

## 5. IMPLEMENTATION

This chapter describes strategies for implementing the City Center vision, including a description of applicable funding and financing mechanisms, application of those resources to proposed improvements in the plan, and a strategic, phased approach to implementing the plan over time.

Implementation of the City Center Community Plan requires a long-term strategy recognizing limited public resources and the likely slow and incremental pace of private infill development. Private development projects will offer opportunities to advance the plan one site at a time as properties develop or redevelop. Public investments should start with high-impact, low-cost activities. The City Center must also support, integrate with, and build off the City's significant investment of resources in the Downtown area. The Downtown will contribute market momentum while creating opportunities to implement more effective district-based public financing tools covering a larger area including portions of City Center.

Successful implementation requires proactive, ongoing involvement by the City of Fremont and the private development community since large-scale redevelopment of built out sites will occur gradually over time. City staff should support local capacity for action, respond to development proposals, continue to prioritize and implement public improvements over time, and establish new programs, plans, and funding sources.

The Plan's overall approach to private sector development is to be flexible and opportunistic, with the goal of ensuring that each new development proposal will contribute to building the high-quality, pedestrian-friendly place envisioned in the plan. Private development should contribute its fair share towards its public infrastructure costs, but requirements for developer contributions should be balanced against the need for incentives to encourage transformative development projects.

### FUNDING SOURCES AND STRATEGY

Implementation funding will come from a variety of sources and must be matched to appropriate uses. This section describes the range of funding options available, describes their potential for use in the City Center context, and the applicability of each funding option to the programs, plans, and projects included in the City Center Community Plan.

### POTENTIAL FUNDING AND FINANCING SOURCES FOR CITY CENTER

In general, five major categories of funding mechanisms exist for physical improvements and programming:

- District-based assessments
- Developer contributions
- User fees
- Public/Private Partnerships
- Fremont Capital Improvement Program
- Other grants and government sources

The uses, benefits, and drawbacks of each mechanism must be understood to clarify their application to City Center. The following descriptions briefly define each mechanism.

### DISTRICT-BASED ASSESSMENT TOOLS

In California, common land-based financing tools include the formation of assessment districts and community facilities districts (CFDs). Infrastructure financing districts (IFDs) are also increasingly under discussion as a potential alternative to no longer extant tax increment financing. All of these land-based financing tools are typically associated with new real estate development to generate benefit-based taxes or property tax revenues to finance improvements through bond repayment or paying for improvements over time. District-based tools provide a stable revenue stream while ensuring that properties benefitting from improvements also contribute to those public investments.

**Assessment Districts:** In an assessment district, property owners within the district agree to pay an additional fee or tax in order to fund improvements within a specific geographic area. The amount that each property owner pays must be proportional to the benefit the property will receive from the proposed improvement. Assessment districts are

established by a majority vote of the property owners. A variety of assessment districts exist and each features unique rules for formation and use; examples include business improvement, sewer, utility, parking, and landscaping and lighting districts. Assessment districts are most useful for funding ongoing operations and maintenance costs.

**Community Facilities Districts (CFDs):** Like assessment districts, Mello-Roos Community Facilities Districts are formed when the property owners in a geographical area agree to impose a tax or fee on the land in order to fund infrastructure improvements. Unlike assessment districts, however, CFDs are most commonly formed in cases where the geographic area encompasses a small number of property owners who intend to subdivide the land for sale. To be enacted, CFDs require a two-thirds vote of property owners, which can be a difficult hurdle in an infill setting unless a single or few large property owners exist. The Mello-Roos Community Facilities District Act allows fees to be proportionally subdivided and passed on to the future landowners. The fees can then be used either for pay-as-you-go funding or to pay off bonds issued against the anticipated revenue from the CFD.

**Infrastructure Financing Districts (IFDs):** Infrastructure financing districts (IFDs) divert new property tax revenues (the increment) to finance public facilities and infrastructure. IFDs cannot divert property tax increment revenues from schools. Under existing California law, a city or county may create IFDs by ordinance if a two-thirds majority of the voters in the proposed district approve the IFD although this percentage can be less under some circumstances. Unfortunately, IFDs are difficult to enact under existing California law since they must be approved by other affected taxing entities such as counties and special tax districts. Legislative changes could potentially widen use of IFDs in the future.

The following table summarizes the advantages and disadvantages of these land-based financing tools. An important consideration in the case of both CFDs and assessment districts is that there is a limit to the amount that property owners are typically willing to contribute in annual property tax assessments. A commonly used rule of thumb for calculating the feasibility of implementing new assessments is that total property taxes, assessments, and obligations should not exceed two percent of a given property’s assessed value.

