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; Second Pre-Application Review
(For Board consideration on September 12, 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 site for the San Leandro Shoreline Development Project is located at the San Leandro Marina, in the City of San Leandro, Alameda County. The site is bounded by Marina Boulevard to the north and Fairway Drive to the south (Exhibits, p. 7). A portion of the site extends to the east of Monarch Bay Drive outside BCDC jurisdiction. The site is approximately 75 acres, consisting of 52 acres of land area and 23 acres of water surface area in the marina basin. To the north of the site is an existing residential neighborhood, East Bay Regional Park District's Oyster Bay Regional Shoreline and the Oakland International Airport. To the south of the site is Marina Park, a 30-acre public park. The project site consists of two peninsulas, Mulford Point to the north and Pescador Point to the south, that encircle a 462-berth marina. The marina also includes a public boat ramp and a pier on the south side of Pescador Point, two yacht clubs with dock facilities, and a lookout pier within the marina. A hotel (Marina Inn) and two restaurants (Horatio's Restaurant and El Torito Restaurant) are located at the marina. Within the marina, a dilapidated, pile-supported deck that supported the former Blue Dolphin Club remains. The Marina Golf Course and a public library are located east of the marina and Monarch Bay Drive. The 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. There is a planned Bay Trail connection to Oyster Bay Regional Shoreline to the north through the existing residential neighborhood. Multiple BCDC permits with public access requirements have been issued over the years for projects in and around the marina.

Prior Board Review. At the first pre-application review of the project on April 11, 2016, the Board recommended increasing the width of the public access areas adjacent to the proposed buildings, separating public and private spaces, and protecting views to the Bay from Monarch Bay Drive by re-positioning and reducing the length of the buildings. The Board also recommended improving the openness of and connections to and through the public access by incorporating more variation,

increasing widths on the exterior of the peninsulas, and making the parking lots more welcoming and more easily crossed by pedestrians. The Board advised that some dedicated public parking spaces would be desirable. The Board also asked about the possibility of incorporating natural shoreline protection and asked for more information on flood risk from sea level rise, the lagoon design and function, the planting concept and restroom facilities.

Proposed Project. The proposed project, which has been modified since the Board's last review, involves the removal of the existing marina docks, the El Torito Restaurant, the two yacht clubs, and the remaining Blue Dolphin Club platform, and construction of the following (Exhibits, p. 7):

1. A 200-room extended-stay **hotel** with a height of up to 40 feet;
2. Three **residential buildings** with a height of up to 50 feet, consisting of 160 units over ground-level parking garages (231 spaces), north of Mulford Point;
3. Four **condominium buildings** with a height of up to 50 feet, consisting of 61 units over a ground-level garages (109 spaces), south of Pescador Point;
4. An approximately 16,000-square-foot **restaurant** with a height of up to 30 feet, with an upstairs banquet hall/meeting room and outdoor dining patio;
5. An approximately 8,000-square-foot, **restaurant** with a height of up to 30 feet at the tip of Mulford Point;
6. An approximately 8,000-square-foot, 15-foot-tall **"service" building** with a café, fishing shop, and kayak rental and storage adjacent to the existing boat ramp;
7. An approximately 150,000-square-foot, **office building**, with a height of up to 46 feet, and an approximately 35-foot-tall **parking structure** with approximately 468 spaces;
8. 587 **surface parking** spaces and 8 **boat trailer parking** spaces with dedicated public shore parking; and
9. Vegetated **riprap** and an **aeration fountain** in the interior basin.

Outside of BCDC's jurisdiction, the project also involves 92 townhomes and 42 single-family homes and a community library, east of Monarch Bay Drive.

Public Access. The proposed public access improvements for the project include (Exhibits, p. 9):

1. An approximately **two-mile-long public promenade** that consists of, at a minimum, a 12-foot-wide path with two-foot-wide decomposed granite shoulders, and adjacent landscaping of varying width. The promenade would follow the perimeter of Mulford and Pescador Points, with the exception of the shoreline on the west side of the basin. The promenade would connect the two peninsulas via a new **pedestrian/bicycle bridge**;
2. Two **floating boardwalks,** approximately 600 and 800 feet long and of unknown width, constructed from repurposed boat slips, that connect to the promenade on the west and east sides of the basin;
3. **Kayak storage** on the eastern floating boardwalk;
4. **Two community parks** at the tips of Mulford and Pescador Points, including picnic areas and bocce ball courts;

5. Various **public piers, plazas, and shoreline seating** steps located along the promenade;
6. A **public dock** consisting of repurposed boat slips, located in the interior basin;
7. A **perched beach** with a pond located in the interior basin;
8. An **auto overlook area** on the Bay-side of Mulford Point for in-car Bay viewing;
9. **Art installations and educational signage**; and
10. **Refurbished boat ramp and restrooms**.

The existing fishing pier on Pescador Point and the existing boardwalk/lookout pier in the interior basin would remain in place.

