San Leandro 2035

General Plan

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Through the Year 2035 and beyond, San Leandro will be:

- A safe, attractive place to live, known throughout the Bay Area for its distinct and walkable neighborhoods, vibrant Downtown, central location and convenient access, excellent City services and schools, and superb recreational and shopping areas.

- An energetic and economically resilient City that provides a healthy setting for existing businesses while actively facilitating the establishment of new businesses, particularly those which reflect community aspirations.

- A City that values its heritage and preserves its historic buildings, creating the amenities of a big city without losing the spirit of a small town.

- A community renowned for its commitment to excellence in education, high-performing schools, and its partnerships between the City, business community, and school districts, and further known for its outstanding libraries, exceptional parks and first class waterfront, and high-quality civic facilities.

- A City with a thriving dining, arts, and entertainment scene, and the home to many small independent retailers and businesses.

- A dynamic, connected workplace and location of choice, not only for employers but also for employees, who choose to live and work in the same community and invest in San Leandro’s future.

- A community that welcomes and embraces innovation, youthful energy, and a new generation of residents and businesses, drawn by the City’s housing options, diversity, location, creative spirit, and quality of life.

- A place where people from all backgrounds and physical capabilities can live together in a healthy, family-oriented environment, and where persons of all ages, faiths and cultures are welcomed.

- A “smart” city that leverages high-speed internet technology and connectivity to improve transportation, utilities, education, public health and safety, environmental quality, energy, and the quality and efficiency of City operations.
A City that balances the needs of neighborhoods and businesses, striving to protect and enhance the health and integrity of its neighborhoods while allowing business and industry to grow, prosper, and adapt to change.

A City that is meeting the transportation challenges of the future, where people can travel safely and conveniently on foot or by car, bicycle, transit, or new transportation modes, where neighborhood streets are free of hazards and walking is the preferred mode of travel, and where business can easily and efficiently access the regional circulation system.

A City that thoughtfully conserves its shoreline, creeks, hills, and wetlands, and continues to ensure that future development makes a positive contribution to the environment.

A City that is prepared to meet the global challenges of rising sea level and climate change, and that is committed to sustainability and the wise use of natural resources.

A community that is connected—through an efficient system of streets and trails, great public spaces and gathering places, and state of the art telecommunication infrastructure.

A place which invites its residents to put down roots and stay awhile, where traditions old and new are celebrated through special events and festivals, where a sense of “community” is alive and ever present—a place to call home.

The City will achieve its vision through bold civic leadership and responsive, accountable government. It will promote communication, partnerships, public education, and access to information in all forms. It will keep pace with advances in technology and respond to the changing needs of its citizens and businesses. San Leandro will be a progressive City that will provide for the needs of, and capitalize upon the benefits of, an increasingly diverse population.
A. INTRODUCING THE SAN LEANDRO GENERAL PLAN

The General Plan for San Leandro presents a vision for the city’s future and a strategy to make that vision a reality.\(^1\) The Plan represents the collective efforts of individuals from throughout the community who have articulated their hopes and expectations for San Leandro.

Since its incorporation in 1872, San Leandro has experienced several waves of transformative change. In the early 20\(^{th}\) Century, the community evolved from a small town into a bustling agricultural center. After World War II, the agricultural center was transformed into a booming suburb, fulfilling the American Dream for tens of thousands of families. As these families matured, the city was transformed again, becoming one of the most diverse communities in America. With each wave, the city experienced social and economic transformation as well as physical transformation. Its neighborhoods, industrial areas, Downtown, and shopping areas have evolved and adapted as times have changed.

This General Plan is intended to guide San Leandro’s next wave of change. The city is on the cusp of a new transformation driven by its location at the center of the most dynamic region in the country. The San Francisco Bay Area sets the pace for technology, research, and

\(^1\) Throughout this document, the lower case “city” is used when referring to San Leandro as a place and the upper case “City” is used when referring to the City of San Leandro as a governmental entity.
innovation on a global scale. San Leandro sits at the heart of this region. It is a city blessed with beautiful scenery and mild weather, an excellent transportation system, diverse housing choices, and an engaged populace that is committed to sustaining an excellent quality of life. San Leandro is a city that works.

At the same time, San Leandro must address the challenges that come with growth. The Bay Area is in the midst of an affordable housing crisis affecting millions of residents. San Leandro is affected directly, as fewer households can afford to buy or rent a home in the city, and indirectly, as residents priced out of more expensive parts of the Bay Area migrate to San Leandro. The region continues to face transportation challenges, including congestion, deteriorating infrastructure, long commutes, and rising transit costs. It faces environmental challenges, including sea level rise, drought, and the threat of earthquakes, floods, and wildfires. San Leandro also faces the challenge of retaining the quality of its neighborhoods and shopping areas as they age and face competition from newer development.

The General Plan addresses the issues that must be resolved as San Leandro faces the future. It is comprehensive—providing a framework for the city’s physical, economic, social, and environmental development and addressing all geographic areas in the city. It is long-range—looking ahead to 2035, while at the same time presenting policies to guide day-to-day decisions. It is general enough to respond to new trends and unexpected changes, but specific enough to inform residents, businesses, staff, and city leaders on how individual properties should be used and managed.

While the General Plan strives to be aspirational, it also strives to be realistic. The Plan recognizes that local government revenues are limited, making it imperative to clarify priorities and invest strategically. It also recognizes that most San Leandro neighborhoods are built out, with limited potential for additional growth. Policies are presented to conserve and improve these areas as the city evolves, and to ensure excellent community services, a healthy environment, and quality shopping. The most significant changes are envisioned around the city’s two BART stations, in its industrial districts, and along some of its major arterial streets such as East 14th Street and Marina Boulevard. Development around the BART stations in particular will redefine San Leandro’s image while creating dynamic new neighborhoods, workplaces, and destinations.
This General Plan also seeks to make San Leandro a greener, healthier, and more sustainable city. It does so by including new policies that will make the city more pedestrian and bicycle friendly, add street trees and enhanced open spaces, reduce dependence on motorized vehicles, and expand the use of renewable energy resources. Focusing new growth around transit stations and along transit corridors is an important part of these policies. The General Plan also incorporates climate action measures aimed at reducing greenhouse gas emissions, encouraging energy efficiency and conservation, and preparing for rising sea level and other impacts of climate change. Real time data will be used to address these challenges, fully leveraging the local fiber optic network and other emerging technologies.

**B. CONTEXT FOR THE GENERAL PLAN**

This General Plan has been prepared to comply with the requirements of California Government Code Sections 65302 and 65303. The Government Code mandates that each California city and county have a comprehensive, long-range, internally consistent plan for its future development. The plan must address seven topics, usually referred to as elements. The required elements are land use, circulation, housing, open space, conservation, safety, and noise. Local governments are given a great deal of flexibility in the organization of these elements and may address other topics of local importance.
San Leandro’s first General Plan was prepared in 1958. It consisted of a simple poster, with a map on one side and a narrative description of how the city would grow on the other. A technical report, consisting mostly of population, traffic, and economic projections, accompanied that Plan. The 1958 General Plan envisioned that San Leandro would annex large sections of unincorporated Alameda County, and would grow from a population of about 65,000 to almost 150,000 by the 1970s. While such forecasts never came to pass, many of the concepts in the 1958 Plan shaped the city’s growth during the 1960s and 70s. Among the legacies of the 1958 Plan are the San Leandro shoreline park and marina, and much of the current roadway network.

The City updated its General Plan in the 1960s and 70s, keeping the focus on land use and transportation. By the 1980s, the scope of the General Plan had expanded to include other topics such as housing, conservation, safety, noise, and open space. In 1989, the City adopted a Plan for the Year 2000 that divided the city into “major change,” “trend change,” and “no change” areas. This Plan guided the development and conservation of the Roberts Landing area (Heron Bay/Marina Vista and the adjoining wetlands), the re-use of several former school sites, and the redevelopment of key industrial and publicly owned sites.

Ten years after the 1989 Plan was adopted, the City launched a major Plan Update, looking ahead to the new millennium. The City took a broad and inclusive approach to the Update process, appointing a 59-member General Plan Advisory Committee, sending mass-mailings and
surveys to every household and business in the city, and convening several large community workshops. New elements were added to the Plan covering topics such as historic preservation, community design, and community facilities. A brand new Land Use Map was created, providing a framework for future zoning changes and subsequent area plans and specific plans. The Plan’s horizon year was 2015.

Following adoption of the its new Plan in April 2002, the City received the “Award of Excellence” in Comprehensive Planning from the California Chapter of the American Planning Association. The San Leandro General Plan was acknowledged for its user-friendly format, inclusive planning process, and insightful approaches to managing growth and change. The 2002 Plan provided the foundation for the East 14th Street South Area Development Strategy (2004), the Downtown San Leandro Transit Oriented Development Strategy (2007), and numerous implementation programs relating to land use, transportation, historic preservation, and other Plan topics.

The City amended its General Plan a number of times between 2002 and 2015. Amendments were made to adopt the 2007-2014 and 2015-2023 Housing Elements, as required by State law. Amendments were also made to incorporate the Downtown TOD Strategy, accommodate the Kaiser Permanente development near I-880 and Marina Boulevard, and reflect the Shoreline Development Program.
The State General Plan Guidelines recommend that general plans be updated every ten years or so to ensure that they remain relevant. This is important not only to reflect local physical and demographic changes, but also broader changes in culture and technology. Updates are also necessary to reflect new planning laws and legislative changes. The City of San Leandro initiated this Update in 2014, 12 years after the previous plan was adopted. In keeping with best practices in comprehensive planning, a roughly 20-year horizon (2035) was established for the updated Plan.

California law also requires that other local government programs are consistent with the general plan. The City’s zoning and subdivision regulations, its capital improvement program, its specific plans, its development agreements, its community standards and housing programs, and its economic development activities, should further the achievement of general plan goals. Thus, this Plan provides guidance on how other City programs and activities should be changed or strengthened to best implement local policies. It also identifies new ordinances and programs to be developed.

Finally, the Government Code states that the general plan must cover the entire area within the city limits and any land outside its boundaries which “bears relation to its planning.” This provides cities with an opportunity to indicate their concerns for nearby unincorporated areas, particularly areas that may someday be annexed. In San Leandro, the General Plan covers all 15 square miles within the city limits (including two square miles of water). It also provides an overview of Alameda County’s plans for the San Leandro “sphere of influence.” The sphere is a 2.5 square-mile area including the unincorporated communities of Ashland, Hillcrest Knolls, and parts of Castro Valley, as well as the open lands east of the city. Many properties in this area have San Leandro addresses, but are governed by County land use regulations.

The boundaries of the City, the sphere of influence, and the City’s Planning Area are shown in Figure 1-1.
San Leandro Planning Area

Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

City Limits
Sphere of Influence Boundary
Planning Area Boundary
The San Leandro General Plan is intended for use by all members of the community.

If you are a San Leandro resident, the Plan indicates the general types of uses that are permitted around your home, the long-range plans and changes that may affect your neighborhood, and the policies the City will use to evaluate development applications that might affect you and your neighbors. The Plan identifies the actions the City will take to ensure that your neighborhood remains a great place to live.
If you are a San Leandro business, the Plan outlines the measures the City will take to protect your investment and encourage your future success. Expectations for the city’s business districts are spelled out, while policies ensure that business operations will be compatible with other businesses and nearby residential areas.

If you are interested in moving your home or business to San Leandro or developing land within the city, the General Plan will introduce you to the community. The Plan contains extensive background information about San Leandro, including long-range population and economic forecasts. The City Structure Diagram and the Land Use Diagram (Figures 3-2 and 3-3) are useful starting points. However, it is important to review maps and policies throughout this document and the San Leandro Zoning Code to get a complete perspective on how and where development may take place.

The General Plan is also a tool to help City staff, City Boards and Commissions, and the City Council make land use and public investment decisions. It provides the framework for the City’s Zoning Code. It identifies the transportation improvements, community service and facility needs, and environmental programs needed to sustain and improve the quality of life in the city. Future development decisions must be consistent with the Plan. Finally, the Plan is intended to help other public agencies, from Caltrans to local school districts, as they contemplate future actions in San Leandro.

While the Plan’s narrative text and maps frame the key issues and proposals, the essence of the Plan lies in its goals, policies, and actions. These are declarative statements which set forth the City’s approach to various issues. Goals, policies, and actions are described below:

- **Goals** describe ideal future conditions for a particular topic, such as traffic congestion or affordable housing. Goals tend to be very general and broad.

- **Policies** provide guidance to assist the City as it makes decisions relating to each goal. Some policies include standards or guidelines against which decisions can be evaluated.

- **Actions** identify specific steps to be taken by the City to implement the policies. They include new ordinances, capital improvements, programs, plans and studies, and other measures which can be assigned to different City departments after the General Plan is adopted.
The Plan is a legal document and much of its content is dictated by legal requirements relating to background data, analysis, maps, and exhibits. The legal adequacy of the General Plan is critical, since City land use decisions are subject to legal challenge if the Plan is found to be deficient.

D. THE GENERAL PLAN UPDATE PROCESS

This update of the San Leandro General Plan was initiated in March 2014. The City retained a consulting team to undertake the project, including the 2015-2023 Housing Element, the update of all other General Plan elements, and an Environmental Impact Report. One of the objectives of the Update was to carry forward significant portions of the prior General Plan. The policy direction provided in 2002 was still applicable in many cases, and the Update effort was to focus primarily on recently completed area plans, direction for key “change areas,” and policies on new topics such as economic development and sustainability.

Study sessions with the City Council and Planning Commission were held to launch the project, and a website (sanleandro2035.org) was created to provide project information. The website included a “Virtual City Hall” page in which the public could weigh in on policy questions through open-ended responses. An email list of more than 425 stakeholders was compiled, including advocacy groups, interested residents and businesses, City Commissioners, and neighborhood and community organizations. Email “blasts” were sent prior to every public meeting and upon the release of major work products. Outreach strategies recognized the need for multi-lingual materials, and included web content in Spanish and Chinese, translators at public meetings, and American Sign Language (ASL) interpreters at meetings.
The first eight months of the work program focused on the Housing Element Update. This aspect of the General Plan was time-sensitive, as all jurisdictions in the Bay Area were under a legislative mandate to adopt new Housing Elements by January 31, 2015. A Town Hall meeting on housing was convened in July, 2014. Three study sessions with the Planning Commission also were held. The City also conducted Housing Element study sessions with the Board of Zoning Adjustments, the Rent Review Board, and the Human Services Commission. It also convened a housing stakeholder roundtable meeting, one-on-one interviews, and two public hearings each before the Planning Commission and City Council.

An Administrative Draft Housing Element was completed in September 2014, and submitted to the State Department of Housing and Community Development for their initial review. The document was revised in November to incorporate State comments and was adopted by the San Leandro City Council on January 20, 2015. It was subsequently certified by the State.

Following completion of the Draft Housing Element in September 2014, the focus of the General Plan Update shifted to land use and transportation. A series of community workshops was convened in October 2014, with public input solicited on key issues and the “vision” for the city’s future. Revisions to the General Plan Map (and land use categories) were considered through the Fall and Winter, and a new General Plan Land Use Map was developed in Spring, 2015.
The consultant team prepared a “policy audit” of the existing General Plan in early 2015. This included a detailed review of each goal, policy and action in the existing Plan, with a determination of its continued relevance. The audit also included a review of other recent plans. The Planning Commission convened study sessions approximately every two months in Spring and Summer 2015, with different elements of the Plan discussed at each meeting. A “Policy Options” workshop was convened in April 2015, with participants using electronic voting devices to select their preferences on different policy choices. Meanwhile, staff and the consultants continued to meet with City Commissions and other community groups to provide updates on the Plan.

In April 2015, the City Council authorized the addition of an “Economic Development Element” to the General Plan. Issues related to San Leandro’s economy had been on the forefront during community discussions, and the need for clear policies on topics such as business attraction, retail gaps, and workforce development became evident. The Element also provided an opportunity to incorporate the Next Generation Workplace Districts study (from 2013) into the General Plan; as well the City’s Economic Development Strategy. A number of roundtable discussions and presentations to business advocacy groups took place through during Summer 2015.
By the end of 2015, the consultant team began assembling the policies and actions that would form the bulk of the new Plan. Further refinements to the Land Use Map were made, and additional presentations were made to community groups and City Commissions. By early 2016, more than 70 General Plan-related meetings had been convened.

In January 2016, the City conducted its fourth general plan workshop. Preliminary policies were arranged around the room in an “open house” format, and participants were encouraged to offer feedback. A complete set of General Plan policies and actions was prepared following the completion of this meeting. The compendium was posted for public review in April 2016.

A complete Draft General Plan was published in June 2016. A Draft Environmental Impact Report (DEIR) was released concurrently. A 45-day review and comment period followed the publication, with opportunities for oral testimony to the Planning Commission provided during this period. A DEIR Response to Comments document and General Plan Addendum were prepared in August 2016, and the General Plan was then brought forward for adoption. The Plan was adopted by the San Leandro City Council on September 19, 2016.
This General Plan is organized into 11 chapters. The first two chapters provide the context for the rest of the document. The next eight chapters constitute the Plan’s “elements,” including elements required by State law, and several optional elements that address issues of local importance. Each element contains goals, policies, and actions. The final chapter addresses Plan implementation. Chart 1-1 indicates how each chapter corresponds to the state-mandated general plan elements.

An overview of the chapters is provided below.

- **Introduction (Chapter 1)** describes the General Plan process and introduces the reader to the document.

- **San Leandro in Perspective (Chapter 2)** includes background data on San Leandro. This chapter describes San Leandro’s history and development, its role within the region, and the trends shaping its future.

### Chart 1-1: Correspondence Between State-Mandated General Plan Elements and San Leandro General Plan Elements

<table>
<thead>
<tr>
<th>State-Mandated Element</th>
<th>Chapter Number</th>
<th>Corresponding San Leandro General Plan Element</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Use</td>
<td>3</td>
<td>Land Use</td>
</tr>
<tr>
<td>Circulation</td>
<td>4</td>
<td>Transportation</td>
</tr>
<tr>
<td>N/A</td>
<td>5</td>
<td>Economic Development</td>
</tr>
<tr>
<td>Open Space</td>
<td>6</td>
<td>Open Space, Parks, and Conservation</td>
</tr>
<tr>
<td>Conservation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Safety</td>
<td>7</td>
<td>Environmental Hazards</td>
</tr>
<tr>
<td>Noise</td>
<td></td>
<td></td>
</tr>
<tr>
<td>N/A</td>
<td>8</td>
<td>Historic Preservation and Community Design</td>
</tr>
<tr>
<td>N/A</td>
<td>9</td>
<td>Community Services and Facilities</td>
</tr>
<tr>
<td>Housing</td>
<td>10</td>
<td>Housing</td>
</tr>
</tbody>
</table>
The Land Use Element (Chapter 3) is comprised of the following “sub-elements”:

- An overall framework for the city’s development, including the General Plan Map.
- Residential Neighborhoods, profiling the city’s neighborhoods, major issues, and goals for the future.
- Employment and Mixed Use Districts, profiling the city’s mixed use and industrial areas, major issues, and goals for the future.
- Strategies for eight “focus areas,” which are parts of the city where the most substantial changes are anticipated during the next 15 years.
- An overview of land use designations and policies for the unincorporated San Leandro Planning Area.

The Transportation Element (Chapter 4) addresses the movement of people and goods in and around San Leandro. It is organized by topical headings corresponding to different modes of travel (e.g., bicycles, transit, autos, etc.) and transportation issues (e.g., traffic safety, parking, etc.). The Element chronicles existing conditions and describes anticipated conditions in 2035. Maps identifying the city’s future circulation system are included.

The Economic Development Element (Chapter 5) is a new addition to the San Leandro General Plan. It identifies policies and actions to attract business and strengthen the local economy, support the success of existing businesses, embrace innovation, create vibrant retail centers, and create pathways to jobs for San Leandro residents.

