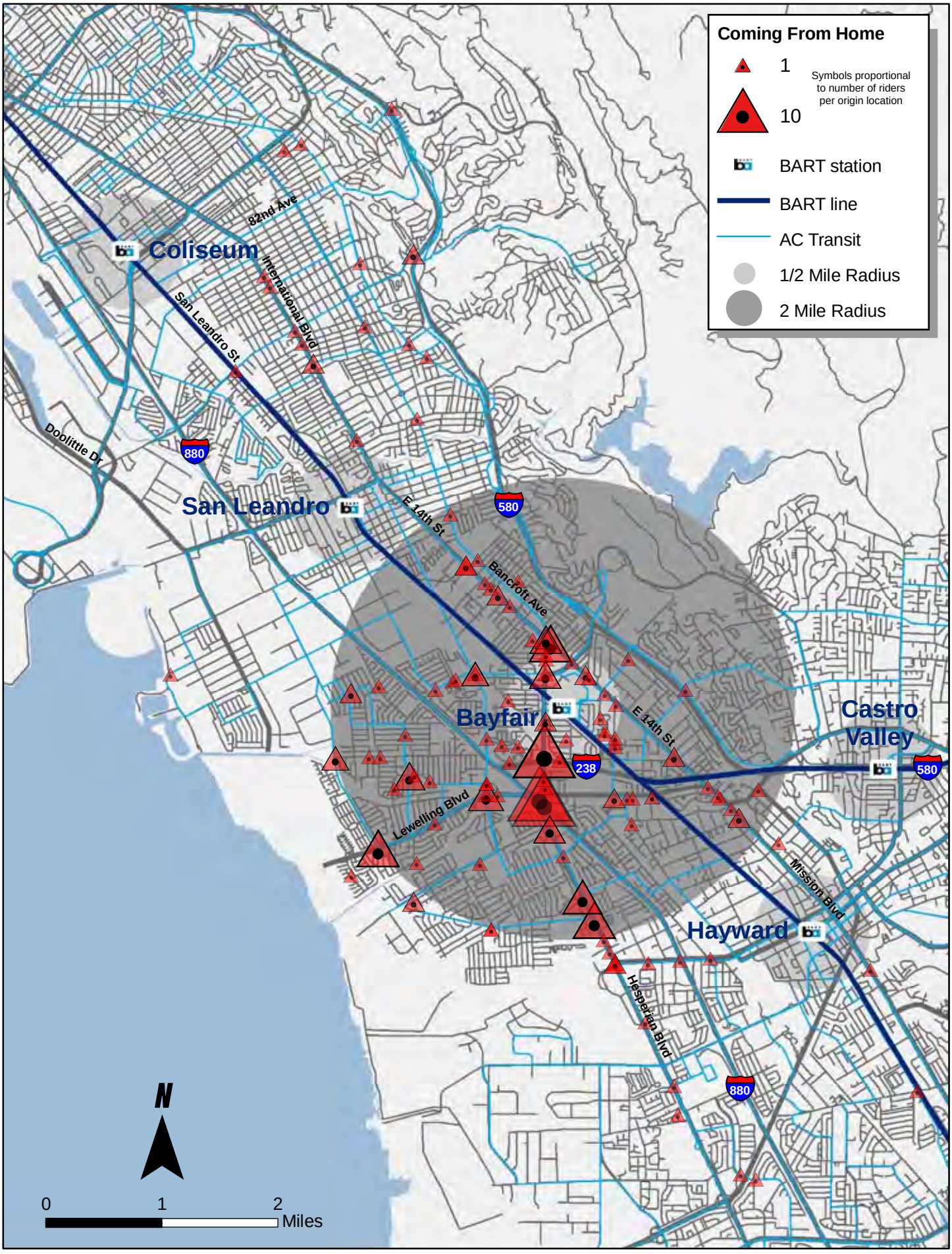
Figure 3-15 Bay Fair Station Patron Survey: Access Trip Origins, All Modes



Figures 3-16 and 3-17 illustrate the mode of travel for survey respondents coming from home and those coming from all other locations. From the home origin map, the importance of the Hesperian Boulevard and East 14th Street corridors can be observed. Bus transit origins are arrayed along the two important transit corridors (East 14th Street and Hesperian Boulevard), and most drive-alone and drop-off origins are scattered within about a 2-mile radius of Bay Fair BART.

This data also allows several additional analyses to be conducted, to indicate the potential for riders who currently drive and park at the station to walk, cycle or take transit instead. Specifically, two markets were analyzed: those drive-alone and dropped-off patrons living within a ½-mile of the station (who may be able to walk or bicycle); and those drive-alone and dropped-off patrons living between a ½-mile and 2 miles of the station (who may be able to board a bus or bicycle). (These distances refer to straight-line distances; actual walking, cycling, and bus distances may be longer).

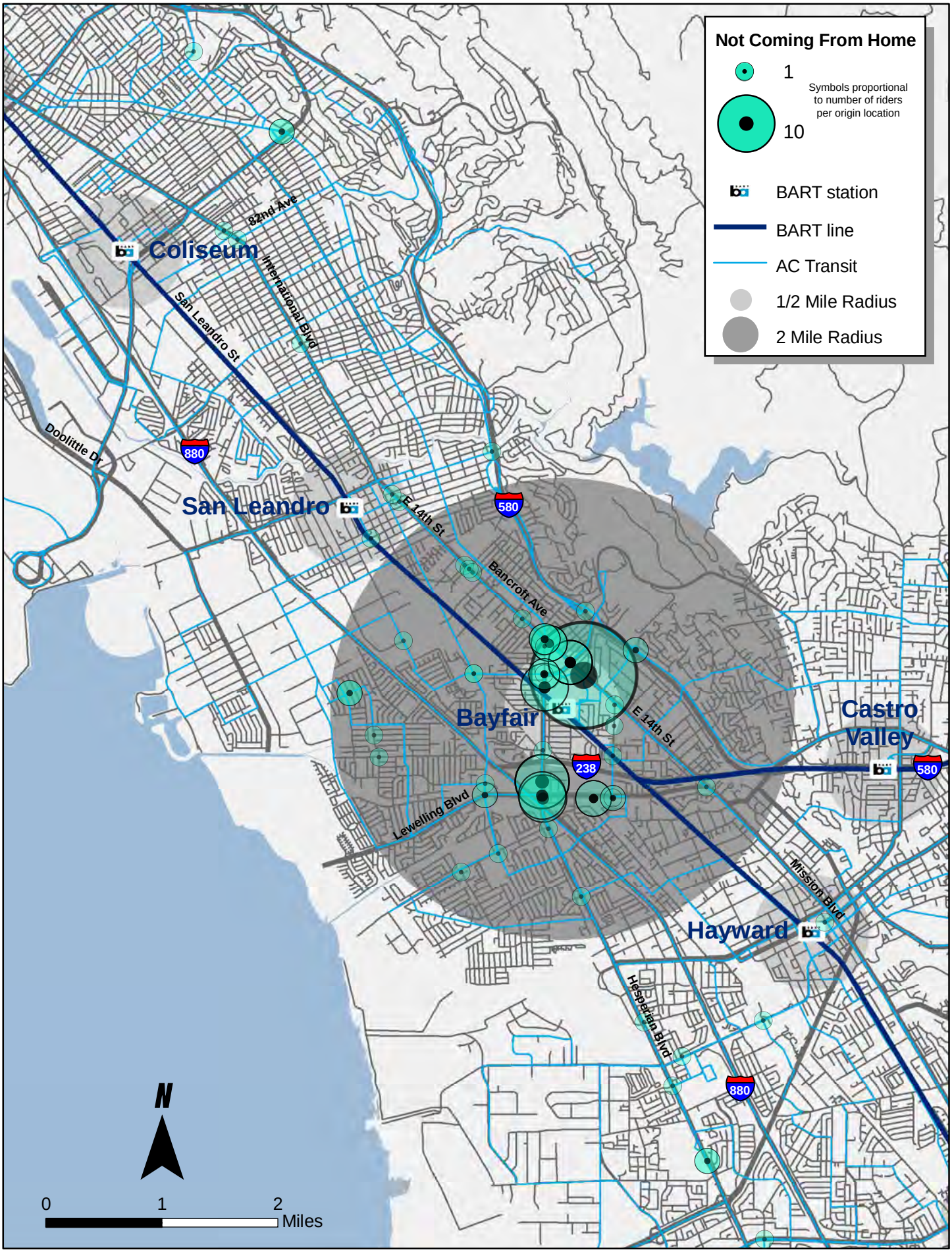
Figure 3-16 Bay Fair BART Station, Riders Coming from Home



Nelson|Nygaard consulting associates

Source: City of San Leandro, MTC, AC Transit, BART
Location: San Leandro and Oakland, CA
Trip Survey by Corey, Canapary & Galanis Research

Figure 3-17 Bay Fair BART, Riders Not Coming from Home



Nelson|Nygaard consulting associates

Source: City of San Leandro, MTC, AC Transit, BART
Location: San Leandro and Oakland, CA
Trip Survey by Corey, Canapary & Galanis Research

As shown in Figure 3-15, most riders who drive to BART do so from short distances – 76% drive less than 2 miles, and 19% drive less than a half-mile. The 24% who drive 2 or more miles to reach the station are mainly coming from the south and east in order to take advantage of higher train frequencies at Bay Fair Station. Bus riders heading to the station come from farther distances, following the major AC Transit corridors.

While planners generally consider a half-mile radius around a station to be the effective limit for capturing walk trips, almost half of those walking to Bay Fair Station walk more than a half-mile, with 7% walking 2 or more miles.

Figure 3-19 focuses on just those BART riders who arrived at the station from origins less than a half-mile away. It shows that people living in the surrounding neighborhood and heading to BART overwhelming chose to drive alone to the station, while those working, shopping and going to school in the station area largely walked, carpooled or were dropped off. Of those walking to the station, 64% were coming from work, shopping, school or other activities, not from home.

It is worth noting that nearly 20% of those driving alone to the station drove less than a half-mile, a distance that would be considered an easy walking distance in most neighborhoods. These respondents may prefer driving to walking or bicycling for reasons that include:

- Insufficient or inconvenient pedestrian and/or bicycle infrastructure.
- The pedestrian underpass of the Union Pacific and BART tracks from the west parking lot is not well lit, has no video surveillance, and users in the middle of the facility are not visible from either side.
- The Thornally Drive vehicular underpass of the UP tracks and BART tracks lacks adequate sidewalks on both sides.
- Respondents may feel unsafe walking to or from the station, especially in the evening.

Figure 3-18 Access Mode by Distance From Bay Fair BART

Access Mode	½-Mile Radius	½ -2 Mile Radius	2-4 Mile Radius	4+ Mile Radius	Total
Walked	53%	40%	5%	2%	100%
Bicycle	11%	89%	0%	0%	100%
Drove Alone	19%	57%	19%	5%	100%
Carpool	16%	58%	26%	0%	100%
Dropped off by Car	28%	50%	10%	12%	100%
Bus/Transit	8%	43%	22%	27%	100%
Respondents by distance	27.4%	48.5%	14.2%	9.9%	100%

Source: Bay Fair BART Station Intercept Survey May 2006. (All Trip Origins)

Based on 365 total trip origin points.

Figure 3-19 Access Mode to Bay Fair BART Within Half-Mile Radius by Trip Origin

Access Mode	Home	Other	No Response	Total
Walked	29%	64%	7%	100%
Bicycle	100%	0%	0%	100%
Drove Alone	82%	18%	0%	100%
Carpool	33%	67%	0%	100%
Dropped off by Car	29%	71%	0%	100%
Bus/Transit	14%	43%	43%	100%
Total	38%	55%	7%	100%

Source: Bay Fair BART Station Intercept Survey May 2006.
Based on 100 total trip origin.

Pedestrian Access

The main pedestrian access route serving the Bay Fair BART Station connects the station to Bayfair Center. Figure 3-20 shows these and other paths serving BART and Bayfair Center. While the pedestrian pathways connecting BART and Bayfair Center with East 14th Street are limited at present, the Alameda County Redevelopment Agency is constructing a major upgrade to streetscape and pedestrian conditions on Coelho Drive and 159th Avenue from Mooney Avenue to East 14th Street[11].

Stairs provide pedestrian access to the southwest side of the BART station under the Union Pacific Railroad tracks; this route is not wheelchair-accessible and is an area where safety and security is a community concern. Upon arrival at the southwest side, a pedestrian path extends westward through the BART parking lots to Hesperian Boulevard, and a separate path extends southward to Colby Street, where sidewalks provide access to the adjoining residential neighborhood.

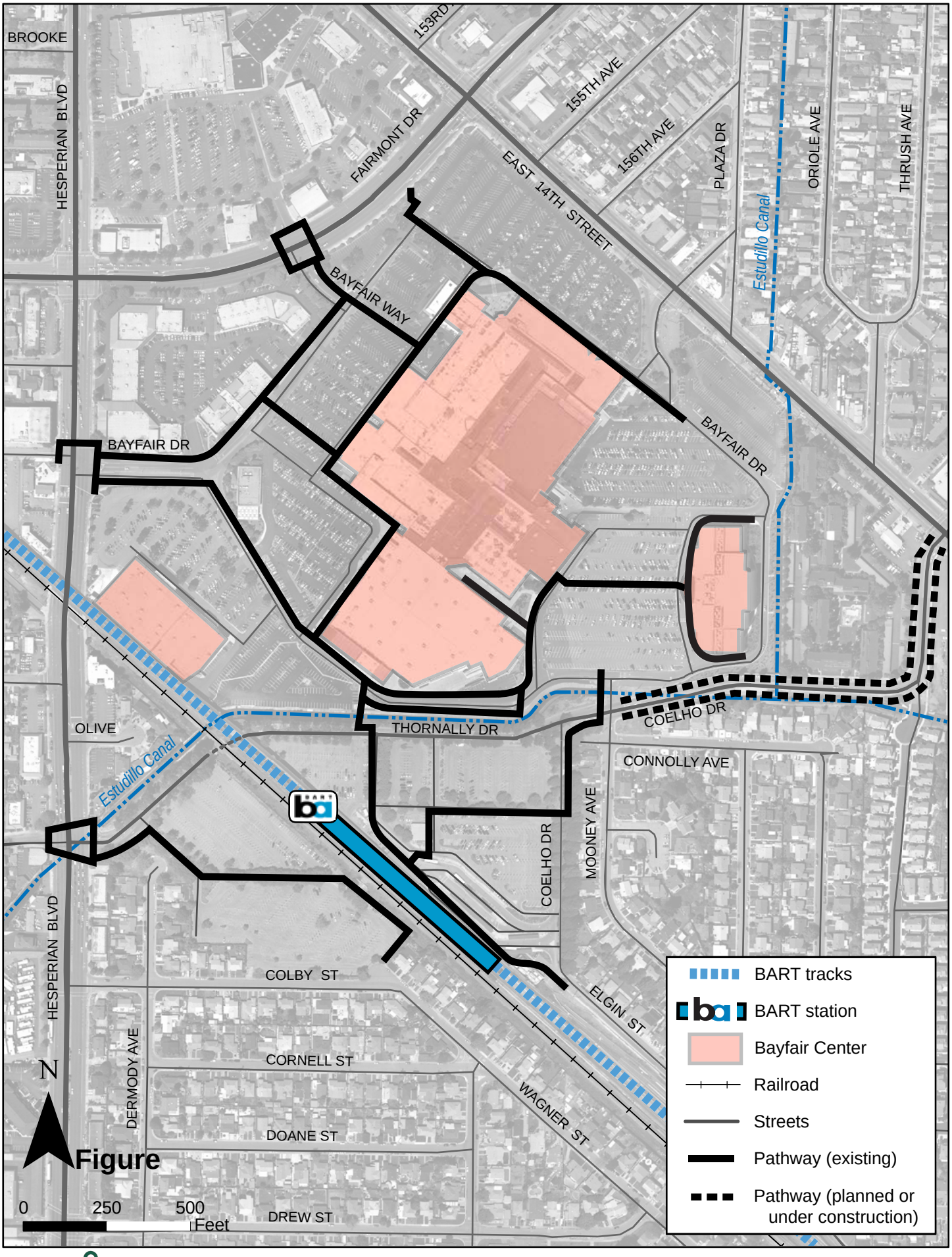
Pedestrian Shed

Figure 3-21 displays walking distances of 5, 7 and 10 minutes from the Bay Fair BART Station. A 5-minute walk extends a ¼-mile from the BART station, a 7-minute walk extends one-third of a mile, and a 10-minute walk extends a half-mile. The intent of the Pedestrian Shed map is to identify sites that are most accessible by foot and to identify barriers to walking that reduce the size of the accessible area.

Beyond the 1/3-mile radius, barriers to pedestrian movement and circuitous routes result in actual walking distances that are generally greater than a ½-mile. In particular, pedestrian access to the east side of the Bayfair Center is hampered by lack of a direct pedestrian path from the BART station, which also reduces the effective accessibility of sites on East 14th Street.

[11] See http://www.acgov.org/cda/redevelop/projects/actap/index.htm.

