SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION
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TO: All Design Review Board Members

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SUBJECT: San Leandro Shoreline Development Project; First Pre-Application Review
(For Board consideration on April 11, 2016)

Project Summary

Project Sponsors. Cal Coast Companies LLC; City of San Leandro.

Project Representatives. Edward Miller (Cal Coast Companies LLC); Scott Cooper (Cal Coast Companies LLC); Cynthia Battenberg (City of San Leandro).

Project Site. The San Leandro Shoreline Development Project site would be located in the San Leandro shoreline area, along both sides of Monarch Bay Drive, between Marina Boulevard at the north and Fairway Drive at the south, in the City of San Leandro, Alameda County (Exhibits, p. 3). The site is approximately 75 acres, consisting of 52 acres of land area and 23 acres of water surface area. To the north of the site are residential uses and East Bay Regional Park District's Oyster Bay Regional Shoreline, and to the south of the site is Marina Park, a 30-acre public park with a mile-long parcourse. To the west of Monarch Bay Drive, the site consists of two peninsulas, Mulford Point to the north and Pescador Point to the south, that encircle a 462-berth marina, which is currently at less than 30 percent capacity (Exhibits, p. 4). The marina also includes a public boat launch and a pier on the south side of Pescador Point, two yacht clubs with dock facilities, and a boardwalk/lookout pier within the marina. Three existing commercial facilities are located adjacent to the marina, including a hotel, the Marina Inn, and two restaurants, Horatio's Restaurant and El Torito Restaurant. Within the marina, a partially demolished restaurant/banquet facility, formerly the Blue Dolphin Club, remains. The project site also extends to the east of Monarch Bay Drive (outside BCDC jurisdiction), where the Marina Golf Course and a public library are located. The entire project site has approximately 1,950 existing parking spaces. The Bay Trail currently runs along Monarch Bay Drive and connects to Marina Park to the south (Exhibits, p. 7). There is a planned Bay Trail connection to Oyster Bay Regional Shoreline to the north. Multiple BCDC permits have been issued for projects at the marina and around it, which currently require public access.

Proposed Project. The proposed project (Exhibits, p. 6) would involve the removal of the existing marina docks, El Torito Restaurant, one or two of the yacht clubs, and the remaining Blue Dolphin Club structure, and the construction of a 200-room limited-service hotel that is envisioned as an extended-stay facility, a 15,000-square-foot conference center, 354 housing units (61 mixed-use condominiums on the south side of Pescador Point, 159 apartments north of Mulford Point, and 92 townhomes and 42 single-family homes east of Monarch Bay Drive), three new restaurants (a 8,000-square-foot restaurant at the end of Mulford Point, a 5,000-square-foot restaurant adjacent to the hotel, and a café), an 8,000-square-foot small boat rental facility which includes the café, a 150,000-square-foot office campus, and an approximately 35-foot-tall, 3-story parking structure containing 800 parking spaces to support residential and office uses. The project includes a community library east of Monarch Bay Drive. The proposed project would also include 575 public parking spaces and 55 boat trailer stalls. The public parking spaces would be open to the general public, restaurant patrons and conference center visitors.

Public Access. The proposed public access improvements for the project include (Exhibits, p. 6):

1. An approximately 2-mile-long public promenade that is a minimum of 20 feet wide. The promenade would follow the perimeter of Mulford Point, and cross a pedestrian/bicycle bridge and connect to Pescador Point. The promenade would continue on the south side of Pescador Point, follow the southern side of Pescador Drive, and connect to the existing Bay Trail on Monarch Bay Drive. In total, the promenade would connect to the existing Bay Trail at three locations.
2. Two community park areas at the tips of Mulford and Pescador Points.
3. The bay-side of Mulford Point would include several pedestrian piers and pedestrian seating areas. The marina-side of Mulford Point would include a perched beach, steps leading down to the water's edge, and pedestrian lookout piers, with a natural shoreline along the west and east edges of the marina.
4. The marina-side of Pescador Point would include a kayak launch. The south-side of Pescador Point would include an aquatic center/dock to replace the existing yacht club. Pescador Point would also include a small amphitheater, kayak storage, bocce ball courts, and picnic areas.
5. Replacement or enhancement of the existing boardwalk/lookout pier on the east side of the marina.
6. Refurbishment of existing men's and women's restrooms with showers.
7. A public boat dock with approximately 17 slips, adjacent to the mixed-use area on the south side of Pescador Point.

San Francisco Bay Plan Policies. The *San Francisco Bay Plan* (Bay Plan) **Public Access** policies state that access should "be provided in and through every new development in the Bay or on the shoreline," be designed—using the Commission's *Public Access Design Guidelines*—"to encourage diverse Bay-related activities and movement to and along the shoreline," be conveniently located near parking and public transit, "permit barrier free access for persons with disabilities to the maximum feasible extent…and include an ongoing maintenance program." These policies state in part that "public access should be sited, designed and managed to prevent significant adverse

effects on wildlife," and that, "whenever public access to the Bay is provided as a condition of development, on fill or in the shoreline, the access should be permanently guaranteed." These policies further state that, "Any public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby."

The Bay Plan **Appearance, Design and Scenic Views** policies state, in part, that, "all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay" and that "maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore." These policies also state, in part, that "[s]horeline developments should be built in clusters, leaving open area around them to permit more frequent views of the Bay," and "that views of the Bay from vista points and from roads should be maintained by appropriate arrangements and heights of all developments and landscaping between the view areas and the water." Lastly, the policies state, in part, that "parking areas should be located away from the shoreline," that "towers, bridges or other structures near or over the Bay should be designed as landmarks that suggest the location of the waterfront when it is not visible especially in flat areas," and that "additional bridges over the Bay should be avoided, to the extent possible, to preserve the visual impact of the large expanse of the Bay. The design of new crossings deemed necessary should relate to others nearby and should be located between promontories or other land forms that naturally suggest themselves as connections reaching across the Bay."