The Open Space, Parks, and Conservation, Element (Chapter 6) addresses the management of open space and the conservation of natural resources such as soil, water, plants and animals, air, and energy. The Element establishes guidelines for the management and maintenance of parks, priorities for park improvement, and strategies to increase the amount of parkland in the city. It also addresses climate change and sustainability.

The Environmental Hazards Element (Chapter 7) describes natural and manmade hazards in San Leandro. The Element describes current hazards, anticipates future hazards, and presents policies and programs to minimize future loss of life and property. The first part of the Element addresses earthquakes, landslides, flooding,
wildfire, air and water quality, hazardous materials, and emergency preparedness. The second part of the Element—Noise—describes the existing noise environment, projected noise conditions, and policies and programs to mitigate noise conflicts in the community.

- **The Historic Preservation and Community Design Element (Chapter 8)** addresses the character of the city and establishes priorities for the preservation of historic structures and sites. Its policies and programs strive to ensure that new development makes a positive aesthetic contribution to the community, protects historic landmarks, and builds a stronger sense of local identity.

- **The Community Services and Facilities Element (Chapter 9)** addresses the provision of police, fire, school, library, and human services, as well as water, sewer, and drainage services to San Leandro residents and businesses. It is organized under topical headings corresponding to major service categories. Where appropriate, the Element includes projections for future service demand and identifies the capital improvements that may be needed to meet these demands.

- **The Housing Element (Chapter 10)** identifies the steps the City will take to create opportunities for new affordable housing, conserve existing housing, and meet the needs of the elderly, disabled, and other groups with special housing needs. Chapter 10 of this document provides only a brief summary of the adopted Housing Element—the Element itself is a separate free-standing document that is much more comprehensive.

- **Implementation (Chapter 11)** summarizes the activities and programs the City will undertake to implement the General Plan. These programs include zoning and development review, environmental review, design review, code enforcement, and capital improvements programming, among others. This chapter contains no policies and is a summary of the actions in Chapter 3-9.

Finally, as required by the California Environmental Quality Act (CEQA), an **Environmental Impact Report (EIR)** has been prepared for the General Plan. The EIR is a separate document which describes environmental conditions in the city and assesses the possible effects that General Plan adoption will have on these conditions. The document is considered a “program-level” EIR, meaning that it examines the general nature of impacts at a citywide scale. The findings of the EIR help determine the appropriate level of environmental review that should be
performed when subsequent projects consistent with the Plan are proposed. Although the EIR will be certified by the City Council, it is not intended to be a policy document.

**F. IMPLEMENTING AND AMENDING THE PLAN**

After the General Plan is adopted, it will be implemented through a variety of ordinances, programs, and activities. Each element of the Plan identifies specific action steps and Chapter 11 summarizes the steps to be taken to put the Plan to work. It will be especially important to review local land use regulations and procedures to ensure that they are consistent with the General Plan. The zoning map should be consistent with the General Plan Land Use Diagram, and the Zoning Code should be consistent with the land use classification system and development policies contained in the Plan. Some of the zoning changes are being made concurrently with Plan adoption so that there is a seamless transition to the new Plan.

The General Plan is intended to be a dynamic document and must be periodically updated to respond to changing community needs. An annual review of the Plan is required to ensure that it remains relevant. Moreover, the Plan may be amended up to four times a year. Requests for amendments may be submitted by individuals or may be initiated by the City itself. Most amendments propose a change in the land use designation for a particular property. Policy and text amendments also may occur. Any proposed amendment will be reviewed to ensure that the change is in the public interest and would not be detrimental to public health, safety, and welfare. Environmental review is required for all General Plan amendments.
This chapter of the General Plan sets the context for the chapters that follow. It presents background information on San Leandro, with an emphasis on the factors that will shape the city’s future. The chapter provides an overall perspective on San Leandro’s role within the greater Bay Area. The city’s history, population, economy, land use, transportation system, and environment are profiled. An estimate of the city’s development potential is provided, drawing on a land capacity analysis and regional projections prepared by the Association of Bay Area Governments.

A. OUR ROLE IN THE REGION

San Leandro is located in the heart of the San Francisco Bay Area, the fourth largest metropolitan area in the country and home to 7.5 million residents. The city is located in the “East Bay” sub-area, consisting of 33 cities in Alameda and Contra Costa Counties. More than one-third of the Bay Area’s population resides in the East Bay. While the area is sometimes perceived as suburban San Francisco, it is a diverse metropolitan area in its own right. In 2016, the East Bay was home to 1.1 million jobs and 2.7 million residents. San Leandro is the fifth largest city in Alameda County in population, following Oakland, Fremont, Hayward, and Berkeley.

Figure 2-1 illustrates San Leandro’s position within the Bay Area. The city is located 8 miles south of Downtown Oakland, 15 miles southeast of San Francisco, and 30 miles north of San Jose. It is bounded on the north by Oakland and on the south by the unincorporated communities of San Lorenzo and Ashland. The western edge of the city is defined by San Francisco Bay, while the East Bay hills define the eastern edge.
Figure 2-1
Regional Location

Source: Alameda County, 2013; PlaceWorks, 2015.
San Leandro is well connected to the region’s transportation system, with three freeways (I-880, I-580, and I-238) passing through the city and Metropolitan Oakland International Airport just a few miles away. The city is served by two BART stations, two active railroad lines, and an extensive network of bus and shuttle routes. These transportation advantages have helped define San Leandro’s economic base and were a key factor in its development during the second half of the 20th Century.

Over the past 50 years, San Leandro has developed a reputation as a diverse, innovative, business-friendly city. Much of the city’s identity dates from the mid-20th Century, when the community was at the leading edge of the Bay Area’s development. Many of the city’s residents arrived during this era. While some of these residents continue to make San Leandro their home today, tens of thousands of new residents have arrived in the last few decades. This influx of new residents has brought new energy to the city, and shifting perspectives on issues such as growth, transportation, and the environment. The city has found strength in its growing diversity, and is emerging as a center for innovation, creative problem-solving, and new ideas.

B. HISTORY

Following some 3,000 years of Native American settlement, the area now known as San Leandro was divided through Spanish land grants between 1820 and 1842. Most of modern-day San Leandro was contained within the vast cattle ranches of Ignacio Peralta (north of San Leandro Creek) and Don Jose Joaquin Estudillo (south of San Leandro Creek). The ranches gave way to farms as settlers, squatters, and “49ers” arrived in the early 1850s. The town of San Leandro was laid out in 1855 and became the seat of Alameda County in 1856. The original town plan established a grid of streets, with sites set aside for prominent buildings such as the County Courthouse and City Hall.

After a catastrophic earthquake destroyed the Courthouse in 1868 and the transcontinental railroad reached Oakland in 1869, the county seat was relocated from San Leandro to Oakland. However, San Leandro continued to prosper as a small agricultural town. The city incorporated in 1872 and had grown to about 2,300 residents by 1900. Farms and orchards surrounding San Leandro produced a variety of fruits and vegetables, including cherries, tomatoes, onions, potatoes, asparagus, sugar beets, rhubarb, and apricots.
San Leandro continued to grow at a moderate pace during the first 40 years of the 20th Century. Many of the neighborhoods in the northeast part of the city, such as Broadmoor and Estudillo Estates, were developed during this time period. The railroad corridors running through the city were developed with industry, while Downtown was the center for commerce and civic life. By 1940, San Leandro had 14,000 residents. Still, the town covered just a few square miles and was surrounded by farms and orchards.

The 1940s and 50s were a time of transformation for the city. A development boom, initially created by the need for wartime housing and then sustained by returning veterans and their families, brought about a 350 percent increase in the city’s population in just 20 years. Much of San Leandro’s current form and character was defined during this era and nearly half of the city’s current housing stock was added. Most of the neighborhood shopping centers and the commercial strips along East 14th Street and other arterials date from this period.

Despite the suburban character of the development, San Leandro emerged from the boom period as much more than a “bedroom community.” The city was among the fastest growing industrial centers in the Bay Area during the post-war years, adding 6,000 manufacturing jobs between 1947 and 1954 alone. Much of West San Leandro was developed with industry and numerous warehousing and distribution facilities were built south of Marina Boulevard. At the same time, early shopping centers such as Pelton Center and Bayfair Mall made the city a thriving retail destination. The favorable balance between jobs and housing enabled San Leandro to offer a competitive tax rate and a high level of City services.
The pace of growth slowed as the city reached its natural limits during the 1960s. On the east, steep hills created a barrier to large-scale development. On the west, most of the shoreline had been acquired for park uses. Established communities lay to the north and south. The focus of new development shifted to smaller infill sites, including greenhouses and nurseries, and other properties that had been bypassed during the boom years.

By the 1980s, other factors had begun to shape the form of San Leandro. The Bay Area’s economic base shifted from manufacturing to services and technology, and many traditional industries left the city. As the thousands of families who moved to San Leandro during the 1940s and 50s matured, school enrollment dropped and several schools were closed and redeveloped with housing. The percentage of senior citizens in the city increased from six percent in 1960 to 20 percent by 1990, giving San Leandro the highest median age in Alameda County. Local retailers were impacted by these changes and further by competition from new suburban malls.

San Leandro’s evolution continued through the 1990s and early 2000s. Significant reinvestment in the city’s housing stock took place, and the city gained almost 20,000 residents in two decades. Much of the city’s growth was fueled by an increase in foreign-born residents and young families, transforming many of the city’s shopping areas and cultural institutions, and increasing school enrollment. The city’s industrial areas also evolved. In 2011, San Leandro launched a public-private
partnership to develop an 11-mile fiber optics loop (Lit San Leandro). This investment has put the city on the leading edge of the Bay Area economy and has repositioned the city’s businesses to be more technology and innovation focused. At the same time, San Leandro has promoted higher density development around its two BART stations, creating a development pattern that is oriented toward walking, bicycling, and transit use rather than driving.

Figure 2-2 illustrates the stages of San Leandro’s development from 1872 to 2015. Chart 2-1 tracks the city’s population during the last century. Both the map and the graph clearly illustrate the burst of growth that took place in the city between 1940 and 1960. However, as the following pages point out, the city has continued to grow and change over the past 40 years.

**CHART 2-1: SAN LEANDRO POPULATION, 1900-2015**

![Population Chart]

Source: US Census
Evolution of the City, 1872-2015

Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

Figure 2-2

Evolution of the City, 1872-2015
C. POPULATION

The California Department of Finance placed the population of San Leandro at 88,441 residents in 2015. The city’s population has increased by 11 percent since 2000. This is a slightly faster rate than Alameda County as a whole which grew by 9 percent during the same period.

Most of San Leandro's growth during the last 15 years has been the result of increasing household size rather than new construction. The average number of persons in a San Leandro household was 2.57 in 2000 and 2.85 in 2015. This continues a trend underway since 1990, when average household size was just 2.33. During the 2010-2015 period alone, San Leandro added just 120 households while it’s population increased by 3,500 people.

San Leandro has become much more ethnically diverse over the past two decades. The percentage of Non-Hispanic White residents in the city declined from 79 percent of the city’s population in 1980 to 27 percent in 2010. Based on the 2014 American Community Survey, San Leandro’s population is 32 percent Asian, 28 percent Hispanic, 24 percent Non-Hispanic White, 11 percent African American, and 5 percent other races or multi-racial. Approximately 24 percent of the city’s residents are multi-lingual and 26 percent primarily speak another language at home.
The median age in the city is 40.4, up from 39.3 in 2010 and 37.7 in 2000. The city experienced remarkable growth in its youth population during the 1990s, with a 36 percent increase during the decade. The rate slowed to about 9 percent in 2000-2010. In 1990, nearly one in five San Leandro residents was over 65. That percentage declined in the 1990s and 2000s, and the percentage of seniors now stands at 13.7 percent of the population.

In recent years, the fastest growing segment of the population has been the 45-64 age cohort. There were 25,600 people in this cohort in 2014 compared to 14,000 in 1990. A substantial increase in the senior population is anticipated as the “baby boomer” generation advances. The so-called “millennial” generation is somewhat under-represented in San Leandro, with persons aged 20-34 comprising 19.7 percent of the population, compared to 22.4 percent in Alameda County.

In 2014, the median household income in San Leandro was estimated to be about $63,400. Although this represents a substantial increase over 2000, it is still about 16 percent below the Alameda County median of $73,775. Based on data provided to the city by ABAG in 2013, about 44 percent of the city’s households meet the US Department of Housing and Urban Development (HUD) definition of “low” or “very low” income. The cost of housing is particularly vexing for lower income households, with some San Leandro families spending more than 50 percent of their monthly incomes on their housing costs. The Housing Element of the General Plan addresses this issue in detail.
Charts 2-2 and 2-3 illustrate the characteristics of San Leandro’s housing stock. Nearly half of the housing in San Leandro was built during the 1940s and 50s. However, the city also contains more than 3,500 dwelling units which pre-date 1940. About two-thirds of San Leandro’s dwelling units are single family homes and about a quarter are in multi-family buildings with five or more units.

San Leandro is more affordable than other East Bay communities, but has experienced dramatic swings in housing costs in the last 15 years. Between 2001 and 2006, the estimated market value of a single family home in the city nearly doubled, rising from $330,000 to $582,000. San Leandro was severely impacted by the real estate depression in the 2008-2011 period and saw its median home value plummet to $310,000 in February 2012. Prices have risen steadily since that time. As of 2016, the median value was $539,000.

Rents did not decline as steeply as home prices during the downturn and have increased at an accelerating rate during the economic recovery since 2012. The median rent for a one-bedroom apartment rose from $1,000/month in October 2011 to $2,100 in October 2015. Roughly 55 percent of the dwellings in San Leandro are occupied by owners and about 45 percent are occupied by renters.
CHART 2-2: **Year of Construction of San Leandro’s Housing Stock**

Source: US Census, 2015

CHART 2-3: **Composition of San Leandro’s Housing Stock**

Source: California Dept of Finance, 2015
The Association of Bay Area Governments (ABAG) projects that the Bay Area’s population will increase by 2.1 million residents between 2010 and 2040. ABAG and the Metropolitan Transportation Commission (MTC) envision fundamental changes in where this growth occurs, with most of it taking place in cities at the center of the region rather than communities on the suburban fringe. ABAG’s Plan Bay Area forecasts for San Leandro indicate the city will add 7,600 new households between 2010 and 2040. This General Plan accommodates this growth, primarily through infill and redevelopment of underutilized parcels.

D. ECONOMY

San Leandro has a diverse economy, with a substantial number of jobs in manufacturing, wholesaling, retail, office, hospitality, health care, construction, and personal and professional services sectors. During the post-war area, the City invested in infrastructure to support significant industrial growth, including a municipal sewer plant and wastewater collection system. Among San Leandro’s major employers during the 1950s and 60s were Caterpillar, Dodge/Plymouth, Friden Calculator, California Packing Corp, General Foods, Kellogg, Western Electric and Hudson Lumber. Tax revenues from this strong industrial base enabled the City to maintain a relatively low tax rate and provide a high level of municipal services.

While many of the traditional manufacturers are gone today, the City continues to invest in infrastructure to support economic growth. Today the emphasis is on high-speed data and communication. Investment in fiber optics systems continues to fuel the growth of traditional industries such as food processing and manufacturing, but with the added benefits and productivity of new technologies.

Several factors have contributed to San Leandro’s economic repositioning. The city is centrally located in the Bay Area, has one of the fastest rates of internet connectivity in the country, and has numerous transportation and freight options, including interstate highways, ports, and airports. It has a business friendly reputation, a skilled and diverse work force, and a substantial inventory of industrially zoned and underutilized land. Prices in San Leandro are also competitive, making the city an attractive investment and an excellent location for start-ups and emerging industries.
The number of jobs in the city was estimated by ABAG to be 43,000 in 2015. While employment rose slightly between 2000 and 2005, San Leandro was hard hit by the economic recession and experienced a net loss of approximately 7,000 jobs between 2005 and 2011. The city has rebounded since 2011, adding an estimated 3,400 jobs in the last four years.

In 2010, about 22 percent of the city’s jobs were manufacturing and wholesale jobs, compared to 15 percent countywide. The percentage of total jobs in manufacturing has been declining in the city, while the percentage of jobs in the service sector has increased. Retail jobs have remained relatively constant, representing about 16 percent of the city’s jobs. The Economic Development Element of the General Plan includes a complete profile of the local employment base, as well as a discussion of labor force and labor characteristics.

ABAG projects that San Leandro will gain 13,000 jobs between 2010 and 2040, with a total of 52,900 jobs projected for 2040. Some of this growth represents the continued recovery of jobs lost during the recession, but much of it is net new growth. The city has long recognized that its economic health was linked to a favorable balance between the number of jobs and housing units in the community. In 2015, there were about 0.96 jobs for each employed resident in the city. Although this appears to be a good balance, most San Leandro residents work in other cities and most San Leandro jobs are filled by residents living elsewhere. Looking to the future, the city strives to reduce “external” work trips and create a community where residents can find jobs within the city, and employees can find housing without long commutes.
Chart 2-4 compares the ratio of employed residents to households in San Leandro with those for other cities in Alameda County.

E. LAND USE

The City of San Leandro encompasses 15.4 square miles, including 13.3 square miles (about 8,500 acres) of land and 2.1 square miles of water. There are approximately 25,000 parcels of land in the city, about three-quarters of which contain single family detached homes. Chart 2-5 illustrates the existing composition of land uses in San Leandro.

Excluding streets and freeways, 45.7 percent of San Leandro’s land area is in residential uses. San Leandro’s neighborhoods include about 2,620 acres of single family detached homes, 280 acres of townhomes and duplexes, 300 acres of apartments and condominiums, and 70 acres of mobile homes. These areas contain about 32,500 housing units, for an average residential density of 10 units per acre. This density creates a more urban character than the newer communities of the East Bay (like Dublin and Fremont) but a more suburban character than Berkeley, Oakland, and other cities closer to San Francisco. In fact, many of San
Leandro’s neighborhoods have a comfortable “small town” quality that is created in part by mixed density housing.

The mean single family lot size in the city is 6,200 square feet. Rectangular lots measuring about 60’ x 100’ comprise most of the city’s post-war neighborhoods (such as Washington Manor) but are also typical in older areas such as Estudillo Estates and Farrelly Pond. Slightly larger lots prevail in the Bay-O-Vista, Broadmoor, and Mulford Gardens areas, while smaller lots are more common in the post-1990 subdivisions such as Heron Bay and Cherrywood.

Although many San Leandro neighborhoods are perceived as being homogeneous, the housing stock is actually quite diverse. The city’s neighborhoods include view-oriented hillside homes, craftsman bungalows and Mediterranean cottages, apartment buildings and garden apartment complexes, mid-rise condominiums, ranch-style tract homes, century-old Victorians, mobile home parks, California contemporaries, and even semi-rural ranchettes. Many single family neighborhoods include pockets of higher-density housing, along with other uses such as parks, schools, and churches. Densities as high as 100 units per acre can be found on some blocks around Downtown San Leandro, although most multi-family housing is in the range of 25 to 50 units per acre. The major concentrations of higher density housing are located around Downtown, along East 14th Street and Washington Avenue, in the Springlake area, along Orchard Avenue, at the west end of Marina Boulevard, around San Leandro Hospital, and around the Greenhouse Marketplace Shopping Center.

Commercial (retail, service, and office) uses in San Leandro comprise 564 acres, or about 8 percent of the city. Although Downtown is the city’s historic retail center, the largest retail parcels in the city are the community and regional shopping centers such as Bayfair and Marina Square. Much of the city’s retail acreage is contained in commercial strips along East 14th Street, Washington Avenue, MacArthur Boulevard and Marina Boulevard. The city also contains a number of small neighborhood-oriented shopping centers. About 108 acres of the city’s commercial land consists of offices. The largest concentrations are located around the Downtown BART Station, along East 14th Street, and just east of Downtown.
San Leandro contains about 1,300 acres of industrial uses. This is a reduction of about 60 acres in the last 15 years. Industrial areas are generally located in the west and northwest parts of the city, and in the central area just east of I-880 and south of Marina Boulevard. During the late 19th and early 20th centuries, San Leandro’s major industries were located along the rail line just west of Downtown. This pattern changed with the construction of the Nimitz Freeway and the large-scale subdivision of lands further west. Today, developments like The Gate and the 21st Amendment Brewery are repurposing former heavy manufacturing buildings for modern industrial uses. While the city still contains general industrial uses such as wrecking yards, warehouses, and foundries, the mix of activities has become more innovation-driven.