Figure 3-20 Pedestrian Pathways

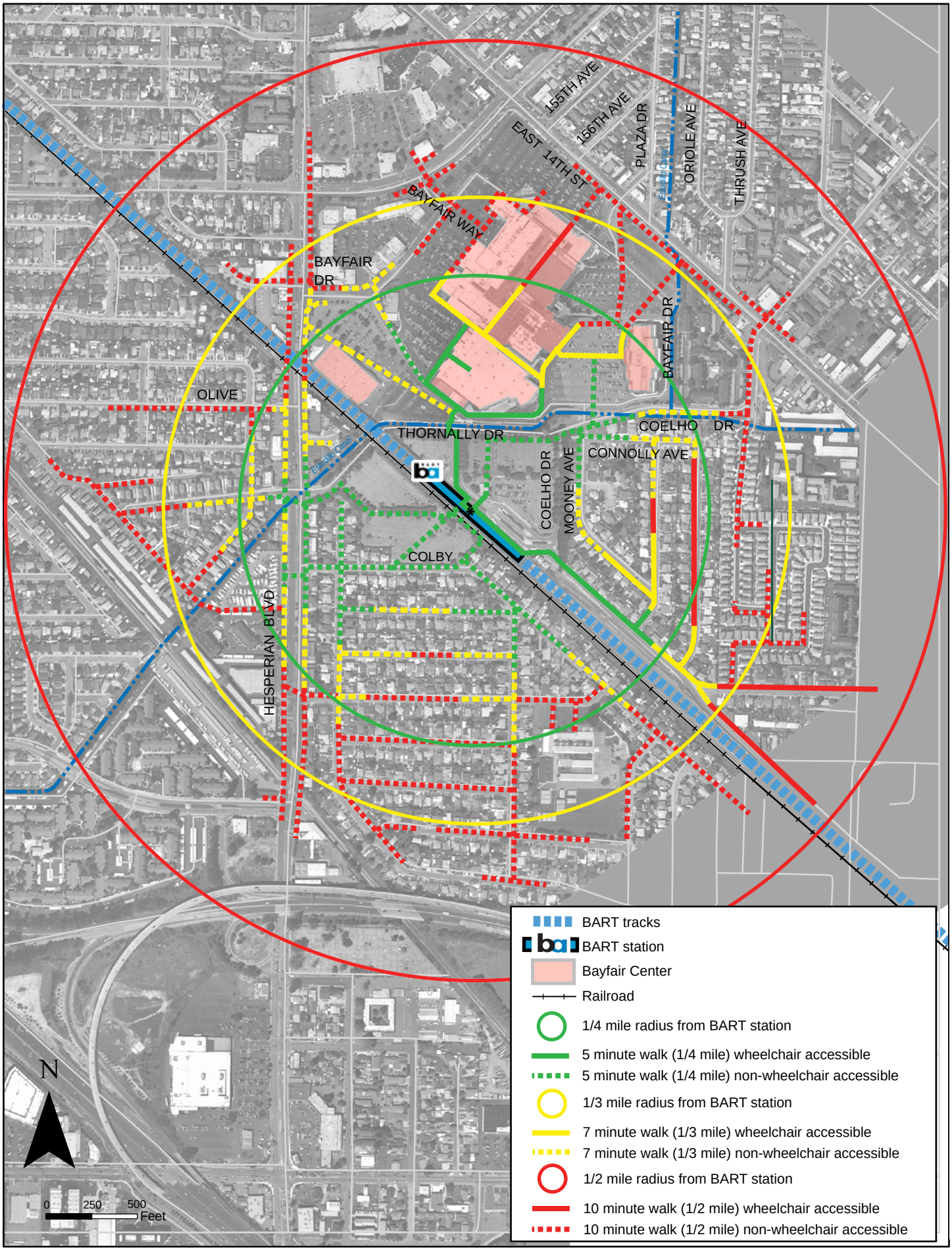


Figure

FEHR & PEERS
TRANSPORTATION CONSULTANTS

GIS Data Source: City of San Leandro
Location: San Leandro

Figure 3-21 Bay Fair BART Pedestrian Shed



FEHR & PEERS
TRANSPORTATION CONSULTANTS

GIS Data Source: City of San Leandro
Location: San Leandro

Pedestrian Access Issues

Figure 3-22 summarizes some of the key issues limiting the movement of pedestrians within the study area including:

- Circuitous paths of travel
- Historic development pattern in response to the railroad tracks and abutting the tracks
- Railroad tracks that inhibit movement to/from and within the BART property
- Severance of the community on the west side of the tracks from the activity centers on the east side of the tracks
- Lack of pedestrian pathways through surface parking lots and along most access roads
- Personal safety concerns in the BART underpass, on pedestrian paths and within parking lots
- Lack of direct routes to Bayfair Center entrances
- No direct pedestrian path connecting to the pedestrian/transit corridor on East 14th Street or Hesperian Boulevard
- Dangerous triple intersection at Bayfair Drive/Coelho Drive/Connolly Drive, and Mooney Avenue which lacks crosswalks on most corners; vehicles observed making rolling stops here
- Narrow sidewalks along major arterials are unpleasant to some pedestrians due to proximity to fast and high volume traffic
- Long blocks along the south side of East 14th Street are a problem for transit and pedestrian access.

Figure 3-22 Pedestrian Access Issues

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GIS Data Source: City of San Leandro
Location: San Leandro

Bicycle Access

In the station area, existing bikeways include:

- Hesperian Boulevard, west of the BART station (Class II bike lane)
- Halcyon Drive up to Fairmont Drive and Hesperian Boulevard (Class II bike lane)

Planned bikeways include:

- Fairmont Drive (continuation of Halcyon Boulevard Class II bike lanes)
- Union Pacific or BART right-of-way (Class I bike path)

Desire lines for the Bay Fair BART and Bayfair Center area are shown on Figure 3-23. They indicate the directions that cyclists (or pedestrians) want to take regardless of street networks, bike ways, or sidewalks. In the case of large parking lots, many cyclists will pass directly through the center of an empty or half-full parking lot even if it is not a designated roadway because the path is open and follows their desire line.

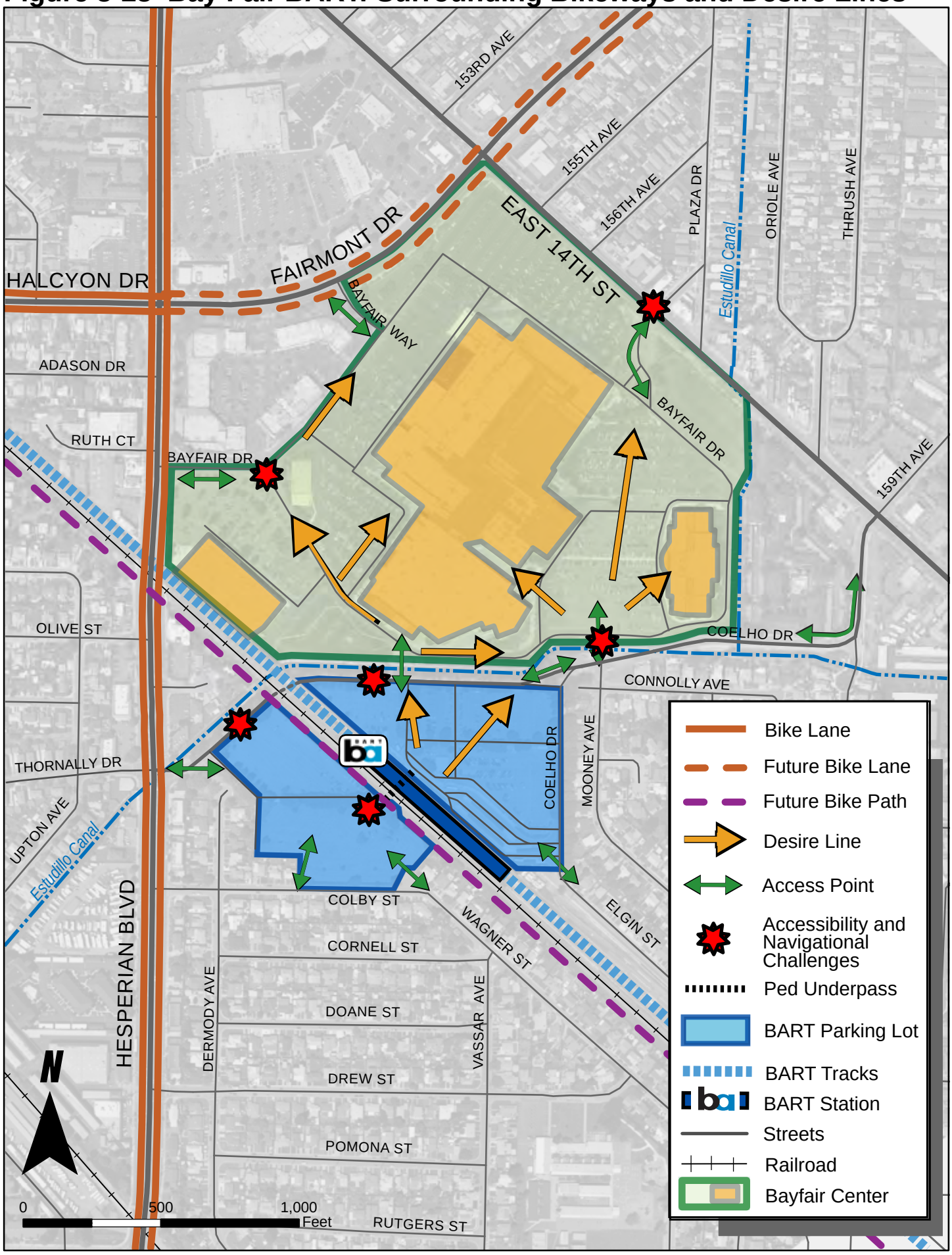
There are 16 bike lockers and six "U" racks (with a capacity of five to seven bikes each) provided at the Bay Fair BART Station, supplying parking for up to 58 bicycles. A BART October 2006 survey indicates that 14 bikes parked in the facilities.

Bicycle Access Issues

Figure 3-24 also shows bicycle accessibility and navigation challenges, as follows:

- No fully integrated bicycle network in San Leandro and Ashland
- No bicycle lanes in the Thornally Drive vehicular underpass of BART and the Union Pacific tracks; Dangerous for bikes due to lack of visibility and a narrow roadway
- Bicycles must be carried up and down the steps at the pedestrian underpass between the west side parking lot west of the fare gates and the BART station
- Narrow pedestrian/bicycle bridge between the BART station and Bayfair Center over Estudillo Canal
- Bike racks at BART station are out of view of the station agent; increased chance of theft due to location

Figure 3-23 Bay Fair BART: Surrounding Bikeways and Desire Lines

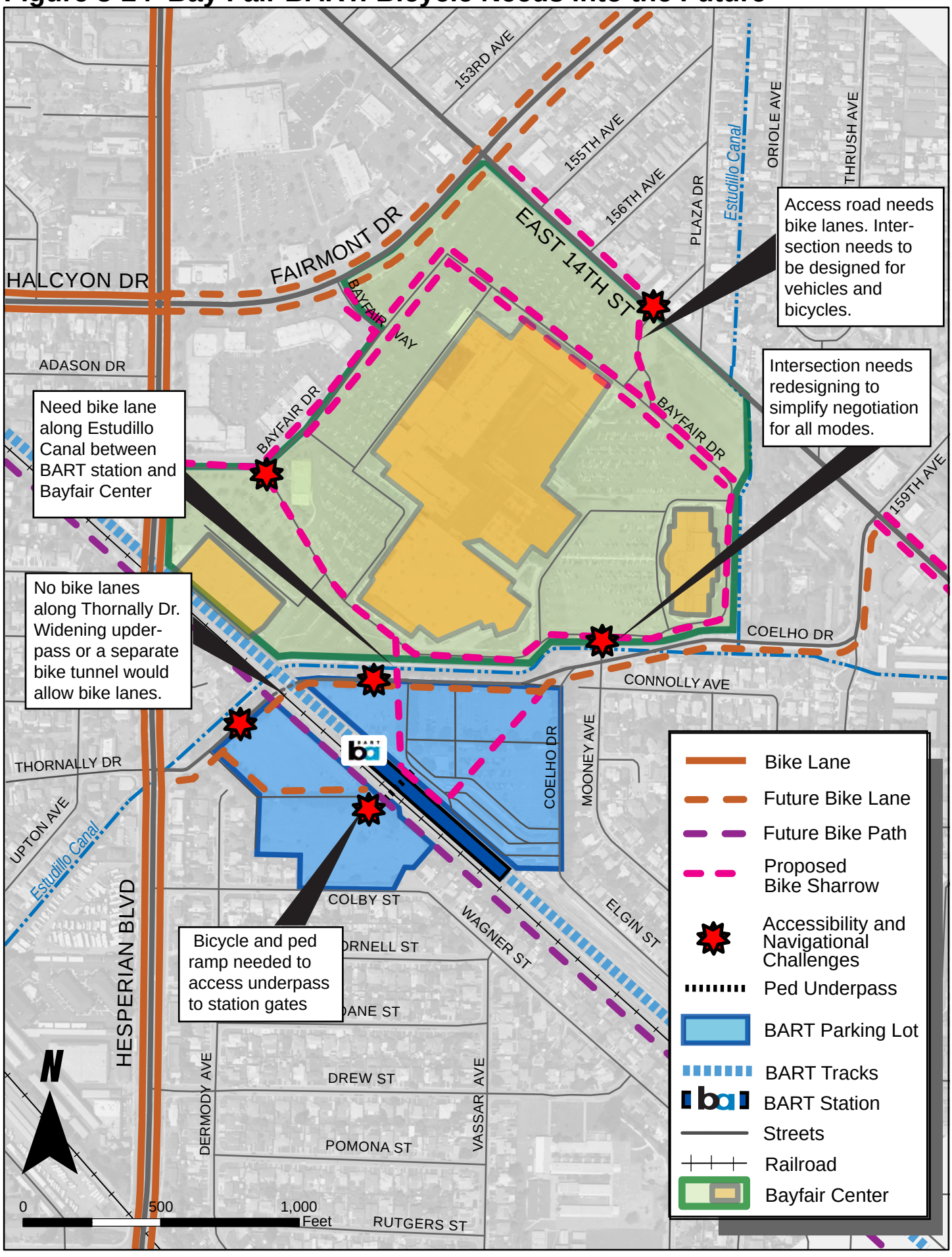


Nelson\Nygaard consulting associates

GIS Data Source: City of San Leandro

Location: San Leandro

Figure 3-24 Bay Fair BART: Bicycle Needs into the Future



Nelson|Nygaard consulting associates

GIS Data Source: City of San Leandro

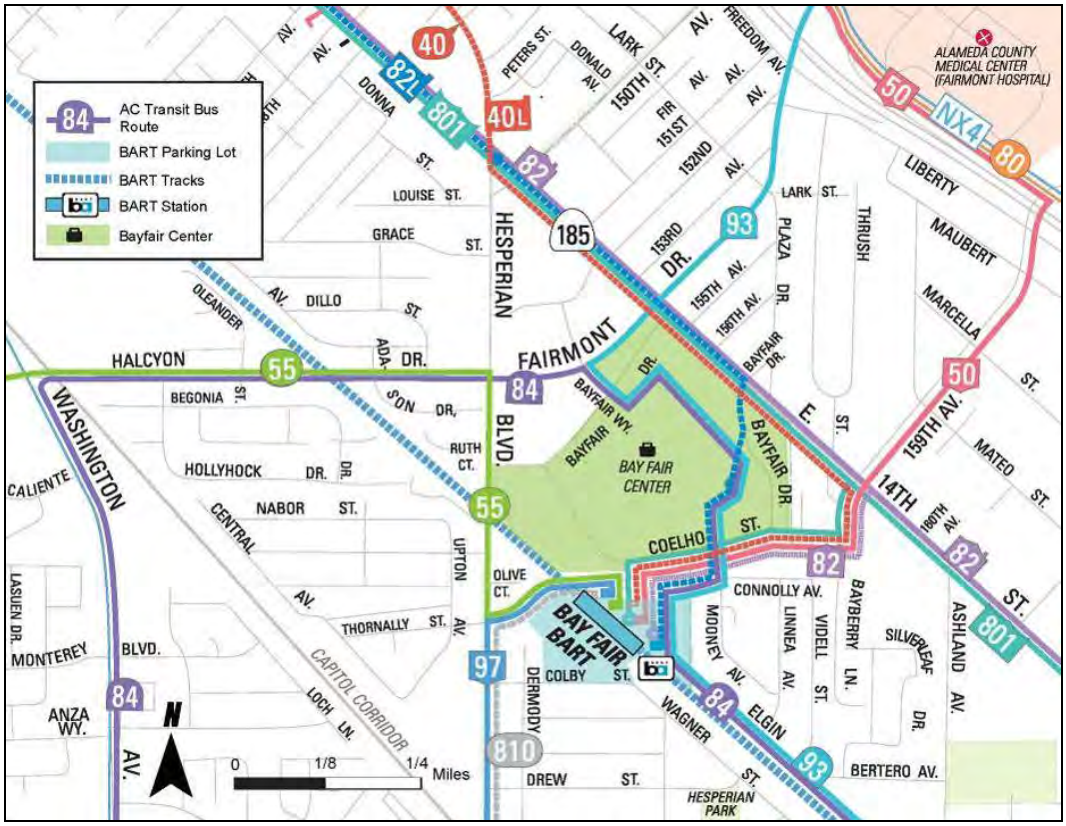
Location: San Leandro

Transit Access

The Bay Fair BART Station includes a key bus intermodal transfer center with 15 bus bays that offer bus-to-BART and bus-to-bus transfers. AC Transit has focused much of its service on Bay Fair BART Station as a major transit hub because it is serviced by both the Dublin/Pleasanton and Fremont BART lines. Figure 3-25 shows the AC Transit buses in the study area. The new 1 Rapid line between Berkeley and Bay Fair BART Stations, which will replace the 82L line, will begin service sometime in 2007.

AC Transit is preparing an environmental report for the proposed International-Telegraph (INTEL) Corridor Bus Rapid Transit (BRT), which serves the East 14th Street corridor and terminates at the BART station.[12]. With frequent service, more people are likely to use the bus, including those using it to reach Bay Fair BART. These polices have implications for future bus service enhancements with increased commercial and residential development in area.