TABLE 5.1		ADVANTAGES AND DISADVANTAGES OF DISTRICT-BASED FUNDING MECHANISMS	
	Advantages	Disadvantages	
<b>Assessment District</b>	<ul style="list-style-type: none"> <li>• Less financial risk to City or public agency; risk transferred to individual property owners.</li> <li>• Requires basic majority vote of property owners.</li> <li>• Could lead to increased tax revenue based on private reinvestment.</li> </ul>	<ul style="list-style-type: none"> <li>• Individual property owners may be unwilling to absorb financing risk, especially for debt financing.</li> <li>• Assessment can be politically infeasible if existing property tax assessments total two percent of assessed value.</li> <li>• Additional City staff time to administer districts could offset some gains.</li> </ul>	
<b>Community Facilities District</b>	<ul style="list-style-type: none"> <li>• Less financial risk to City or public agency; individual property owners take on more risk.</li> <li>• Because fees are passed on to end-users, developers are generally more receptive to their use.</li> </ul>	<ul style="list-style-type: none"> <li>• Typically only used in areas with a small number property owners who plan to subdivide their land for sale.</li> <li>• Property owners may fear that imposing fees will dissuade buyers or reduce achievable sales prices.</li> <li>• Assessment can be politically infeasible if existing property tax assessments total two percent of assessed value.</li> </ul>	
<b>Infrastructure Financing District</b>	<ul style="list-style-type: none"> <li>• Improvement does not cost individual property owners additional fees or taxes.</li> <li>• Does not divert tax revenues from schools.</li> </ul>	<ul style="list-style-type: none"> <li>• Generally requires a vote of two-thirds of property owners.</li> <li>• Requires approval by other taxing entities.</li> </ul>	

## DEVELOPER CONTRIBUTIONS

This section describes contributions and investment from the private sector that can be used to pay for new infrastructure, services, and benefits to be used by new development. In general, it is the obligation of developers to make all improvements required under municipal code and to mitigate their project impacts.

- Development Standards:** Development standards regulate aspects of a project such as land use, height, density, bulk, parking requirements, on-site circulation, on-site open space, stormwater quality, and other features. The standards provided in this plan and the zoning ordinance must be satisfied in order for a project to be granted approval; meeting the standards will ensure that new development contributes to implementing the plan's vision and goals. Furthermore, all developments are subject to fulfilling their obligations under the City of Fremont's Street Right of Way and Improvement Ordinances, and – if applicable – Subdivision Ordinance.
- Environmental Impact Mitigation:** The environmental review process requires the analysis of a project's environmental impacts and the identification of measures to reduce or eliminate impacts on the environment and infrastructure. As a requirement of approval, some developers – especially of large projects – may be required to undertake a number of mitigation measures, such as off-site traffic mitigation as defined by the California Environmental Quality Act (CEQA).
- Impact and In-Lieu Fees:** Development impact fees are a one-time charge to new development imposed on new development. These fees are charged to mitigate impacts resulting from the development activity, and cannot be used to pay for existing deficiencies. "In-lieu" fees are similar to impact fees, but are charges paid in-lieu of developers providing required on-site community benefits. The City of Fremont collects a variety of impact and in-lieu fees for park and park facilities, traffic, fire facilities, capital facilities and affordable housing. These fees ensure that new developments mitigate their impacts on infrastructure and service capacity. The City also collects in-lieu fees for public art within the Downtown Community Plan Area when developers choose not to place public art on-site, with proceeds supporting the dedicated Downtown District Art Fund. In order to promote development, some impact fees have been temporarily reduced in the Downtown and City Center over certain periods of time. Most impact fee revenue is not earmarked for specific projects as it is collected, but is instead applied to projects via the City's Five-Year Capital Improvement Plan (CIP).
- Development Agreements:** Structured negotiations between cities and developers can be conducted to obtain desired improvements in exchange for development rights. The extent to which a new project can contribute to the provision of infrastructure depends on a number of factors, including the anticipated prices for new housing units, construction costs, lot size and configuration, and parking ratios. All of these factors will vary depending on the final format and timing of development; therefore, the amount of public benefits that can be provided is unpredictable and must be negotiated. Fremont typically only enters into development agreements for large, long-term projects, but these agreements can be useful for mitigating larger project impacts than those accounted for in existing impact and in-lieu fees.
- User Fees/Rates:** User fees and rates include the fees charged for the use of public infrastructure or goods (toll road or bridge, water or wastewater system). Such fees and rates are typically set to cover a system's operating and capital expenses each year, which can include debt service for improvements to the system. It may be possible to use some portion of user fee or rate revenue toward financing the costs of new infrastructure, but user fees are unlikely to be a major source of funding for implementation of the City Center Community Plan.
- Public/Private Partnerships:** A public/private partnership is a formal arrangement between the City and a developer or development team, and is designed to deliver specific public and private objectives via a negotiated framework. Public/private partnerships create opportunities for cities to achieve desired land use, design and development outcomes by offering attractive financing, land availability and unique development arrangements. The City of Fremont has negotiated successful public/private partnerships in the past. This experience has laid the groundwork for achieving the City's goals of creating a walkable, mixed-use Downtown and civic center. In the future, other public/private partnership opportunities may arise within the City Center.
- Capital Improvement Program:** The City of Fremont has a Capital Improvement Program (CIP) which is developed every two years and includes five years of citywide capital improvements. The City has targeted \$2.5 million over five years to the Downtown Community Plan area. Since the City is focusing funding on the Downtown area, CIP funding will be constrained for improvements in the City Center area in the foreseeable future. Therefore, it would be ideal for top-priority capital improvements to be identified and those improvements considered for inclusion as part of regular CIP-funded projects within the City Center boundaries in future CIP funding cycles.