The city also contains 466 acres of public and institutional uses and 303 acres of transportation, communication, and utilities land. Public and institutional uses include schools, hospitals, libraries, community centers, municipal buildings, and other civic uses. These uses tend to be scattered around the city within neighborhoods and business districts. The transportation, communication, and utilities land consists mostly of railroad rights-of-way. This land also includes the BART stations, PG&E
rights-of-way, the Davis Street Transfer Station, and wastewater treatment facilities.

Open space and parks comprise 1,000 acres in San Leandro. City parks such as Marina Park and Washington Manor Park represent about 77 acres of this total. Public golf courses and Oyster Bay Regional Shoreline make up another 450 acres. The remainder of the land—about 474 acres—consists mostly of wetlands in the southwestern part of the city.

Additional information on land use in San Leandro may be found in Chapter 3.

F. TRANSPORTATION SYSTEM

Interstates 880 and 580—the Nimitz and Macarthur Freeways—bisect San Leandro in a north-south direction. Interstate 238—the Castro Valley Freeway—provides an east-west link between 880 and 580 in the southern part of the Planning Area. I-880 is one of the busiest freeways in California, carrying 215,000 vehicles through San Leandro on an average day and serving as the major north-south truck corridor through the East Bay. Traffic volumes on I-580 are about 160,000 vehicles per average day. Both of the freeways are four lanes in each direction and both provide several interchanges connecting to local streets in San Leandro. San Leandro is located midway between the Bay Bridge and the San Mateo Bridge, the two major transbay crossings between the San Francisco Peninsula and the East Bay.
The 107-mile Bay Area Rapid Transit (BART) system includes four miles of track within San Leandro. Two of the system’s 45 stations are located within the city, at Downtown San Leandro and Bay Fair. About 400,000 commuters ride BART to work on a typical weekday. About 6,000 passengers a day exit the two stations in San Leandro on a typical weekday, a ridership increase of 40 percent in the last 16 years. San Leandro does not currently have an AMTRAK station, although AMTRAK’s trains pass through the city between Oakland and San Jose. Most San Leandro residences are within one-half mile of an AC Transit bus route, providing links to the BART station and major destinations within the city and East Bay. The city is also served by two active freight-rail lines and is approximately one mile from Metropolitan Oakland International Airport.

Additional information on local transportation conditions may be found in the Transportation Element of the General Plan (Chapter 4).

G. ENVIRONMENT

San Leandro is located on the East Bay Plain, a flat area that extends 50 miles from Richmond in the north to San Jose in the south. The Plain is about three miles wide in the San Leandro area. At its eastern edge, the plain transitions into low hills, rising to 526 feet at the highest point in the city’s Bay-O-Vista neighborhood. On its western edge, the Plain slopes down to San Francisco Bay, the largest estuary on the California coast.

San Leandro’s rich alluvial soils and temperate climate support a wide variety of plants and animals. Wetlands in the southwest part of the city provide habitat for the salt marsh harvest mouse and other special status species. San Leandro Creek remains one of the few waterways in the urbanized East Bay that retains its natural character along most of its course. Elsewhere in the city, street trees, parks, large yards, and other open spaces provide both aesthetic and environmental benefits. Just beyond the eastern city limits, thousands of acres of grasslands, woodlands, and coastal scrub are protected in regional park and watershed lands. These open spaces have great environmental importance and scenic value and are a significant amenity for San Leandro residents.
The city’s environment is vulnerable to the impacts of urban development, particularly air and water pollution. Air quality in the region has improved significantly in the last 30 years, but transportation emissions still result in ozone and particulate levels that exceed state and federal standards. Burning of fossil fuels—whether through motor vehicles, industry, or energy generation—also generates greenhouse gases, which contribute to global climate change. The General Plan include policies and actions to improve air quality and reduce greenhouse gas emissions, primarily by reducing dependence on motor vehicles, shifting to renewable energy, and using energy more efficiently.

Like air quality, water quality has improved as a result of stronger controls over point sources such as wastewater treatment plants and heavy industry. Significant advances have also been made in the control of urban runoff from streets, parking lots, and yards. However, storm events, litter, improper disposal of household products, and other human activities still pose a threat to the health of the Bay and its tributaries. The General Plan provides a framework for the City’s stormwater management and water quality programs, including trash reduction, containment and pre-treatment of runoff, reduced pesticide use, and greater public education on environmental quality.

San Leandro’s environment also creates a number of natural hazards. The Hayward Fault, considered by some seismologists to be the most dangerous hazard in the Bay Area, traverses the eastern edge of the city. Groundshaking and liquefaction in a major earthquake could cause serious damage and injury. Even in the absence of an earthquake, some
of the city’s steep hillsides are prone to landslides and erosion. Other parts of the city are subject to shallow flooding. Man-made hazards, such as noise from airplanes, trains, and trucks, also exist in the city.

Climate change also poses a long-term hazard. During the next century, the western shore of San Leandro will be affected by rising sea level, with increased frequency of flooding and higher water levels in wetlands and tidal areas. The City will need to adapt to this reality, making its shoreline more resilient while also regulating the character of construction in vulnerable areas. Climate change may also result in more severe storms, changes in habitat, reduced potable water supply, and greater temperature extremes.

A substantial part of the General Plan is dedicated to environmental and natural hazard issues. Policies and actions in the Open Space, Parks, and Conservation Element (Chapter 6), and in the Environmental Hazards Element (Chapter 7), address the management of natural resources and protection of the public from these hazards.

**H. DEVELOPMENT POTENTIAL**

San Leandro is a mostly built out city, with a limited supply of vacant land. Based on 2015 Alameda County tax assessor records, only 159 parcels in the city (out of 24,949) are classified as “vacant.” A June 2015 survey conducted as part of the General Plan Update found 97 acres of vacant land in the city. This total excludes underutilized sites, or large sites on which only a portion of the property is developed.

Most of the vacant sites in the city are located in industrial areas and along major arterials. There are also a small number of vacant sites in the San Leandro Hills, most of which are constrained by steep slopes and limited access. The largest vacant areas include a 25-acre commercial property at the southwest corner of Interstate 880 and Marina Boulevard (adjacent to the new Kaiser Permanente Hospital), a cluster of parcels at the north end of Alvarado Street, the area south of the BART station along Martinez Street, several parcels at the San Leandro shoreline, and several properties along Washington Avenue north of Floresta.

A far greater number of sites are “underutilized,” meaning they have the capacity to support many more housing units or more square footage of non-residential space than they do today, based on zoning, existing floor area, and land value. Numerous parcels in the industrial area are used
for staging and storage, warehousing, salvage yards, truck parking, and other activities that represent very low improvement values relative to the value of the land. There are also a number of dormant or underutilized industrial buildings that could potentially support more active uses.

Similarly, East 14th Street, Washington Avenue, MacArthur Boulevard, and other commercial thoroughfares include many properties with minimal structural improvements, such as used car dealerships, gas stations, and “drive-through” businesses dating back to the 1940s and 50s. As land values have increased and shopping patterns have changed, the reuse of these properties for higher value commercial development, multi-family housing, and mixed uses has become more viable.

Similar conditions exist in Downtown San Leandro and around the San Leandro BART station. Large surface parking lots, marginal commercial uses, and vacant storefronts all hold the potential for reuse or redevelopment. Because most of the Downtown area is within a short walk of the BART station, the opportunity exists to build more densely, with an orientation toward BART (rather than single passenger cars) as the primary mode of travel. Cities across the country have embraced the concept of transit-oriented development (TOD) as a way to reduce congestion and greenhouse gas emissions, leverage the investment that has been made in mass transit, and create vibrant new neighborhoods without urbanizing farmland or open space on the periphery of the region.
The Bayfair Center area represents another significant opportunity for transit-oriented development. In 2016, the area around the BART station was almost completely auto-oriented, with wide streets, vast parking lots, and barriers such as flood control channels and railroad tracks. An emerging Specific Plan will establish a new vision for Bayfair, including better connections between the shopping areas and the BART station, and additional development on the Mall and BART properties and nearby commercial sites.

Quantifying San Leandro’s development potential depends on the assumptions that are made about the underutilized sites. The City’s 2015-2023 Housing Element identified 94 sites with the capacity for 2,347 housing units by 2023. Three of these sites had approved projects, 38 were vacant lots, and 53 were underutilized with high potential for re-use. Beyond 2023, the capacity for several thousand additional housing units exists on underutilized properties that are still in active use but have long-term redevelopment potential.

The 2007 Downtown TOD Strategy, which focuses only on the area within a half-mile of the San Leandro BART station, identified a site-specific capacity estimate of 3,430 new residential units. Similarly, the 2004 East 14th South Area Development Strategy included a site-specific estimate of 1,000 new residential units on 34 specific properties. The 2015 Shoreline Development Plan included pre-approvals for 354 housing units. An estimate of about 800 units (by 2035) was also made for the Bayfair area as part of the General Plan Update. Thus, these areas alone were estimated at having the capacity for 5,580 housing units (this includes the 2,347 units in the Housing Element). This General Plan assumes that most of this development potential will be realized in the next 20 years, consistent with ABAG’s forecasts. Additional housing may be added through second units and infill development and on sites not yet identified.

The housing unit forecast used in the General Plan reflects these capacity estimates and is consistent with the forecasts developed by ABAG for the Plan Bay Area regional planning process. ABAG’s forecasts indicate the city will gain 5,110 households between 2015 and 2035. Assuming a 4 to 5 percent vacancy rate, this would be equivalent to 5,300 to 5,400 new housing units. At 2.76 persons per household, this would bring the city’s household population to 101,620 and its total population (including persons in group quarters) to 102,270 by the Year 2035.
The capacity for non-residential development is more difficult to estimate. There are approximately 800 developed commercial parcels and 650 developed industrial parcels in the city. Many of these sites are developed at much lower intensities than is permitted by zoning. For example, the allowable floor area ratio (FARs) in industrial areas is 1.0 (i.e., a 40,000 square foot parcel may contain a building with up to 40,000 square feet, etc.). On an aggregate basis, the city has 22.1 million square feet of industrial floor space on 56.6 million square feet of land area, suggesting the potential for more than 30 million square feet of additional space—at least, based on zoning alone.

Many industrial and commercial sites are developed with single story buildings surrounded by parking, landscaping, outdoor storage, and outdoor operation areas. Moreover, many of the buildings themselves are underutilized structures, with large areas used for storage rather than production. The Next Generation Workplace District Study, which covered all industrially zoned lands in the city, identified approximately 2 million square feet of vacant industrial space in the city. It also identified parcels that were vulnerable to change in the future, based on factors such as land utilization and employment density.

Prior plans for the Downtown TOD area and East 14th Street have included estimates of development capacity. The Downtown TOD Strategy identified potential sites for 120,800 square feet of retail space and 718,200 square feet of office space, while the East 14th South Area Strategy identified the potential for 134,500 square feet of commercial space.
More recently, the Shoreline Development Plan identified sites for 150,000 square feet of office space, a 200-room hotel, a 15,000 square foot conference center, 21,000 square feet of restaurant space, and a parking structure. The Kaiser Permanente Development EIR identified the potential for 387,000 square feet of retail space and a hotel on the 25-acre “North” parcel, with 375,000 square feet of additional floor space in future phases of the medical center.

All of this data has been taken into consideration to prepare Year 2035 employment forecasts for this General Plan. Because of market conditions, it is expected that only a portion of San Leandro’s non-residential development capacity will be realized by that time. ABAG’s 2035 forecasts have been used as a benchmark for the General Plan forecasts, and information on land capacity has been used to disaggregate those forecasts to sub-areas of the city.

The ABAG Plan Bay Area /Projections 2013 forecasts show San Leandro adding 7,700 jobs between 2015 and 2035. The General Plan assumes the addition of about 12,000 jobs in the next 20 years. The City’s more aggressive forecast reflects:

- The City’s objective of recovering the more than 7,000 jobs that were lost in the 2007-2011 recession
- Trends of the last five years, in which job growth has been accelerating and occurring at a more robust rate than indicated by ABAG
- Projects under construction or in the pipeline, such as the San Leandro Tech Campus, the Shoreline Development, and future phases of the Kaiser Permanente hospital and commercial development
- The anticipated benefits of recent economic development initiatives, such as Lit San Leandro and the Downtown and Bay Fair TOD strategies
- The goal of reaching equilibrium between total jobs in the city and total employed residents.

Table 2-1 presents a summary of the forecasts used in this General Plan.
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<th>2015</th>
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Source: Barry Miller Consulting, Placeworks, 2015

Notes:
(1) 2015 figures based on Department Of Finance estimates for Jan 1, 2015 population and households, and ABAG Projections 2013 estimates for 2015 employment.
(2) These forecasts use ABAG Projections 2013 as a benchmark. Expected household and population growth matches the ABAG forecasts, while expected employment growth is somewhat higher, based on recent trends and General Plan land use designations and policies.
(3) Assumes household size of 2.76 in 2035, per Projections 2013. Assumes group quarters population remains constant at 650 people.
The Land Use Element is the centerpiece of the General Plan. It contains the maps and strategies that will shape the physical form of San Leandro over the next 20 years. The Chapter identifies those areas of the city where change will be encouraged and those areas where the existing land use pattern will be maintained and enhanced. More than any other part of the General Plan, this Chapter reflects the input provided by San Leandro residents and businesses during the General Plan Update process.

This Element contains five sections:

- “Framework” describes the major themes of the General Plan and presents the Land Use Map.
- “Residential Neighborhoods” contains goals, policies and actions for the city’s residential areas.
- “Business and Industry” contains goals, policies, and actions for the city’s commercial and industrial areas.
- “Focus Areas” contains strategies for specific areas of the city where change is likely during the next 20 years.
- “Beyond the City Limits” provides general direction for San Leandro’s Planning Area and Sphere of Influence. These are unincorporated areas with issues that could affect San Leandro’s future.
FRAMEWORK

A. OVERVIEW

Although San Leandro was “built out” by the early 1960s, the city continues to change and evolve. Obsolete uses are constantly being replaced by more productive uses. New businesses replace old businesses, and homes are expanded and remodeled every day. The city is dynamic—its look and feel are constantly being reshaped.

The potential for change will increase in the future as the Bay Area rethinks its historic growth patterns. For most of the 20th Century, the Bay Area expanded outward, with agricultural lands converted to urban uses and freeways built to connect the region.

As a consequence, suburban development extends as far as 70 miles out from the center of the region today. Residents face long commutes, while the region faces environmental challenges and imbalances between job and housing growth. Climate change, which is partially caused by emissions from motor vehicles and energy use, has created a compelling reason to rethink the way cities grow. At the same time, technology has changed the workplace and economy in a way that has created new growth possibilities and opportunities. Generational changes, international immigration, the aging of the population, and other demographic shifts are also spurring new ideas for how and where cities grow. Autonomous vehicles, car-sharing, stacked parking, on-demand ride services, and other transportation innovations are changing land use and travel possibilities. These trends will have profound impacts on San Leandro’s future.

As a mature community, it is critical that San Leandro thinks strategically about how and where reinvestment takes place. The overarching goal is to conserve those parts of the city that are successful and to direct redevelopment to areas where land may be underutilized. These areas are described in the General Plan as “Focus Areas”, recognizing that they may require more attention and direction than other parts of the city. The strategies in this Plan ensure that the future development of the Focus Areas addresses local concerns and reinforces the things that are best about San Leandro.
B. MAJOR PLANNING CONCEPTS

Concepts Carried Forward

The 2035 General Plan carries forward several concepts that were also included in the City’s previous (2015) General Plan. The previous Plan introduced the concept of “smart growth”—the notion that the City should use its land resources more efficiently and focus growth around its BART stations, transit corridors, and underutilized commercial and industrial sites. At the time the 2015 Plan was adopted (in 2002), “smart growth” was being advocated at the regional level as a way to reduce urban sprawl, mitigate freeway congestion, and improve air quality. These remain valid reasons to grow more efficiently. More urgent and compelling reasons have emerged in the last 15 years, including global climate change, drought, and sea level rise.

The 2015 Plan also introduced the concepts of sustainability and equitable growth. Again, these concepts remain more relevant than ever as the City looks to the Year 2035. Another principle carried forward from the 2015 Plan is the idea of creating a stronger sense of identity in San Leandro. Like the 2015 Plan, the 2035 Plan seeks to make San Leandro a more attractive city, with walkable neighborhoods and shopping districts, vibrant workplaces, and greener streets and public spaces.
Growing Strategically

The 2035 General Plan envisions an average of 275 new homes a year through 2035, a growth rate not seen in San Leandro since the 1980s. It also envisions 12,000 new jobs by 2035. Projected increases in housing and jobs during the next 20 years will be substantially higher than the increases seen in the last 20 years.

San Leandro will also grow differently than it has in the past. The city’s neighborhoods are stable and mostly built out. Although some small-scale infill development may occur in these areas, one of the basic premises of this General Plan is that existing neighborhood character should be preserved.

About 80 percent of the new housing envisioned in San Leandro during the next 20 years is expected to be built in three “transit-oriented development” (TOD) areas. These areas are Downtown (broadly defined to include land within about one-half mile of the San Leandro BART station), the Bay Fair BART station area (again, including land within one-half mile of the station), and the East 14th Street corridor between Oakland and 150th Avenue. These areas have also been identified by the city as “Priority Development Areas,” a term used by regional agencies to identify locations where growth can occur without relying solely on automobiles for daily trips (see Figure 3-1).
Figure 3-1

Priority Development Areas
Growth at the BART stations will be more urban in character than existing development in San Leandro, with most new development consisting of apartments, condominiums, and townhomes. Some of this development may occur in mixed use buildings, with retail stores or restaurants on the ground floor and housing above. New development will be designed to make walking, bicycling, and public transit the most convenient means of travel for most new residents. Options such as car-sharing and bike-sharing will be available, and households may find that owning two or three vehicles is no longer essential, and perhaps not even desirable.

This General Plan seeks to ensure that the two BART station areas are developed in a way that boosts the local economy, provides housing opportunities, and brings jobs and services to the city. It also seeks to create a more distinctive image for these areas, many of which lack a strong identity today. The Plan includes policies to ensure that such development will occur without adversely affecting established neighborhoods, either directly (by blocking views, casting objectionable shadows, creating parking problems, etc.) or indirectly (by placing a burden on City services).

The idea of transit-oriented development harkens back to San Leandro’s early development, which was oriented around streetcar lines and a traditional pattern of walkable neighborhoods like Broadmoor and
Estudillo Estates. While future TOD development will be more urban in character than the San Leandro of the 1920s and 30s, the focus on walkability is the same. Like the San Leandro of a century ago, residents in TOD areas should be able to walk from their homes to restaurants, services, entertainment, shopping—and even workplaces.

Like the previous General Plan, this Plan envisions the continued evolution of San Leandro’s industrial areas to meet the demands of the Bay Area economy. For the past 50 years, the City has maintained a policy of preserving its industrial land supply. As a result, San Leandro is now well positioned to grow its employment base as it seeks ways to use its industrial lands more efficiently. Housing will continue to be prohibited or strictly limited in most industrial areas, enabling these areas to continue to function as diverse workplaces with manufacturing, production, and information-based activities. New uses such as restaurants, brew pubs, art studios, and attractive outdoor public spaces, will bring new life to these areas and make them more attractive locations for business investment—and for employees—in the future.