Figure 3-25 AC Transit Routes Serving the Bay Fair Station Area



[12] For a summary of this BRT service and technology, see http://www.actransit.org/pdf/BRT_Summary.pdf

Observed Transfer Activity Survey

Figure 3-26 shows the alighting activity for each AC Transit bus route and the corresponding origins/destinations. Approximately 56% of bus patrons transfer to BART, while 38% transfer between buses. Bus-to-bus transfer activity is significant, although "neighborhood" transfer is comparatively low (5%) at the Bay Fair BART Station. No shuttles were observed.

Figure 3-26 Bus Alighting and Transfer Destination Activity at Bay Fair BART Station

Bus Route Origin	Transfer to BART Count	Transfer to BART %	Transfer to Bus Count	Transfer to Bus %	Alight to NBHD Count	Alight to NBHD %	Total Bus Alighting Transfers	Route Share
40/40L	120	60%	77	39%	3	2%	200	10%
50	181	56%	120	37%	20	6%	321	16%
55	43	46%	45	48%	5	5%	93	5%
82	177	54%	135	41%	16	5%	328	16%
82L	187	57%	120	37%	21	6%	328	16%
84	130	69%	53	28%	6	3%	189	9%
93	42	51%	39	47%	2	2%	83	4%
97	280	54%	199	39%	37	7%	516	25%
All Bus Alighting	1,160	56%	788	38%	110	5%	2,058	100%

Bus Transit Access Issues

BRT and other service improvements to be implemented will provide high frequency and high amenity bus transit service to the Bay Fair BART and Bayfair Center area. A number of bus service issues remain for this area, however, including:

- Circuitous transit routing to, from, and between the Bay Fair BART Station and Bayfair Center, including multiple turns in short distances
- Close proximity of pedestrian and bicycle flow and transit operations adjacent to and from the Bay Fair BART Station
- Inadequate wayfinding provisions for bus (and BART) passengers[13]

Motor Vehicle Circulation

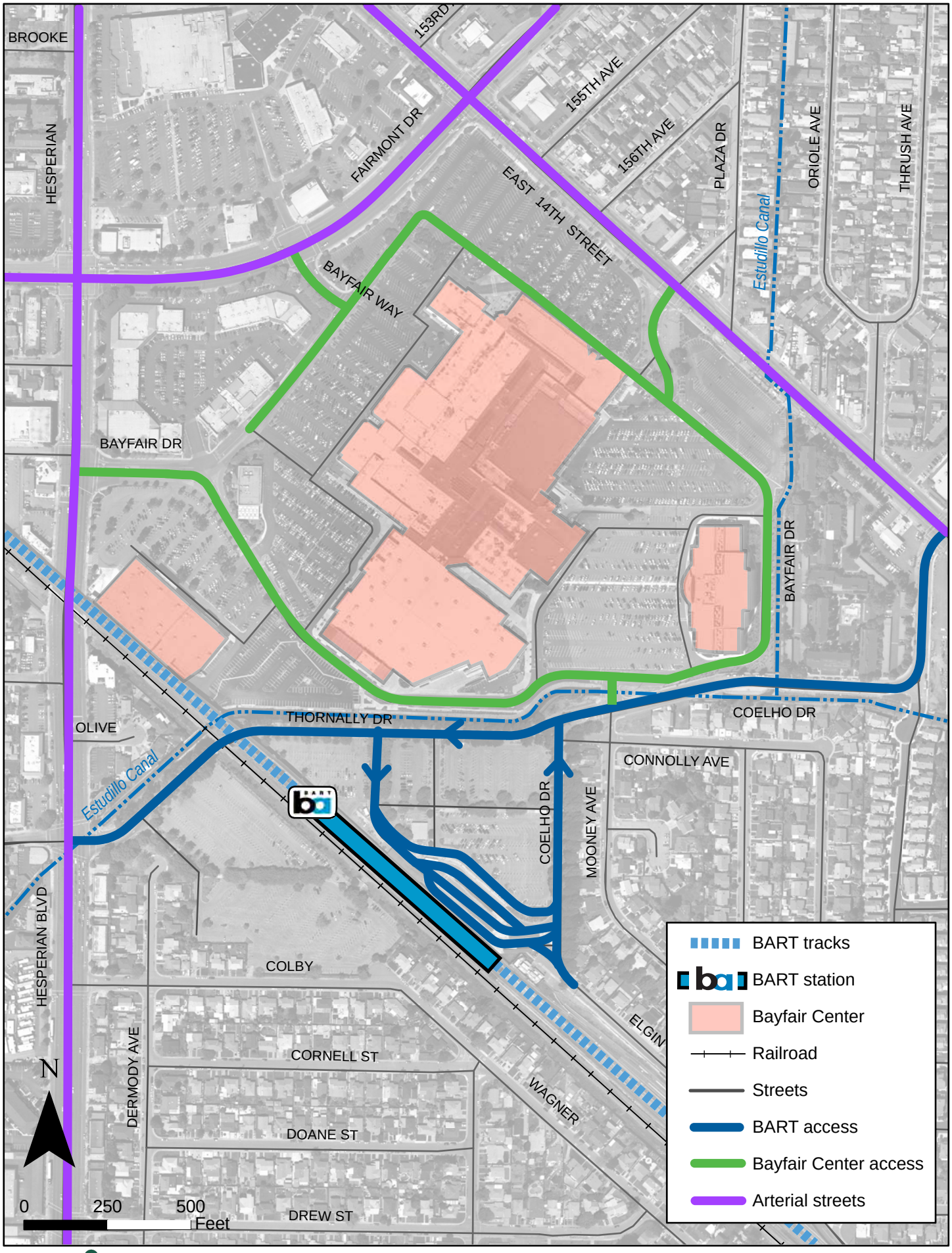
Access to the study area is provided by three arterial streets that serve motor vehicle, bicycle and pedestrian travel: Hesperian Boulevard, East 14th Street and Fairmont Boulevard.

[13] See MTC Transit Connectivity Study, Draft Technical Memorandum 4: Proposed Regional Wayfinding Signage Program, December 14, 2005, for a discussion of proposed wayfinding improvements for Bay Area public transit centers.

The City of San Leandro and County of Alameda envision transit-oriented development and pedestrian improvements along the East 14th Street corridor, which connects Downtown San Leandro and the Eden Area with adjacent cities including Oakland (via International Boulevard) and Hayward (via Mission Boulevard).

Figure 3-27 shows the Motor Vehicle Circulation & Access system that provides access to the study area for private vehicles and AC Transit buses. The Bay Fair BART Station and Bayfair Center are served by two separate motor vehicle access and circulation systems. The two sites provide a total of approximately 5,000 parking spaces, of which 1,672 spaces are located at the BART station site and approximately 3,500 parking spaces are located at Bayfair Center. The access roads for both sites create a fairly efficient motor vehicular circulation system, but at the expense of the other travel modes, especially since many of the access roads lack sidewalks or other amenities.

Figure 3-27 Motor Vehicle Circulation and Access (Existing)



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TRANSPORTATION CONSULTANTS

GIS Data Source: City of San Leandro
Location: San Leandro

Bay Fair BART Station

Vehicle access from arterial streets to the station is provided by three two-lane streets: Thornally Drive, Coelho Drive, Elgin Street, and a main BART Entry access road approaching the station entrance. Elgin Street has limited access from the station due to the one-way access loop around the station lot. Consequently Elgin Street predominantly provides bus access to the station. The streets provide access to the AC Transit bus transfer center, the passenger drop-off/pick area with approximately eight spaces, and to the BART station parking lots. Due to the one-way loop formed by Thornally, BART Entry roads, and South Coelho Drive, direct access between Hesperian Boulevard and East 14th Street is not possible.

Bus traffic tends to travel efficiently with little or no delay in and out of the BART station. However, potential conflicts with pedestrian crossings may develop if the pedestrian network is enhanced as desired, or if development in the area leads to an increase in pedestrian volumes.

Bay Fair BART Parking

The Bay Fair BART Station provides 1,672 parking spaces in two lots, which are full on a daily basis during the workweek. There are 1,610 free parking spaces and 41 monthly paid reserved. Figure 3-28 summarizes motor vehicle parking supply and demand at the station[14].

[14] *BART Station Parking and Access Facilities Summary*, Fall 2005.

Figure 3-28 Parking Occupancy Summary, Bay Fair BART

Occupancy Summary	Bay Fair Station Spaces
Total Parking Spaces	1,672
Regular Spaces	1,610
Carpool Spaces	21
Reserved Spaces	41
Available Spaces - 9:00 am	
Regular Spaces	0
Carpool Spaces	16
Reserved Spaces	8

Source – BART, October 2005

Bayfair Center

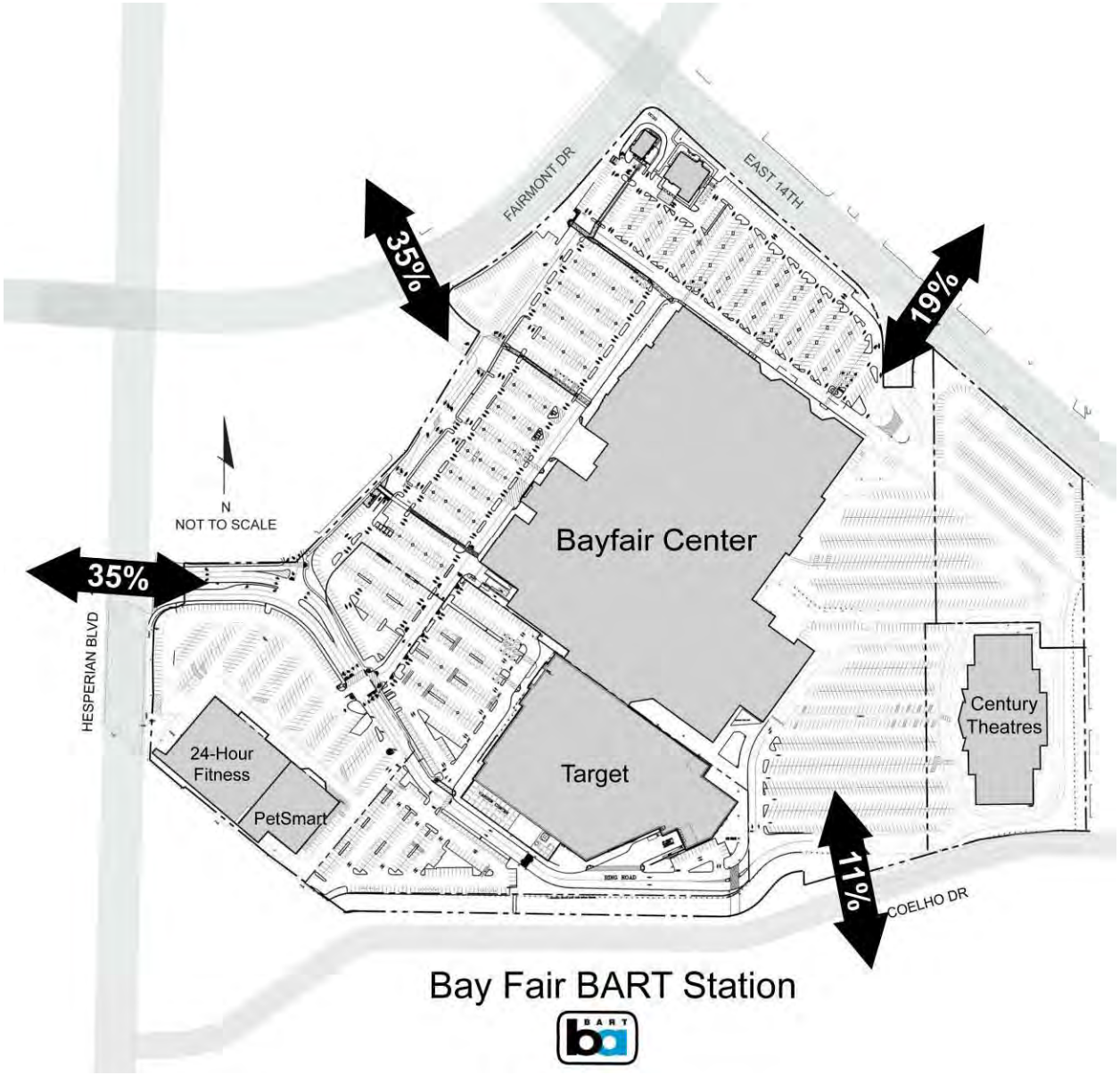
The following streets provide vehicle access to Bayfair Center: Hesperian Boulevard, Fairmont Drive, East 14th Street, and Coelho Drive.

Each of the four entrance roads terminates at an intersection with the shopping center's internal "ring road". The intent of the ring road is to circulate shopping center traffic around the perimeter of the parking lots in order to segregate vehicle traffic from pedestrians walking between parking spaces and shopping center entrances.

The Hesperian Boulevard and Fairmont Drive entrances are the most heavily utilized access points to Bayfair Center, each carrying approximately 35% of shopping center traffic. The East 14th Street entrance carries 19%, followed by two-lane Coelho Drive with 11%[15]. The East 14th Street entrance has the greatest capacity to accommodate future traffic growth. Figure 3-29 illustrates the driveway utilization pattern.

[15] Bayfair Mall Trip Generation, Intersection Operations and Circulation Analysis, Fehr & Peers, 2003.

Figure 3-29 Bayfair Center Driveway Entrance Patterns



Traffic Generation and Excess Capacity

In 1992, the City of San Leandro approved an increase from 820,000 square feet to 1.4 million square feet of gross leasable area (GLA) at Bayfair Center which would generate up to 3,618 PM peak hour vehicle trips and 4,973 weekend peak hour vehicle trips. The approved expansion of Bayfair did not go forward. Traffic counts conducted at Bayfair Center in March 2003 when it had approximately 800,000 square feet GLA, found that the shopping center generated 2,248 PM peak hour trips and 2,891 weekend peak hour trips, which is substantially fewer than the amount of traffic approved for the site.

Given excess capacity at Bayfair Center under the site's previous approval, it is feasible to assume that the site could accommodate more intense development. Even with the planned expansion of retail uses at Bayfair Center up to approximately 870,000 square total feet of GLA, as many as 1,500 housing units could potentially be accommodated without exceeding the trip generation thresholds established in the 1992 Environmental Impact Report (EIR). Furthermore, orientation of housing units towards the BART station and towards the street frontage of East 14th Street could result in a vehicle trip reduction based upon an assumption of heavier transit ridership, given transit service at the BART station and along East 14th Street (including the Bus Rapid Transit line proposed by AC Transit).

Bayfair Center Parking

Bayfair Center has approximately 3,500 parking spaces to serve approximately 820,000 square feet of gross leasable space (the precise amounts vary given ongoing construction on the site). This represents a parking provision ratio of more than four spaces per 1,000 square feet. Even with current construction of additional retail square footage, there should remain at least four spaces per 1,000 square feet.

Site visits suggest that a generous supply of vacant parking spaces exists on a daily basis in the eastern parking lots, suggesting the potential for shared parking opportunities with the BART station, especially given the typical usage pattern for the cinemas (heaviest usage during evenings and weekends) as compared to BART patrons (heaviest usage on weekday mornings and afternoons). This is also an area of Bayfair Center that is most accessible from the East 14th Street entrance, which has excess vehicle capacity as noted previously.

Motor Vehicle Opportunities: Critical Analysis of Motor Vehicle System Attributes

The primary motor vehicle access roads serving the Bay Fair BART Station and Bayfair Center share several common attributes:

- The BART station and shopping center access roads are designed to accommodate motor vehicles but with little or no provision for other modes of travel. Most internal roadway segments lack sidewalks and all internal roadway segments lack bicycle lanes

- Circulation between the Bay Fair BART Station and Bayfair Center is hampered by the lack of a unified circulation system (see Figure 3-27)
- The segregation of motor vehicle and pedestrian traffic onto separate travel routes under the current access and circulation system may contribute to personal safety concerns for pedestrians traveling to and from the BART station on paths that are not visible from adjacent streets or buildings
- The "ring road" system that circulates traffic on both sites results in effective block sizes that are out of character with surrounding neighborhoods and may not be conducive with the desired pattern of transit-oriented land uses served by a multi-modal circulation system
- BART's peak auto access demand does not overlap with typical shopping auto access demand. Most BART auto traffic occurs during the morning and evening commute hours; The shopping peak is during the weekend. So BART auto traffic rarely competes with retail traffic

Chapter 4. Design Alternatives

Design Approach

The design process began with an extensive analysis of vehicle, bicycle and pedestrian circulation conditions and opportunities to address access and connectivity. This yielded land parcel shapes and forms on the Bay Fair BART and Bayfair Center[1] sites. These land parcel forms were then examined in more detail to determine what types of buildings, density ranges, and parking configurations could be feasible. Meetings and conversations with staff from various organizations such as the City of San Leandro, BART, Alameda County, AC Transit, Bayfair, and the public informed many interim versions and modifications that helped the team arrive at the three options presented in this document.

Urban Design Goals

Key goals for the station area that inform the urban design strategy include:

- Respect the character of the surrounding neighborhoods -- no changes are proposed for the existing residential neighborhoods around the station.
- Improve access choices for all riders.
- Create new riders and revenue for BART in order to improve service and reduce the need to raise fares.
- Increase the personal security and comfort of existing BART riders.
- Increase locally serving retail in the station area.

Achieving the last three goals is largely supported by maximizing the number of new homes that could be built at the station. Having more families living near the station is the most effective tools for increasing ridership and revenue at the station. These families also improve personal security by providing "eyes on the street" in the station area at all times of day, and increase the likelihood of successful local retail.

This strategy of maximizing new housing, however, must be tempered by the first goal, being respectful of the character of the surrounding neighborhoods. It would be inappropriate and out of scale, for example, to build five-storey apartment buildings across the street from existing single family homes. Instead, building heights and density should gradually "step up" as one moves from existing low buildings toward the station. A common design type for making this transition is the townhouse, a form that is included in each design option discussed below.