Design Review Board Issues. The Board's advice and comments are sought on the following issues relative to the applicable BCDC policies and guidelines:

1. **Adequacy and Design of Public Access**

   The Bay Plan policies on Public Access include, in part:

   - "A proposed fill project should increase public access to the Bay to the maximum extent feasible…."
   - "…maximum feasible access to and along the waterfront and on any permitted fills should be provided in and through every new development in the Bay or on the shoreline…."
   - "The improvements should be designed and built to encourage diverse Bay-related activities and movement to and along the shoreline, should permit barrier free access for persons with disabilities to the maximum feasible extent, should include an ongoing maintenance program, and should be identified with appropriate signs."
   - "In some areas, a small amount of fill may be allowed if the fill is necessary and is the minimum absolutely required to develop the project in accordance with the Commission's public access requirements."

   BCDC's Public Access Design Guidelines include, in part:

   - Public access should be designed to create a "sense of place" and "in a manner that 'feels public'…so that the user is not intimidated nor is the user's appreciation diminished by large nearby building masses, structure, or incompatible uses…."
   - Project design should delineate "between public areas and private development – use fences, planting, elevation and signs where private or conflicting uses are proposed…"
   - Use "site furnishings…to provide visual cues that the shoreline space is available for public use."

The previous submittal to the Board included a 20 to 25-foot-wide public promenade along the shoreline consisting of a 10 to 15-foot-wide path, a 5-foot-wide bike lane and a 5-foot-wide landscaped area. The redesigned promenade now includes a 12-foot-wide path for pedestrians and bicyclists with 2-foot-wide shoulders, and an adjacent landscaped area of unknown varying width (Exhibits, pp. 13-17). At multiple locations, the promenade would be located between the shoreline and various buildings, including the residential and condominium buildings (maximum 50 feet tall), the restaurants and service/food building (approximately 15 to 30 feet tall), the hotel (maximum 40 feet tall), and the office parking garage (35 feet tall). The widths of the building setbacks from the shoreline are unknown at this time.

The residential buildings would have private patios and the restaurant/banquet hall would have dining patios adjacent to the promenade on the Bay side of the building. To separate the private and public spaces, the buildings and patio areas are proposed at a higher grade than the promenade. This vertical separation increases the overall heights of the buildings above the promenade, though the exact heights are not yet determined. As revised, the promenade would no longer be located on the shoreline of the west basin, and would be replaced by a floating boardwalk consisting of repurposed boat slips (Exhibits, p. 9). An additional floating boardwalk would be installed in the east basin. The proposal also includes two community parks, various piers, plazas, and docks, a perched beach with a pond, and other public access improvements as described above.

The Board's advice and recommendations are sought on the following considerations regarding the adequacy and design of public access:

a. *Does the proposed project provide adequate and inviting public access areas that "feel public"?*
b. *Do the unrestricted parks, piers, and plazas adequately offset the relatively confined spaces between the shoreline and the buildings?*
c. *Is the arrangement of public and private spaces designed to ensure that the public access areas feel public?*
d. *Does the public access create a "sense of place" that is unique to this site?*
e. *Are the floating boardwalks, dock and beach the minimum amount of fill necessary to achieve the public access goals of these proposed improvements?*
f. *What materials are appropriate for the proposed piers, boardwalks and dock?*
g. *What type and amount of public access amenities should be provided throughout the project to accommodate the expected visitors?*

2. **Public Access Connections**

The Bay Plan policies on Public Access include, in part:

- "Access to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where convenient parking or public transportation may be available…."

BCDC's Public Access Design Guidelines include, in part:

- Shoreline developments should "provid[e] connections perpendicular to the shoreline at regular intervals (city block length or less) to maximize the opportunities for accessing and viewing the Bay."

The public pathway would follow the perimeter of Mulford and Pescador Points and would connect the two peninsulas via a new pedestrian/bicycle bridge. On Mulford Point, five connections between the Bay side and interior promenade are proposed, three of which would pass through parking lots (Exhibits, p. 8). The promenade on the north side of Pescador Point would connect to an existing required public pathway on the east side of the basin. The public would be able to access the promenade from Monarch Bay Drive at five separate locations.

The Board's advice and recommendations are sought on the following considerations regarding public access connections:

a. *Are there sufficient public access connections between the outer and interior sides of the peninsulas, to points of interest, and to existing public pathways?*

b. *Are the connections through the parking lots designed to be safe and intuitive for the visitors?*

3. **Public Views**

The Bay Plan policies on Appearance, Design, and Scenic Views include, in part:

- "All bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay. Maximum efforts should be made to provide, enhance, or preserve view of the Bay and shoreline, especially from public areas…."
- "Shoreline developments should be built in clusters, leaving open area around them to permit more frequent views of the Bay."
- "Views of the Bay from…roads should be maintained by appropriate arrangements and heights of all developments and landscaping between the view areas and the water."
- "…bridges across the Bay should be designed to permit maximum viewing of the Bay and its surroundings by…pedestrians. Guardrails and bridge supports should be designed with views in mind."