The General Plan also encourages the revitalization of San Leandro’s commercial districts, and the continued attraction of businesses that meet the needs of San Leandro residents. Presently, the city has a mix of walkable shopping areas such as Downtown and more auto-oriented centers developed after World War II. In the older shopping areas, the focus is on revitalizing storefronts and maintaining a focus on active ground floor uses. In the auto-oriented shopping centers, the focus is on design improvements to better connect these centers to nearby neighborhoods and make them more pedestrian-friendly. The City is also placing a priority on improving the quality of retail and dining choices for residents, and reducing commercial vacancies. Residents should not feel compelled to drive to other communities for basic goods and services.
The General Plan recognizes that local growth strategies will not succeed unless other quality of life factors are addressed at the same time. Reinvigorating neighborhoods and shopping centers cannot take place unless the City also offers quality schools and education, invests in parks and other community facilities, addresses concerns about crime and safety, and provides a healthful environment. This Plan places particular emphasis on collaboration with the San Leandro and San Lorenzo Unified School Districts to sustain and enhance public schools. It also seeks creative solutions to provide more parkland, address neighborhood crime, improve public health, and resolve noise and other environmental challenges.

**Building a Healthier City**

San Leandro’s land use and circulation patterns influence the health and wellness of its residents. Many of the city’s neighborhoods were planned and designed for cars, to the point where it is now difficult or even dangerous to walk from one neighborhood to another. Different land uses—such as residential areas and shopping districts—were intentionally separated for many years based on a belief that the uses were incompatible. This has reinforced dependence on cars and reduced opportunities for walking and bicycling. At the same time, lifestyle and workplace changes have created a society that is more sedentary than it used to be, contributing to higher obesity rates and weight-related conditions such as diabetes.
The General Plan seeks to create a healthier city in the future, by creating more walkable neighborhoods. Walking or riding a bike from one’s home to the park, the store, school, or to BART between should be safe, convenient, and enjoyable. Walking is the most basic form of exercise, and can have immense physical and mental health benefits. This Plan aspires to make walking the travel mode of choice for short trips in San Leandro neighborhoods.

The health of San Leandro residents is also intrinsically linked to the health of the natural environment. Through this General Plan, the City is making a commitment to improve the quality of its air and water. The wetlands, the shoreline, the hills, and San Leandro Creek are also to be protected and cared for. Tree planting will be promoted, with the goal of enhancing the urban forest and making San Leandro a greener, more beautiful place. A continued effort will be made to reduce the negative impacts of industrial uses, from cleaning up hazardous sites to limiting truck traffic in residential neighborhoods.

Public health is a cross-cutting theme in many elements of the General Plan. The Housing Element includes a “Healthy Homes” Initiative, to avoid exposure to hazardous building materials and other domestic hazards. The Environmental Hazards Element seeks to avoid exposure to excessive noise through buffering, sound barriers, and site planning. The
Open Space, Parks, and Conservation Element calls for easy access to parks and recreation for all residents, regardless of income or physical ability. It also calls for new community gardens, where local produce can be grown.

**Building A More Sustainable City**

The San Leandro General Plan also embraces the concept of sustainability. The basic idea is to accommodate current needs without jeopardizing the resources of future generations. Sustainable development also strives for equilibrium between economic goals and environmental goals. It seeks to make the most of existing resources, promote conservation in all forms, and encourage the participation of every citizen in shaping the future of the city.

In San Leandro, several fundamental choices have been made within this context.

First, the City is making a conscious decision to grow at a “human scale,” placing the needs of pedestrians above those of cars. Although the importance of a convenient roadway network is fully acknowledged, the General Plan favors transportation modes and development patterns that conserve energy. By decreasing the distance between the workplace and residential areas, mixed use development plays a major role in this philosophy. Many of the General Plan’s transportation policies, from the promotion of employee BART shuttles to the provision of bike lanes on area streets, are influenced by the principle that travel without a car should be more convenient and affordable.
Second, the City is actively working to reduce the greenhouse gas emissions that contribute to global climate change. The City adopted a Climate Action Plan (CAP) in 2009, including a commitment to reduce community-wide emissions to 25 percent below 2005 levels by 2020. Most of the strategies to achieve this target involve transportation and energy. From a land use perspective, the CAP encourages less auto-dependent development, and a better match between jobs and housing (to reduce commuting). The transit-oriented development vision in this Land Use Element implements an essential CAP strategy by focusing growth within walking distance of BART and along major bus corridors.

Third, economic development programs will emphasize clean, emerging technologies. A greater emphasis will be placed on renewable and reliable sources of energy. The City will strive to make the best use of local resources and assets. This includes adaptively reusing older buildings where feasible, instead of demolishing them, and recycling construction debris instead of trucking it to landfills. New industrial development should provide the city with the capacity to be more self-sufficient and should help San Leandro restore its infrastructure and sustain or improve local services. Economic growth should capitalize on San Leandro’s strengths, while providing a unique, marketable local identity.

A final choice associated with a more sustainable future is to bring the concept of social equity into land use planning. Preparation of the General Plan itself embraced this principle, with hundreds of voices heard in the identification of the city’s needs and issues. The concept also suggests that the City plan for a variety of housing types, matching the needs of diverse groups, and for social services which respond to changing demographics. If all San Leandro residents are to benefit from this Plan, then access to cultural, community, and recreational facilities must be improved. All cultures must be respected, and all must be encouraged to participate fully in community life.

The policies in this Plan are guided by the social, economic, and environmental challenges associated with modern-day life in the Bay Area. Although these challenges go well beyond urban planning, they define our responsibilities as we think about how the city will grow.
Transforming the Workplace

The strong Bay Area economy, coupled with construction of the Lit San Leandro fiber optic loop, is transforming San Leandro’s industrial areas. A former automobile plant has been reinvented as a 230,000 square foot center for “makers” and tech start-ups, a former cereal plant has been repurposed as a craft brewery, and the long vacant site of a former cannery is now being developed as a 500,000 square foot transit-oriented tech campus. At the same time, developments like the NetZero Energy Center and Kaiser Permanente Medical Center, have generated national attention and changed the way the city is perceived by the Bay Area business community.

The character of the industrial workplace is also evolving—not only in San Leandro, but across America. This is particularly true in high-value markets with strong innovation economies like the San Francisco Bay Area. Amenities such as restaurants, fitness centers, office support services, and easy access to transit are sought after by employees. Factors such as walkability, bicycle access, aesthetics, and open space are influencing industrial location decisions. This has implications for San Leandro’s building stock and business mix, and for the streets and public spaces that define the area’s visual image.

This General Plan envisions substantial increases in employment density in San Leandro during the next 20 years. Buildings used for warehousing or storage today may become production space or technology space in the
future. New uses such as entertainment, artisan studios, tech incubators, and co-working space will be welcomed into these areas. Zoning regulations will ensure that these uses are compatible with long-time industrial uses and will foster the continued operation of heavier industries as well.

Meanwhile, investments in the public realm will change the area’s visual character. Some of San Leandro’s industrial areas appear blighted or neglected today, with no landscaping, few street trees, poor lighting, and streets that are not welcoming for pedestrians or cyclists. There will be a greater focus on workplace livability in the future, with tactical improvements that humanize these areas. This will not only include physical changes such as public art, it will also include new activities such as food trucks and parklets.

**Becoming a “Smarter” City**

The integration of “smart cities” technology into municipal operations is an overarching theme of the General Plan, and will be a major consideration in planning for San Leandro’s future. Smart Cities refers to a broad suite of applications in which technology is used to improve the efficiency of service delivery and access to information. These applications can be used in the design and construction of buildings, vehicles, roads and transit; the operation of stormwater, sanitation, and energy systems; health care, education, and security; and public participation in government.

San Leandro’s fiber optic network makes the City uniquely positioned to undertake Smart City initiatives. In this regard, fiber is much more than an economic development tool—it is a tool to improve the quality of life for residents.

Most Smart Cities applications focus on assets and systems that are managed by public agencies. Gigabit internet technology can be used to improve the way these systems operate. This occurs through real-time data collection and monitoring, integrated reporting and analytics, and instantaneous adjustments to maximize efficiency. For example, pavement sensors can be used to provide real-time information on the location of available parking spaces near BART. Residents and businesses benefit by finding a space quickly and conveniently, while the City benefits by using street space efficiently and avoiding excessive areas dedicated to parking. Mobile payment for parking and mobile enforcement of parking regulations can also be achieved through sensors.
Similarly, data sensing, sharing, and analytics can help reduce energy consumption and maximize the potential for a distributed energy grid which draws power from solar installations on the rooftops of industrial buildings. Rapid collection and processing of data can also enable street lights to operate more efficiently, and can improve security and emergency response. Ultimately, information and communication technologies can help San Leandro address issues such as climate change and traffic congestion, and can fundamentally transform the way the City operates.

The potential for fiber, software, sensors, and electronics to be linked in order to collect and exchange data is constantly expanding. This interconnected network is sometimes referred to as the “Internet of Things” (IOT). Objects such as vehicles, buildings, and infrastructure can be sensed and controlled remotely, creating opportunities to more directly integrate the physical world with computer-based systems. With Lit San Leandro in place—and expanding in the next two decades—the City will continue to pursue embedded computing systems that enable improved convenience and efficiency.

Creating A “There”

San Leandro is a city of high-quality neighborhoods and diverse business districts. Yet, there is a sense that the sum of these areas is less than it might be— that if gaps were filled, edges improved, and stronger linkages made between different parts of the community, the city could be more vital than it is today. For too many years, San Leandro has been perceived as a “pass through” city for travelers on their way to somewhere else. This General Plan endeavors to create a more distinct and positive image of San Leandro as a destination—to create a “there” there.

The projected addition of 5,500 new homes and 12,000 new jobs during the next 20 years provides San Leandro with an opportunity to reinforce and strengthen its civic identity. By strategically directing new development, the City has an opportunity to create attractive new gathering places and focal points. Although the most obvious opportunities for such development are at places like Bayfair Center, the Shoreline, and the Downtown BART Station, there are many places in the city where a reinvigorated San Leandro can flourish.
Neighborhood beautification and commercial revitalization programs can create a stronger and more positive identity for areas that are already well established. General Plan policies call for gateway improvements along major thoroughfares, undergrounding of utilities, planting of street trees and landscaping, and an overall “greening” of the city. The idea is to strengthen the identity of the city as a whole by weaving together neighborhoods, creating more distinct activity centers, establishing more easily-recognized gateways, and addressing physical barriers within the city such as freeways and railroads. The architectural qualities that define and distinguish San Leandro’s neighborhoods should be maintained and celebrated. Within each neighborhood, schools, parks, and shopping areas should engender a strong sense of pride and identity.

Some of the most important opportunities to create a stronger sense of place within the city are on East 14th Street. The Plan envisions reshaping this thoroughfare from a three-mile commercial strip into a series of “districts” each with a unique form and function. The focal elements are already there—City Hall, the Downtown Plaza, the Bal Theatre, Bayfair, and so on—but they have yet to be clearly defined or differentiated from one another. Over the next 20 years, a combination of streetscape improvements, rehabilitation, and infill development should change the face of this corridor. East 14th Street should be the gateway to the neighborhoods it adjoins instead of their back door.

C. CITY STRUCTURE

With the preceding principles in mind, Figure 3-2 illustrates the “City Structure” for San Leandro. The City Structure Map augments the Land Use Diagram (which is described later in this chapter) by providing a broader overview of San Leandro’s physical form. The Map offers a citywide perspective on how the various parts of San Leandro fit together to create a cohesive community. The basic elements shown on the Diagram are described below.
Downtown

Downtown is San Leandro’s central business district and civic heart. The General Plan envisions a pedestrian-oriented district with office, retail, and housing development, public gathering places, a blending of historic buildings and compatible new buildings, and easy access to public transit. The Downtown Core and the Downtown BART Station areas have both been identified as Focus Areas and are addressed later in the Land Use Element.

Residential Neighborhoods

San Leandro’s residential neighborhoods are large and diverse. An entire section of this Element is dedicated to their conservation and enhancement. Neighborhoods contain housing, parks, schools, local shopping areas, and other features which give them definition and character.

Residential neighborhoods form a crescent around Downtown San Leandro and extend east into the hills, south to Ashland and San Lorenzo, and west to the San Leandro Shoreline. The neighborhoods to the north and east of Downtown contain most of San Leandro’s pre-1940s housing stock and are built on a traditional grid pattern. To the south and west of Downtown, most of the neighborhoods date from the 1940s and 50s. On the western edge of the city, the Marina-Mulford Gardens area contains a mix of older country-style homes and more conventional subdivisions, townhomes and apartments. On the eastern edge, the Bay-O-Vista area is characterized by view-oriented single family homes on large lots.

The existing land use pattern in San Leandro’s residential neighborhoods is well established. The General Plan policy emphasis is to enhance the quality of these areas. This will be done by upholding community aesthetic standards, protecting neighborhood character, beautifying city streets, and enhancing local parks, schools, and shopping areas. For those neighborhoods with distinct or historic architectural character, special care will be taken to preserve their scale and form. In all neighborhoods, an effort will be made to improve neighborhood edges, especially where they abut commercial and industrial areas.
Figure 3-2
City Structure

Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

Legend:
- Residential Neighborhood
- Employment District
- Mixed Use Corridor
- Downtown Core
- Downtown East
- Open Space/Recreation
- Transit Oriented Development District
- Shoreline Development and Recreation
- Neighborhood/Community Commercial Center
- Regional Commercial Center
- Neighborhood Park
- Public School
Preserving neighborhood character does not mean that San Leandro’s neighborhoods will stay exactly as they are today. Change is encouraged and necessary, but it must respect the scale and context of what exists today. The City is particularly supportive of reinvestment in its housing stock, and residential improvements that lead to the creation of additional housing units or new housing types in the city. Updating of neighborhood centers and shopping areas will also be strongly encouraged.

**Business Districts and Corridors**

San Leandro has a diverse array of business districts, ranging from heavy industrial areas to office parks and regional malls. Some of the business districts are expansive and far removed from the residential areas; others are very much a part of the fabric of surrounding neighborhoods.

The guiding objectives in the city’s large business districts are to promote business retention and diversification, maintain mobility and ease of circulation, and implement aesthetic improvements that enhance the city’s image and appearance. The General Plan aspires to locate the most intensive industrial uses in the areas that are furthest away from residential neighborhoods. Where industrial and residential areas meet, buffer uses such as low-rise offices, live-work units, and open space are envisioned to minimize the potential for conflicts.
Transportation corridors are another key part of the development framework. Commercial corridors link San Leandro neighborhoods and business districts, and connect the north, south, east, and west sides of town. These corridors present significant opportunities for new transit-oriented housing and shopping, as well as potential focal points for nearby neighborhoods.

**Parks and Open Space**

The Structure Diagram indicates that San Leandro will continue to be framed by open space on the east and west. On the east, East Bay Regional Park District and East Bay Municipal Utility District landholdings provide a permanent greenbelt, with thousands of acres dedicated for conservation. On the west, the San Leandro shoreline provides four miles of almost continuous parkland, including a world class golf course, a shoreline trail, and one of the East Bay’s largest wetland preserves.

The General Plan supports the San Leandro Shoreline’s continued role as a community showcase, with additional public improvements and new water-oriented commercial development (see Focus Area Discussion). The Plan promotes recreational improvements to the Oyster Bay Regional Shoreline and continued management of the Shoreline Marshlands as a unique natural area. Elsewhere in San Leandro, smaller parks provide pockets of greenery and areas for recreation. These parks are generally integrated into the fabric of residential neighborhoods, often in association with schools and school athletic fields.

San Leandro Creek provides an east-west ribbon of greenery through the city, connecting the hills to the bay and defining neighborhood edges along the way. The planned regional East Bay Greenway provides a north-south axis of green through the city, facilitating bicycle and pedestrian travel while providing an amenity for nearby neighborhoods and employment districts.
D. LAND USE DIAGRAM AND DEFINITION OF CATEGORIES

Land Use Diagram

State law requires that every General Plan include a map of the community identifying the location and extent of land used for housing, business, industry, open space, public buildings, waste facilities, and other public and private uses. This map is usually referred to as a General Plan Map or Land Use Diagram. Whereas the City Structure Map (Figure 3-2) is intended to be illustrative, the Land Use Diagram (Figure 3-3) is a policy and regulatory tool. Future land use decisions must be consistent with the designations on the Diagram, as well as the definitions and standards in this section.

The City’s Zoning Map must also be consistent with the Diagram. However, the Zoning Map is more detailed than the Land Use Diagram, interpreting land use designations at a parcel-specific level and including more precise development standards corresponding to each General Plan category. Moreover, the General Plan is a 20-year Plan while zoning governs immediate land use decisions. The land use changes described by the General Plan are envisioned as taking place over two decades. Thus, rezoning to facilitate these changes need not happen immediately upon adoption of the Plan. Policies in the General Plan provide guidance as to which zoning changes are anticipated right away, and which are longer-term.

State law also requires that the categories used on the Land Use Diagram be accompanied by definitions. These definitions must establish the density or intensity of development permitted within each category. In residential areas, density is usually expressed as the maximum number of dwelling units allowed per acre of land. In commercial and industrial areas, intensity is usually expressed using floor area ratios (the ratio of building area to lot area).

Floor area ratio is also often used to regulate development in mixed use areas, including buildings with residential uses above commercial uses. This recognizes variations in housing unit sizes, and may provide an incentive for smaller and more affordable units. The text box on the next page provides additional direction on how to calculate density and floor area ratio.
A reduced version of the Land Use Diagram for San Leandro is shown on Figure 3-3. A larger version, displaying individual parcels, may be viewed on the City’s website here.

A total of 18 land use categories appear on the Diagram, including six residential categories, three mixed use categories, three predominantly commercial categories, three industrial categories, and three public/open space categories. Table 3-1 indicates the land area in each category.

There may be multiple zoning districts within each General Plan category, particularly in the commercial and mixed use areas. This will allow finer distinctions to be made between the specific land uses to be allowed and the development standards to be applied within each area of the city. The General Plan categories are correlated with the City’s zoning districts in Table 3-2. The Table indicates which zones are compatible and conditionally compatible with each General Plan category. The use of a zone noted as “conditionally compatible” would only be acceptable if the types of development allowed by that zone are consistent with General Plan goals and policies.

**Land Use Categories**

**Residential Categories**

The following six categories appear on the General Plan Diagram. Each definition includes a reference to a gross density, which includes the area taken up by streets, easements, and common open space, and net density, which is based on developable parcel area only. Gross density is intended to communicate the general character of the areas within each category and is used to describe entire neighborhoods or large subdivisions. It is intended to be descriptive and not regulatory. Net density is used to establish the maximum number of units that may be built on a single parcel in a given category. It is regulatory, and provides the basis for the applicable zoning districts in each category. Since a few of the designations contain multiple zoning districts, the maximum net density is not necessarily permitted on all parcels. In each case, the maximum net density may be exceeded pursuant to state density bonus provisions for senior and/or affordable housing.
TABLE 3-1  ACREAGE IN EACH LAND USE TYPE

<table>
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<tr>
<th>Land Use Type</th>
<th>Acres (Approx.)</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td></td>
<td></td>
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<tr>
<td>• Garden Residential</td>
<td>160</td>
<td>1.9</td>
</tr>
<tr>
<td>• Low Density Residential</td>
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<td>Industrial</td>
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<tr>
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</table>

Source: City of San Leandro, 2016
Notes: (*) Excludes 224 acres of Freeway ROW and 1,384 acres of surface water in San Francisco Bay
Figure 3-3

Land Use Diagram

Source: Alameda County, 2013; City of San Leandro, 2016; PlaceWorks, 2015.
Calculating Density and Intensity

A maximum development density or intensity has been identified for each of the categories shown on the Land Use Diagram, as required by State law. Residential densities are usually expressed in terms of the number of units allowed per gross acre (called “gross density”) or net acre (called “net density”). Gross density includes the area given over to streets, easements, utilities, flood control ditches and other areas which are publicly owned or owned in common. It is most often used to describe density in a subdivision or in a residential neighborhood. Net density excludes public or commonly-owned areas and is typically used to calculate the number of units per acre on an individual parcel of land. In single family areas, net density limits may provide the basis for the minimum lot size or square footage of land per unit standards established by the zoning ordinance.