The townhouses would include individual street entrances for each unit, and parking will be located underneath or within the units, accessed from the rear. While the scale of these

[1] Also referred to as Bayfair in this report.

homes will be similar to surrounding development, the increased density and level of activity of the street entrances will help to transition between the existing residential neighborhood and the new development around the BART station. Locating parking access behind the units reinforces the sense of pedestrian activity on the street and puts more eyes on the street for increased safety and comfort.

Active frontages along with smooth transitions between the surrounding neighborhood and new development are other important elements to focus on. These goals can be achieved through careful usage and design of building types. Employing careful design principles to the form and massing of townhouses and multifamily housing, as described below, greatly benefits the overall atmosphere and character of a place.

The development options also include low-rise multifamily housing on a number of parcels. Four to five story low-rise buildings can range between sixty and 100 units per acre, depending on the configuration of the units and parking. This is the best option for the rectangular parcel adjacent to the west side of the BART and Union Pacific Railroad right-of-way, as it meets the density requirement of the Draft Eden Area General Plan, but is also a good option for many of the other larger parcels included in the development options. In particular, the triangular parcels east of the Station could be developed with this building type. However, the triangular parcel shapes are a challenge in the design of efficient residential buildings. Options 2 and 3 allow for a larger triangle parcel than in Option 1, which helps with addressing this challenge.

Though they are taller and higher density structures, low-rise buildings can include on-street entrances to individual units, similar to townhouses, adding to street-level pedestrian activity and contributing to the articulation of the building's façade, which creates a more pedestrian-scaled look and feel. Similarly, upper stories can step back from the street frontage, reducing the perceived size and mass of the building and potentially adding porches and other rooftop amenities to these units. This is especially useful for the few proposed building frontages that are near existing residential neighborhoods. Similarly to townhouses, a smooth transition of building types and massing should be achieved.

As in the townhouses, parking can be located beneath the structure on a partially submerged podium structure or, alternately, an internal parking structure can be wrapped in residential units. In this configuration, a multi-level parking structure, accessed from side streets, forms the core of the residential building. Upper-level residential units can then be accessed from internal circulation connected to the parking garage or from an internal lobby on the ground floor. First and second level units can also be accessed from the parking structure or, as described above, from the street-level entrances which directly connect to the sidewalk and the public realm.

A variety of different building types are being considered for the development proposed in each of the three options. Each of the building types under consideration has an active and attractive street interface to reinforce the focus on a well-designed and safe public realm. While these building types range in size, density, features, and organization, they all provide an appropriately-scaled street frontage to contribute to a comfortable environment for the daily commuters, shoppers, residents, and pedestrians who will walk in this area.

Townhouses are a feature of all three development options. Townhouses serve an important function by helping to transition from existing residential neighborhoods to higher density residential and more active mixed-use development. In each of the development options, townhouses will be located on the smaller parcels to the south and west of the Bay Fair BART station, where new development interfaces with an existing residential neighborhood.

Design Options

The urban design goals provided the framework for the three options at the Bay Fair BART and Bayfair Center sites. These three options present a range of improvements and concepts, from minor modifications to more significant long-term changes. Given the proximity between Bayfair and BART, various levels of cooperation between the two sites were incorporated into two primary scenarios, one where development is focused on the BART site, and another where the BART and Bayfair sites are designed with shared uses. Specifically, the location and treatment of BART parking is the most significant variable between these two scenarios.

Circulation and access improvements were also major guiding elements. Some of the proposed improvements are interchangeable while others are specific to certain circumstances of a particular option. Project phasing was another aspect taken into consideration. Planning carefully which improvements can or should occur before others can have major implications on the long-term outcome of the design and development of a site.

All options assume the west side parking is consolidated into a garage east of the station, freeing the west parking lot for development.

Development considerations on the east parking lot are informed by the BART Station Capacity Plan that proposes room for a potential third rail on the station's east side to accommodate future operational needs. The footprint for this additional track has been preserved for use in the planning and design development of access facilities and future TOD on the east parking lot connecting with Bayfair Center.

Some basic number assumptions were used for the purposes of developing these initial design options. Figures are similar to those used for studies akin to the Bay Fair BART Site. The figures are very conceptual and were used only as a tool to attain preliminary counts for this initial investigation. These assumptions will need to be further affirmed and are subject to change in future detailed analysis.

These figures helped set boundaries and guidelines for developing the design options. For instance, the existing BART parking lots have approximately 1,700 parking spaces. Each design option was created to include 100% BART replacement parking as well as replace any spaces on the Bayfair Center's site that could be built over. Some options include more than 100% BART replacement parking. To accommodate new residential uses, parking spaces were calculated at a ratio of 1.25 parking spaces per 2 and 3 bedroom

dwelling unit and 1 parking space per 1 bedroom dwelling unit. In future studies, this parking ratio will need to be revisited in more detail given the importance of addressing parking appropriately. The residential component for each option has a unit split of 40% 1-bedroom, 50% 2-bedroom, and 10% 3-bedroom dwelling units. Refer to Appendix D that summarizes the conceptual dwelling unit and parking counts for each option.

To demonstrate to locals, shoppers, and BART patrons that they are approaching a BART station, gateway treatment treatments such as neighborhood signs and physical roadway features such as landscaped islands or colored-textured pavement along with BART signage should be considered. Gateway treaments should be included at the following intersections: Hesperian Boulevard at Thornally Drive, the main entry way from Bayfair Center (East Coelho Drive or Diagonal Street), East 14th Street at Key Way, 159th Avenue at East 14th Street.

Option 1: Existing Modified

Option 1, Existing Modified, proposes minimal modifications to the already existing site conditions. This option (see Figure 4-1) explores future development conditions with the main focus being the BART site, while no shared uses occur between BART and the Bayfair Center site. Thus, all uses are accommodated on BART property. This option also presents minimal modifications and improvements to the existing vehicle access and circulation conditions.

Option 1 introduces a BART parking garage and a range of residential development on BART property. The parking garage is located east of the station between the BART Entry and South Coelho Drive. This option locates parking within close proximity to the station. The structure should be lined with residential units on the west facing side to make the BART Entry as pleasant and friendly as possible for pedestrians and bicyclists, as well as drivers. This will also contribute to the overall safety of the main access to the station and its surrounding area. The parking structure would serve BART patrons and the few residential units on its west face. The east side of the structure should be sensitive to the adjacent single-family homes through tapering height levels and massing. The number of levels and parking spots that need to be accounted for in this garage has yet to be determined. Further analysis as to what amount of replacement parking is needed, taking into account current parking needs and any increase in ridership, would guide the total number of parking spots and floors. Bayfair Center has indicated interest in the possibility of developing a mixed-use residential building with ground-floor retail on their site bordered by East Coelho Drive, Cinema Street and Madison Street.

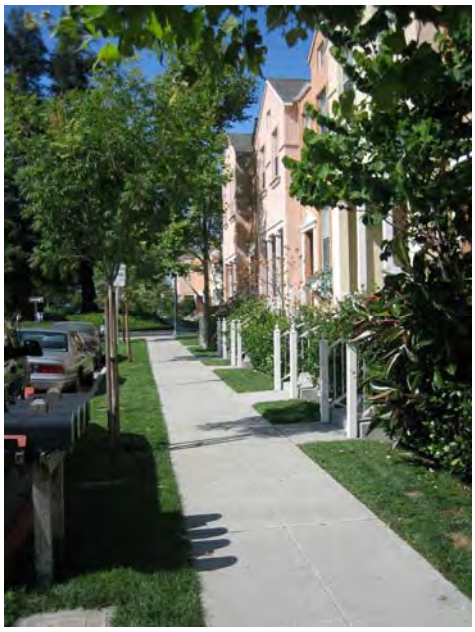
Figure 4-1 Option 1: Existing Modified Plan

Blue circles show location of gateway treatments

Aside from the parking structure and station, the rest of the BART site in Option 1 contains residential uses ranging from lower density townhouses to higher density building types. Additional details about building types, such as massing, height, and parking are discussed in the following section. A residential building is envisioned on the triangular development parcel at the BART Entry and Thornally Drive, east of the station. This parcel has the most potential for high density, given that there are no single-family dwelling units adjacent to the site. However, its triangular shape poses a challenge to efficiently designing a building that takes advantage of the parcel's location.

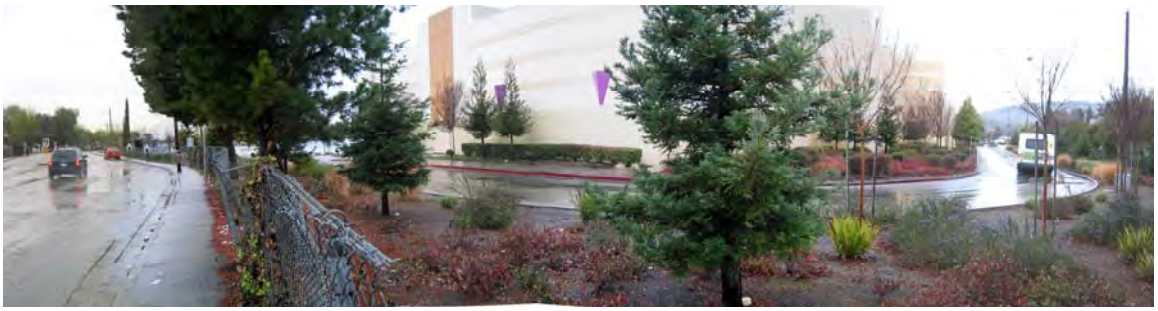
West of the station, parcels in the County's jurisdiction are designed with residential uses. These uses are in conformance with the Draft Eden Area General Plan. For all three

options, the land uses west of the station remain the same while minor changes in pedestrian access are explored. The residential area surrounding the west parking lot is made up of single-family homes, while the plan calls for higher density development. When a new development is placed in an existing neighborhood, a gradual transition is the best way to integrate it into the neighborhood. Townhouses, which consist of a row of houses joined by common walls, are a good housing form that would create a gradual transition from houses to the central development site. The large rectangular parcel that fronts the BART and Union Pacific Railroad allows for a residential development that satisfies the County's 60 – 70 dwelling units per acre density standard for that site. All building forms are set back from the outer rail center-lines by fifty feet. Some sides of this parcel need special attention to be sensitive to single-family units that are within close proximity. Townhouses are situated along Colby Street and behind the houses on Dermody Avenue. As mentioned earlier, townhouses allow for some density while establishing a smooth transition from the neighborhood's single-family houses to higher density development on the interior of the BART site.



Townhouse Street Frontage

The circulation improvements proposed in this option are minimal. Of these, the significant modifications are the addition of Key Way and a slight shift in the existing BART Entry. Key Way creates a connection from East 14th Street to the existing North Bayfair Drive behind the cinema and further connects to East Coelho Drive. This connection is very important given its streamlining the bus route path for buses reaching BART from the north via East 14th Street. The new connection significantly reduces the number of turning movements for buses, reducing their trip time and conflict points. Key Way is also important given the location of BART parking in this option. Access to BART parking needs to be as direct as possible and avoid impacting surrounding neighborhoods, especially if assuming an increase in ridership. Key Way alleviates circulation exiting 159th Avenue, which has many adjacent residential uses, and also minimizes vehicular interference of BART patrons with Bayfair Center patrons. Paying careful attention to speed calming and design, Key Way is envisioned to be a through-traffic type of street.



Current East Coelho Drive and Access Way Behind Cinema where Key Way would be created

Shifting the location of the BART Entry slightly east allows for better alignment of vehicle, pedestrian, and bicycle access to the center of the station and a more useable development parcel along Thornally Drive. This new entry is envisioned as a grand "main street," better assigning identity and importance to the BART entrance. The bus transfer facilities would need to be slightly adjusted to accommodate the shift, but its existing location remains. The south side of the parking structure would serve passenger drop-off and pick-up, similar to the existing conditions. Vehicle and bus circulation is proposed as one-way on BART Entry to South Coelho Drive. To exit the BART site vehicles continue north turning onto Thornally Drive or East Coelho Drive. West of the station, some of the circulation improvements are intended to serve the residential development and are not for access to other uses such as BART or Bayfair Center. The circulation here is made up of alleys and minor local streets. Option 1 offers clear, somewhat direct, and short connections with minimal modifications to the existing circulation and access network.

Option 2: Diagonal

Option 2: Diagonal, explores the scenario where BART and Bayfair Center agree to collaborate on a unified development approach to the sites. Given this, it is very important to focus design on the interactions and connections between the two sites. They should work as one larger site in order to achieve transit-oriented design goals. Thus more extensive modifications and improvements were introduced in Option 2, (see Figure 4-2) such as shared uses between the sites and a new major circulation connection over the canal.

BART parking is accommodated on two parcels on the Bayfair Center site. These parcels, one between South Bayfair Drive and the Estudillo Canal at the existing pedestrian bridge and the other between Bayfair and the cinema, would each contain a mixed-use parking structure with possibility for ground-floor retail. These parking structures serve BART patrons, Bayfair Center shoppers and moviegoers. Mentioned in more detail in Chapter 5, research has shown that BART and Bayfair peak parking periods compliment each other. This poses a great opportunity to develop a shared parking agreement where the two parking structures successfully serve the parking needs of both BART and Bayfair.

Location where Diagonal Street would cross Estudillo Canal

The structure between Bayfair Center and the cinema is envisioned having retail along the ground-floor edge that fronts onto the existing pedestrian connection, creating a retail walk that connects the cinema and Bayfair. The structure proposed for the Target-owned parking lot southwest of Target has less opportunity for retail.

With the parking structures located further from the BART station than in Option 1 or the existing lots, it is critical to establish good pedestrian connections to and from the station. The walk itself is not far (just under 1/5 mile or about 800 feet) and would take anywhere between two to eight minutes, depending on mobility level. The creation of Diagonal Street and its bridge over Estudillo canal makes the connection direct and intuitive. The street benefits both those parking at the parking structure near the cinema and BART patrons wishing to reach Bayfair Center. BART patrons access the parking structure closer to Target using the existing pedestrian bridge.

Making these connections as direct and pleasant as possible will confirm that the more distant location of the structures is not a barrier. In addition, patrons are benefited with better access to Bayfair Center retail without relying on vehicular travel. The placement of parking helps BART and Bayfair function together, serving the community and both its patrons as a whole, rather than separate entities. As discussed previously in Option 1, the number of parking spots and levels of the structures still needs to be determined through further analysis. Reserved parking spaces should be incorporated closer to the station to accommodate patrons with special needs, such as handicapped people and senior citizens. One option for reducing structure size or height would include attendant parking which allows for cars to be parked more compactly however this requires labor costs which are not the case with traditional self-park parking garages.

Figure 4-2 Option 2: Diagonal Plan

Blue circles show location of gateway treatments

With parking served on Bayfair Center, the parcels immediately around the BART station are developed with a range of residential uses. East of the station, two moderately sized triangular parcels are developed with residential uses that can range in density. Similar to Option 1, the triangular parcel between Diagonal Street and Thornally Drive has the most potential for high density development. The eastern parcel needs to be sensitive to the edge that is adjacent to single-family housing along South Coelho Drive.

West of the station in the County's jurisdiction, parcels are designed with residential uses as proposed in the Draft Eden Area Plan. The design of this area remains the same as in Option 1.

For shared uses and parking to work well, more extensive circulation improvements are proposed to better integrate the BART and Bayfair Center sites. Key Way, as described in Option 1, is a new connection from East 14th Street to East Coelho Drive. In addition, North Bayfair Drive no longer connects to the rear of the cinema and instead connects south to Cinema Street. This re-routes internal Bayfair Center circulation to the front of the cinema along Cinema Street and closer to Bayfair along Madison Street. Key Way directs traffic from East 14th Street, AC Transit buses and BART patrons, through the rear of the cinema and to South Bayfair Drive and East Coelho Drive where they can access both parking structures or reach the station itself. This option integrates BART patron drivers and Bayfair patron drivers, especially on South Bayfair Drive.

The entry to BART, Diagonal Street, is proposed as a diagonal connection from the center of the station across the canal joining with South Bayfair Drive near Madison Street. This creates a strong 'spine' connection between the Bayfair site and BART, and even more importantly between the station and parking. The existing pedestrian bridge across Thornally Drive connects the other parking structure to BART. Diagonal Street is envisioned as a grand "main street," assigning identity and importance to the BART entrance. The bus transfer facilities remain as they are and passenger drop-off and pick-up occurs on the west-south side of the residential development.

Driving into the BART site, circulation is one-way down Diagonal Street wrapping around the residential use to South Coelho Drive and exiting onto Thornally Drive or East Coelho Drive (see the description of Option 1 for circulation west of the station). Option 2 tries to address connection issues without removing and/or modifying major existing roads, namely Thornally Drive, East Coelho Drive, and South Bayfair Drive. There are still some redundant roads and confusing intersections such as, Bayfair Drive being parallel to East Coelho Drive and Mooney Avenue where it intersects with Connolly Avenue, East Coelho Drive, and Bayfair Drive. While the proposed modifications create more connections and access points, the overall network can be more efficiently designed for land use and circulation, as proposed in Option 3.

Option 3: Diagonal Long-Term

Option 3: Diagonal Long-Term looks at further enhancing Option 2 under a long-term timeframe. The option shows what development opportunities would arise if certain existing limitations could be resolved in the future. This option presents many desirable improvements, some of which can also be applied to other options. Some of the modifications are quite extensive, but again, rely on the ability to address certain limitations and phase for a long-term vision.

Similar to Option 2, Option 3 (see Figure 4-3) assumes a collaborative development approach to developing the BART and Bayfair Center sites. Two shared parking structures that serve BART and Bayfair patrons are located on Bayfair as previously described, (see Option 2 for a more detailed explanation).