The Bay Plan **Recreation** policies state, in part, that "recreational facilities, such as waterfront parks, trails, marinas, live-aboard boats, non-motorized small boat access, fishing piers, launching lanes, and beaches, should be encouraged and allowed by the Commission, provided they are located, improved and managed," following certain standards. For non-motorized small boats, the policies state, in part, that "where practicable, access facilities for non-motorized small boats should be incorporated into waterfront parks, marinas, launching ramps and beaches, especially near popular waterfront destinations…," that "access points should be located, improved and managed to avoid significant adverse affects on wildlife and their habitats, should not interfere with commercial navigation, or security and exclusion zones or pose a danger to recreational boaters from commercial shipping operations, and should provide for diverse water-accessible overnight accommodations, including camping, where acceptable to park operators," that "sufficient, convenient parking that accommodates expected use should be provided at sites improved for launching non-motorized small boats. Where feasible, overnight parking should be provided," that "site improvements, such as landing and launching facilities, restrooms, rigging areas, equipment storage and concessions, and educational programs that address navigational safety, security, and wildlife compatibility and disturbance should be provided, consistent with use of the site," that "facilities for boating organizations that provide training and stewardship, operate concessions, provide storage or boathouses should be allowed in recreational facilities where appropriate," and that "launching facilities should be accessible and designed to ensure that boaters can easily launch their watercraft. Facilities should be durable to minimize maintenance and replacement cost." For beaches, the policies state, in part, that, "sandy beaches should be preserved, enhanced, or restored for recreational use, such as swimming, consistent with wildlife protection. New beaches should be

permitted if the site conditions are suitable for sustaining a beach without excessive beach nourishment." Finally, for water-oriented commercial recreation, the policies state, in part, that, "water-oriented commercial recreational establishments, such as restaurants, specialty shops, private boatels, recreational equipment concessions, and amusements, should be encouraged in urban areas adjacent to the Bay. Public docks, floats or moorages for visiting boaters should be encouraged at these establishments where adequate shoreline facilities can be provided."

The *Public Access Design Guidelines* state that public access should feel public, be designed so that the user is not intimidated nor is the user's appreciation diminished by structures, or incompatible uses and that there should be visual cues that public access is available for the public's use by using site furnishings, such as benches, trash containers and lighting. The *Public Access Design Guidelines* further state that public access areas should be designed for a wide range of users, should maximize user comfort by designing for weather and day and night use and that each site's historical, cultural and natural attributes provide opportunities for creating projects with a "sense of place" and a unique identity.

On March 11, 2016, the proposed project was reviewed by the San Francisco Bay Area Water Trail Advisory Committee. The Advisory Committee members provided the following comments:

1. Close proximity of parking and restrooms to the launch site is very important.
2. Rental boat storage facilities would be very useful. The Berkeley Marina and an outfitter in San Rafael were mentioned as examples to look to.
3. Boat rental operation would be very desirable.
4. There should be secure temporary boat storage for those wanting to overnight at the hotels.
5. A low-float dock should be added to the existing docks located at the existing public boat launch ramp.
6. All new improvements should be fully ADA-accessible.

Public Access Issues. The staff would like the Board's feedback on the following questions:

1. **Would the proposed project provide attractive public access areas?** Does the site layout provide usable and inviting public spaces that are oriented to the Bay, incorporate unique and special amenities that draw the public, create a "sense of place", are safe, and feel public? What public access amenities (such as benches, signage, lighting, landscaping, trash cans) should be provided? Are the locations and numbers of restrooms adequate for use by the general public, kayakers and other boaters?
2. **Are the connections to and through the public access spaces adequate and appropriate?** Is the building setback from the shoreline and the width of the promenade sufficient to create a sense of openness and to ensure a sense of welcome for the public (Exhibits, pp. 14-18)? Are the connections to the Bay Trail adequate and appropriate (Exhibits, p. 7)?
3. **Does the proposed project maintain public views to the Bay?** Do the building heights, locations and designs minimize visual impacts from Monarch Bay Drive, Marina Boulevard and Fairway Drive (Exhibits, pp. 9-13)? Does the design of the pedestrian/bicycle bridge minimize visual impacts (Exhibits p. 18)?

4. **Is the location and design of the proposed kayak launch and public boat dock appropriate and does it permit barrier free access for persons with disabilities? Are there adequate supporting facilities proposed for the new kayak launch, proposed boat dock, and existing boat launch?** Is there sufficient and convenient parking for kayakers and boaters? Would access points conflict with wildlife or other existing boat navigation in the vicinity? Would sedimentation in the marina prevent effective use of the kayak launch? Are there adequate facilities (e.g. restrooms, showers, rigging areas, wash down facilities, equipment storage, and concessions), and where should they be located? How could the project best provide opportunities for overnight accommodations for kayakers and other boaters?
5. **Is the amount of parking adequate to ensure availability for general shoreline public access?** Would there be enough parking to accommodate the general public, restaurant patrons and conference center visitors (Exhibits, p. 8)? Should a certain number of parking spaces be designated for public parking only?
6. **Is the public access designed to be viable in the event of future sea level rise or flooding?** Are the public access areas sufficiently elevated, designed to withstand flooding, and/or adaptable to future sea level rise (Exhibits, pp. 14-18)?