Residential density also may be expressed in terms of the number of people per acre. To calculate persons per acre, the number of units should be multiplied by 2.76, which is the average number of persons per household in San Leandro projected for the Year 2035.

Floor area ratio (FAR) is a measurement of the amount of floor space that can be developed on a particular parcel of land. If a 10,000 square foot parcel has an FAR limit of 0.5, then the floor area on the parcel may not exceed 5,000 square feet. As defined here, floor area excludes unfinished basements, carports, structured parking, mechanical rooms, and other non-habitable spaces. FAR does not dictate the height or shape of a building, or its location on a site. These characteristics are usually defined through the zoning ordinance. FAR also does not address architectural features or materials; these aspects are usually covered by design guidelines. Where FAR is used in mixed use areas, it creates a maximum building envelope on each site that may also include residential uses. In such cases, the residential uses may be governed by an FAR limit, a density limit, or both.

Examples of 1.0 FAR

- 1 story 100% lot coverage
- 2 stories 50% lot coverage
- 4 stories 25% lot coverage

The description of land use categories on the following pages indicate the net density or FAR associated with each land use category. Development which exceeds these levels may only be allowed where certain conditions (specified in the San Leandro Zoning Code) exist. For example, the City is required by State law to offer a “density bonus” for projects with affordable housing or senior housing.
Garden Residential. This designation permits detached single family homes in a country or semi-rural environment. Small-scale commercial gardens and animal husbandry, consistent with the residential character of the area, also are permitted. Existing lots in areas with this designation typically exceed 8,000 square feet. New lots may not be smaller than 8,000 square feet. Multiple single family homes may be permitted on a single parcel as long as an overall ratio of one unit per 8,000 square feet of floor area is maintained. Gross densities generally range from 1-4 units per acre, including streets and easements. Maximum allowable net density in this category is 5.4 units per acre.

Low Density Residential. This designation permits detached single family homes and is characterized by lots of 5,000 to 10,000 square feet. Lots smaller than 5,000 square feet are not permitted. This is the predominant residential development type in San Leandro and includes most of the neighborhoods developed between 1925 and 1990. Gross densities generally range from 3-6 units per acre, including streets and easements. Maximum allowable net density in this category is 8.7 units per acre, although this maximum is not allowed in all Low Density Residential zoning districts.

Low-Medium Density Residential. This designation permits attached and detached single family houses on small lots. Lots smaller than 5,000 square feet are permitted. Gross densities generally range from 7 to 11 units per acre, including streets and easements. Maximum allowable net density in this category is 12.4 units per net acre. Although more dense than the “Low Density Residential” category, these areas should retain the basic amenities and qualities of a single family neighborhood, including front and rear yards, driveways, and garages. Most areas with this General Plan designation have been developed using Planned Development (PD) zoning, allowing flexible lot standards.

Medium Density Residential. This designation permits attached housing types, such as townhomes and duplexes. Single family detached homes on standard lots (5,000 square feet or more), smaller lots (less than 5,000 SF), and clustered or planned unit developments are also permitted in areas with this designation. These areas may include common open space and private recreational facilities. Mobile home parks are also permitted within this category. Gross densities range from 12-18 units per acre, including streets, easements, and common open space. Maximum allowable net density is 21.7 units per acre, although this maximum is not allowed in all corresponding Medium Density Residential zoning districts.
Medium-High Density Residential. This designation permits multi-family residential development, such as garden apartments, townhomes, and two-story condominiums. Single family homes are also permitted. On larger parcels with this designation, common open space areas, landscaping, and other site amenities may be required. Gross densities range from 19-25 units per acre, including streets, easements, and common open space. Maximum allowable net density is 29 units per acre.

High Density Residential. This designation permits multi-family residential development. It is intended to identify and conserve existing concentrations of such development in the city where existing net densities exceed 29 units per acre. These areas are characterized by multi-story apartments and condominiums, often in larger complexes with amenities such as swimming pools, patios, and recreation rooms. Maximum allowable net density is 50 units per acre. However, this maximum is not permitted on all parcels. Smaller parcels are subject to a maximum of 24.2 units per net acre.

Commercial Categories

There are two commercial categories, defined below. The commercial categories are distinguished from the “Mixed Use” categories by their focus on commercial uses rather than a mix of commercial and higher density residential uses. Although housing is permitted on most commercially zoned properties, the allowable densities and conditional use permit requirements for the commercial categories reflect the City’s
desire to retain most of these areas for retail, service, office, and similar employment-generating land uses.

**Neighborhood Commercial.** This designation corresponds to small shopping centers or clusters of street front buildings with local-serving businesses and services. Allowable uses include groceries, local-serving offices, pharmacies, laundromats, dry cleaners, restaurants, and other businesses that serve the daily needs of nearby residential areas. The maximum allowable Floor Area Ratio (FAR) is 0.5. Residential uses and mixed use development may be considered within Neighborhood Commercial areas, subject to a maximum net density of 24.2 units per acre and an FAR limit of 0.5.

**General Commercial.** This designation corresponds to larger shopping centers, shopping districts, and commercial uses providing a broader range of goods and services and serving a broader market than the neighborhood commercial areas. Allowable uses include but are not limited to supermarkets, department stores, apparel stores, theaters, and non-retail services such as offices and banks. These areas also contain primarily auto-oriented uses such as hotels and motels, car dealerships, auto service and repair businesses, and construction suppliers. The uses are generally designed for the convenience of persons arriving by car. The maximum allowable Floor Area Ratio (FAR) is 1.0. However, there are multiple zoning districts in this category, including several that are subject to lower maximum limits. Some of the zoning districts in this designation permit residential uses, subject to conditional use permit requirements and a maximum net density of 24.2 units per acre. In such cases, maximum FARs also apply. Residential uses are not permitted in all districts due to the potential for conflicts with heavier commercial activities and the need to retain land for local services and revenue generation.
Mixed Use Categories

There are four mixed use categories on the General Plan Diagram, corresponding to the areas of greatest development density and intensity in the city. Multi-family residential and commercial uses are encouraged in all four categories. Mixed use development (projects combining commercial and residential uses on a single parcel) is strongly encouraged in all four categories but is not mandatory unless specifically called out by a Specific Plan or Area Plan covering areas with these designations. Within each area, zoning may be used to identify areas where residential uses are preferred (or required) and areas where commercial uses are preferred (or required). The intensity of development in mixed use areas is typically regulated by floor area ratio rather than units per acre, although some mixed use zoning districts may incorporate both metrics.

Downtown Mixed Use. This designation corresponds to the area that has historically been the central business district of San Leandro. It allows a range of uses which together create a pedestrian-oriented street environment. These uses include retail shops, services, offices, cultural activities, public and civic buildings, and similar and compatible uses, including upper story residential uses. These activities may be located within the same building or within separate buildings on the same site or nearby sites. More specific guidance on the mix and design of uses is specified in General Plan policies for the Downtown area and in the 2007 Downtown TOD Strategy. A maximum FAR of 3.5 applies, although this maximum is not permitted in all zoning districts within this area.

Mixed use development with housing is encouraged in this area, with allowable residential densities up to 125 units per net acre, depending on the zoning district. The City also offers density bonuses of up to 20 percent above the General Plan maximums stated above where the average unit size is smaller than 750 square feet.\(^1\) Regardless of unit size, a maximum FAR of 3.5 also applies to mixed use development. This maximum is not permitted in all zoning districts within the Downtown Mixed Use area. Several Downtown zoning districts have been established to respond to existing land uses and development opportunities, and to facilitate Downtown revitalization goals.

\(^1\) These bonuses may not be added to the state-required density bonus for affordable housing. Only one density bonus program may be applied to any given development.
Transit-Oriented Mixed Use. The purpose of this designation is to provide for a mix of high-intensity land uses that capitalize on proximity to the San Leandro BART station. This designation maximizes the potential for transit-oriented infill development and achieves compatible transitions to adjacent residential districts through design standards and zoning.

Several zoning districts have been established for the Transit-Oriented Mixed Use areas. These districts emphasize the vertical mixing of different uses, with housing being the predominant use in some areas and office/retail the major use in others. The maximum floor area ratio in areas with this designation is 4.0, although intensities of 5.0 may be considered on sites adjacent to the BART station. The transit-oriented zoning districts specify minimum densities (generally 20 to 60 units per acre) and some specify minimum floor area ratios (generally 1.0) to ensure that land is used as efficiently as possible. The maximum number of residential units on any given property is dictated by floor area ratio limits in some zoning districts and maximum density limits in others.
**Corridor Mixed Use.** This designation allows a mix of commercial and residential uses oriented in a linear development pattern along major transit-served arterials such as East 14th Street. A range of commercial and office uses is permitted, primarily serving neighborhood and community needs. Residential uses may be either free-standing or integrated into the upper floors of mixed use projects. Development should be designed to encourage walking and bicycle use, and should be sufficiently dense to support increased transit services along the corridors. A maximum allowable FAR of 2.5 applies in areas with this designation. Maximum residential density in this category is dictated by the above floor area ratio limit rather than limits on housing units per acre.

**Bay Fair Transit-Oriented Development.** This designation includes approximately 120 acres within the San Leandro city limits around the Bay Fair BART Station, including Bayfair Center, Fairmont Square and Fashion Faire Place, and other commercial properties along Hesperian Boulevard, Fairmont Drive, and East 14th Street in the Bayfair Center vicinity. The BART parking lot is also included. As of 2016, a TOD Specific Plan for this area was underway. The intent is to create a new vision for this area, including retail, office, higher density housing, open space, and public land uses. A more urban development form is envisioned, with pedestrian-scaled streets and an orientation toward BART access and transit use. A maximum FAR of 3.0 applies. Maximum residential density in this category is dictated by floor area ratio limits rather than upper limits on housing units per acre.

**Industrial Categories**

Three industrial categories have been identified, as described below.

**Light Industrial.** Light Industrial areas may contain wholesale activities, distribution facilities, research and development or e-commerce uses, business services, technology, and manufacturing operations which produce minimal off-site impacts. Campus-style industrial parks and professional offices also are permitted. A limited range of commercial uses also is permitted in these areas. Uses in areas with this designation must be capable of locating adjacent to residential areas without creating adverse effects. A maximum floor area ratio of 1.0 applies, although this area contains multiple zoning districts and this maximum may not be attainable in all districts.

**General Industrial.** General Industrial areas may contain a wide range of manufacturing, transportation, food and beverage processing,
area contains multiple zoning districts and this maximum may not be attainable in all districts.

**General Industrial.** General Industrial areas may contain a wide range of manufacturing, transportation, food and beverage processing, technology, warehousing, vehicle storage, office-flex, and distribution uses. Such uses are subject to performance standards to avoid adverse off-site effects. A limited range of commercial uses also is permitted in these areas. A maximum floor area ratio of 1.0 applies, although this area contains multiple zoning districts and this maximum may not be attainable in all districts.

**Industrial-Transition.** The Industrial Transition designation corresponds to areas that have historically been industrial but have transitioned or may transition in the future to a more diverse mix of uses, including general commercial activities. Industrial uses will continue to be permitted in these areas in the future, but a broader mix of commercial uses such as offices, medical facilities, retail, services, home furnishing stores, construction showrooms, and restaurants is also encouraged. These areas include large floor-plate industrial buildings that can be adaptively re-used to serve new technology, advanced manufacturing, and “maker” industries. Residential uses in Industrial-Transition areas are only permitted for properties within 0.5 miles of a BART station, or where live-work development is proposed. The maximum FAR in the Industrial Transition areas is 1.0. No density limit applies, but residential development is likewise subject to a 1.0 FAR maximum where it is permitted.
Public and Open Space Categories

Three public and open space categories appear on the General Plan Diagram. These are:

Public/Institutional. This designation denotes public schools, libraries, post offices, churches, public hospitals, and other public or institutional buildings. It also denotes major utility properties or facilities. Floor area ratios of up to 1.0 are permitted.

Parks and Recreation. This designation denotes land which is used for active recreational purposes, including neighborhood, community, and regional parks, golf courses, and the recreational amenities at Oyster Bay Regional Shoreline. Permitted uses include athletic fields and sports facilities, civic buildings with a primarily recreational or social function, and leisure-oriented uses such as picnic areas, boat slips, and tot lots. Coverage by structures should generally not exceed 10 percent of the area within any given park.

Resource Conservation. This designation denotes land which is to remain undeveloped due to high environmental sensitivity, or land to be used primarily for passive recreation (such as walking trails). It also includes land within and immediately along the banks of San Leandro Creek. Development is generally not permitted in Resource Conservation areas so there is no building intensity standard; the land is to be managed to enhance and restore its natural features.
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<th>Land Use Category</th>
<th>Corresponding Zoning Designations</th>
<th>Conditionally Compatible Zoning Designations</th>
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<tr>
<td>Garden Residential (RG)</td>
<td>RO</td>
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<td>RS, RS-40, RS (VP)</td>
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<td>RM-1800</td>
</tr>
<tr>
<td>Neighborhood Commercial (CN)</td>
<td>CN, P</td>
<td>CC, CR, PS</td>
</tr>
<tr>
<td>General Commercial (CG)</td>
<td>CC, CS, CR</td>
<td>CN, PS, P</td>
</tr>
<tr>
<td>Downtown Mixed Use (MUD)</td>
<td>DA-1, DA-2, DA-3, P</td>
<td>RM-875, RM-1800, CN, PS</td>
</tr>
<tr>
<td>Transit-Oriented Mixed Use (MUTOD)</td>
<td>DA-2, DA-3, DA-4, DA-6</td>
<td>RM-875, RM-1800, PS</td>
</tr>
<tr>
<td>Bay Fair TOD Mixed Use (BTOD)</td>
<td>B-TOD</td>
<td></td>
</tr>
<tr>
<td>Corridor Mixed Use (MUC)</td>
<td>NA-1, NA-2, SA-1, SA-2, SA-3, DA-2</td>
<td>RM-875, RM-1800, RM-2000, CC, IL</td>
</tr>
<tr>
<td>Light Industrial (IL)</td>
<td>IL, IP</td>
<td>IG, CC, CS, P, PS</td>
</tr>
<tr>
<td>General Industrial (IG)</td>
<td>IG, IL, IP</td>
<td>CC, CS, P, PS</td>
</tr>
<tr>
<td>Industrial Transition (IT)</td>
<td>IT</td>
<td>IG, CC, IL, IP</td>
</tr>
<tr>
<td>Public/Institutional (PI)</td>
<td>PS</td>
<td>Depends on type of use</td>
</tr>
<tr>
<td>Parks and Recreation (PR)</td>
<td>OS</td>
<td>PS, CR</td>
</tr>
<tr>
<td>Resource Conservation (RC)</td>
<td>OS</td>
<td>PS</td>
</tr>
</tbody>
</table>

Source: City of San Leandro, 2016
Related Issues

State law (Government Code Section 65302a) requires the Land Use Element of the General Plan to identify future solid and liquid waste disposal sites, the locations of educational facilities, areas subject to flooding, the locations of mineral resources, and impacts on military readiness. The existing Davis Street Resource Recovery Complex (2615 Davis Street) and the San Leandro Wastewater Treatment Plant (3000 Davis Street) are identified on the General Plan Diagram as Public/Institutional uses. No future sites for solid and liquid waste disposal are planned within the city. Solid waste disposal issues are addressed in Chapter 6 and liquid waste disposal issues are addressed in Chapters 6, 7, and 9. Educational facilities are shown as Public/Institutional uses on the General Plan Diagram. The location of future schools is addressed in Chapter 9. Areas prone to flooding are identified and mapped in Chapter 7. The location of mineral resources is addressed in Chapter 6. There are no military installations in or adjacent to San Leandro, and development accommodated by the General Plan would have no direct or indirect effects on military installations.
RESIDENTIAL NEIGHBORHOODS

A. OVERVIEW

Residential uses comprise about half of San Leandro’s land area. In 2016, the city’s 3,270 acres of residential land contained over 32,000 dwelling units, housing about 88,000 people. But living in San Leandro is much more than simply occupying a dwelling unit—it is the experience of being part of a neighborhood. It is getting to know the local shops and hangouts, the neighborhood schools and parks, and the people who live nearby. Neighborhoods are an important part of what creates a feeling of “community” in San Leandro. In many parts of the city, dynamic neighborhood associations have contributed to a strong sense of identity and created an opportunity for residents to have a say in the city’s future.

Although San Leandro’s neighborhoods are not likely to change significantly in the next 15 to 20 years, they will not remain entirely static either. Alterations and additions will be made to homes, renovations will take place, and infill development will occur on vacant lots. Reinvestment in streets and public facilities will take place, and shopping areas will be updated. Neighborhoods may also be affected by demographic shifts and changes in technology. Policies in the General Plan, and ultimately regulations in the Zoning Code, strive to maintain a quality environment as these changes take place.

B. SAN LEANDRO’S NEIGHBORHOODS

The following section of the General Plan profiles San Leandro’s major residential areas. The location of these areas is shown in Figure 3-4. Each of the ten areas described consists of multiple neighborhoods. The neighborhoods have been grouped for discussion purposes based on their physical boundaries.
Residential Neighborhoods

Source: City of San Leandro, General Plan 2002.

Residential Neighborhoods
Northeast

Northeast San Leandro At A Glance

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>9,950</td>
</tr>
<tr>
<td>2015</td>
<td>10,240</td>
</tr>
<tr>
<td>2035 Projected</td>
<td>10,900</td>
</tr>
</tbody>
</table>

Major Neighborhoods: Bancroft, Broadmoor, Hollywood, Creekside, Estudillo Estates

This area encompasses the neighborhoods lying east and northeast of Downtown, extending between East 14th Street to I-580 and from Oakland on the north to Sybil Avenue on the south. More than anywhere else in San Leandro, homes in this area provide a living reminder of the architectural styles, building materials, scale, and street patterns that were typical in California between 1910 and 1940. The neighborhoods follow a traditional pattern of development with a grid of streets, abundant tree cover, curbside parking, and generous front and back yards. The area contains numerous Craftsman and Mediterranean style homes, many with distinctive architectural features. Several commercial districts serve the neighborhood, including the MacArthur corridor, and the Bancroft/Dutton shopping district. The area also contains concentrations of multi-family housing along Bancroft and close to East 14th Street.

The land use pattern in this area is well established and there are few opportunities for infill development. However, there is strong interest in remodeling, updating, and expanding older homes, which creates the potential for changes in neighborhood character. Given the area’s unique ambiance, it is important that alterations and additions are sympathetic to the prevailing scale and form of existing development. Demolition of older homes to make way for larger, more modern homes is strongly discouraged.
The General Plan envisions opportunities for new mixed use development along East 14th Street and MacArthur Boulevard on the east and west edges of this area. There may also be infill opportunities at Bancroft/Dutton, including potential intensification of the Safeway site and adjacent parking area. Such development should consider opportunities for additional neighborhood shopping and services, as well as new multi-family housing. Future projects on these corridors should be designed to respect the architectural styles of the nearby neighborhoods, so that these areas enhance and complement one another. An update to the North Area Plan, which covers this area, is a priority General Plan implementation action.

**North /Cherrywood**

<table>
<thead>
<tr>
<th>North San Leandro/Cherrywood At A Glance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000 Population: 4,380</td>
</tr>
<tr>
<td>2015 Population: 4,460</td>
</tr>
<tr>
<td>2035 Projected Population: 4,910</td>
</tr>
<tr>
<td>Major Neighborhoods: Farrelly Pond, Best Manor, Cherrywood, East 14th Street North Area</td>
</tr>
</tbody>
</table>

This area encompasses the neighborhoods lying west of East 14th Street and east of the Union Pacific Railroad from Downtown north to the Oakland border. The area contains several distinct sub-areas. The neighborhoods of Best Manor and Farrelly Pond lie east of San Leandro Boulevard. These areas are characterized by single-story stucco bungalows dating from the 1920s and 1930s. The area also contains a number of small 1930s-era apartment buildings and several blocks of duplexes. The Cherrywood neighborhood lies west of San Leandro Boulevard and the BART tracks. There are about 350 homes in Cherrywood, a neighborhood built on former nursery lands in the 1990s. Many of the
homes are built on zero lot lines and feature California contemporary architecture.