Figure 4-3 Option 3: Diagonal Long-Term Plan

Blue circles show location of gateway treatments

The significant improvements deal with circulation and access, which have implications for development footprints. Option 3 explores removing and reconnecting a portion of East Coelho Drive and reconfiguring the bus transfer facilities. At East Coelho Drive where the new Key Way intersects, as described in Options 1 and 2, a new connection, Straight Drive, is made to South Bayfair Drive. East Coelho Drive between Diagonal Street and Key Way is eliminated. This greatly simplifies the circulation network between the south-east side of Bayfair Center and the adjacent residential neighborhood.

Removing the problematic East Coelho Drive intersection at Mooney Avenue helps to separate the single-family houses from surrounding uses without sacrificing connectivity

and access. Buses also benefit by having to encounter fewer intersections when making their way to and from the BART station. Bayfair Center and BART circulation becomes integrated by combining two parallel roads into Straight Drive. Circuitous routes are simplified and the area begins to work as one network rather than several disconnected sites.

Current Thornally Underpass

Current Thornally Underpass

The other major improvement, reconfiguring the bus transfer facilities, relies on the assumption that the existing Union Pacific rail lines can be eliminated. Under this assumption, Thornally Drive would be reconfigured at ground level making it possible for bus transfer facilities to be organized around the BART station. Station circulation for buses and cars is planned as in and out on a two-way Diagonal Street. Vehicles then circulate around the station and partially on Thornally Drive in a one-way fashion for drop-off, pick-up, and bus function. The path around the station and connecting to Thornally Drive provides enough space to accommodate existing bus and vehicle circulation needs. The setback distance from the BART tracks creates space that is optimal for all types of vehicle access and circulation. In addition, possible future expansion of the BART station, including a third rail line to the northeast could be accommodated with sufficient setback distances in this and the other plans. This modification makes for a much more efficient use of space in and around the station. Thus, the valuable land area on which the current bus transfer facilities are located, can be used more effectively.

Diagonal Street is envisioned as a grand two-way traffic "main street," assigning identity and importance to the BART entrance. In this option, with the simplified and more direct access roads, the connection of Diagonal Street into the new Straight Drive is even more important. Furthermore, Key Way and North Bayfair Drive contribute to the overall network of the sites, as discussed in Option 2. South Bayfair Drive near Hesperian Boulevard. is also straightened to make for more direct access and better development parcels.

The major circulation improvements increase the land area available for residential development on the BART site and also allow for additional pedestrian connections. By eliminating the current bus transfer configuration, the parcel east of Diagonal Street can be developed as far south as Elgin Street. The parcel west of Diagonal Street, as in previous

Options 1 and 2, is residential with the most potential for high density. The additional land area from the bus transfer facilities helps with the challenge of efficiently designing residential uses on the awkward triangular parcels.

West of the station in the County's jurisdiction, parcels are designed with residential uses as proposed in the Draft Eden Area Plan. The design of this area remains similar as in Option 1 and 2 except for a further improved pedestrian connection to and through the BART station. Raising Thornally Drive to grade level and directing traffic around the station opens up the opportunity to entirely reconfigure the current pedestrian underpass from west of the station. Reconfiguring the underpass into an at-grade through-pass, which connects directly to Diagonal Street, establishes a 'spine' connection through the station and to Bayfair Center. Diagonal Street becomes a central element of access and orientation for the entire BART site and the south end of Bayfair. The new pedestrian through-pass would be designed with the goal of significantly improving the currently less than adequate connection. With careful attention and design, the pedestrian path west of the station could become a neighborhood amenity. There is room for a small park or other open space between the pedestrian path and existing single-family houses along Colby Street.

Given the longer vision of this option, many other areas within and around the BART and Bayfair Center sites are identified as having long-term development potential. These areas are valuable elements for consideration when planning for future growth and retail success. Furthermore, establishing Straight Street and removing the portion of East Coelho Drive to Diagonal Street yield some small land parcels between Connolly Avenue and Estudillo Canal. There have been suggestions that additional single-family houses or a park/open space could be built here. This would help further distinguish the residential neighborhood from its surrounding uses without losing access.

Small land parcel at Connelly Avenue and Mooney Avenue.

Another long-term item worth taking into consideration is the Estudillo Canal. Currently, it divides the BART and Bayfair Center sites and is very difficult to bridge over given that it crosses property lines, and would require an agreement between property owners to decide who and how the bridge should be maintained. There are already plans to expand the canal to increase its capacity to 100-year flood protection. This is a good opportunity to consider whether there is any merit in covering the canal, at least along the BART and

Bayfair edge. By covering the canal, circuitous paths could be even more simplified and many connections to and from BART could be established. Alameda County Flood Control has indicated that any proposal to cross over or cover the canal must be reviewed by them and the Army Corp of Engineers, and all project costs for planning, design, permits and implementation would be covered by the parties making this proposal. Naturalizing, or "daylighting" the canal has also been considered, but ultimately dropped because it would require additional land on the BART and Bayfair sites that would be better utilized for development.

Another option, which was explored earlier in the process, but later dismissed, called for a bus transfer center to straddle Estudillo Canal. All roads along the edges of the BART property would remain the same as today, however a central BART Entry Road would have led directly south from the bus transfer center's west end and lead to the station entrance, similar to today's road, and then lead to Elgin Street. The idea was rejected because a turnaround to return cars back to Thornally Drive and East Coelho would have taken up valuable development space, and created a weaker link to the mall than Options 1 and 2. In addition, the bus transfer center would have been located at a moderate distance away from the station, making transfers between buses and BART more time consuming and less desirable.

Design Evaluations

Options 1, 2, and 3 present a range of solutions and improvements for the Bay Fair BART and Bayfair Center sites. Option 1 examines the development possibilities for BART property, if it were designed as a sole opportunity site. Options 2 and 3 look at development possibilities for BART and Bayfair properties to work together, taking multiple opportunity sites and making a larger more comprehensive place.

Option 1 does not aggressively encourage strong interactions between the BART and Bayfair Center sites; however, the BART parking location is very direct for BART patrons. Additional uses and assets for the community are limited, due to the large amount of space on BART property that would have to be solely dedicated to BART parking.

Some of the circulation changes proposed in Options 2 and 3, such as additional connections over the canal and Straight Drive, are interchangeable. Each option is unique and needs different elements to help facilitate its success. Interchangeable elements have to be applied in a logical manner to the specific and varying circumstances of an option. Options 2 and 3 propose creating a stronger sense of place and community by utilizing existing amenities such as connections to transit, retail, and potential sites on Bayfair Center. The BART property and Bayfair would be strongly connected to each other, moving closer to achieving the goal of developing a place that includes many uses that are accessible. Option 3 takes this goal into the long-term future and explores what could be achieved if many of the existing barriers are overcome. This option helps illustrate the many possibilities and areas of opportunity the BART and Bayfair sites have to offer, especially as a whole.

Chapter 5. Recommended Framework Plan

Site Framework and Circulation

Pedestrian Realm Treatments

The existing pedestrian network between the BART site, Bayfair Center, and their surrounding areas is already moderately developed. For example, there is an existing pedestrian bridge and walkway across Estudillo Canal that connects the BART station and Bayfair. This connection should be more strongly emphasized and similar connections should be provided in other locations to create a stronger connection between Bayfair and BART. Such mutual support between these two desirable amenities enhances their ability to be successful and contribute to the community.

The three development options include ways to enhance and better connect the existing network by filling in gaps and designing high-quality pedestrian amenities. Furthermore, improvements along Coelho Drive that are currently under construction, through the Ashland Community Transit Access Project, advance this cause by addressing conditions of the sidewalks, canal, trees, intersections, lighting, and traffic calming. Creating a comprehensive circulation and access network for pedestrians and bicyclists is an important component of addressing many of the current concerns over parking and vehicle presence.

In addition, increased pedestrian activity is critical to creating a more comfortable and safe public realm. Adding more active frontages, including more ground-level entrances to stores and housing, can dramatically affect the sense of safety at all times of day and night. Having active uses on the street generates more "eyes on the street," because people coming and going from stores and homes and sitting in cafes or shops occasionally glancing out the window will notice suspicious activities. The simple presence of others discourages socially unacceptable behaviors and, more importantly, makes people feel significantly safer. Increased pedestrian activity can generate a positive reinforcement cycle, where the more people are on the street, the more comfortable others will feel joining them, increasing the energy, activity, and safety of public spaces.

For all three options, extra attention and care should be applied to designing the pedestrian realm along the entry access to the BART station. As briefly mentioned before, these access ways, BART Entry in Option 1 and Diagonal Street in Options 2 and 3, are envisioned as grand "main streets." Making them especially pleasant for all types of travel will help establish a sense of identity, character, and centrality to the BART station, and even Bayfair Center in Options 2 and 3. Some important elements to integrate are landscaping, wide sidewalks, street parking, canopies, bike lanes, street furniture, lighting, and public art. Signage that is simple, visible and readable also enhances connectivity and ensures that pedestrians and cyclists can find their way to the station, Bayfair, parking structures and other regional destinations. In all three options, the public street emanating

from the BART station entrance is critical in making a connection, existing or new, to Bayfair, which furthermore emphasizes the major role that the BART entry plays in the function of the two sites as a whole.

Pedestrian paths through Bayfair Center and BART from Hesperian Boulevard and East 14th Street should also be included in the circulation network. These paths would provide good connections through the large building and site, allowing for a pleasant and interesting walk. Signage should also be included to help direct patrons and shoppers to Bayfair and BART. BART patrons and shoppers would have the ability to run errands and support local businesses without making separate vehicle trips while retail shops maintain a steady customer base. Community members have expressed a desire for Bayfair to improve and diversify its selection of shops. By making better pedestrian connections to and through Bayfair and increasing its number of shoppers, this goal can more easily be accomplished.

Pedestrian Opportunities

The access improvements recommended here are consistent with those from the Access BART Study and the Bay Fair BART Comprehensive Station Plan.

Figure 5-1 shows key opportunities for improving pedestrian access to and from the BART station and Bayfair Center. As shown, focused improvements in a narrow corridor could create an uninterrupted and fully accessible pedestrian path between Hesperian Boulevard and East 14th Street, including a connection through the BART station.

Improvements would include new pathway segments, upgrades to existing pathway segments to provide wheelchair access and consideration of land use changes that would encourage more pedestrian activity, as mentioned earlier in the chapter.

The current pedestrian underpass at the BART Station is not wheelchair accessible, and it includes hiding spaces and obstructed sightlines that violate basic rules of design for personal security. The underpass should be modified or replaced by a facility that allows for clear views to the other side, which will require significant grading on both sides. Alternatively, if the Union Pacific right of way is acquired an at-grade pedestrian and bicycle crossing should be installed.

Current BART Pedestrian Underpass

Measures to increase safety and security for pedestrians would greatly benefit the pedestrian environment and encourage additional pedestrian usage of the shopping and BART station sites. A designated security station could be in incorporated into the parking structure to enhance safety at the station area. In addition, security cameras and lighting in the underpass and in selected parking lot locations should be installed, and additional emergency phones added to pathways and parking lots.

In all three options, focused improvements along a "pedestrian spine" would complement the multi-modal road network within the BART and Bayfair Center sites. A small plaza at the BART Station entrance would mark this location as a special, important place and a focal point for such a pedestrian spine. Other improvements include such basic amenities as sidewalks on all roadway segments, regular trees and other landscaping, separate pedestrian-scaled lighting for sidewalks, and previously mentioned wayfinding signage.

A proposed greenway including a bike path and pedestrian pathway along the Union Pacific railroad tracks and under the BART right-of-way would further enhance pedestrian access and possibilities for recreation. The East Bay Greenway, which is being proposed by Urban Ecology, calls for a bike and pedestrian path under the BART aerial guideway linking Oakland and Fremont. Alameda County is considering a similar but separate pathway project to replace the existing UPRR tracks. However, this project is operating on a long-term schedule.

Bicycle Treatments

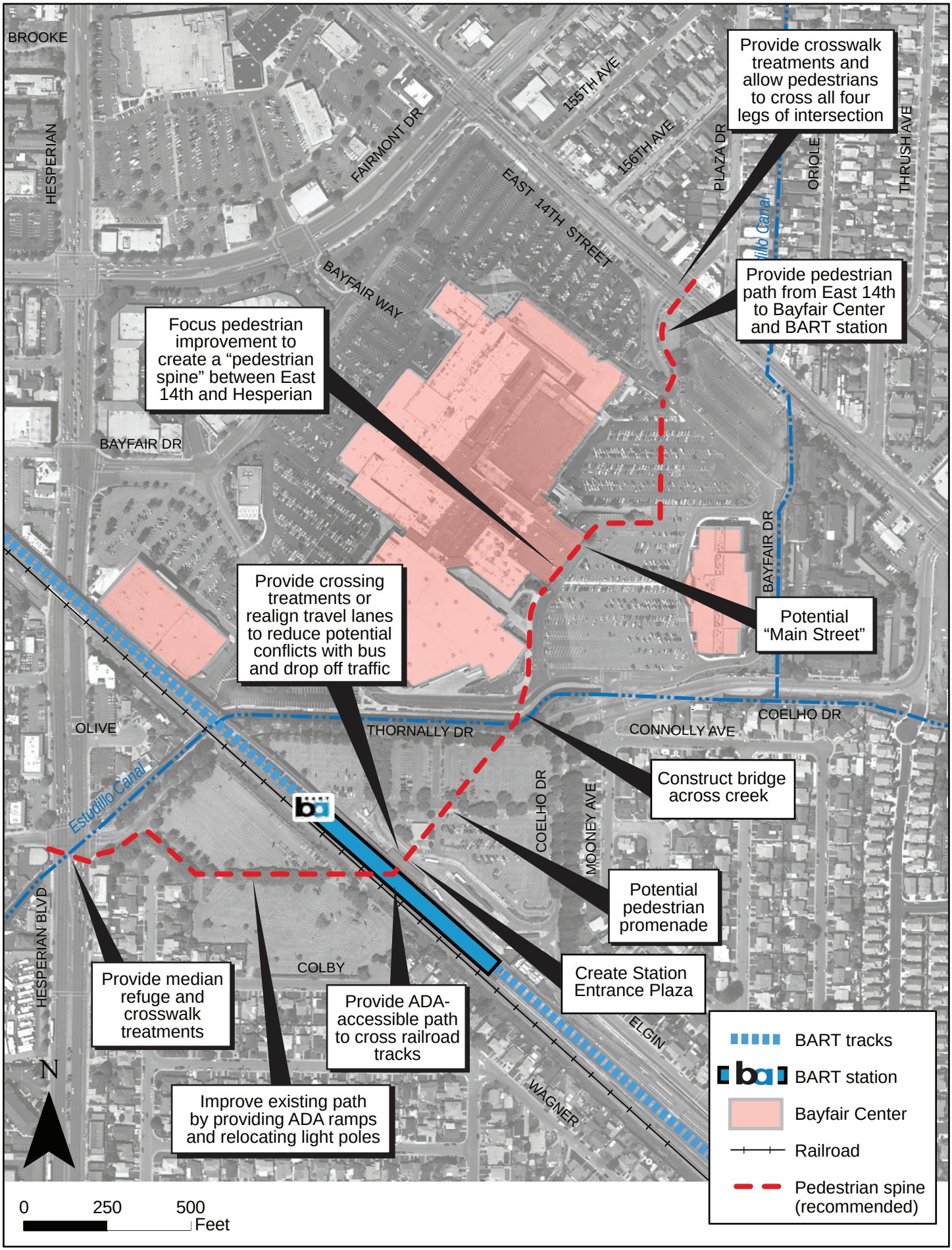
As planned in the local city and county plans, the creation of a fully connected bicycle network would increase bicycle usage in San Leandro and Ashland. Without such a network, bicycle usage will remain low at the Bay Fair Station. A bicycle network includes bike paths and bike lanes but also treatments such as bicycle "sharrows,"[1] pavement markings that indicate shared use of a lane by motor vehicles and bicycles. Sharrows help delineate space for bicycles when full bicycle lanes may not be feasible or practical.

All three options call for bike lanes to come directly to the BART station, in particular on the main entrance street (BART Entry in Option 1, and Diagonal Street in Options 2 and 3). Installation of bike racks at Bayfair Center, and more racks and lockers at the station's active zones near the entrance and under the tracks near the bus transfer center would further enhance the biking experience at the station. At the station, bicycle parking should be placed within view of the station agent, if possible, in order to deter theft. Rain protection should also be provided for bicycle parking. Given the relatively poor bicycle access to the station, Bay Fair is not a priority location for a "bike station," a facility with guarded bike parking and other amenities as provided at the Downtown Berkeley station.

A Class I bicycle and pedestrian path may be feasible in portions of the BART right of way without acquiring the Union Pacific right-of-way. However significant further study is necessary to determine the feasibility and desirability of such a path, with particular attention to where the path would cross major arterials.

[1] For Sharrow FAQs see http://www.bicycle.sfgov.org/site/dptbike_index.asp.

Figure 5-1 Pedestrian Opportunities



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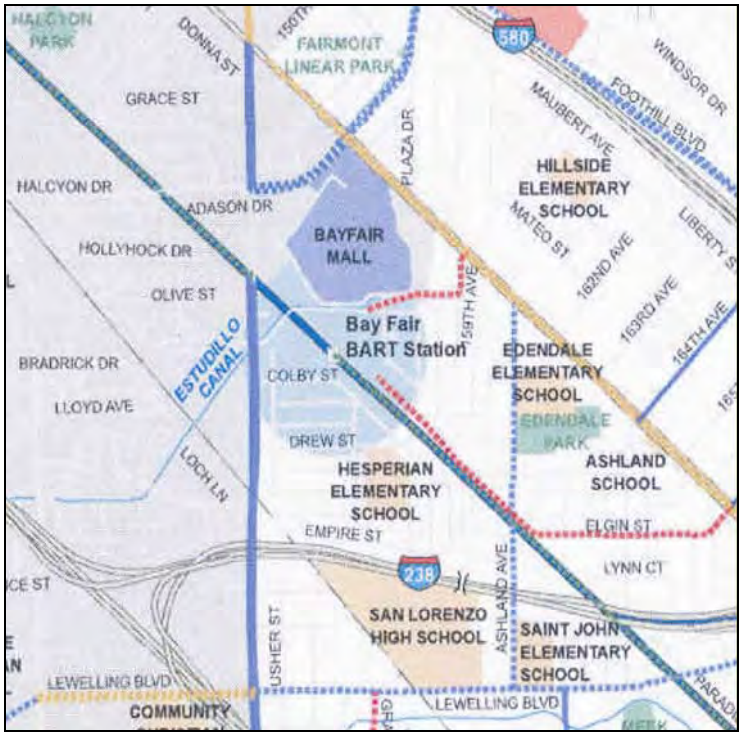
GIS Data Source: City of San Leandro
Location: San Leandro

Current Bike Parking Practices

Although Alameda County is making pedestrian, parking and vehicular improvements to East Coelho Drive and 159th Avenue, bike treatments have not been included. Due to space constraints, bike lanes may not be feasible; however, bike sharrows could be installed.