- **Grants and Other Government Sources:** Various federal, state, and regional grant programs distribute grant funds for public improvement projects. Because grant programs are typically competitive, grant funds are an unpredictable funding source, and the City of Fremont must remain vigilant in applying for grants to implement the City Center Community Plan. City Center is located within a “Priority Development Area” designated by

the Metropolitan Transportation Commission; this designation enables Fremont to apply for additional grants, technical assistance, and capital funding. The City is already leveraging these opportunities via a One Bay Area grant application for connectivity improvements through City Center to Downtown. In the future, the City should leverage and prioritize projects based on the project’s likelihood to receive grant funding.

## APPLICATION OF FUNDING MECHANISMS TO IMPROVEMENTS IN THE CITY CENTER COMMUNITY PLAN

Establishment of local funding mechanisms and financing tools should be a top priority for the City Center area. Local funding and financing tools provide an opportunity for local property owners and businesses to take ownership of implementing the Community Plan while reaping its benefits and potentially increasing the funding base by integrating the districts with Downtown.

In particular, a **business improvement district (BID)** or **property-based improvement district (PBID)** will enable local businesses or property owners to manage branding, marketing, signage, and functional and aesthetic improvements throughout City Center. A BID or PBID essentially creates a neighborhood-level economic development organization accountable to its members and with its own funding stream to improve business performance by addressing local needs. A BID or PBID is key to implementing an identity for City Center that allows the area to compete for additional business and development by becoming “more than the sum of its parts.” Other assessment districts or community facilities districts can provide a steady source of funding for costly infrastructure improvements needed to transform the area. These additional assessment districts may be necessary since a BID or PBID cannot finance major infrastructure projects. However, community facilities districts and other assessment districts can be difficult to form in a development infill setting like City Center since two-thirds of property owners must approve. Passage may partly depend on interest by a handful of large property owners.

Establishing such tools will require a long-term effort of creating interest and capacity for action through City staff efforts to build connections and relationships with and between local property and business owners. The interest in establishing these mechanisms must ultimately originate from the property and business owners themselves.

The following table indicates which general tools can be applied to broad improvement categories in the City Center Community Plan. These categories are shown in the first column and the remaining columns indicate the individual

funding mechanisms that could be used to fund each improvement. The goal of the table is to show the range of possibilities, rather than to identify the exact tool or set of tools that will be used for each improvement. Implementing the Community Plan will occur incrementally over time and therefore conditions will also change. As projects are built, market cycles ebb and flow, and various sources of outside funding become available or vanish, the City will need to continuously monitor and act on available funding.

**Table 5.2 | Potential Funding Mechanisms to Finance Improvements**

Improvement Categories	District-Based		Developer Contributions			City Resources		Outside Sources		
	Assessment District	CFD	IFD	Development Standards	CEQA Mitigations of Project Impacts	Impact / In-Lieu Fees	User Fees		Capital Improvement Program	Other Regional, State, and Federal Grants
<b>Street Network</b>										
Streetscape enhancements: widened sidewalks, landscaping, lighting, street furniture	X	X	X	X		X		X	X	
Intersection improvements	X	X	X		X	X		X	X	
On-street parking		X	X			X	X	X	X	
Bicycle lanes		X	X			X		X	X	
New pedestrian crossings		X	X	X	X	X		X	X	
On-site landscaping, aesthetic, and pedestrian improvements				X		X				
Additions of new streets through existing super-blocks	X	X	X	X	X	X		X	X	
New intersections at new streets	X	X	X	X	X	X		X	X	
<b>Open Space</b>										
Creation of new plazas	X	X	X	X		X		X	X	
Creation of new parks	X	X	X	X		X		X	X	
<b>Arts, Branding, and Signage</b>										
Public art	X			X		X			X	
Gateways	X			X		X		X	X	
Wayfinding and Branding	X			X		X				
<b>Land Use</b>										
Desired ground floor uses				X						
<b>Parking and Circulation</b>										
TDM/TMA costs				X		X	X		X	
Shared parking strategy				X		X	X		X	
Bike stations, bikeshare	X			X		X	X		X	
<b>Utilities</b>										
On-site utilities improvements		X		X		X	X			

## INFRASTRUCTURE NEEDS AND COST ESTIMATES

An engineering assessment was undertaken to evaluate the capacity of existing water and sewer infrastructure to meet the needs of development envisioned in the Community Plan. The findings indicate that sewer and water infrastructure costs will not be a significant obstacle for most new development in City Center. The analysis found:

- Existing local infrastructure has sufficient capacity to serve planned development.
- Envisioned development and densities within City Center fall within existing General Plan limits and therefore external capacity concerns do not require mitigation measures within the Community Plan.
- Additions of new streets through existing blocks will require new water lines for hydrants and services to new developments.

A range of costs were estimated for other infrastructure related to new streets, plazas, and parks included in the Community Plan, summarized in the table on the following page. These costs are a rough comparative estimate for purposes of understanding the differing magnitude of potential costs for improvements. An individual project cost will vary depending on unique conditions.