As in the Northeast area, the key objective is to maintain and enhance neighborhood character. Care should be taken to ensure that additions and alterations respect the scale of existing development. Particular emphasis should be placed on revitalizing the commercial areas located on East 14th Street and introducing new commercial and residential uses to the Park Street “island” area along San Leandro Boulevard and around Siempre Verde Park. An updated North Area Plan should address land use and design compatibility issues along East 14th Street, where commercial properties directly abut single family homes in many cases.

<table>
<thead>
<tr>
<th>Central San Leandro At A Glance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000 Population: 6,400</td>
</tr>
<tr>
<td>2015 Population: 7,600</td>
</tr>
<tr>
<td>2035 Projected Population: 14,600</td>
</tr>
<tr>
<td>Major Neighborhoods: Downtown, Downtown East, TOD area, Peralta</td>
</tr>
</tbody>
</table>

The Central area includes the residential uses within and around Downtown San Leandro. Just a century ago, almost all of San Leandro was contained within this area. The area contains a diverse and eclectic mix of housing, including the city’s largest concentration of pre-1910 homes. Much of the development that took place during the 1950s, 1960s, and 1970s was not sympathetic to the area’s historic context. Thus, Central San Leandro is sometimes not identified as a neighborhood per se but rather as an extension of Downtown.

Almost half of the residential growth expected in San Leandro during the next 20 years will take place in the Central area. Most of this growth will occur near the BART station in multi-family developments designed
to maximize opportunities for walking, bicycling, bus, and BART use. A large area of future residential development is located near the north end of Alvarado Street northwest of the station. Other major opportunity sites include the Town Hall Square site at Davis/East 14th, the former CVS drug store at East 14th/Callan, several sites along Washington Avenue, and sites to the immediate south of the BART station. Some of this development may consist of mixed use projects with ground floor retail or office uses and upper story housing, and some may be entirely commercial or residential.

Public realm improvements will take place to make the area more cohesive and distinct as development occurs. As San Leandro’s most “urban” neighborhood, opportunities to enhance the streetscape, encourage walking, and create a variety of housing types should be pursued. At the same time, opportunities to enhance the area’s historic ambiance and conserve its older housing stock should be encouraged. Infill housing should create an urban living environment while respecting and preserving historic resources.

**Davis Corridor**

<table>
<thead>
<tr>
<th>Davis Corridor At A Glance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000 Population: 9,240</td>
</tr>
<tr>
<td>2015 Population: 11,120</td>
</tr>
<tr>
<td>2035 Projected Population: 11,330</td>
</tr>
<tr>
<td>Major Neighborhoods: Davis West, Davis East, Eastshore, Preda, Westgate, Timothy Drive, Muir</td>
</tr>
</tbody>
</table>

The Davis corridor includes the large residential subdivisions extending along both sides of Davis Street from Downtown San Leandro west about a mile to the Westgate-Costco shopping area. Most of this area was subdivided and developed with ranch style tract homes in the 1940s and early 1950s.
There are notable exceptions, including the “Kanaka Row” cottages along Orchard Avenue which date to the late 1800s, and subdivisions from the late 1990s such as Magnolia Lane and Camelia Court. The area also includes large apartment complexes such as the 238-unit Gateway complex, as well as smaller 1960s era apartment blocks along Pacific Avenue.

The Davis corridor has experienced substantial population growth in the last two decades due to rising household sizes. While there has been little new residential construction, average household sizes have increased to over 3.5 persons in this area, exceeding 4.0 in some census tract block groups. Approximately 40 percent of the population in these neighborhoods is foreign-born.

There are limited opportunities for additional housing in the Davis corridor. However, the neighborhood would benefit from community improvement programs and public reinvestment, particularly gateway improvements, better buffering from major transportation routes, and tree planting. As most of the development is now more than 65 years old, a continued effort should be made to maintain and improve the housing stock. On the western edge of the area, in the Davis West and Timothy Drive neighborhoods, continued efforts should be made to reduce the environmental health concerns created by the proximity of these areas to I-880, the railroad, shopping center traffic, and major truck routes. Additional opportunities for community gardens, parks, and other amenities should be pursued in this area.

### Halcyon-Foothill

<table>
<thead>
<tr>
<th>Halcyon-Foothill At A Glance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000 Population: 12,060</td>
</tr>
<tr>
<td>2015 Population: 13,000</td>
</tr>
<tr>
<td>2035 Projected Population: 15,370 (excludes Bay Fair TOD)</td>
</tr>
<tr>
<td>Major Neighborhoods: Assumption Parish, Upper Bal, Lower Bal, Halcyon, Foothill, Portofino, Sandpiper-Dundee</td>
</tr>
</tbody>
</table>

Halcyon-Foothill is one of the largest and most diverse residential areas in San Leandro, extending almost three miles south and southeast from Downtown to the Bay Fair area. Most of the area is characterized by residential subdivisions developed in the late 1940s and early 1950s; however, the area includes older homes developed when the area was
still unincorporated along with subdivisions from the 1970s and 80s. The housing stock is also diverse. Although the area contains thousands of post-war ranch homes, it also contains Victorian-era cottages, art deco homes, trailer parks, and some of San Leandro’s largest apartment, townhome, and condominium complexes.

The future emphasis in Halcyon-Foothill will be neighborhood beautification, conservation and improvement. A continued effort should be made to buffer homes from industrial and commercial uses on the west and the MacArthur Freeway on the east, and to ensure compatible infill development. A substantial increase in population is anticipated, almost entirely as a result of infill development along East 14th Street between Sybil and 150th.

East 14th Street will be enhanced as the neighborhood’s commercial “main street.” During the next 20 years, many of the older car dealerships and vacant or marginal commercial uses will be replaced by new commercial and mixed use developments. New development will be leveraged to create amenities along the corridor, including streetscape, signage, lighting, and landscaping improvements. Safer conditions for pedestrians, bicyclists, and transit users are also envisioned, both on East 14th and on Bancroft Avenue. The East 14th Street South Area Development Strategy provides policy guidance for the corridor and describes “nodes” where future commercial activity will be focused.

A stronger sense of neighborhood identity can also be created in this part of San Leandro by capitalizing on the area’s schools as community open spaces. The area includes San Leandro High School and Jefferson School, Assumption Church and School, as well as Toyon Park and Halcyon Park. The new East Bay Greenway will provide an amenity on the west side of this area. Opportunities to enhance the PG&E transmission line corridor as an open space amenity also should be explored.
Floresta/Springlake

Floresta/Springlake At A Glance

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>8,700</td>
</tr>
<tr>
<td>2015</td>
<td>8,800</td>
</tr>
<tr>
<td>2035 Projected</td>
<td>9,080 (excludes Bayfair TOD)</td>
</tr>
</tbody>
</table>


The Floresta/Springlake neighborhood extends west from I-880 to Hesperian Boulevard in the southern part of San Leandro. Like Halcyon-Foothill, this is a large area consisting mostly of 1950s-era ranch style housing tracts but also including multi-family developments and newer subdivisions. The area includes San Leandro’s largest apartment complex—the 840-unit Lakeside Apartments—as well as Floresta Gardens Townhomes, Washington Commons Townhomes, Eden Lodge, and several smaller multifamily complexes. Washington Avenue is the neighborhood’s major commercial corridor, with a cluster of shopping centers at Washington and Floresta Boulevard. The only sizeable open space in the neighborhood is Floresta Park, which adjoins Monroe Elementary School.

Opportunities for new residential development in the Floresta/Springlake area are limited to a handful of properties along Halcyon Drive, Hesperian Boulevard, and Washington Avenue. The density and scale of development here should be compatible with the adjacent single family neighborhoods. Elsewhere, the major objectives are conserving the housing stock, maintaining neighborhood aesthetic standards, ensuring the compatibility of additions and remodels, and improving edge conditions where residential uses abut industrial or commercial uses. The introduction of housing to the retail node at Washington/Floresta could be considered during the next 20 years, but
the priority at this location is revitalizing commercial activities to provide services to nearby residents. Aesthetic improvements to the Washington Avenue commercial strip, such as undergrounding of utilities and street tree planting, should be pursued. The planned East Bay Greenway will provide a new amenity for the neighborhood, and improve bicycle connections to Downtown and the Bay Fair area.

### Washington Manor

<table>
<thead>
<tr>
<th>Washington Manor At A Glance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000 Population: 16,620</td>
</tr>
<tr>
<td>2015 Population: 17,350</td>
</tr>
<tr>
<td>2035 Projected Population: 17,710</td>
</tr>
<tr>
<td>Major Neighborhoods: Washington Manor, Bonaire, Sandev</td>
</tr>
</tbody>
</table>

Washington Manor (“the Manor”) and Bonaire are well-established neighborhoods in southwest San Leandro. Both neighborhoods exemplify the type of development that took place across the United States in the decade following World War II, with thousands of similarly designed homes on a curving grid of streets. At the time it was built, Washington Manor was one of the largest housing tracts in the Bay Area. Multiple generations of homeowners have made extensive changes to the housing stock, and today the Manor and adjacent Bonaire have evolved into a mature community of comfortable ranch-style homes. Densities average about five units per acre and multi-family housing is generally limited to the southeastern edge of the neighborhood.

Today, about one in every six San Leandro residents lives in this area. This is also one of San Leandro’s most culturally diverse neighborhoods. More than half of the households speak a language other than English at home. The Manor is sometimes perceived as a “city within the city,”
with its own centrally located library, parks, schools, and shopping area. These features, coupled with well-defined edges like San Lorenzo Creek, Wicks Boulevard, and the Nimitz Freeway, create a strong sense of community.

The Manor and Bonaire neighborhoods are generally considered to be built out. No significant land use changes are anticipated during the next 20 years. The emphasis will be on maintaining and enhancing homes and yards, enforcing codes and addressing nuisance complaints, beautifying the neighborhoods, and revitalizing local commercial areas. Although residential alterations and additions are encouraged, care should be taken to respect the spacious, low-density character of the neighborhoods. Expanded efforts should be made to update the commercial centers at Manor and Farnsworth, Manor and Zelma, and Lewelling and Wicks. The Manor Shopping Center (at Manor and Farnsworth) in particular, has the potential to be a more vibrant neighborhood center and community focal point.

### West of Wicks

<table>
<thead>
<tr>
<th>West of Wicks At A Glance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000 Population: 3,170</td>
</tr>
<tr>
<td>2015 Population: 3,370</td>
</tr>
<tr>
<td>2035 Projected Population: 3,410</td>
</tr>
<tr>
<td>Major Neighborhoods: Heron Bay, Marina Vista, Mission Bay</td>
</tr>
</tbody>
</table>

This area contains three separate but adjoining residential developments located on the west side of Wicks Boulevard in the southwest corner of San Leandro. Two of these developments—Marina Vista and Heron Bay—were built in the late 1990s. The third—Mission Bay—is a 40-acre master-planned mobile home community. The Marina Community Center is an important community facility serving these neighborhoods and the adjacent Manor area.
This area is the gateway to the San Leandro Shoreline Marshlands, with access to the Bay Trail provided at several points. No land use changes are anticipated during the coming years. Ongoing code enforcement and compliance programs will ensure that these neighborhoods remain attractive places to live. Continued efforts also will be made to protect habitat in the marshlands, reduce the visual impact of renewable energy facilities, and address the potential impacts of rising sea level on flooding and biological resources.

### Marina

**Marina At A Glance**

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>6,690</td>
</tr>
<tr>
<td>2015</td>
<td>6,620</td>
</tr>
<tr>
<td>2035 Projected</td>
<td>7,700</td>
</tr>
</tbody>
</table>

Major Neighborhoods: Marina Faire, Mulford Gardens, Little Alaska, Seagate

The Marina area encompasses the neighborhoods at the west end of Marina Boulevard, including Mulford Gardens, Marina Faire, Little Alaska, and the Seagate and Marina Gardens condominium developments. Although each of these neighborhoods is separate and distinct, they form a well-defined community with shared concerns and issues. Mulford Gardens was originally laid out in the 1920s as a rural subdivision in unincorporated Alameda County. Although it was annexed to San Leandro in 1957, the 160-acre neighborhood still retains a semi-rural quality. Its dense tree canopy, large lots, remnant farms, and eclectic mix of old and new homes set it apart from other San Leandro neighborhoods. Little Alaska was developed around 1950, with Alaskan cities providing the inspiration for its street names. Marina Faire includes about 475 homes developed in the early 1960s. The Seagate and Marina Gardens complexes are more recent.
Most of the Marina/Mulford area is built out, although the neighborhood includes a few vacant parcels and several underutilized commercial properties. Current zoning in Mulford Gardens allows more than one home per lot on parcels exceeding 12,000 square feet, creating the potential for additional dwellings on many of the lots. The area also includes a planned residential and commercial development at the San Leandro shoreline. As noted later in this chapter, preliminary plans for this area include 354 new homes, new restaurant, retail, and office space, and waterfront parks. This development, coupled with the new Kaiser Permanente medical complex, may have a transformative effect on the Marina corridor, and create opportunities for additional commercial and office uses between Mulford Gardens and Merced Street.

The Marina/Mulford area is particularly sensitive to the impacts of development on its perimeter, given that it is adjoined on the north and east by general industrial uses and rail lines. Future commercial and industrial development decisions must address the potential for increased auto and truck traffic, noise, and other adverse effects on the area. As in other San Leandro neighborhoods, there will also be a continued focus on housing conservation, enforcement of community standards, neighborhood gateway and streetscape improvements, and improved buffering. Ongoing efforts will address airport noise and truck traffic issues, revitalization of the Marina Faire Shopping Center, connections to Oyster Bay Regional Shoreline, and adaptive measures on the shoreline to address potential sea level rise impacts.

Bay-O-Vista

Bay-O-Vista At A Glance

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>2,330</td>
</tr>
<tr>
<td>2015</td>
<td>2,180</td>
</tr>
<tr>
<td>2035 Projected</td>
<td>2,270</td>
</tr>
</tbody>
</table>

Major Neighborhoods: Bay-O-Vista, Chabot Park

Bay-O-Vista encompasses the portion of San Leandro located east of I-580. It is unique among San Leandro neighborhoods because of its hilly topography and panoramic views. The neighborhood is characterized by single-story ranch homes on relatively large lots. Densities average about three units per acre. A majority of the Bay-O-Vista area was developed during the 1960s, although some homes date back to the 1940s. Many of
the homes have been designed to maximize westerly views toward San Francisco Bay.

Although most of Bay-O-Vista is built out, there are a few parcels that are vacant or large enough to be subdivided. Most of these parcels are quite steep and several have access constraints. Any future development on these sites must mitigate the potential for erosion and landsliding, both on-site and on adjacent properties. Zoning regulations for this area strongly discourage tall or bulky homes and require development to respect the area’s characteristically low rooflines. Similarly, additions to existing homes in Bay-O-Vista are required to minimize the disruption of views and maintain the overall low profile of housing in the area.

C. PLANNING ISSUES

The following section of the Residential Neighborhoods Sub-Element profiles the major neighborhood planning issues in San Leandro. This section is followed by goals, policies, and actions which correspond to these issues. The focus of this Sub-Element is neighborhood conservation and improvement. A separate part of the General Plan (the Housing Element) focuses on housing affordability and new housing production. The two chapters complement and support one another, presenting a consistent strategy for meeting future housing needs and enhancing the quality of life in the city.

Community Standards

San Leandro residents take pride in the quality and appearance of their neighborhoods, including yards, homes, and public spaces. The City has set high standards for the appearance of these areas and maintains code enforcement programs to uphold these standards. The Municipal Code addresses the storage of campers and boats, the location of parked vehicles, graffiti, fence height, and other attributes which can potentially affect neighborhood aesthetics. Covenants, conditions, and restrictions (CC&Rs) within individual developments may set additional
requirements to uphold community standards. CC&Rs are generally enforced by homeowners associations.

Given San Leandro’s size, instances of neglected yards, unpermitted construction, code violations, and non-sanctioned activities inevitably occur. The City’s Community Preservation Ordinance is administered by the San Leandro Police Department, with assistance from other City departments. The ability to enforce standards has been challenged by constrained municipal finances, including the loss of redevelopment funding, and by a large influx of new residents who are unfamiliar with local codes and penalties. Increases in household size have led to an increased number of parked vehicles in front yards and unlawful outdoor storage in some neighborhoods. At the same time, soaring housing costs have limited the ability of some households to address home repair needs. The City has a number of home repair loan and grant programs for lower income residents, but funding is limited.

Another issue in residential areas concerns commercial activities in private homes. The Zoning Code and Municipal Code both regulate activities in residential areas, such as home occupations, garage sales, in-house day care, and home auto repair. Home occupations are an important part of the city’s economy and contribute to the livelihood of many families—however, they must occur in a manner that preserves the residential character of the city’s neighborhoods.
Residential areas are also prone to impacts from nearby business and industrial uses. Although homes and businesses may be compatible in many settings, some neighborhoods abut manufacturing facilities generating a large amount of truck traffic and noise. Buffering and performance standards have been developed to reduce conflicts. Similarly, in mixed use areas, standards have been developed to address noise, odors, privacy, and other issues when residential uses are sited above restaurants, bars, dry cleaners, and similar commercial activities. The issue of compatibility between residential and non-residential uses is addressed in the Business and Industry Sub-Element of this Chapter.

**Neighborhood Character**

Some San Leandro neighborhoods have clear boundaries, consistent architectural styles, centrally located parks or shopping centers, and other characteristics that distinguish them from nearby areas. The strong sense of neighborhood identity in these areas has many benefits, from pride of ownership to a commitment to work together during times of crisis.

Other San Leandro neighborhoods are less well organized. Some may lack a neighborhood association or a strong sense of where the neighborhood begins and ends. Other neighborhoods may lack a clear center or gathering place. A large number of residents may be limited English-speakers—and they do not yet feel they are a part of the community. San Leandro is committed to fostering a stronger sense of community in these areas, both through changes to the physical environment and by providing residents with opportunities to become organized and involved at the neighborhood level.

Building more cohesive neighborhoods also means ensuring that infill development is compatible with its surroundings. Although this General Plan anticipates thousands of new housing units in San Leandro—such development will be directed to under-utilized commercial sites and transit station areas rather than to single family neighborhoods. Where higher densities are permitted, care must be taken to ensure high quality design, smooth transitions to any lower density housing that may be nearby, and a commitment to ongoing property maintenance.

Throughout San Leandro, a concerted effort will be made to protect residential privacy and views, conserve significant architectural qualities, and ensure that new development contributes positively to the overall character of the neighborhood. New structures should be sited to
conserve natural features, protect creeks and vegetation, and incorporate sustainable design principles. The increased emphasis on residential design may mean that some homeowners will need to invest additional time and effort before altering or adding on to their homes. The end result will be a more attractive, coherent community—enhancing property values for all residents and protecting the sizeable investment that many residents have made in their properties.

New Housing Opportunities

San Leandro is committed to creating new housing opportunities for current and future residents. New housing will be needed to balance the projected increase in job growth and to respond to changing community needs. The policies and actions in Goal LU-3 reflect a commitment to promote a spectrum of housing types, from market rate single family homes to affordable units and housing for special needs groups such as seniors and the disabled. This commitment is echoed in the Housing Element.

Mitigation of Public Facility Impacts

Development impact fees for improvements to schools, transportation, parks, and other public facilities are collected when new projects are approved, so that existing residents are not burdened with these capital costs. However, the City’s ability to fully recover such costs is limited by State and federal law. School impact fees are capped by the State, and other fees must be based on in depth fiscal studies. Before levying development fees or requiring specific improvements, the City must demonstrate that there is a “nexus” between the project and the need for

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expanded services. Moreover, impact fees cover capital costs but they do
not cover the ongoing costs of service delivery and maintenance.