The Alameda County Congestion Management Agency's 2006 Countywide Bike Plan identifies Lewelling Boulevard as a "high priority" corridor for bicycle improvements. The Alameda County 2006 Bicycle Master Plan for Unincorporated Areas also recommends "Rideway" improvements for East Coelho and 159th, such as sharrows and/or traffic calming; similar improvements are recommended for Elgin. Bike lanes are recommended for portions of Fairmont Drive and Ashland Avenue. An excerpt of the proposed bike map is included below.

Figure 5-2 Draft Unincorporated Areas Bike Plan Excerpt



Transit Treatments

All three options call for improved bus transit circulation through the simplification of the road network. The creation of Key Way allows buses heading south on East 14th Street to reach the BART Station more directly, with fewer turns. In Options 2 and 3, Diagonal Street eliminates an additional turn. Options 1 and 2 call for the Bus Transit Center to remain in the same basic location, with some minor adjustments depending on the optimization of the new structures on the east side. The same number of bus bays would remain although they could be redesigned to better accommodate AC Transit's "1 Rapid" line from Bay Fair to Oakland and Berkeley, as well as increased service from the 97 Hesperian line. Option 3 provides additional bus bay opportunities or layover space for buses as determined by AC Transit staff.

In all three options, bus stops at and near Bayfair Center would remain the same with the exception of two stops: the current stop at Bayfair Drive near East 14th Street would be relocated to East 14th Street at the entrance to the Bayfair, and the bus stop at Mooney Avenue and East Coelho Drive in Options 1 and 2 or and Mooney Avenue and Straight Drive could be removed due to better pedestrian connections from Bayfair and the cinemas to East 14th Street.

AC Transit already provides excellent coverage to neighborhoods in all directions around Bay Fair Station. Future improvements to transit should focus on speed, frequency and reliability improvements to existing lines rather than the creation of new lines. The highest priority for improvements should be efforts at reducing delay on the highest frequency lines, particularly through signal prioritization on key corridors such as East 14th Street and Hesperian.

Ridership Growth Potential

Regional and local plans and policies have identified key areas for future growth in Central Alameda County. The Association of Bay Area Governments (ABAG) Projections 2005 forecast residential growth potential for the Bay Fair BART station area. Based on a pro-rated share for growth in census tracts that intersect the ½-mile radius around the station, there were 2,635 households in 2000 (see Figure 5-3). In 2030, the pro-rated ABAG forecasts anticipate 3,473 households, a 32% growth from 2000. Incorporating local and regional "smart growth" land use plans and policies, enhanced transit-oriented residential growth opportunities anticipate 3,666 households in 2030, a 39% increase from 2000.

Figure 5-3 Bay Fair Station Area Household Projection

Scenario	Existing (2000)	Future (2030 Base Case)		Enhanced TOD 2030	
Households	2,635	3,473	+32%	3,666	+39%

Source: Based on ABAG Projections 2005

"Smart Growth" opportunities are also envisioned for the East 14th Street Corridor through the intensification and densification of existing land uses to promote transit, pedestrian and bicycle activities. Finally, the County is considering a Master Plan to expand their facilities for the area around the Juvenile Justice Center located immediately east of I-580 and approximately 1.7 miles to the Bay Fair BART Station.

The following access improvements should be considered to bring new riders from these areas of future residential and employment growth to the Bay Fair BART Station, especially in light of the fact that this station will strengthen its position in the future as an important hub with service to East Alameda County, Downtown San Francisco, San Mateo Peninsula, East Bay and Silicon Valley:

- Add AC Transit bus service or reconfigured routes that is fast, frequent and reliable.
- Shuttle service from the expanded County facilities.
- Signal priority for all AC Transit bus service along East 14th Street.

Vehicle Treatments

Although the existing roadway network works reasonably well for vehicles, it is often in conflict with bicycle and pedestrian movements. In all three options vehicle access to BART parking is enhanced either through new access streets or shortened driving distances from regional arterials. In Option 1, 2 and 3, Key Way provides better more direct access to the BART Station and to parking structures for motorists coming from the north and east. In Options 2 and 3, the distance to parking areas is shortened due to the parking garages closer proximity to Hesperian Boulevard and East 14th Street.

BART Entry in Option 1, and Diagonal Street, in Option 2, and 3 should balance vehicular, pedestrian, transit and bike needs. Vehicles and buses should have direct access, while maintaining slower speeds through possible traffic calming measures such as raised crosswalks, textured pavement, landscaped street narrowings, and raised intersections. Secondary streets on the Bayfair Center and BART sites such as Bayfair Drive and the residential streets on the west side of the station should have further calming measures to ensure that speeds are kept low. Many street treatments such as textured paving, landscaping, and center island narrowings can add to the character of the area in addition to calming traffic.

Signage is critical for vehicles as well. Simple but informative signs at Bayfair Center, the BART site, as well as Hesperian Boulevard, East 14th Street and Fairmont Drive should be installed to guide BART patrons and Bayfair shoppers to new parking structures as well as drop-off/pick-up locations, and other special parking. The signage will create a better environment for vehicular traffic and prevent motorists from getting lost or circling the site to find parking, or exit the site.

Investigation of additional access points to BART parking and placement of possible future parking garages or shared lots could reduce vehicular congestion at peak hours.

Parking

Parking Context

A variety of recent documents and planning efforts help guide parking planning for Bay Fair Station:

- **Bay Fair Comprehensive Station Plan.** The 2004 Bay Fair Comprehensive Station Plan strongly supports increased development and improved access to and around the BART station.
- **Access BART Study.** This document provides recommendations about development opportunities, access improvements and potential investments that BART and its partner communities may make to improve service. They find that due to the level of transit reliability at Bay Fair, access to the regional highways and the presence of Bayfair Center, this station is a good location for patron parking, and that patron parking might be increased.
- **BART Parking Program** – BART has implemented a paid parking program to help manage parking supply, generate a revenue stream for the agency and contribute funding for access improvements. Currently, there is interest and discussion for implementing a daily parking charge at Bay Fair Station.
- **BART Strategic Plan.** Increased productivity is one of the major goals of BART's Strategic Plan, and this may best be achieved through taking advantage of the system's excess off-peak and reverse-peak capacity. Increasing productivity also means partnering with local jurisdictions to increase the amount of development near BART stations as well as riders' access options for getting to and from BART stations.
- **BART TOD Policy.** Before BART adopted its new policy, development projects on BART surface parking lots had to replace existing BART patron parking with expensive structured spaces dedicated only to BART patrons. The new policy, however, allows BART to grant developers reductions in replacement parking if the project will generate more riders and revenue for BART without the added parking.
- **VTA Silicon Valley Rapid Transit Project.** The BART extension to Milpitas, San Jose and Santa Clara will have significant impacts on total ridership and ridership patterns on the A Line. On the positive side, it will take advantage of significant available reverse-peak capacity, but on the other hand it will increase station access needs, including demand for new parking at stations such as Bay Fair.
- **San Leandro Downtown TOD Strategy.** In its effort to revitalize Downtown, the City of San Leandro is considering reducing or maintaining BART patron parking levels at its downtown station. Therefore, increased parking at Bay Fair may be necessary to compensate for parking demands at San Leandro BART Station.
- **Alameda County Draft Eden Area Plan –** This draft general plan document covers the area east and south of the station. Its recommendations for land use and circulation are consistent with this plan.

BART Station Parking

Taking all of the contextual factors into account, as well as community comments heard at the September 16, 2006 and March 3, 2007, community meetings, Bay Fair Station is seen as an appropriate location for maintaining or increasing BART passenger parking supply. New parking, however, is costly. According to the Metropolitan Transportation Commission's 2007 regional Parking Study, typical Bay Area structured parking spaces cost approximately $20,000 to $60,000 each in construction costs[2]. Conservatively assuming land costs at $1 million an acre, new surface parking spaces cost about $10,000 in land, plus about $3,000 in construction. Maintenance, security, utilities and other costs add about $200 a space per year[3]. Averaged over its useful life, each new parking space would cost BART about $1,000 a year, or about $4 a day. The average one-way passenger fare from Bay Fair station is $2.78.

To increase parking supply at Bay Fair Station, BART must therefore be creative about securing additional or replacement parking for its riders. One potential solution may be for BART and Bayfair Center to share some parking with each other, taking advantage of the different parking peaking characteristics of each use.

Bayfair Center Shared Parking

Commuter Parking and Bayfair Center Parking: Inverse Parking Demand

Parking demand at the Bay Fair BART station is typically Monday through Friday, from approximately 8 AM to 6 PM. After 6 PM weekdays, and all weekend, parking utilization at the station is very low. Bayfair Center, on the other hand, experiences its peak parking demand on weekends and after 6 PM on weekdays, according to Bayfair management. Parking demand for the cinema experiences even stronger peaking characteristics, almost mirroring the BART station. These patterns provide interesting opportunities for BART and Bayfair to share parking with each other, providing a greater number of parking spaces for their customers at a lower cost.

Commuter Parking and Cinema Parking: Inverse Parking Demand

The Century Bayfair Theatre parking demand is similar to the Bayfair Center parking demand. In fact the cinema is a mirror image of the parking demand of BART Bay Fair commuters. Cinema parking peaks on both weekday and weekend evenings between 7 and 10 PM. Bay Fair BART parking demand is at peak between 9 AM and noon (when the cinema parking demand is no more than 20% of weekday peak) on weekdays. Excess parking capacity is available by 6 PM on weekdays as well as throughout the day weekends.

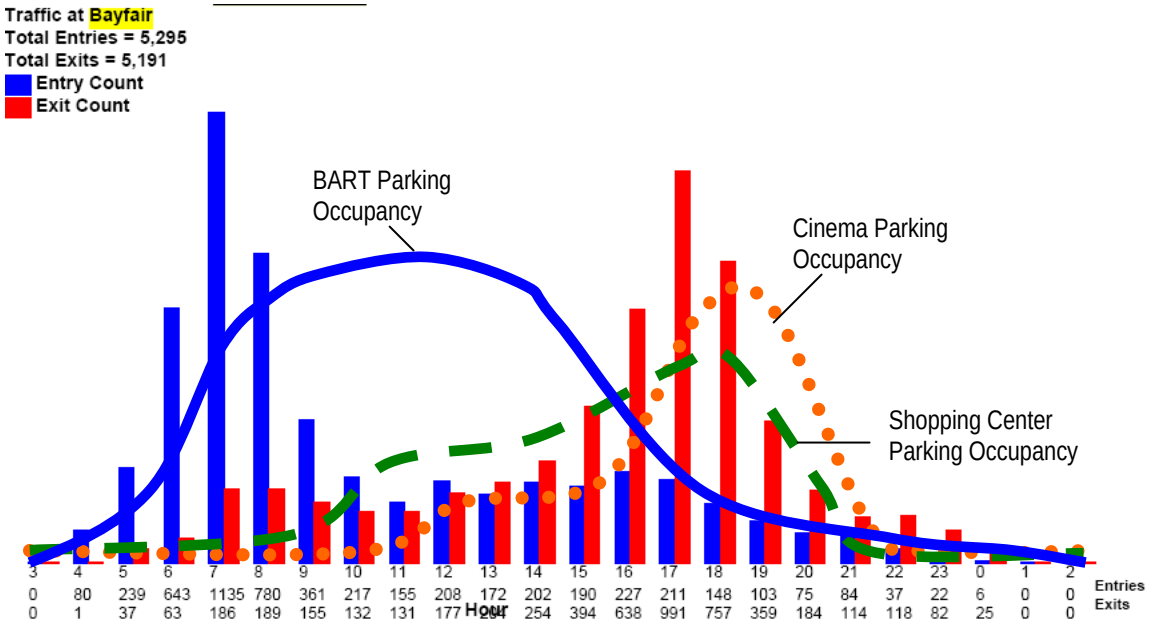
The following chart shows the weekday access patterns for Bay Fair station, with the blue bars noting patrons entering the station and the red bars noting patrons leaving the station. Note the heavy peaking between 7:00 and 9:00 AM, with few patrons arriving at the station after 10:00 AM. Superimposed on top of the bars is the cumulative parking

[2] http://www.mtc.ca.gov/planning/smart_growth/parking_study.htm
[3] Costs summarized in *Transportation Cost and Benefit Analysis*, Victoria Transport Policy Institute, 2006, http://www.vtpi.org/tca/tca0504.pdf. Costs escalated to 2007 dollars.

demand for BART, a typical cinema and a typical shopping center. Note especially that patrons of the cinema arrive just as everyone is leaving their parking spaces at the BART station.[4]

Mixed Use Parking Structure

Figure 5-4 Shared Parking Potential at Bay Fair Station



Shared parking, however, presents a variety of institutional and regulatory obstacles:

- Customer understanding: If spaces are reserved for specific uses at certain times of day, some customers may become confused.

[4] BART data from BART faregates, as of October 4, 2006; parking occupancy estimated as a sum of entrances and exits. Cinema and Shopping Center data adapted from the Institute of Transportation Engineers' *Trip Generation Handbook, 7th Edition*, 2003.

- Enforcement: If customers for one use park in spaces reserved for another, who is responsible for enforcement of the rules? How can the owner of one property be certain that customers to another property are improperly parked? On private property, it is generally not possible to issues citations; property owners can only tow away offending vehicles, a rather harsh punishment.
- Insurance and liability: If an accident happens in a parking lot owned by one party, but to a customer of an adjacent property, insurance coverage can be difficult. Successful shared parking arrangements clarify who is responsible for what, and often delegate these responsibilities to a third party lessee.
- Local requirements. Municipalities must typically reduce minimum parking requirements for individual land uses when they share parking with each other.
- Guarantees. Excessive parking makes things easier for tenants, since retailers don't need to worry about their customers finding a space on the day before Christmas, and residents can throw a big party without arranging valets. Maintaining guarantees for an adequate number of spaces for individual users, especially during special events, can be a challenge.

Bayfair Center also presents certain unique challenges since specific parking space guarantees are included in most tenant leases. Target, in fact, owns its parking directly. For Bayfair to allow shared parking with BART, it will need to renegotiate its existing tenant leases, or it will need to ensure that any shared parking is above and beyond its existing space count.

Examples of Shared Parking

Many transit systems around the country share parking with nearby commercial land uses. The following are a few examples:

1. Downtown Redwood City and Caltrain (Redwood City, CA)

The story of the development of Sequoia Station at the downtown Redwood City Caltrain Station is told in detail in Public Land with Private Partnerships for Transit Based Development (Dr. Scott Lefaver, AICP, Mineta Transportation Institute, 1997). An 180,000 square foot shopping center on 17 acres in downtown Redwood City, Sequoia Station sits directly adjacent to the Caltrain station. Of its 1,265 parking spaces, 475 were built by the shopping center owner for Caltrain riders in partnership with Caltrans and Samtrans as part of a complex public-private partnership agreement. The developer was responsible for building the site's subterranean parking garage, and SamTrans was responsible for financing the garage. Anyone may park in the Caltrain spaces for $2 a day.

Downtown Redwood City is also notable for its innovative parking management programs. The downtown plan encourages shared parking among different land uses, and allows developers to contribute a fee in lieu of building required parking. Most importantly, all parking in the downtown is managed as a matter of policy to ensure that 15% of spaces in every lot and on every street are available at all times of day.

2. Stanford University and Stanford Shopping Center (Stanford, CA)

To address peak parking demand during the holidays, Stanford Shopping Center partnered with the Stanford University Psychiatry Department and Parking and Transportation Services to jointly develop a shared parking lot. The shopping center is allowed to cordon off the parking lot during specific peak times, but the rest of the year the facility is reserved for campus parking permit holders. Because the university's parking demand drops considerably during the winter break period, the arrangement benefits both institutions.

3. Rhode Island Avenue Metro Rail Station (Washington Metropolitan Area Transit Authority, Washington, D.C.)

The Rhode Island Metro Rail station property was originally developed with an above-grade station building, a 340-space paved commuter parking lot, and 47 short-term "kiss and ride" spaces. An application by Mid-City Urban LLC and A&R Development Corporation was approved for the development of 560,800 square feet on the site of the commuter parking lot, providing approximately 70,000 square feet of retail lease space on the ground floor level, 321,500 square feet of residential uses, and 169,200 square feet of structured parking.