The costs are provided as a unit of construction cost, not total cost for individual or all City Center projects. This format acknowledges the uncertain phasing and components of individual improvements, but allows the reader to combine components to understand how different project components affect overall cost. For example, Civic Center Drive between Walnut Avenue and Mowry Avenue is approximately 1,800 feet. Based on costs per linear foot, widening sidewalks may cost approximately \$288,000, adding landscaping may cost approximately \$180,000, and adding pedestrian-scale lighting may cost \$360,000. Lighting is clearly the most expensive component of such a project. Notably, these costs do not include contingency, design, permitting, or project management costs, do not assume right-of-way acquisition, and do not account for cost efficiencies in simultaneously undertaking multiple improvements.

Many of the envisioned improvements will be costly to implement and therefore require selective targeting to high-priority locations and leveraging of unique development-related opportunities as they present themselves. In particular, new streets will likely only be added as large parcels redevelop into high-density projects. Even a large, master-planned development on a single-owner site is unlikely to cover the full cost of a new 600 foot street at a cost of \$1.1 million or more for construction and materials costs alone.

<b>Table 5.3 Approximate Construction Cost* of City Center Improvement Categories</b>		
<b>Improvement</b>	<b>Cost</b>	<b>Details/Assumptions</b>
Widening Existing Sidewalks	\$160/Linear Foot	10' wide sidewalk (both sides of street), \$8/Square Foot, includes demolition of existing sidewalk
Adding landscaping per street standards	\$100/LF	5' wide planter (both sides of street), \$10/SF, dependent on design (tree size, spacing, furniture, etc)
Adding pedestrian-scale lighting	\$200/LF	Dependent on lighting design, assumes \$5,000 pole placed every 50' at both sides of street
Restriping streets to narrow lanes and/or add parking and/or add bike lanes	\$10/LF	
Moving curbs to narrow roadway	\$160/LF	Includes new curbs on each side of street, installation and connection of new drains at revised curb line
Intersection improvements: remove free right turns, narrow lanes, add countdown pedestrian signals, add median refuges	\$500,000	Includes new curb, gutter and sidewalk/median improvements; restriping and signal modifications.
New streets through existing large blocks	\$1,945/LF	20' Sidewalk @ \$7/SF, 10' Landscape @ \$8/SF, 2 Curbs @ \$25/LF, 50' asphalt (12' lanes, 5' bike lane, 8' parking) @ \$5/SF, Stormwater Treatment @ \$600/LF, Lighting @ \$200/LF, 8" Water @ \$125/LF, 8" Sewer @ \$125/LF, 24" Storm Drain @ 175/LF, Joint Trench @ \$200/LF
New intersections	\$800,000	Assumed to be built and included in cost of new street connections
<i>Source: BKF Engineers, 2013.</i>		
<i>* Prices shown are approximate and do not include contingency, design, permitting or project management; these may contribute an additional 40% to project costs.</i>		

## PLAN IMPLEMENTATION STRATEGY AND PHASING

The implementation strategy has been broken into three phases which recognize the gradual process of transforming the City Center’s existing viable land uses over time and the limitations of early-phase funding resources. An “Ongoing” category notes continuous actions required throughout implementation. The phases are presented as distinct time periods for discussion purposes, but in reality these phases may be of shorter or longer durations, activities could overlap, and/or their timing may be different, depending on local stakeholder decisions, development timing, and funding availability.

The implementation strategy assumes that no assessment district or local funding option will be available in the early years of the plan. During that phase the City will need to be proactive in pursuing small, strategic projects that tie together City Center and improve connections to Downtown. The City must also take the lead on creating capacity and interest in a CFD, BID, PBID and/or other funding sources. Private development will increasingly lead implementation in the second and third phases as development projects are proposed and built and associated funding options increase.

A narrative description of implementation activities follows. The subsequent table shows detailed implementation actions by phase.

### Ongoing Implementation Activities:

Ongoing City staff involvement will be necessary to proactively pursue available funding, build support and capacity for new funding mechanisms, create and implement recommended programs and plans, and monitor private development to ensure it contributes to the plan’s vision. These ongoing activities include:

- Inclusion of capital investment needs in the Capital Improvement Program, as possible.
- Proactive pursuit of grant funding.
- Development of potential district-based funding sources, including possible integration with Downtown.
- As development projects occur and/or funding is available, implement opportunistic upgrades of the streets (including on-street parking), the pedestrian realm (including sidewalk widths, landscaping, and crosswalks), connections between and to places (including through private properties), and streetscape to meet street standards.
- Opportunistic upgrades of surface parking lot aesthetics.
- Construction of small public spaces.

- Creation of a pedestrian-scale lighting plan for implementation throughout City Center.
  - Formation of a transportation management association and related parking and transportation plans.
  - Introduction of new streets during redevelopment of large parcels.

### Phase 1 Implementation Activities, 2013-2018:

The primary Phase 1 goals are to enhance key connections between Downtown and City Center (and particularly the BART station), begin to develop a unique identity for the City Center area, and start to put in place the long-term funding and financing mechanisms and organizational structures for long-term plan implementation. Key physical improvements are targeted to pedestrian connections between the BART station and surrounding pathways. Identity-building activities focus on development and implementation of a signage and wayfinding plan and possible integration of City Center within the Downtown District Art Fund development fee area. Meanwhile, early efforts should be made by City staff to establish an ongoing stakeholder working group to discuss the City Center’s identity and serve as a forum for understanding potential improvements and willingness to fund improvements. Planning and programming efforts cited in the “Ongoing” category should be initiated to lay the groundwork for deployment.