Multiple buildings have been relocated and redesigned since the Board's last review. The proposed hotel has been relocated to the northwest corner of Mulford point to reduce the building's length along the north-south shoreline of Mulford Point. The hotel would consist of two buildings, connected by a lobby that would be made of glass to allow views to the Bay. At the northeast corner of the site, the proposed residential buildings, office building and parking structure have been moved to allow a view corridor to the Bay from the road entrance to Mulford Point. With this reconfiguration, the number of spaces within the parking structure has been reduced, though the height of the apartment buildings has increased to accommodate ground-level garages. At the southeast corner of the site, the

lengths of the condominium and the service buildings have been expanded along the shoreline. In addition, the height of the condominium buildings has increased to accommodate a ground-level garage. The restaurant at the tip of Mulford Point has also been repositioned. The bridge has been redesigned with a higher span to allow for small sailboats to enter the interior basin (Exhibits, p. 16). The BCDC staff has expressed its support for a pedestrian/bicycle bridge that links the two peninsulas. At this time, however, it is unknown whether other governmental agencies, including the U.S. Coast Guard, would allow the proposed bridge. The bridge features a tower and a curved bridge access ramp on each end.

The Board's advice and recommendations are sought on the following considerations regarding public views:

a. *Do the building locations and designs maximize public views to the Bay from the surrounding public streets and the public areas on the Mulford and Pescador Points?*
b. *Does the massing of the condominium and service buildings in the southeast protect public views to the Bay from the public streets? Does the bridge's design maximize views from other public spaces?*

4. **Recreation**

The Bay Plan policies on Recreation include, in part:

- "Recreational facilities, such as…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…."
- "…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…."
- "…sufficient, convenient parking that accommodates expected use should be provided at sites improved for launching non-motorized small boats…."
- "…site improvements, such as landing and launching facilities, restrooms, rigging areas, equipment storage and concessions…."
- "…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."
- "New beaches should be permitted if the site conditions are suitable for sustaining a beach without excessive beach nourishment."
- "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 previously proposed boat slips in the southeast corner of the site and the kayak launch in the interior basin have been removed from the project. The proposed project now includes a public dock off of Pescador Point, that would extend approximately 300 feet into the basin. The expected uses for this public dock are not fully known at this time. The proposed road and turnaround on Pescador Point has also been shortened, increasing the distance from the road to the new docks. Kayak storage is proposed on the floating boardwalk, near the turnaround. The existing boat ramp would remain. A service building would be located adjacent to the boat ramp, and would have a café, a fishing shop, and kayak storage and rental. Eight boat trailer parking spaces would serve the boat ramp. It is unknown how many boat trailer parking spaces are or would be required by the California Department of Boating and Waterways.

The Board's advice and recommendations are sought on the following considerations regarding recreation:

a. *What are appropriate uses and designs for the proposed docks in the interior basin?*

b. *Are the parking and other supporting facilities (e.g. storage, restrooms) adequate to serve the uses at the dock and the boat ramp?*

5. **Parking**

The Bay Plan policies on Appearance, Design, and Scenic Views include, in part:

- "Structures and facilities that do not take advantage of or visually complement the Bay should be located and designed so as not to impact visually on the Bay and shoreline. In particular, parking areas should be located away from the shoreline. However, some small parking areas for fishing access and Bay viewing may be allowed in exposed locations."

The site would have approximately 587 surface parking spaces and 8 boat trailer spaces, 468 spaces in the office parking garage, and a total of 340 spaces in the condominium and residential podium garages. Most of the surface parking is expected to be open to the general public, hotel and restaurant patrons. An auto overlook area is proposed on the Bay-side of Mulford Point for in-car Bay viewing. An unknown number of dedicated public shore parking spaces are proposed.

The Board's advice and recommendations are sought on the following considerations regarding parking:

a. *Are the parking areas located and designed to minimize the visual impacts on the Bay and shoreline?*

b. *How many dedicated public shore parking spaces should be provided to ensure availability for general shoreline access and for in-car Bay viewing?*

6. **Sea Level Rise and Flooding**

The Bay Plan policies on Public Access include, in part:

- "Public access should be sited, designed, managed and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding."

- "…public access…should be permanently guaranteed….[and, further,]…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."

According to available Lidar data, the shoreline at the site has an existing elevation ranging from approximately 7 to 12 feet NAVD 88. The preliminary FEMA 100-year flood elevation is 12 feet NAVD 88 to the east, 11 feet NAVD 88 to the north, and 10 feet NAVD 88 to the south and in the basin. The project sponsors have chosen a sea level rise projection of 36 inches for the end-of-century. As proposed, the elevation of the promenade would be built between 14 and 16 feet NAVD 88 depending on the location, which would be equivalent to at least the 100-year flood elevation plus 1 foot of free-board and 36 inches of sea level rise at the end-of-century (Exhibits, pp. 13-17). At this time, a survey plan showing existing topographical elevations is not available, and it is unknown as to how the shoreline would be raised and what work would be designed to achieve resiliency to a mid-century sea level rise and adaptability to end-of-century sea level rise. It is also unknown as to how the other public access improvements would be designed, and whether they would be affected under future flood conditions.

The Board's advice and recommendations are sought on the following considerations regarding sea level rise and flooding:

a. *Is the proposed public access located and designed to remain viable in the event of future sea level rise and flooding?*

b. *How might the public access areas be adapted in the future to accommodate rising sea level?*