The project will replace the existing 387 total commuter parking spaces with a mixed use housing, retail, and parking complex which will offer 388 commuter parking spaces. 215 of the commuter spaces will be dedicated for WMATA riders only; the remaining spaces will be shared with residential and retail uses. The plan also provides 14 "Kiss & Ride" spaces (a reduction of 1 space) and 6 taxi drop-off spaces for the rail station (an increase of 1 spaces), and 41 parking spaces along the main street (an increase of 11 spaces) for a total of 531 on-site parking spaces. Below is a summary of parking within the project site and on the balance of the WMATA property:

Figure 5-5 Rhode Island Avenue Metro Rail Station Parking

	METRO PARKING		PRIVATE PARKING				
LEVEL	Kiss & Ride	WMATA	Taxi Drop	Garage No. 1	Garage No. 2	Main St	TOTAL
Main Street	14		6		44	42	106
First Level		100		32	32		164
2nd Level		115		57	77		249
3rd Level				58	77		135
4th Level					79		79
Roof Level					13		13
TOTAL	*14*	*215*	*6*	*147*	*322*	*42*	*746*
METRO PARKING – DEDICATED & (SHARED)							
All Levels	*14*	*215*	*(6)*	*(70)*	*(70)*	*(13)*	*388*

The table also shows the total amount of Metro commuter parking available would be 388 spaces including the WMATA commuter garage outside the project site (now increased by 15 spaces to a total of 215).

Regarding management of resident spaces, tenants will have the option to either: 1) lease a Resident-Only parking space along with an apartment; 2) pay for a license allowing them to search for a shared parking space that is vacant; or 3) not park on-site. Metro commuters will have priority relative to the use of the shared parking.

At the community's request the applicant also agreed to:

- Lease the 140 shared parking spaces at the Metro parking rate instead of market rate;
- Increase the maximum term of parking at the 168 short-term metered from 2 to 4 hours to accommodate Metro riders who do not anticipate needing to park all-day; and
- Extend the timeframe that shared parking spaces would be available to Metro riders from 7:30 A.M. to 5:30 P.M. to 7:30 A.M. to 10:00 P.M.

These changes were requested so the shared parking spaces would continue to be as attractive to commuters as leased parking spaces in adjacent the WMATA Garage.

4. CityCenter Englewood (Englewood, Colorado)

CityCenter Englewood is a TOD project oriented around a Denver RTD light rail station. This TOD is a pedestrian-friendly, mixed-use concept that includes retail, entertainment, residential, office, civic, and open space elements with a transit focal point. The former Foley's building was renovated into the new Englewood Civic Center, which houses the City Hall offices, the Library, Municipal Court, and the Museum of Outdoor Arts. The Civic Center was the first feature of CityCenter Englewood to open when it made its debut in June 2000.

By planning for "shared parking," the City reduced the amount of parking that would normally be required for a project of this scope by nearly 500 spaces. For example, transit riders, city workers, and retail and restaurant patrons share an 800-space structure adjacent to the light-rail tracks.

The Civic Center creates the cornerstone of the redevelopment of Cinderella City that includes Wal-Mart, Trammell Crow apartments with first floor retail, Office Depot, Gart Sports, IHOP, Qdoba, and other retail and commercial businesses, second floor office with first floor retail, an RTD light rail station, and a Bally's Fitness Center.

Parking for New Development

Parking at TOD projects is best handled differently from more auto-oriented neighborhoods. Parking requirements can be lowered, but parking management must be stronger.

Parking for Residential Development

As detailed in the "Statewide Transit-Oriented Development (TOD) Study: Factors for Success in California, Special Report Parking and TOD: Challenges and Opportunities" (February 2002, the Business, Transportation and Housing Agency of California), no more than 1.25 spaces per unit is needed for most homes built adjacent to a BART station, since households interested in using transit self-select to live in highly transit accessible locations. More importantly, households with fewer cars can afford higher housing prices. The annual savings of giving up one car, extended over the 30 year lift of typical mortgage, allow a family to purchase a house worth approximately $100,000 more.

Increasingly, an important feature in new rental housing near transit and many new for-sale housing developments is the "unbundling" of parking costs from housing costs. That is, tenants and homeowners should be allowed to lease or purchase as much or as little parking as they like, allowing some families with no car to offset other families with three cars. The unbundling of parking from for-sale housing is far more complex than for rental housing; typically, as in the Stanford West Apartments in Palo Alto, units automatically come with one space, but owners are allowed to lease or purchase additional spaces.

A useful tool for reducing parking demand is carshare programs. The Bay Area has three successful carshare operators, which allow members to rent cars by the hour. The cars are parked in neighborhood locations, tracked by satellite and smart cards, allowing members to rent vehicles instantly, without the need to visit a rental agency. Locally and nationally, each carshare vehicle placed into service tends to eliminate between 6 and 15 private vehicles[5], while improving personal mobility for members. For more information, see www.citycarshare.org, www.flexcar.com or www.zipcar.com.

Parking for Commercial Development

In mixed-use, transit-oriented commercial areas, including retail and entertainment districts, parking demand rarely exceeds two spaces per 1,000 square feet of commercial development, as noted in the MTC 2007 regional parking study. For major shopping destinations with heavy peaking before Christmas, three spaces per 1,000 square feet is generally sufficient, particularly if valet parking can be used on the highest peak days. Achieving this parking ratio, however, requires that all commercial uses are sharing parking with each other, and that front door spaces are reserved for high-turnover shoppers, with transit patrons and employees located in less prominent spaces. In addition, employer programs that encourage commuting by transit help reduce parking demands. Such employer programs include discounted transit passes, preferred carpool spaces, and paying cash out to employees who do not drive.

[5] From *Car-Sharing: Where and How it Succeeds*, TCRP Report 108, Transportation Research Board 2005. Available at http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_108.pdf.

Market Issues

This section describes the market and financial feasibility issues related to the three alternative development plans developed for the Bay Fair BART station area. It will provide the project partners with a qualitative framework for evaluating the market and financial feasibility of existing development scenarios and any other land use scenarios that might be implemented in the future.

As mentioned in Chapter 3, BART is pursuing TOD on its properties and around its stations to address several agency goals.

- The most effective strategy for meeting the goal of increased ridership is the aggressive pursuit of TOD within a half mile of candidate stations.
- BART has an opportunity to be a catalyst for encouraging TOD by demonstrating successful implementation on its own property and engaging with local cities to expedite comprehensive (transit-oriented) development plans.
- Reducing parking supply at key stations can have some impact on ridership depending on the extent of the reduction and the intensity of the TOD.
- The potential for TOD to secure ridership outside the peak commute hours has additional (and potentially significant) benefits of maximizing the utilization of the BART asset (infrastructure and trains) without compromising system wide capacity - this finding will be more significant on a system wide basis and is less significant for the A-Line corridor.

Market Feasibility of Development Alternatives

Market information gathered in Chapter 3 was used to qualitatively evaluate the development alternatives proposed for the Station Area. The analysis will highlight the market implications and tradeoffs between design and circulation choices.

The market for moderately dense units such as townhouses is strong in the neighborhoods surrounding the BART station, and units of this product type are selling well. On the rental side, several apartment complexes of above average quality exist. Over the long term, these factors suggest that either rental apartments or condominiums would be marketable on the BART site.

However, the BART site does have a few challenges affecting development:

- The sites lack direct physical connections to Bayfair Center, Hesperian Blvd. and East 14th Street;
- The parcels are triangularly shaped, and barriers such as Estudillo Canal, the BART tracks and the Union Pacific railroad make it difficult to reconfigure the sites for development;
- The sites are surrounded by neighborhoods at a smaller scale than is typical for TOD.

Finally, there may be some opportunities for the shared parking to support Bayfair retail with a variety of stores and restaurants. If Bayfair Center wants to attract BART patrons, different types of store should be incorporated, especially ones that serve daily or weekly needs such as a market or drugstore.

The three alternative development concepts for the BART site and the adjacent underutilized land on the Bayfair Center property were discussed in Chapter 4. These concepts mitigate the above challenges to varying degrees and are discussed in the following section. Good urban design is key to the marketability of the residential units. Locational challenges can be best addressed by a site plan focused on creating a high quality pedestrian place. The following urban design principles will increase the chances of a successful development at the Bay Fair BART Station:

1. Proposed development must relate to streets in a pedestrian friendly manner.
    - Exposed parking garages on the ground floor should be discouraged in favor of parking garages wrapped with residential or ground floor retail in select locations.
    - Residential stoops are also acceptable uses for pedestrian streets.
2. To the extent possible, the circulation system should create developable parcels. Large, square-shaped parcels are best, allowing the developer flexibility.
3. The circulation system should enhance connections from the parcels to Bayfair Center, East 14th Street and Hesperian Blvd.
4. Development facing the single-family residential should be smaller in scale in order to better integrate with the surrounding neighborhoods and step up in density towards the BART tracks, Estudillo Canal and Bayfair Center.

Option 1: Existing Modified

Option 1 focuses all development on the BART parcel. While it examines the possibility of development on the Bayfair Center site, all residential and BART replacement parking would be accommodated on the BART site. Option 1 best fulfills principles 1 and 4, but does not fulfill principles 2 and 3 as well as Options 2 and 3. On the east side of the BART tracks a small, awkwardly shaped parcel is created by the movement of the existing circulation system is largely intact, and circulation between Bayfair and BART is still circuitous and not intuitive.

Option 2: Diagonal

Option 2 sites residential development on the BART site and BART replacement parking on the Bayfair Center site. It also modifies the existing circulation system to include a diagonal street stemming from the BART fare gates to the south-east corner of the Target. Option 2 fulfills all four design principles very well by placing pedestrian friendly development on a well-linked circulation system that enhances the connections between

Bayfair and BART. However, the circulation on the west side of the BART tracks remains somewhat circuitous.

Option 3: Diagonal Long-Term

Option 3 also involves placing BART replacement parking on underused land in Bayfair Center. This scenario is dependent on gaining at-grade access across an existing freight rail line to extend the diagonal street from the west parcel, through the east parcel, across Estudillo Canal and onto the Bayfair Center property. This scenario greatly improves connections to both East 14th Street and Hesperian Boulevard and internal circulation.

By locating BART parking on the Bayfair Center lot, both diagonal options will increase the number of people passing Bayfair and possibly increase store patronage. Following principle one and creating a pedestrian friendly environment on internal streets will increase the likelihood that BART patrons and new and existing neighborhood residents will travel back and forth between Bayfair, BART and their homes. A limited amount of ground floor, retail is supportable on the BART site and additional mall centered retail or restaurants on the Bayfair site. Options 2 and 3 provide a better setting for ground floor retail because of their connectivity to Bayfair. The retail on the BART site should be neighborhood serving. Ground floor retail lining the parking garages on the Bayfair site could include restaurants and should compliment the existing retail mix.

Financial Feasibility of Development Alternatives

A full financial feasibility analysis details all costs associated with the construction of a particular development program and compares those costs to revenues that could be gained if the units were sold at current market prices. However, the financial feasibility of a given development program is not fixed and fluctuates based on changing construction costs and market prices. Given the fact that the expected timeframe for development of the BART and Bayfair sites would make any feasibility analysis at this time outdated, this section will provide a qualitative assessment of the feasibility of the three development alternatives. The assessment was based on feasibility analyses completed for recent projects in Alameda County and the Bay Area. Factors affecting financial feasibility include:

Urban Design

Good urban design, including making the area around the development more pedestrian friendly through streetscape improvements, improving circulation and providing active ground floor frontages, can add real value to the residential units. The more value that can be added on the revenue side through good design, the more feasible the development. Our experience shows good design can add between a 10 and 20 percent premium to prices of the residential units. Options 2 and 3 offer increased connectivity which enhances the overall design.


Possible Housing Forms

Construction Type

While increased building height allows the developer to gain additional units and presumably additional value, there is a critical break point above which additional height also brings additional costs. When building above five stories, building codes in the Bay Area require a move from relatively inexpensive wood frame construction to more expensive steel frame construction. Between one and five stories additional height generally translate into increased revenues with not much increased cost. From five to approximately 10 or 11 stories, the additional revenue gained from more units is not enough to offset the move to a more expensive building medium. Above 11 or 12 stories, revenues again generally outweigh costs of steel construction.

Parking

While housing built near transit has significantly lower parking demand than conventional housing development, the square footage required to provide parking to the residential units and provide replacement parking for BART patrons is substantial. Depending on the amount of BART replacement parking provided, between 200,000 and 560,000 square feet of space is required to both meet parking needs for BART riders and the occupants of the residential units. Due the high costs of constructing parking garages, the revenue gained from development of residential units could not pay for building 100 percent or more of the necessary Bay Fair BART replacement parking regardless of market conditions. For this reason, the underground garage would most likely be infeasible at this time. Development scenarios should try to reduce the amount of residential parking by as much as possible to lower costs. The project partners will also have to seek outside funding to finance the remaining costs of construction replacement parking.

Regardless of which option is chosen, the project should, wherever possible, de-emphasize the presence of the parking garages on the street. Above ground parking garages can be built as exposed stand alone garages, exposed podium parking under several stories of residential and fully or partially wrapped or lined garages. Enhanced

design and pedestrian friendly environments call for wrapped or lined garages that mask the presence of the garage by surrounding it with residential units or lining it with retail on the ground floor. Podium parking and stand alone garages are generally less expensive to construct; however, wrapped parking garages create a nicer pedestrian and street environment, increasing the value of residential units but also increasing the cost of both products.

Option 1 places all parking on the BART site, reducing the amount of land available for residential units and thus reducing project revenues. Option 1 allows BART to develop the property and add housing near transit on its own. Shared parking, as proposed in Options 2 and 3, offers advantages for both Bayfair Center and BART. Parking would be shared between shoppers, moviegoers and BART patrons. Parking demand of BART patrons, shopper and moviegoers peak at opposite times, presenting an ideal situation for shared parking. Additional retail could be built on the Bayfair property lining the ground floor of the parking garage and creating a nice pedestrian link along the diagonal street. It would enhance the character of Bayfair while maintaining adequate parking for the cinema and BART riders. In Options 2 and 3, BART could consider allowing the parking to be built by the developer of the residential units and operated as BART parking. BART facility standards are much more costly than standard construction methods and allowing construction by the developer of the residential site would reduce the overall cost of the project and reduce the need for outside funding.

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APPENDIX A

GOALS AND OBJECTIVES

Appendix A
Bay Fair TOD and Access Plan Goals and Objectives

The following are highlights from the Goals and Objectives Memo, dated August 23, 2006, in the Final Existing and Future Conditions Report.

Overview

On July 20th, the Bay Fair BART Transit-Oriented Development (TOD) and Access Plan Technical Advisory Committee (TAC) discussed "themes" and "topics" from which specific project goals and objectives might be derived. These goals and objectives would in turn emulate or conform to existing public policy goals and objectives for the Bay Fair BART station area. This Memorandum summarizes the TAC discussion, presents the goals and objectives derived from the discussion, along with the existing public policy basis for the Bay Fair BART TOD and Access Plan Goals and Objectives.

The draft Goals and Objectives were presented to the TAC and PAC members in August for discussion and input. The draft Goals were presented to the public on September 16th for input, and is now finalized.

Themes and Associated Topics

The TAC was presented an initial list of four themes ("access & circulation", "livable communities/urban design", "economic feasibility," and "safety/security"). TAC members advised that more accessible language be used for the themes. TAC members identified six themes as important to address in the Bay Fair BART TOD and Access Plan. The list of themes and associated topics discussed by the TAC members is shown in Figure 1:

Figure 1: Themes and Associates Topics

Connectivity

Topics –
- efficient and intuitive pedestrian
- bicycle, and motor vehicle navigation
- way-finding (signage and lines of sight)
- intermodal linkages

Place-making

Topics –
- mix of uses
- adaptable uses
- landscaping
- public art
- "soft" spaces
- identity, "destination"
- aesthetics
- community

Safety and Security

Topics –
- lighting
- "activated" spaces
- security cameras
- police presence
- emergency call phones

Economic Viability

Topics –
- economically stable, sustainable businesses
- sales tax generation
- employment opportunities
- funding mechanisms

Reduced Automobile Dependence

Topics –
- convenient travel choices
- walk-able and bike-able environments
- parking management

Housing Availability

Topics –
- housing for a variety of market segments
- transit-oriented housing

The following goals and objectives were derived from the themes and topics above.

Goals and Objectives

- **Goal: To make "a great place" that is high-quality, vibrant, livable and attractive**

  Objective: Incorporate a mix of land uses and activities to create interest, vitality, diversity and identity

  Objective: Seamlessly integrate TOD, Bayfair Center and BART to enhance existing neighborhoods

  Objective: Revitalize local retail centers as a regional shopping destination

- **Goal: To create efficient, safe, comfortable and intuitive connections**

  Objective: Provide comfortable, safe and direct pedestrian and bike linkages, such as closing sidewalk gaps and establishing safe routes to transit

  Objective: Improve convenient and timely public transit connections

  Objective: Establish clear and intuitive wayfinding to key destinations

  Objective: Integrate linkages between neighborhoods that create a sense of community

  Objective: Reduce auto-reliance while increasing public transit, biking and walking opportunities

- **Goal: To ensure public safety and peace of mind**

  Objective: Create a safe and secure environment both day and night

  Objective: Promote creative urban design solutions to open up spaces

  Objective: Activate a public space with many "eyes on the street"

- **Goal: To provide housing that meets future needs, for a diverse market and is integrated into the neighborhood**

  Objective: Locate housing close to retail, recreational and employment opportunities and public transit services

  Objective: Attract new residents and provide housing for people of all ages and incomes

  Objective: Encourage TOD to enhance the livability of the neighborhood

  Objective: Promote design that uses building height, setbacks, massing and architectural details to transition to existing buildings and neighborhoods

- **Goal: To foster fiscal and economic growth & vitality**

  Objective: Create a place that attracts new businesses and where new and existing businesses can thrive

  Objective: Increase employment opportunities for the community

  Objective: Contribute a significant source of sales tax revenues to support local neighborhood improvements

- **Goal: To increase transit ridership through TOD**

  Objective: Promote TOD near BART

Objective: Increase funding source to enhance financial base for transit agencies and improve level of service in Central Alameda County

- **Goal: To address parking needs for the near and long-term**

  Objective: Manage public and private parking resources

  Objective: Maximize land use potential to balance future development and parking demand, such as exploring shared-use parking opportunities between BART and Bayfair Center

Basis in Existing Public Policy

The Bay Fair BART TOD and Access Plan Goals and Objectives support and conform to all the pertinent public policies for the Bay Fair BART station area, as summarized below:

From *San Leandro General Plan* (2002)

Goal 3: New Housing Opportunities

Provide housing opportunities and improve economic access to housing for all segments of the community.