The City will promote creative solutions to minimize the impacts of new
housing development on existing San Leandro residents in the future.
One effective strategy is to maintain a favorable balance of residential
and non-residential growth. By encouraging economic growth as well as
housing, particularly projects which generate sales tax and other local
revenue, the City can place itself in a better position to maintain or
improve the services it provides to residents.

Citizen Participation

Many San Leandro residents live within the boundaries of an active
homeowners association (HOA) or neighborhood association. The city’s
HOAs represent areas as small as individual condominium complexes
and areas as large as greater Washington Manor, with 5,700 households.
The associations have a long history of active participation in
neighborhood improvement and public safety, but additional means of
outreach and engagement are needed. Social media and web-based
engagement can reach potential new participants, and provide a portal
for those who may not be able to attend neighborhood meetings or join a
local board or organization. In addition, outreach through faith-based
organizations, advocacy groups, and social service organizations is
needed to reach groups with limited English, disabilities, or other special
needs, to ensure that services are inclusive and that all perspectives are
heard.
D. GOALS, POLICIES, AND ACTIONS

COMMUNITY STANDARDS

GOAL LU-1  Maintain stable, safe, and attractive neighborhoods.

POLICY LU-1.1  Housing Maintenance. Support the on-going conservation, maintenance and upgrading of the city’s housing inventory.

POLICY LU-1.2  Code Enforcement. Maintain aggressive code enforcement and nuisance abatement programs to ensure that San Leandro’s neighborhoods remain attractive and free of public nuisances.

Action LU-1.2.A  Unpermitted Construction
Explore a variety of regulatory tools and programs to reduce the incidence of illegal construction and ensure that such construction is either removed or retroactively permitted and brought up to code when it is discovered.

Action LU-1.2.B  Code Enforcement Administration
Periodically revisit the City’s code enforcement activities to determine the need for changes in funding, organization, staffing, and local ordinances addressing community standards and preservation. New funding sources for code enforcement and nuisance abatement should be pursued.

Action LU-1.2.C  Mobile Home Park Improvements
Pursue a variety of strategies and programs to upgrade the appearance of mobile home parks without displacing owners and tenants.

Action LU-1.2.D  Persistent Problem Properties
Encourage effective and prompt action by the San Leandro Police Department in response to reports from residents and community groups regarding nuisance properties and illicit activities in residential areas. The City should develop an inter-departmental and inter-agency protocol for responding to and resolving persistent problem properties, including properties requiring frequent code enforcement actions or frequent police response to criminal or nuisance activities.
**Policy LU-1.3**  
**Demographics and Land Use.** Recognize the effects of changing demographics, including larger family sizes and multi-generational households, on housing conditions, parking, yards, and other aspects of neighborhood appearance. Explore alternatives to traditional zoning standards to more effectively address issues the needs of larger households and the potential impacts of such households on nearby properties.

**Policy LU-1.4**  
**Collaboration with Community Groups.** Work closely and collaboratively with homeowners associations, neighborhood associations, and other community groups to address nuisances, eliminate blight, and ensure that community aesthetic standards are maintained.

**Action LU-1.4A: Community Compliance Outreach**  
Use the City’s website, social media, and other platforms to increase awareness of local codes and regulations relating to blight, property maintenance and appearance, and nuisances. Work with neighborhood associations, realtors, interest groups, and other organizations to direct new residents and businesses to this information.

**Policy LU-1.5**  
**Front Yards.** Encourage the attractive treatment of front yards and other areas in residential neighborhoods that are visible from the street. Landscaping of front yards should be consistent with the City’s water conservation and Bay-friendly landscaping goals.

**Policy LU-1.6**  
**Home Occupations.** Allow home occupations in residentially zoned areas, provided that there are no perceptible impacts on the neighborhood or surrounding properties.

**Policy LU-1.7**  
**Day Care Centers in Neighborhoods.** To the extent permitted by State law, maintain regulations for large-family day care facilities (as defined by the State) and child care centers which ensure that impacts on residential neighborhoods are minimized.
**Policy LU-1.8**

**Fences.** Require that any fencing in residential neighborhoods meets high aesthetic and safety standards. Residential fencing should not obstruct vehicle sight lines, be compatible with the architectural design of nearby structures and make a positive contribution to the character of the neighborhood.

*Action LU-1.8.A: Fence Guidelines*

Develop design guidelines for fences addressing such topics as height measurement, appropriate materials, decorative elements, and maintenance of vehicle sight lines. The three-foot height limit on front yard fences should be retained.

*Action LU-1.8.B: Through Lots*

Undertake a program to improve the appearance of rear yard fences on through-lots facing major thoroughfares.

**Policy LU-1.9**

**Multi-Family Housing Upkeep.** Maintain and enforce high standards of property upkeep for existing and new multi-family rental housing development.

*Action LU-1.9.A: Conditions of Approval*

Use the development review process to establish conditions of approval for new or refurbished multi-family housing development that ensure an ongoing commitment to maintenance once construction work is completed. Establish appropriate fines, penalties, and corrective measures in the event conditions are not being met.

*Action LU-1.9.B: Maintenance of Rental Properties*

Pursue ordinance revisions and incentives to ensure that landlords are held accountable for the appearance, maintenance, and safety of rental properties, including yard areas and structures.

See also Housing Element Policy 56.02 linking financial assistance for rental rehabilitation to affordability requirements

**Policy LU-1.10**

**Graffiti and Weed Abatement.** Maintain graffiti removal and weed abatement programs throughout the city and respond promptly and effectively to resident complaints.
**Policy LU-1.11**  **Second Units.** Recognize second units as an important part of the city’s housing stock, and encourage their continued development in single family neighborhoods. Maintain permitting requirements for second units which address parking, design, owner-occupancy, and other potential neighborhood impacts.

*Action LU-1.11.A: Second Unit Design Standards*

Develop design standards for second units which ensure that the units are architecturally compatible with the primary residence.

*Action LU-1.11.B: Second Unit Incentives*

Continue to explore incentives and development standards which make it easier to construct a second unit, including provisions to mitigate potential impacts on adjoining properties.

**Policy LU-1.12**  **Encroachment of Incompatible Uses.** Protect residential neighborhoods from the impacts of incompatible non-residential uses and disruptive traffic, to the extent possible. Zoning and design review should ensure that compatibility issues are fully addressed when non-residential development is proposed near or within residential areas.

**Policy LU-1.13**  **Mixed Single Family Residential/ Industrial Areas.** In areas that currently include a "hodgepodge" of industrial uses (such as auto body shops) and older single family homes on adjacent small lots, encourage infill development that creates a more cohesive character and reduces the potential for future land use conflicts. Innovative development types and building forms should be encouraged in such areas.

**Policy LU-1.14**  **Construction Impacts.** Ensure that construction activities are regulated and monitored in a manner that minimizes the potential for adverse off-site impacts such as noise, dust, erosion, exposure to hazardous materials, and truck traffic.
Neighborhood Character

**GOAL LU-2** Preserve and enhance the distinct identities of San Leandro neighborhoods.

**POLICY LU-2.1** Complete Neighborhoods. Strive for “complete neighborhoods” that provide an array of housing choices; easy access to retail stores, commercial services, and medical care; quality public schools; great parks and open spaces; affordable transportation options; and civic amenities.

*Action LU-2.1A: Retrofitting Neighborhood Form*
Identify opportunities and pursue grants to “retrofit” neighborhoods that were originally designed for auto access and convenience in a manner that facilitates walking and bicycling, and reduces dependence on motorized vehicles for short trips.

**POLICY LU-2.2** Neighborhood Centers. Retain and support small neighborhood-serving shopping centers, and improve the connections between these centers and adjacent residential areas. Work with local small businesses, commercial property owners and landlords, neighborhood associations, and residents to improve the appearance and economic performance of such centers to make them more pedestrian-friendly, and sustain them as part of the fabric of San Leandro neighborhoods.

*Action LU-2.2A: Façade Improvement Program*
Continue the City’s Façade Improvement Program, including the Commercial Rehabilitation Program and the Awning, Sign, and Paint Program. These programs should enhance the appearance of neighborhood commercial districts and emphasize their function as local gathering places. The City will continue to explore ways to improve neighborhood shopping centers and make them a more integral part of the neighborhoods they serve.
**Policy LU-2.3**  **Healthy Food Access.** Maintain access to fresh healthy produce in all parts of the city, and encourage supermarkets and corner stores that provide healthier food choices for residents.

**Policy LU-2.4**  **Neighborhood Schools and Parks.** Recognize local schools and parks as key aspects of what makes a neighborhood desirable and unique. Promote activities at schools and parks that build community pride and create a sense of neighborhood ownership.

**Policy LU-2.5**  **Pedestrian and Bicycle Improvements.** Promote improvements that make San Leandro neighborhoods more friendly to pedestrians and bicyclists, such as bike lanes, street trees, and crosswalks.

*See Transportation Element Goal T-2 for "Complete Streets" policies and Goal T-4 for pedestrian and bicycle policies.*

**Policy LU-2.6**  **Preservation of Low Density Character.** Preserve the low-density character of San Leandro’s predominantly single family neighborhoods.

**Policy LU-2.7**  **Location of Future Multi-Family Development.** Concentrate new multi-family development in the areas near the BART Stations and along major transit corridors such as East 14th Street. Ensure that such development enhances rather than detracts from the character of surrounding neighborhoods.

**Policy LU-2.8**  **Alterations, Additions, and Infill.** Ensure that alterations, additions and infill development are compatible with existing homes and maintain aesthetically pleasing neighborhoods.

**Policy LU-2.9**  **Density Transitions.** Avoid abrupt transitions from high density to low density housing. Where high-density development occurs, encourage such projects to step down in height and mass as they approach nearby lower density areas.
**Policy LU-2.10**  **Teardowns.** Discourage “teardowns” (the replacement of smaller dwellings with larger and more expensive homes) where the existing home is in good physical condition and the proposed home would be substantially larger than the prevailing scale of the neighborhood.

**Policy LU-2.11**  **Privacy and Views.** Encourage residential alterations, additions, and new homes to be designed in a manner that respects the privacy of nearby homes and preserves access to sunlight and views. Wherever feasible, new or altered structures should avoid the disruption of panoramic or scenic views.

**Policy LU-2.12**  **Off-Street Parking.** Ensure that a sufficient number of off-street parking spaces are provided in new residential development to minimize parking “overflow” into neighborhoods. The visual prominence of parking should be minimized in new development areas.

*See Transportation Element for additional policies on parking.*

**Policy LU-2.13**  **Gated Communities.** Unless overriding public safety considerations exist, discourage the development of “gated” communities or the gating of already developed neighborhoods or subdivisions.

**Policy LU-2.14**  **Emergency Access.** Ensure that all new development is designed for adequate access by emergency vehicles.

**Policy LU-2.15**  **Usable Open Space Provisions.** Require useable open spaces for community use in large new residential developments. Wherever feasible, such spaces should contain play equipment, children’s activity areas, and other amenities that draw people outdoors, create street life, and instill a sense of community. In higher density and mixed use areas, such spaces may provide for activities such as outdoor performances, farmers markets, outdoor dining, and community gatherings.

**Policy LU-2.16**  **Harmony With Nature.** Require new development to be harmonious with its natural setting and to preserve natural features such as creeks, large trees, ridgelines, and rock outcroppings.
Constrained Sites. Focus new housing development on underutilized or infill sites on the city’s flatter lands, rather than on previously undeveloped sites in the hills. Development on sites with significant geologic, hydrologic, or land stability constraints should be strongly discouraged.

See the Historic Preservation and Community Design Element for additional policies on residential design.

NEW HOUSING OPPORTUNITIES

GOAL LU-3 Provide housing opportunities and improve economic access to housing for all segments of the community.

Policy LU-3.1 Mix of Unit Types. Encourage a mix of residential development types in the city, including single family homes on a variety of lot sizes, as well as townhomes, row houses, live-work units, planned unit developments, garden apartments and medium to high density multi-family housing.

Policy LU-3.2 Mix of Price Ranges. Encourage a mix of price ranges to provide housing choices for San Leandro residents of all incomes and ages. Opportunities to include affordable units and market rate units within the same development projects should be pursued.

Policy LU-3.3 Affordable Housing Design. Design new affordable housing to blend in with the existing fabric of the community. Affordable housing should be located in a variety of neighborhoods rather than concentrated in one particular part of the city.

Policy LU-3.4 Promotion of Infill. Encourage infill development on vacant or underused sites within residential and commercial areas.
Action LU-3.4A: Single Family Infill Opportunities
Explore potential modifications to the City’s zoning regulations to create opportunities for additional single family detached dwellings in single family zoned neighborhoods. This would include allowances for smaller lot sizes and lot splits on lots that are substantially larger than those around them. It could also include allowances for two detached dwellings of comparable size on the same lot for lots meeting certain size criteria (such as Mulford Gardens).

Policy LU-3.5  Mixed Use on Transit Corridors. Encourage mixed use projects containing ground floor retail and upper floor residential uses along major transit corridors. Such development should be pedestrian-oriented, respect the scale and character of the surrounding neighborhood, and incorporate architectural themes that enhance the identity of adjacent commercial districts.

See Goals LU-6 and LU-8 for policies on specific areas where mixed use development is encouraged.

Policy LU-3.6  Housing by Non-Profit Developers. Promote the participation of non-profit housing organizations in the construction of new affordable housing in San Leandro, with particular emphasis on housing for working families.

Action LU-3.6A: Rental Housing Production
Pursue funds through a variety of government-funded housing programs to assist in the creation of new affordable rental units.

See the Housing Element for additional actions promoting affordable rental housing.

Policy LU-3.7  Housing for Active Seniors. Provide additional housing options for seniors and empty nesters, including retirement communities for active senior living.
Policy LU-3.8  **Amenities and Social Services Within New Housing.** Encourage new affordable housing development to provide amenities for future residents, such as on-site recreational facilities and community meeting space. Where feasible, consider the integration of social services such as child care within such projects.

**Policy LU-3.9  Live-Work Development.** Provide opportunities for “live-work” development to provide a housing resource for artists, craftpersons, and persons working from home. The design of live-work projects should be sensitive to the surrounding areas. Live-work is most appropriate as a buffer land use between residential and non-residential areas, in transit-oriented development areas, and in non-residential areas where the long-term viability of industry is compromised by small (less than one acre) parcels, buildings that cannot be easily adapted to higher-value uses, and proximity to sensitive uses such as schools and housing.

**Action LU-3.9A: Live-Work Ordinance**
Develop an ordinance addressing “live-work” and “work-live” development in the city. The ordinance should include updated definitions of these uses, identify the zoning districts or specific areas in which they are appropriate, and include performance standards and form-based design criteria.

**Policy LU-3.10  Market-Rate Housing.** Encourage the provision of a significant amount of market-rate ownership and rental housing as part of an effort to maintain and diversify the city’s economic base.

**Policy LU-3.11  Conversion of Non-Residential Land to Housing and Public Uses.** Allow the development of new housing on underutilized sites in industrial areas only if they meet all of the following criteria:

(a) Sites on the edges of commercial or industrial areas, immediately adjacent to established residential areas;

(b) Sites with adequate infrastructure, access, and road capacity to support housing;
(c) Sites which are not constrained by external environmental factors, including freeway and airport noise;
(d) Sites where conflicts with surrounding uses would not be created in the event of re-use;
(e) Sites which lack “prime” qualities for commercial or industrial development, such as direct freeway or rail access;
(f) Publicly-owned land which is not being used to its fullest potential.

Sites meeting the above criteria should also be considered for churches, libraries, parks, community facilities, and other uses that provide necessary services and advance the quality of life in the community.

Action LU-3.11.A: General Plan Amendment Requirements
Where areas meeting the criteria described above are designated for Industrial uses on the General Plan map, require a General Plan Amendment prior to allowing residential development, unless the text of the General Plan specifically indicates otherwise.

Mitigation of Public Facility Impacts

**GOAL LU-4**
Ensure that new residential development contributes its appropriate share toward the provision of adequate schools, parks, and other public facilities.

**Policy LU-4.1**
Concurrent Provision of Services. To the extent permitted by law, allow new residential development to occur only when the public facilities needed to serve that development are available or will be provided concurrently with the development.

Action LU-4.1.A: Development Review
Review all development proposals to assess their impacts on the demand for City services and public facilities. Identify mitigation measures as appropriate.
Policy LU-4.2  **Fair Share Contributions.** Require new residential development to pay its fair share of the cost of capital improvements needed to serve that development.

*Action LU4.2A: Impact Fee Revisions*
Review the City’s impact fees on a periodic basis and revise them as needed in response to changing costs.

Policy LU-4.3  **Public Facility Development.** Promote collaborative, creative solutions between the public and private sectors to develop additional schools, parks, and other public facilities in the city.

*Action LU4.3A: School Mitigation Measures*
Work with the San Leandro and San Lorenzo Unified School Districts to address the impacts of development on school facility needs, and explore ways to close the gap between the true cost and the amount that may be collected through impact fees.

Policy LU-4.4  **Park and School Site Acquisition.** Consider acquiring vacant or underutilized sites for park or school development in addition to facilitating private development on those sites.

Policy LU-4.5  **Infrastructure Financing.** Allow for flexibility in the financing of infrastructure improvements within new development, including the creation of special assessment districts for new projects and enhanced infrastructure financing districts in planned growth areas.

*Action LU4.5A: Enhanced Infrastructure Financing Districts*
Consider the use of Enhanced Infrastructure Financing Districts as a new tool for directing property tax revenues to the financing of projects such as water and sewer line replacement; streetscape enhancement; road, bike, and sidewalk improvements; flood control and storm drainage projects; and park improvement.
Citizen Participation

GOAL LU-5  Provide for active, timely citizen participation in all stages of neighborhood planning.

Policy LU-5.1  Coordination and Outreach. Coordinate housing plans and programs with organizations that are broadly representative of people in the community, including homeowners, renters, housing advocates, businesses and institutions. Collaborative, productive relationships should be promoted between City staff, elected and appointed officials, and local neighborhood groups.

Action LU-5.1.A: Meeting Notification
Continue the practice of notifying residents and organizations via e-mail prior to Board of Zoning Adjustments and Planning Commission hearings.

Action LU-5.1.B: Formation of New Neighborhood Groups
Promote the formation of neighborhood organizations and homeowners associations in neighborhoods that presently lack such groups.

Policy LU-5.2  Stewardship Projects. Encourage community organizations to assist in implementing General Plan policies on housing and residential neighborhoods, including neighborhood beautification and improvement projects.

Policy LU-5.3  Individual Participation. Encourage the participation of individuals as well as organizations in the planning process, since organizations may not always reflect individual needs and opinions.

Action LU-5.3.A: Posting, Noticing, and Advertising
Maintain posting, noticing, and advertising protocols for proposed development which ensure that a high level of notification is provided to surrounding residents prior to consideration of development applications by the Zoning Enforcement Official, the Board of Zoning Adjustments, the Site Development Subcommission, the Planning Commission, or the City Council. Electronic notification (e-mail and web postings) should be used whenever feasible.
Policy LU-5.4  Coordination With Developers. Work closely with developers and business interests to provide a constructive, cooperative attitude toward meeting the city’s housing needs. Require developers to initiate early and frequent communication with affected neighborhood residents, businesses, local school boards, and homeowners associations.

Action LU-5.4A: Consultation with Neighborhood Groups
Continue to consult with neighborhood groups at the earliest point feasible in the development review process. The City will continue to strongly encourage applicants for large development projects to meet with these groups prior to Planning Commission or Board of Zoning Adjustment hearings.
EMPLOYMENT AND MIXED USE DISTRICTS

A. OVERVIEW

San Leandro has a well-balanced economy, with a diverse mix of manufacturing, wholesale and distribution facilities, transportation and construction firms, retail and service businesses, health care industries, and technology and information-driven firms. Almost a third of the City’s land is designated for employment and revenue generation on the Land Use Map, including about 1,700 acres of industrial land, 400 acres of commercial land, and 560 acres of transit-oriented mixed use land. Industry and commerce provide thousands of jobs, millions of dollars in annual sales and property tax revenues, and many critical services to San Leandro residents. The City is committed to keeping its economy healthy, maintaining a competitive edge within the region, and staying attractive to established and emerging businesses.