### Phase 2 Implementation Activities, 2018-2025:

Primary Phase 2 goals are gradual implementation of additional visual elements marking the City Center’s identity, implementation of specific financing mechanisms for improvements, and initial implementation of pedestrian and bicycle enhancements not yet in place. This phase goes beyond creating connections and identity by initiating the process of comprehensive “place-making” targeted to creating an appealing pedestrian environment. It is anticipated that some private development projects could be completed or underway within this phase, with associated public realm improvements in place. Additionally, the Downtown “gateways” included in the Downtown should be in place or underway; as funding is available, the City should begin implementing gateway projects to complement Downtown’s identity-building process.



**Phase 3 Implementation Activities, 2025-2035:**

Phase 3 goals are to continue implementing streetscape, circulation, visual, and pedestrian improvements. By or during this time financing mechanisms should be in place and able to contribute toward the cost of improvements. If sufficient development has occurred and sufficient interest exists, the City should consider moving forward on instituting a parking management plan and a transportation management association.

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TABLE 5.4 | IMPLEMENTATION ACTIVITIES BY PHASE

TABLE 5.4   IMPLEMENTATION ACTIVITIES BY PHASE			
Phase 1	IMPLEMENTATION STEP	TYPE	PARTIES INVOLVED
City Center-Wide	Form an ongoing property/business owner stakeholder working group open to all City Center businesses and property owners	Program	City staff, businesses, property owners
City Center-Wide	Establish public art program and consider expansion of the Downtown District art fee to include City Center	Program	City staff
City Center-Wide	Determine design of gateway elements	Program	Businesses, public, City
City Center-Wide	Establish small public spaces program to integrate small public spaces, and allow for business-sponsored park and plaza areas	Program	City staff, businesses
Urban Office	Work with private property owners to improve landscaping along BART Way	Program	Property owners, City staff
City Center-Wide	Prepare pedestrian-scale lighting plan	Plan	City staff
City Center-Wide	Prepare signage and wayfinding plan	Plan	City staff, businesses
Transit Residential	Create a BART Station Access Plan prioritizing access for pedestrian, cyclists, and transit users of all abilities	Plan	BART, City staff
City Center-Wide	Implement signage and wayfinding plan	Improvement	City staff
Transit Residential	Install signalized crosswalk across Walnut Avenue west of the BART tracks, linking to bike/pedestrian trail parallel to BART tracks	Improvement	City staff
Transit Residential	Walnut Ave improvements adjacent to BART, including on-street parking	Improvement	City staff
Urban Office	Restripe BART Way, narrowing travel lanes and introduce bicycle lanes	Improvement	City staff, BART
Urban Office	Convert Civic Center Dr to a 2-lane street between Mowry Ave and Stevenson Blvd per street standards, including pedestrian improvements and crossing improvements at Civic Center Dr and Walnut Ave, and special intersection design treatment with public art and/or gateway treatment at BART Way and Civic Center Dr	Improvement	City staff
Urban Office	Upgrade pedestrian crosswalks to improve pedestrian safety at Civic Center Dr between Walnut Ave and Stevenson Blvd, adjacent to Kaiser entrance.	Improvement	City staff
Urban Neighborhood	Refurbish and improve crosswalks and add bulb-outs on Fremont Blvd at Capitol Ave extension in Downtown, when completed	Improvement	City staff

**TABLE 5.4 | IMPLEMENTATION ACTIVITIES BY PHASE**

City Center-Wide	Identify and pursue grant funding for public infrastructure improvement projects	Program	City Staff
<b>Phase 2</b>			
<b>SUB-AREA</b>	<b>IMPLEMENTATION STEP</b>	<b>TYPE</b>	<b>PARTIES INVOLVED</b>
City Center-Wide	Potential BID or PBID formation	Program	Businesses, property owners, City staff
City Center-Wide	Potential community facilities district (CFD) formation	Program	Property owners, City staff
City Center-Wide	Bicycle parking plan	Plan	City staff
City Center-Wide	Install priority gateway elements at the BART Plaza leading up to BART Way, Paseo Padre Pkwy at northern plan boundary, Mowry Ave at eastern plan boundary, Fremont Blvd at northern community plan boundary, Fremont Blvd at southern community plan boundary	Improvement	City staff
City Center-Wide	Complete new streets, intersections, and pedestrian crossings as large parcels redevelopment	Improvement	Developers, property owners, City staff
City Center-Wide	Create new public or privately-funded parks and plazas throughout area, with a target of at least two in Urban Office and two in Urban Neighborhood.	Improvement	City staff, developers
Transit Residential	Build a new urban plaza at the west entrance of BART station	Improvement	City staff, BART, property owners
Urban Office/Urban Neighborhood	Walnut Ave improvements from BART to Fremont Blvd, including on-street parking	Improvement	City staff
Transit Residential	Pedestrian crossing improvements at the Mowry Ave north entrance to BART station	Improvement	City staff
Urban Office, Urban Neighborhood	Narrow travel lanes and add bike lanes according to Community Plan street standards along Paseo Padre Pkwy, Mowry Ave and Fremont Blvd	Improvement	City staff
Urban Office	Widen sidewalks/landscaped area per Community Plan at BART Way and Civic Center Dr	Improvement	City staff
<b>Phase 3</b>			
<b>SUB-AREA</b>	<b>IMPLEMENTATION STEP</b>	<b>TYPE</b>	<b>PARTIES INVOLVED</b>
City Center-Wide	Consider creation of a transportation management association to manage parking, potential circulator shuttle, and other circulation needs as identified at time of creation. Consider funding TMA as a measure for large developments to mitigate their traffic impacts.	Program	City staff, property owners, businesses