Goal 8: Bayfair Mall

Promote the revitalization of Bayfair Mall and its environs by introducing new and compatible uses, including new shops, services, community facilities, restaurants, entertainment venues, and offices.

Goal 13: Coordinating Land Use and Transportation

Coordinate land use and transportation planning.

Goal 14: Bicycle and Pedestrian Circulation

Promote and accommodate alternative, environmentally friendly methods of transportation, such as walking and bicycling.

Goal 15: Public Transportation

Ensure that public transportation is safe, convenient, and affordable and provides a viable alternative to driving.

Goal 19: Pedestrian-Oriented Streetscape

Encourage Community Design Principles and Standards Which De-emphasize Automobiles.

Goal 20: Interagency Coordination

Coordinate local transportation planning with other agencies and jurisdictions.

Goal 42: Sense of Place

Promote a stronger "sense of place" in San Leandro.

Goal 43: Quality Construction and Design

Ensure that new construction and renovation contributes to the quality and overall image of the community.

Goal 44: A More Visually Attractive City

Promote landscaping, tree planting and tree preservation along San Leandro streets and encourage the incorporation of landscaped open spaces, public art and street and parking lot lighting

From *Alameda County Draft Eden Area General Plan*

Circulation Element

C. Goals, Policies and Actions

- **Goal CIR-1:** Provide attractive streets designed to serve a broad spectrum of land use patterns and travel modes.
- **Goal CIR-2:** Adopt and enforce level of service (LOS) standards that provide a high level of mobility and accessibility for all travel modes.
- **Goal CIR-3:** Provide for efficient motor vehicle circulation within the Eden Area.
- **Goal CIR-5:** Ensure that public transit is a viable alternative to driving in the Eden Area.
- **Goal CIR-6:** Complete and enhance the pedestrian circulation network serving the Eden Area.
- **Goal CIR-7:** Promote bicycling as a form of transportation within the Eden Area.
- **Goal CIR-9:** Minimize the negative effects of traffic on adjacent land uses and improve traffic safety.

Land Use Element

- **Goal LU-1:** Establish a clearly defined urban form and structure to the Eden Area in order to enhance the area's identity and livability.
- **Goal LU-3:** Expand cultural and arts facilities in the Eden Area.
- **Goal LU-4:** Preserve the quality and character of existing Neighborhoods in the Eden Area.
- **Goal LU-5:** Encourage infill development in Neighborhoods.

3. Corridors

Corridors are linear areas with a mix of uses along major roadways that provide a variety of needs for surrounding Neighborhoods. This section provides guidance about the County's plan for the Corridors in the Eden Area.

- **Goal LU-7:** Create attractive Corridors with a mix of uses throughout the Eden Area.

4. Districts

Districts are intended to be pedestrian- and transit-oriented centers of mixed use development. This section presents the County's vision for creating and redeveloping the locations identified as Districts.

- **Goal LU-8:** Create Districts that serve shopping, living, meeting, and gathering places.
- **Goal LU-12:** Improve the visual quality of the Eden Area.
- **Goal LU-13:** Enhance economic development opportunities in the Eden Area.
- **Goal LU-14:** Allow for the retention and expansion of commercial uses in appropriate locations to increase economic development opportunities and provide for the daily needs of residents.

AC Transit (from Strategic Vision)

Goal

- To provide the East Bay with a Truly World Class Transit System

Supportive Policy

Transit oriented development should be encouraged around key transit stops and stations to increase the number of people who are able to access these high capacity services by walking and biking.

Public/private partnership opportunities should be explored wherever possible to help AC Transit meet the needs of expanding and emerging markets.

Transit Service Objectives

AC Transit has established service deployment policies that relate service frequencies and spans to land use factors such as population density. The table below shows the service objectives for each density category.

AC Transit Population Density and Service Objectives

Density Category and Examples	Route Spacing	Route Structure	Weekday Base Frequency	Weekend Frequency
High Density: 20,000 people per sq. mile and over (such as Int'l Blvd., Telegraph Ave.)	1/4 mile	Grid	Trunk: 10 mins Crosstown: 15 mins	Trunk: 15 mins Crosstown: 15 mins (Sat), 30 mins (Sun)
Medium Density: 10,000-19,999 people per sq. mile (such as Oakland, Berkeley and Richmond flatlands)	1/4 - 1/2 mile	Grid	Trunk: 10 mins Crosstown: 15 mins	Trunk: 15 mins (Sat), 30 mins (Sun) Crosstown: 30 mins (Sat), 60 mins (Sun)
Low Density: 5,000-9,999 people per sq. mile (e.g. Hayward, Castro Valley, central Fremont)	1/2 mile	Focal Point Timed Transfer	Trunk: 15 mins Crosstown: 30 mins	Trunk and Crosstown: 30 mins (Sat), 60 mins (Sun)
Very Low Density: below 5,000 people per sq. mile (such as hill areas, parts of Fremont)	1 mile	Focal Point Timed Transfer	No set standard	No set standard

Source: AC Transit (2004), *Designing With Transit. Making Transit Integral to East Bay Communities*.

2003 BART Strategic Plan and Initiatives

BART is focusing on key areas specific goals for each area. These areas are closely interrelated and our success in addressing them will have a major impact on the system's future success. The focus areas include:

The BART Customer Experience

Goals

- We will continually improve customer satisfaction by maintaining performance standards and providing quality customer service.
- We will maximize regional transit access, convenience, and ease of use through effective coordination among transit providers.

Building Partnerships for Support

Goals

- BART will be viewed by stakeholders, as a credible, trustworthy steward of the system we manage and operate, focused on improving our value to the riders and the communities we serve.
- BART will encourage and consider public input as integral to sound, balanced policy development and decision-making, and make deliberate, disciplined decisions in the best interests of the people it serves.

- Residents of the Bay Area will value and take pride in BART as an integral part of their communities.
- Key elected officials, opinion leaders, and decision makers will understand and actively support transit needs and initiatives.

Transit Travel Demand

Goals

- We will work to understand changing transit demand patterns and be prepared to respond to them, and we will work proactively to influence travel demand trends in the region to support transit ridership.
- We will optimize the use of existing capacity.
- We will encourage and facilitate improved access to, and from, our stations by all modes.
- BART will work to close gaps in regional rail services between major populations and employment centers and/or corridors.

Land Use and Quality of Life

Goals

- In partnership with the communities it serves, BART properties will be used in ways that first maximize transit ridership and then balance transit-oriented development goals with community desires.
- In partnership with the communities BART serves, we will promote transit ridership and enhance the quality of life by encouraging and supporting transit-oriented development within walking distance of BART stations.

Physical Infrastructure

Goals

- We will make annual investments in maintenance and repair of our physical infrastructure sufficient to support safety, cleanliness, reliability, train performance, and customer usability.
- We will meet the demands of our customers and we will assure the long-term viability of BART by routinely reinvesting in our aging infrastructure to maintain its functional value.
- We will ensure that infrastructure and maintenance capacity support the planned level of service. At the same time, we will provide the infrastructure flexibility to support the planned level of service.

Financial Health

Goals

- We will remain a transit service that is competitive in terms of value (i.e., quality for price) for the people we serve.
- We will maintain and improve the stability of our financial base.

- We will work with our regional transit partners to advocate for funding needed to sustain existing transit services and infrastructure reinvestment, and to pursue prudent expansion.
- Our financial choices will be guided by prudent fiscal policies and reliable, useful revenue and expense forecasts and plans.

Strategic Initiatives

BART Strategic Initiatives include policies that outline specific goals and strategies aimed at attaining the District's organization mission and vision. The strategic initiatives and their goals are:

System Expansion

Goals:

1. Enhance regional mobility, especially access to jobs.
2. Generate new ridership on a cost-effective basis.
3. Demonstrate a commitment to transit-supportive growth and development.
4. Enhance multi-modal access to the BART system.
5. Develop projects in partnership with communities that will be served.
6. Implement and operate technology-appropriate service.
7. Assure that all projects address the needs of the District’s residents.

Access Management and Improvement

Goals:

1. Enhance customer satisfaction.
2. Increase ridership by enhancing access to the BART system.
3. Create access programs in partnership with communities.
4. Manage access programs and parking assets in an efficient, productive, environmentally sensitive, and equitable manner.

Welfare to Work to Career

Goals:

1. Create programs in partnership with others to effectively serve welfare to work clients.
2. Enhance mobility for welfare to work clients, especially access to childcare, training, and jobs.
3. Strive to be an employer that provides opportunities to welfare to work clients.

Station Area Planning

Goals:

1. Foster compact transit-oriented and transit-serving mixed-use development of BART properties, maximize transit ridership, and balance development goals with community desires.
2. Promote transit ridership and enhance quality of life by encouraging and supporting transit-oriented development within walking distance of BART stations and along transit corridors that serve BART stations.
3. Advance transit-supportive land use policies at the local, regional, state, and federal levels.

Sustainability

Goals:

1. Promote sustainable, transit-oriented development in the communities BART serves to maximize the use of BART as the primary mode of transportation.
2. Enhance the use of resource-efficient and environmentally-friendly access modes (e.g. bikes, walking, etc.), and other sustainable features at BART's new and existing stations.
3. Integrate sustainability principles and practices including multi-modal access into the planning, design, and construction of new BART stations and related facilities.
4. Effectively incorporate proven sustainable materials, methods and technologies into BART's Facilities Standard to increase life-cycle value including reduction of energy and resource use, and to enhance the health and comfort of BART employees and customers.
5. Apply sustainable techniques and procedures into BART's maintenance projects and operations in a cost-effective manner.
6. Develop procurement strategies that incorporate sustainability criteria compatible with federal and state non-discrimination requirements.

Financial Stability

Goals:

1. Maintain an operating and capital financial base that is sufficient to deliver safe, quality service efficiently and cost-effectively to meet the level of demand.
2. Continuously improve productivity.
3. Preserve and maximize BART's fare revenue base, through a predictable pattern of adjustments, while retaining ridership.
4. Provide a fare and fee structure that is tied to the cost of providing service, optimizes use of the BART system, and provides BART customers with convenience, ease of use, and a good value for the money.
5. Establish and maintain prudent reserves sufficient to ensure that the District can adjust to economic downturns.
6. Maintain the highest possible credit rating and reputation for prudent financial management.

BART TOD Policy (Adopted July 14, 2005)

Goals:

A. Increase transit ridership and enhance quality of life at and around BART stations by encouraging and supporting high quality transit-oriented development within walking distance of BART stations.

B. Increase transit-oriented development projects on and off BART property through creative planning and development partnerships with local communities.

C. Enhance the stability of BART's financial base through the value capture strategies of transit-oriented development.

D. Reduce the access mode share of the automobile by enhancing multi-modal access to and from BART stations in partnership with communities and access providers.

APPENDIX B

PLANNING PROCESS

Appendix B

Planning Process

The Bay Fair BART TOD and Access Plan review of existing and future conditions involved the use of multiple sources of information, as follows:

Review of Local and Regional Plans

- AC Transit Strategic Vision
- Alameda County Draft Eden Area General Plan
- Bay Fair BART Comprehensive Station Plan
- BART Station Access Guidelines
- Central Alameda Community-Based Transportation Plan
- City of San Leandro Bicycle and Pedestrian Master Plan
- City of San Leandro General Plan
- East 14th Street Corridor South Area Development Strategy
- San Leandro Downtown TOD Strategy
- 2003 BART Strategic Plan Update
- 2006 Alameda Countywide Bicycle Plan Update

APPENDIX C

RENTS IN BAY FAIR STATION AREA

Appendix C

Rents in Bay Fair Station Area

Table C-1. Comparable Rents in San Leandro

Name	Location	Year Built	Total Sq. Ft.	Space Available	Avg. Rent (NNN)	Tenants	Vacancy Rate	Classification
Fashion Faire Place	15100 Hesperian Boulevard	1987	95,255	2,701	$2.25	Michael's, Ross, Pier 1, EB Games, Payless Shoe Source, Site For Sore Eyes, Supercuts, Sally Beauty, Radio Shack	2.84%	Neighborhood Center
Fairmont Square	Fairmont and East 14th	1981	98,000	4,664 4,944 3,400	$2.00 $2.15 $2.50	Alpha Beta, Great Western, Blockbuster, Dentist, Optometrist, Health Products, Water Store, Flooring Store, Beauty Shop	13.27%	Neighborhood Center
	Springlake and Hesperian	1980s	6,862	950	$2.00	Carpet City	13.84%	Strip Retail
	14895 E. 14th Street			6,094	$1.75			
	16020 Hesperian Boulevard		11,400	3,000	$2.37			
Bayfair Center	15555 14th Street	1954	820,000+		$2.08 - $3.75	Macy's, Kohl's, Target, Bed Bath and Beyond, Staples		Regional Mall/Power Center

Table C-2. Inclusionary Housing Income Guidelines, City of San Leandro

	Annual Income					
Persons in HH	*Extremely Low (30%)*	*Very Low (50%)*	*60%*	*Low (80%)*	*Median*	*Moderate (120%)*
1	17,600	29,350	33,225	45,350	58,700	70,400
2	20,100	33,500	40,200	53,000	67,000	80,500
3	22,650	37,700	45,240	59,600	75,400	90,500
4	25,150	41,900	50,280	66,250	83,800	100,600
5	27,150	45,250	54,300	71,550	90,500	108,600
6	29,150	48,600	58,320	76,850	97,200	116,700
7	31,200	51,950	62,340	82,150	103,900	124,700
8	33,200	55,300	66,360	87,450	110,600	132,800

Source: City of San Leandro

Table C-3. City of San Leandro Inclusionary Housing Requirements, Rental Projects

Rental		**Required Inclusionary Units**	
Total Units	Total (A+B)	Low Income (A)	Very Low Income (B)
4 to 0	1	1	0
10 to 16	2	1	1
17 to 23	3	1	2
24 to 29	4	2	2
30 to 36	5	2	3
37 to 43	6	2	4
44 to 49	7	3	4
50+	15% ot total Units	40% of Total Inclusionary Units	60% of Total Inclusionary Units

Source: City of San Leandro

Table C-4. City of San Leandro Inclusionary Housing Requirements, For Sale Projects

For Sale		**Required Inclusionary Units**	
Total Units	Total (A+B)	Moderate Income (A)	Low Income (B)
2 to 6	1 or in lieu fee	1 or in lieu fee	0
7 to 9	1	1	0
10 to 13	2	2	0
14 to 16	2	1	1
17 to 23	3	2	1
24 to 29	4	3	1
30 to 36	5	3	2
37 to 43	6	4	2
44 to 49	7	4	3
50+	15% of Total Units	60% of Total Inclusionary Units	40% of Total Inlclusionary Units

Source: City of San Leandro

APPENDIX D

CONCEPTUAL DWELLING UNIT AND PARKING COUNTS

Bay Fair BART Station Area Transit-Oriented Development & Access Plan
Conceptual Dwelling Unit and Parking Counts

Summary

	Option		Dwelling Units	Total Parking	Residential Parking	BART Parking	% Replacement BART Parking	Notes
BART SITE	***1 Existing Modified***	*Townhouses & Low-rise Multifamily Housing*	500	2,830	680	2,160	125%	BART parking on BART Site.
	2 Diagonal	*Townhouses & Low-rise Multifamily Housing*	630	1,020	830	0	0%	100% BART parking on Bayfair Site.
	3 Diagonal Long-Term	*Townhouses & Low-rise Multifamily Housing*	740	1,130	890	0	0%	100% BART parking on Bayfair Site.
BAYFAIR CENTER	***1 Bayfair Center Site***	*Multi-Use Residential Development*	120	600	150	-	-	No BART Parking on Bayfair Site.
	2/3 Bayfair Center Site	*Parking Structures*	-	2,150	-	1,700	100%	100% BART parking on Bayfair Site.
	2/3 Bayfair Center Site	*Parking Structures*	-	2,600	-	2,150	125%	125% BART parking on Bayfair Site.

Assumptions

Existing Parking	BART Site	1700 Spaces
Replacement Parking	75%	1275 Spaces
	100%	1700 Spaces
	125%	2125 Spaces
	150%	2550 Spaces
Parking	spaces/3 bdrm du	1.25
	spaces/2 bdrm du	1.25
	spaces/1 bdrm du	1.00
Unit Split	1 bdrm:	40%
	2 bdrm:	50%
	3 bdrm:	10%
Unit Size	1 bdrm units @	850 Sq. Ft.
	2 bdrm units @	1,000 Sq. Ft.
	3 bdrm units @	1,200 Sq. Ft.
	average unit size - gross	1,104 Sq. Ft.
	efficientcy ratio	0.15

development is challenged by the fact that the sites lack direct physical connections to Bayfair Center, East 14th Street and Hesperian Boulevard. Furthermore, the parcels are triangularly shaped, and barriers such as Estudillo Canal, the BART tracks and the Union Pacific railroad make it difficult to reconfigure the sites for development. Finally, the sites are surrounded by neighborhoods at a smaller scale than is typical for TOD.

Financial Feasibility

Given the fact that the expected timeframe for development of the BART and Bayfair Center sites would make any feasibility analysis at this time outdated, this section will provide a qualitative assessment of the feasibility of the three development alternatives. Key factors affecting financial feasibility include:

- Good urban design adds value to residential units ~ between 10 – 20% increase.
- Construction of new buildings between 5 and 11 stories is not cost effective.
- Development revenue cannot cover construction cost for 100%+ BART replacement parking structure.
- Development options should reduce residential parking as much as possible to lower project costs.
- The presence of the parking garage should be minimized from the street.
- Developer could build the shared garage for less, thereby reducing overall project cost.