**TABLE 5.4 | IMPLEMENTATION ACTIVITIES BY PHASE**

City Center-Wide	Complete new streets, intersections, and pedestrian crossings through and adjacent to large parcels as required when these parcels are redeveloped and new blocks are created.	Improvement	Property owners, developers, City staff
Transit Residential	Build a pathway, park, bridge, or other public space bordering Tule Pond and providing connections to neighborhoods to the east (may occur earlier in conjunction with development near BART station)	Improvement	City staff, Alameda County Flood Control District, BART
Transit Residential	Open up the Tule Pond area for passive enjoyment and create an open space amenity oriented toward residents of Transit Residential district	Improvement	Property owners, developers, City staff
City Center-Wide	Install secondary gateway elements at Civic Center Dr and Stevenson Blvd, Walnut Ave and eastern plan boundary, Liberty St and Stevenson Blvd	Improvement	City staff
Urban Office	Consider constructing Capitol Ave "extension" to Civic Center Dr to become a full multi-modal private street, in conjunction with Washington Hospital	Improvement	City staff, Washington Hospital
Urban Office and Urban Neighborhood	Introduce internal streets and/or formalize existing drive aisles at Gateway Plaza and The Hub	Improvement	City staff, property owners, developers
Urban Office	Consider converting Paseo Padre Pkwy to a 4-lane boulevard with parking lanes and bicycle and pedestrian improvements	Improvement	City staff
Urban Office	Consider signalized intersection across Paseo Padre Pkwy after the planned new east-west running "New Middle Road" is introduced in Downtown	Improvement	City staff
Urban Office	Make intersection pedestrian safety and traffic calming improvements at Paseo Padre Pkwy and Mowry Ave, Capitol Ave, Beacon Ave, Walnut Ave, and Stevenson Blvd; Mowry Ave and Fremont Blvd, State St, Hastings St, Civic Center Dr, and Parkside Dr; Stevenson Blvd and Walnut Ave, Liberty St individually, or in conjunction with other street improvement projects.	Improvement	City staff
Urban Neighborhood	Make intersection pedestrian safety and traffic calming improvements at Fremont Blvd and Mowry Ave, Beacon Ave, Walnut Ave, Sundale Ave; Mowry Ave and State St, Hastings St, Paseo Padre Pkwy, Parkside Dr; Stevenson Blvd and Liberty St individually, or in conjunction with other street improvement projects.	Improvement	City staff

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# APPENDICES

*Appendix 1: Implementation Items by Location*

*Appendix 2: Fire Access Regulations*

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# APPENDIX 1: IMPLEMENTATION ITEMS BY LOCATION

Detailed Reference List of City Center Community Plan Implementation Needs by Location and Improvement Category		
Implementation Action Type	Implementation Action	Detailed Description
<b>CITYWIDE</b>		
	Creation of small public spaces	Create a district-wide program to integrate implementation of small public space, such as parklets, plazas, and seating areas. These should be integrated into larger public works projects; businesses should also have the opportunity to request and participate in implementation and maintenance of small public spaces.
	Pedestrian-scale lighting plan	Develop a comprehensive plan for district-wide pedestrian-scale lighting, with consistent standards and fixtures. Prioritize high-priority corridors and implement opportunistically.
	Signage and Wayfinding Program	Create a comprehensive signage and wayfinding program emphasizing public art and links to the Downtown, identifying short-term, medium-term, and long-term priorities. Implement the program over time.
Streetscape and Pedestrian Realm	Opportunistic surface parking upgrades	Work with private property owners to introduce trees and other aesthetic improvements in parking lots.
	Opportunistic upgrade of City Center streetscape	As feasible, upgrade landscaping and add pedestrian-scale lighting on streets throughout the City Center, preferably in coordination with any street redesign, street restriping, or other nearby improvements.
	Opportunistic expansion of pedestrian realm	As feasible, widen sidewalks and landscaped areas to dimensions provided in the City Center Precise Plan.
	Public Art Program	Establish a public art program, possibly in conjunction with the Downtown District Art Fund. Use program to plan projects such as priority and secondary gateways, partnership with PG&E to incorporate urban art over transformers and utility cabinets, and introduction of other art.
	Opportunistic new pedestrian connections	Work with private property owners to introduce pedestrian links through their properties.
New Streets and Pedestrian Crossings	Opportunistic new signalized intersections	Evaluate need for new signalized intersections and safe pedestrian crossings as new streets are developed; seek to provide crossings at a maximum of 600-foot spacing.
	Opportunistic new multimodal streets	On-street parking management via TMA Consider all of the following: ordinance setting an 85% parking occupancy target and authorizing staff to set prices; deploy smart parking meters; monitor on-street parking occupancies and adjust prices as needed to meet occupancy target.

**Detailed Reference List of City Center Community Plan Implementation Needs by Location and Improvement Category**

Implementation Action Type	Implementation Action	Location	Detailed Description
Parking and Transportation Programs	Opportunistic increased on-street parking	Citywide	As conditions permit, stripe new on-street parking throughout the City Center, particularly near BART and Downtown.
	Transportation Management Association	Citywide	Consider creation of a transportation management association to manage parking, potential circulator shuttle, and other circulation needs as identified at time of creation. Consider funding TMA as a measure for large developments to mitigate their traffic impacts.
	On-street parking management via TMA	Citywide	Consider all of the following: ordinance setting an 85% parking occupancy target and authorizing staff to set prices; deploy smart parking meters; monitor on-street parking occupancies and adjust prices as needed to meet occupancy target.
	Shared parking in existing facilities via TMA	Citywide	Monitor parking occupancies, and seek out opportunities to secure existing underutilized parking for use as shared public parking. )
	Shared parking in new facilities (if necessary) via TMA	Citywide	In the long term, monitor parking occupancies and consider constructing structured parking and managing for use as shared public parking. )
	Downtown circulation shuttle via TMA	Citywide	As the density of the City Center area increases, consider implementation of a circulator shuttle connecting to the BART station. )
	Bicycle parking plan	Citywide	Develop a comprehensive plan for district-wide bicycle parking. Implement opportunistically.
	<b>TRANSIT RESIDENTIAL AREA ACTIONS</b>		
Streetscape and Pedestrian Realm	BART Station Access Plan	BART Station	Work with BART to create a BART Station Access Plan prioritizing access for pedestrian, cyclists, and transit users of all abilities.
	BART Streetscape Improvements	BART Station	Build a new urban plaza at the west entrance of the Fremont BART Station, providing seating, streetscape, signage, and other amenities to promote a comfortable pedestrian public realm.
	Tule Pond Improvements	Tule Pond	Introduce a pathway, boardwalk, park, bridge, or other public space bordering Tule Pond and providing connections to neighborhoods to the east.
	New Park or Plaza	Transit Residential Area	Open up the Tule Pond area for passive enjoyment and create an open space amenity oriented toward residents of the Transit Residential Area.
Wayfinding and Gateways	Signage, Wayfinding, and Public Art	BART Station	Install initial signage, wayfinding, and/or public art, emphasizing links to Downtown and other important City Center destinations.
	BART Priority City Center Gateway	BART Station City Center Gateway	Introduce a priority City Center gateway element(s) at the BART Plaza leading up BART Way.

**Detailed Reference List of City Center Community Plan Implementation Needs by Location and Improvement Category**

Implementation Action Type	Implementation Action	Location	Detailed Description
Pedestrian Crossing	Walnut Ave Pedestrian Crossing	Across Walnut Avenue at BART entrance	Evaluate feasibility for a signalized pedestrian crosswalk across Walnut Avenue just to the west of the BART tracks in order to create a safe connection between the BART station and the bike/ped trail that parallels the BART tracks. If possible, include bulb-outs in the crossing.
	Mowry Ave Pedestrian Crossing	Across Mowry Avenue at northern BART entrance	Improve existing Mowry Avenue pedestrian crossing at the northern-most BART station entrance. Measures include pedestrian lighting, enhanced signage, and/or a curb bulb-out at BART station side.
	Street Restriping	Walnut On-Street Parking	Add on-street parking on Walnut Ave adjacent to the BART Station.
<b>URBAN OFFICE AREA ACTIONS</b>			
Streetscape and Pedestrian Realm	Expand pedestrian realm on BART Way	BART Way	Widen sidewalks and landscaped areas to dimensions provided in the City Center Community Plan.
	Pedestrian realm expansion on Civic Center Drive	Civic Center Drive	Widen sidewalks/landscaped areas to dimensions provided in the City Center Community Plan
	Civic Center Drive streetscape upgrade	Civic Center Drive	Upgrade landscaping and add pedestrian-scale lighting on Civic Center Drive, in coordination with implementation of the Civic Center Drive road diet.
	BART Way Adjacent Landscape Improvements	BART Way	Work with property owners to improve landscaping on either side of BART Way.
	2 New Urban Office Parks or Plazas	Urban Office Area	Create at least two new publicly accessible parks or plazas in the Urban Office Area; these may need to be privately funded and maintained.

**Detailed Reference List of City Center Community Plan Implementation Needs by Location and Improvement Category**

Implementation Action Type	Implementation Action	Location	Detailed Description
Street Restriping	Bike lane striping on BART way	BART Way	Restripe BART Way, narrowing travel lanes and introducing bicycle lanes.
	Lane Narrowing on Paseo Padre Parkway	Paseo Padre Parkway	Restripe Paseo Padre to narrow travel lanes and buffer bike lanes, consistent with street design provided in the City Center Precise Plan.
	Lane Narrowing on Mowry	Mowry Avenue	Restripe Mowry Avenue in order to narrow travel lanes and introduce buffered bike lanes, consistent with street design provided in the City Center Precise Plan.
	BART Way/Civic Center special intersection design treatment	Intersection of BART Way and Civic Center Drive	In coordination with the Civic Center Drive improvements, install a special intersection design treatment at the intersection of BART Way and Civic Center Drive, including public art, wayfinding, and/or a gateway.
	Civic Center Road Diet (Mowry to Walnut)	Civic Center Drive between Mowry Avenue and Walnut Avenue	Convert Civic Center Drive to a two-lane Avenue between Mowry Avenue and Walnut Avenue, per the street standards in the Precise Plan. Restripe Civic Center Drive to include one lane in each direction. Add parking lanes on both sides and pedestrian bulb-outs into parking lane at intersections.
	Civic Center Road Diet (Walnut to Stevenson)	Civic Center Drive between Walnut Avenue and Stevenson	Convert Civic Center Drive to a two-lane Avenue between Walnut Avenue and Stevenson Boulevard, per the street standards in the Precise Plan. Restripe Civic Center Drive to include one lane in each direction, and median. Add parking lanes on both sides and pedestrian bulb-outs into parking lane at intersections.
	Walnut Road Diet	Walnut Avenue	Redesign Walnut Ave according to the proposed Precise Plan design to include two lanes in each direction, bicycle lanes, and parking.
	Capitol Avenue "Extension"	Capitol Avenue between Paseo Padre Parkway and Civic Center Drive	Work with Washington Hospital to build out the extension of Capitol Avenue between Paseo Padre Parkway and Civic Center Drive as a full multi-modal private street.
	Introduce Gateway internal streets	Gateway Plaza	Work with any future private developers to introduce new internal streets and/or formalize existing drive aisles.
	<b>URBAN NEIGHBORHOOD AREA ACTIONS</b>		
Streetscape and Pedestrian Realm	2 New Urban Neighborhood Parks or Plazas	Urban Neighborhood Area	Create at least two new publicly accessible parks or plazas in the Urban Neighborhood area; these may need to be privately funded and maintained.
	Fremont/Mowry Priority City Center Gateway	On Fremont Boulevard just north of Mowry Avenue	Introduce a priority City Center gateway at Fremont Boulevard at the northern plan area boundary
Wayfinding and Gateways	Fremont/Sundale Priority City Center Gateway	Intersection of Fremont Boulevard at Sundale Avenue	Introduce a priority City Center gateway at Fremont Boulevard at the southern plan area boundary.
	Liberty/Stevenson Secondary City Center Gateway	Intersection of Liberty Street and Stevenson Boulevard	Introduce Secondary City Center gateway at intersection of Liberty Street and Stevenson Boulevard.

**Detailed Reference List of City Center Community Plan Implementation Needs by Location and Improvement Category**

Implementation Action Type	Implementation Action	Location	Detailed Description	
Pedestrian Crossings	Capitol/Fremont pedestrian crossing	Intersection of new Capitol Avenue extension with Fremont Boulevard	Introduce refurbished crosswalks and bulb-outs across Fremont Boulevard when Capitol Avenue extension is completed.	
	Fremont Boulevard opportunistic pedestrian crossing improvements	Intersections of Fremont Boulevard with: Mowry Avenue; Beacon Avenue; Walnut Avenue; Sundale Avenue	When feasible, add median pedestrian refuges, repair free-right turns; install pedestrian countdown signals.	
	Mowry Avenue and Paseo Padre Parkway priority pedestrian crossing improvements	Intersection of Mowry Avenue and Paseo Padre Parkway	Ensure crosswalks on all four legs of intersection; add median pedestrian refuges on Mowry; repair free-right turns; install pedestrian countdown signals.	
	Mowry Avenue opportunistic pedestrian crossing improvements	Intersections of Mowry Avenue with: State Street; Hastings Street; Parkside Drive	When feasible, ensure crosswalks on all four legs of intersection; add median pedestrian refuges on Mowry; repair free-right turns; install pedestrian countdown signals.	
	Stevenson Boulevard opportunistic pedestrian crossing improvements	Intersection of Stevenson Boulevard and Liberty	Ensure crosswalks on all four legs of intersection; add median pedestrian refuges; repair free-right turns; install pedestrian countdown signals.	
	Walnut new connection signalized crossings	Intersections of Walnut with new streets or walkways (when constructed).	Evaluate feasibility for new signalized crossings at new streets or walkways (when constructed) to bring intersection spacing up to recommended minimum of 600 feet.	
	Street Restriping	Fremont Boulevard restriping	Fremont Boulevard within the Plan Area	Restripe Fremont Boulevard in order to narrow travel lanes and introduce bike lanes, according to dimensions provided in the Precise Plan.
		Stevenson Boulevard restriping	Stevenson Boulevard within the Plan Area	Restripe Stevenson Boulevard in order to narrow travel lanes and introduce buffered bike lanes.
		Liberty Street improvements	Liberty Street between Walnut Avenue and Sundale Drive	In coordination with Liberty Street design and construction within the Downtown Community Plan Area, extend the redesign of Liberty Street by widening sidewalks and adding parking.
		Introduce Hub internal streets	Hub Superblock	Work with any future private developers to introduce new internal streets and/or formalize existing drive aisles.