This section of the General Plan provides a policy framework that allows each of the City’s business districts to evolve and change, while still maintaining the diversity that makes San Leandro’s economy strong. It maximizes the private sector’s ability to take advantage of new and emerging opportunities without compromising the vision described in the General Plan. It strives to fully leverage the investment that has been made in high speed fiber, not only for economic growth but also to implement “Smart City” initiatives that improve the efficiency of transportation and infrastructure systems. The policies presented here are focused on land use; a complementary set of policies in the General Plan Economic Development Element address parallel issues related to business attraction, retention, and expansion, as well as workforce development.

The Sub-Element begins with a profile of business and industrial land use issues in the City. Following this discussion, goals, policies, and actions provide guidance for decisions. Because most of the City’s business districts have been identified as Focus Areas, appropriate sections of the General Plan are cross-referenced for further guidance.
B. EMPLOYMENT AND MIXED USE DISTRICTS

Employment and mixed use districts in San Leandro include Downtown, transit-oriented development areas, industrial/innovation areas, shopping centers, commercial corridors, and the Marina. Most of the change envisioned in San Leandro during the next 20 years will take place in these areas. Specific land use recommendations for each area are contained in the Focus Area section.

Downtown

Downtown San Leandro includes a mix of traditional “mom and pop” businesses, conventional shopping plazas and national chains, restaurants, offices, and services. The area’s role as the city’s major center for shopping and services changed after the 1950s and has been changing again more recently with real estate market and consumer trends. In the 1960s and 1970s, Downtown’s role was diminished by the growth of suburban shopping centers. Downtown itself was “made over” as a shopping center, with streets closed and older structures replaced with surface parking and large utilitarian buildings. Since the 1990s, the focus has shifted back to restoring Downtown as a traditional pedestrian district. The area is once again becoming a magnet for shopping, dining, cultural, and civic activities. The retail focus has turned to specialty businesses, restaurants, and services that thrive in a unique, pedestrian-oriented environment.
Much of the key to Downtown’s future success depends on “placemaking”—intentional investments which contribute to the area’s sense of place and image as a citywide destination. This includes leveraging the area’s historic buildings and walkable scale, retrofitting development from the suburban era to be more pedestrian-friendly, and adding new elements that look to the future, such as public art, wayfinding signage, and parklets. The street environment should define Downtown as “the” place in San Leandro where people want to be—a place to shop, eat, and relax. Outdoor activities such as street fairs, farmers markets, and lunchtime concerts are an essential part of this formula. Public safety and maintenance are also essential.

Specific land use recommendations for Downtown are contained on Page 3-109.

Transit-Oriented Development Areas

San Leandro has designated Transit-Oriented Development (TOD) areas around both its BART stations. In addition, the East 14th Street corridor (discussed under “corridors” below) is a premium service bus route with the capacity for transit-oriented housing and commercial development. The TOD areas are intended to support the most intense development in the city, leveraging their proximity to BART to enable most daily trips to be made on foot or using public transit.

The TOD areas extend up to one-half mile around the San Leandro and Bay Fair stations, equivalent to about a 10-minute walk from each station. At the San Leandro BART station, this radius overlaps the Downtown area described above. Some of this area has already been developed with transit-oriented uses, such as the San Leandro Tech Campus and the Marea Alta housing development, but there is considerable untapped potential elsewhere. The area includes large vacant sites with the potential for thousands of new jobs and homes.

At the Bay Fair station, the half-mile radius includes land in unincorporated Alameda County as well as in the city of San Leandro. The San Leandro portion of the TOD includes Bayfair Center, several other shopping centers, and commercially zoned properties along Hesperian Boulevard and East 14th Street. There is virtually no transit-oriented development in this area at the present time, and the General Plan emphasizes a transformation of existing uses and parking areas to create a more walkable “village” environment.
Development regulations for TOD areas emphasize mixed use development and allow for considerably more intensity than other commercial zoning districts in the city. Regulations typically include minimum densities, as well as maximums, to ensure that land is used efficiently. Development standards and guidelines for these areas emphasize easy access to transit and include provisions for car-sharing, bike-sharing, and electric vehicles. Regulations typically are flexible enough to accommodate commercial uses, residential uses, or projects that combine both uses.

Specific land use recommendations for the TOD areas are provided later in this chapter.

**Industrial/Innovation Districts**

Industrial activities have played an important role in San Leandro’s economy since the 1860s, when Baker and Hamilton began manufacturing agricultural plows on East 14th Street. By 1960, there were more than 15,000 industrial jobs in the City. That figure gradually declined for 50 years, to the point where California Economic Development Department estimates showed about 12,500 industrial jobs (including warehousing, manufacturing, and wholesale trade) as of 2010. The number has been increasing since then, although the character of industrial uses has changed dramatically. Today, the focus is on innovation, advanced manufacturing, and creative industries such as 3-D printing and sustainable energy. The City has included an Economic
Development Element in its General Plan to help guide future change in its industrial areas.

San Leandro’s industrial areas benefit from a strategic location with excellent transportation access, relatively affordable real estate, and a strong identity within the region as a manufacturing center. In 2015, San Leandro had about 5.7 million square feet of manufacturing space, 2.5 million square feet of flex space, and 16.5 million square feet of warehouse space. The vacancy rate had declined to two percent, accompanied by an increase in rental rates. However, the City remains competitive and generally has lower rental rates than comparable space in Berkeley, Emeryville, Oakland, and Fremont.

As noted in the Economic Development Element, the City will continue to facilitate the adaptive reuse of its industrial land and building supply to meet the needs of the regional economy. Adaptive reuse is not a new phenomenon in San Leandro. During the 1990s and early 2000s, the City facilitated the conversion of a former Caterpillar tractor assembly plant into retail space, the reuse of the vacant Kaiser Aerotech plant as airport parking, and the replacement of the Albertson’s Distribution Center with Kaiser Permanente Hospital. Continued recycling and repurposing of the industrial land supply is expected in the future, with warehousing and underused production space replaced by new activities generating jobs, revenue, and businesses that strengthen and diversify the local economy.
While economic diversification is encouraged, existing industrial uses will also be supported. The Economic Development Element identifies measures to nurture existing businesses, such as one-stop permitting, business development assistance funds for renovation, utility tax and personal property tax rebates, and design assistance. The City also strongly supports business to business relationships among local industries, and actions to bolster corporate citizenship and stewardship.

Further direction for the industrial/innovation districts is provided in the Focus Area discussion later in this chapter.

**Office Districts**

Historically, San Leandro has not been a major regional office center. However, completion of Creekside Plaza in the early 2000s and development of the San Leandro Tech Campus in 2016 suggests this may be changing. As of 2016, most offices are local-serving, providing space for medical and professional firms, banks, finance and insurance companies, and other small businesses. The greatest concentration of offices is in and around Downtown and along Davis Street. Small office buildings also exist along many of the city’s thoroughfares and in the area immediately east of Downtown. There is also a growing inventory of office-flex space within the city’s industrial districts.
San Leandro will establish a clearer identity as an office market in the future. This will not only enable the city to attract higher-quality jobs, it will also allow local firms to remain and expand in San Leandro. Although there are several potential locations in the city where a regionally recognized office district might be established, the Downtown BART Station area offers the best prospect.

In addition to the Tech Campus, several other sites along Alvarado Street west of the BART station hold the potential for office development. The proximity to BART creates the potential for easy commuting via transit, and could result in far fewer vehicle trips per employee than suburban office park development. The area is also a short walk from Downtown San Leandro, providing potential customers for Downtown businesses and restaurants.

With relatively affordable rents and a large inventory of light industrial buildings, San Leandro will also continue to have a dynamic office-flex market. The LINKS shuttle service between the industrial areas and the Downtown BART Station provides easy access throughout West San Leandro. Another potential office area is the Bay Fair area, which offers easy access to BART and to nearby retail development.

Elsewhere in the city, smaller and more locally-oriented offices will continue to be incorporated in mixed use projects along corridor streets such as East 14th and MacArthur. In the area east of Downtown, existing office buildings should be upgraded over time to make them more appealing to prospective tenants. The area’s proximity to BART and smaller office configurations makes it appealing for start-ups, smaller companies, and local service providers.

Retail, Service, and Entertainment Districts

Retail and service uses represent a major part of San Leandro’s economy. In 2015, about 6,000 persons worked in the City’s retail sector and another 3,000 worked in restaurants and hospitality-related sectors. Most of San Leandro’s retail/service businesses are located in regional, community, and neighborhood shopping areas, and along commercial corridors such as East 14th Street. General Plan policies seek to establish a stronger identity and market niche for each retail/service area, thereby bolstering their economic performance. Figure 3-5 identifies the major retail/service districts in the City.
bolstering their economic performance. Figure 3-5 identifies the major retail/service districts in the City.

Regional Centers

Regional shopping areas in San Leandro include Bayfair Center, Marina Boulevard, Westgate/Costco, and Greenhouse. Each of these centers draws patrons from throughout the East Bay. Bayfair includes an enclosed mall of about 820,000 square feet as well as smaller shopping plazas and commercial uses on its perimeter. Marina Boulevard includes the Marina Square shopping center and the Auto Mall to its north and east. The Westgate area includes “big box” stores on historically industrial sites, including Walmart, Home Depot, and Costco. The Greenhouse area includes the Greenhouse Marketplace Shopping Center, the Walmart on Hesperian Boulevard, and adjacent commercial uses along Washington Avenue and Lewelling Boulevard.

Policies in the General Plan support expanded regional retail activity in each of these locations. Marina Square, Westgate, and Greenhouse provide maximum exposure to the large volume of traffic on I-880. Their location at the freeway interchanges minimizes the need for out-of-town shoppers to travel on neighborhood streets and thoroughfares. Bayfair Center, meanwhile, is at the heart of a proposed transit-oriented development area and the focus of a Specific Plan that is now underway.

Community and Neighborhood Centers

Community and neighborhood shopping centers are distinguished from regional centers by their size and market draw. Community centers typically draw patrons from throughout San Leandro. These centers include shopping centers such as the OSH/Living Spaces on Floresta Boulevard, and service businesses such as lumberyards and building supply stores. Neighborhood centers primarily serve the surrounding residential areas, usually within a radius of a mile or two. They typically include small-scale food stores, dry cleaners, and other convenience services. Neighborhood centers include auto-oriented plazas, such as Manor Shopping Center and Marina Faire, and pedestrian-oriented districts such as Bancroft Avenue/Dutton Avenue.
Areas of concentrated commercial uses

Note: Map shows concentrations of commercial uses only and does not show every commercial parcel in the City. Although some office parcels are mapped, most areas above contain retail uses.
The quality of the community and neighborhood shopping centers can have a significant effect on the perception of nearby residential areas and the City as a whole. Shopping centers that are attractive and busy can be a valuable amenity for the neighborhoods in which they are located. Conversely, shopping centers that have high vacancy rates or that look dated or neglected can contribute to blight. Zoning and business development programs should emphasize the updating of the neighborhood centers and accommodate businesses which respond to local needs.

The neighborhood shopping centers provide an opportunity to cultivate specialty businesses and nurture local entrepreneurial talent. These centers can provide affordable starting places for small businesses, cafes and restaurants, and even shops serving San Leandro’s growing market for multicultural goods and services. Such independent businesses can contribute to the overall sense of identity in the neighborhood centers and economic diversity and self-sufficiency. Small neighborhood businesses have always been valued in San Leandro and will continue to be valued in the future.

Although none of the neighborhood shopping centers are anticipated to close at this time, it is possible that market conditions may prompt their replacement with new uses during the life of this General Plan. It is also possible that these centers may be redesigned, or may be complemented by new uses such as housing. Such changes should be encouraged where they would be compatible with and enhance the surrounding neighborhood.
**Corridors**

San Leandro has several major thoroughfares which have historically been zoned for commercial uses. These include East 14th Street, MacArthur Boulevard, Hesperian Boulevard, and Washington Avenue. In the 1940s and 1950s, strip commercial corridors evolved along these thoroughfares, with retail and service businesses, shopping centers, gas stations, restaurants, car dealerships, auto body shops, and other auto-oriented commercial uses.

The commercial corridors present some of San Leandro’s biggest land use challenges. The strategy for the East 14th and MacArthur corridors is to more clearly define “districts,” creating a greater sense of identity and making the streetscape more attractive. Other corridors may continue to be auto-oriented in the future. Many of the services provided on the corridors, such as car dealerships and equipment rental do not lend themselves as well to pedestrian-oriented districts. These services are also important to the community and the economy, however, and should be retained.

**San Leandro Shoreline**

Like Downtown, the Shoreline is one of the places that distinguishes San Leandro from other cities in the East Bay. It is a community focal point and gathering place, offering a unique combination of recreation and visitor amenities. The policies in this Element encourage the City to take advantage of the area’s setting and location by accommodating additional hotels, restaurants, recreational opportunities, and housing. While the Marina itself is no longer considered economically viable, the boat basin remains a recreational and aesthetic amenity. Future development in this area should complement existing shoreline features, including the Bay Trail, the waterfront parklands, and the Monarch Bay Golf Course.

Additional detail on the Shoreline’s future is contained later in this chapter.
C. PLANNING ISSUES

San Leandro’s business districts face a number of land use issues, including compatibility, aesthetics and landscaping, buffering, parking, adaptive reuse, off-site impacts, and the encroachment of potentially incompatible uses. Responses to these issues vary from site to site and are addressed later in this chapter in the Focus Area discussions. Additional issues are covered in the Economic Development Element of the General Plan.

Buffering and Design

One of San Leandro’s long-standing land use priorities has been to improve the interface between business districts and adjacent residential neighborhoods. In some parts of the City, the lack of separation between homes and industry has resulted in conflicts associated with noise, odors, and other off-site impacts. Aesthetics also may be an issue in these areas. Policies in the General Plan ensure that San Leandro businesses are good neighbors to the residential areas they adjoin.

The City has established light industrial and industrial park zoning on the edges of most industrial areas, limiting the potential for incompatible uses next to housing. These more restrictive zones include greater limitations on uses, and conditional use permit requirements for activities that could cause off-site impacts. Other compatibility strategies include landscaping and fencing requirements, and special parking and access provisions.
In some locations, large manufacturing plants may remain near residential areas for many years to come. While the continued success of these industries is supported, long-term strategies to mitigate potential impacts on nearby homes should be developed. These strategies might include additional insulation for mechanical equipment, lights directed away from residential backyards, and landscaping or sound walls along property lines.

Ultimately, compatibility issues may be mitigated by economics and the changing nature of industrial uses. As interest builds in “humanizing” industrial areas by making them more attractive and livable, there may be collateral benefits to adjacent residential areas. The lines between “industrial” uses and other uses have become blurred as industrial areas host new activities such as artist studios, brew pubs, and tech firms. The reuse of warehouse and distribution buildings with new activities may raise new issues such as increased traffic and parking.

Land use compatibility issues also exist where commercial uses abut housing, particularly along corridor streets such as MacArthur Boulevard and East 14th Street. Overflow parking, noise from bars and restaurants, and other impacts may disturb nearby neighbors. Zoning regulations and conditional use permit procedures should continue to ensure that new commercial activities can be appropriately integrated into their surroundings. Special care should be taken in the development of new projects which combine housing and retail uses. The commercial activities in such projects will need to be carefully managed to ensure that they can successfully co-exist with residential uses.
While the predominant buffering issues have been directed at industry, there are also concerns about the potential impacts of new housing on established industrial and commercial uses. When new housing is proposed near industrial areas, the task of buffering and noise attenuation should fall on the residential developer rather than the adjacent industries. Disclosure notices should inform prospective homebuyers of the presence of established industries. Ordinances should be considered to ensure that industry retains the right to operate after nearby housing is developed.

The General Plan discourages the conversion of industrial land to housing, with a few exceptions. These exceptions include sites within one-half mile of a BART station and isolated pockets of industrial land surrounded by housing. Similarly, live-work and work-live activities may be acceptable on the edges of industrial areas, particularly where small lot sizes prevail and larger-scale industrial activities may not be feasible (see Policy LU-3.11).

Preparing for the Next Generation Workplace

In 2013, the City of San Leandro commissioned a study exploring how the Lit San Leandro fiber optics loop could be leveraged to revitalize the city’s industrial districts. “Next Generation Workplace Districts” described the emergence of an innovation economy driven by access to information, flexibility, nimble decision-making, and creative thought processes. The Study concluded that San Leandro was ideally situated to benefit from the new industrial landscape, given its access to high-speed broadband, transportation assets, business-friendly reputation, and tradition of “making things.”

Much of the Next Generation Workplace Districts Study focuses on changes to the physical environment to facilitate industrial transformation. In addition to adaptively reusing warehouses and former manufacturing buildings for co-working space, incubators, and new businesses, the Study called for improved connectivity on the local street network (including new through-streets), bike lanes and wider sidewalks, and improved connections to BART. It also suggests additional employee amenities, such as restaurants, hotels, and easier access to the area’s shopping districts. As these changes occur, a concurrent transformation will take place as buildings, transportation features, energy systems, infrastructure, and the environment become increasingly connected through an “Internet of Things” relying on high-speed internet technology.
Place making—that is, creating a stronger sense of identity and more positive image—is an essential part of this strategy. This includes improved architecture, landscaping, lighting, and aesthetic standards, as well as investments in public art and signage. It also includes activating the street environment with uses such as food trucks and special events. Given the vast size of the industrial area—some 1,700 acres—it is essential that such investments are focused on the locations with the greatest potential for positive impact and benefits to adjacent properties. The primary focus should be on the Marina Boulevard and Westgate-Merced corridors, and secondarily on Williams Street, Fairway/Aladdin, and Doolittle Drive.

Some of the most important opportunities for improvement are clustered around the new Kaiser Permanente Hospital. The vacant 25-acre site north of the hospital has the potential to be a major regional draw, providing retail, dining, entertainment, hospitality, and office uses that serve the adjacent hospital as well as the industrial and office uses in its vicinity. The adjacent stretch of Marina Boulevard, extending west to the shoreline, represents another important opportunity. Areas such as the Park Street “island” (near Siempre Verde Park), the Alvarado-Williams neighborhood, and mid-Washington Avenue also present opportunities for transition.

The transition to higher value uses may raise the risk of displacement for some industries as rents rise and new activities are introduced. Zoning should support the City’s economic development goals by maintaining areas suitable for heavy industry as well as innovation-driven businesses. Areas such as Eden Road and the west end of Davis Street should be physically improved without losing long-time businesses that play an essential role in the local and regional economies. Overlay zones and other tools should be considered to differentiate sub-areas within the industrial district and achieve desired outcomes.

**Growth Management**

This General Plan anticipates a level of growth in San Leandro not experienced in over 30 years. Moreover, this growth will have a different form and character than the suburban land use pattern that
characterizes most of the city today. Future housing and employment growth will be largely concentrated in a handful of areas, all of which are already part of the fabric of the city. San Leandro must manage growth carefully, mitigating impacts on transportation and services, while paying particular attention to urban design, architecture, and the quality of public space.

The Environmental Impact Report for the General Plan identifies specific mitigation measures to address the effects of growth on the natural and built environment. It is predicated on a 20-year growth scenario in which roughly 12,130 jobs and 5,600 housing units are added to the city. This growth is presumed to follow a particular spatial pattern, described by this plan and facilitated by the General Plan Map (and zoning). If growth exceeds the levels addressed in the EIR, or occurs in substantially different locations, then additional environmental analysis will be required. Most likely, amendments to the General Plan would be needed to facilitate such departures.

A number of aspects of growth management are worth noting. The City will need to regularly update its development impact fees so that new development “pays its way” to the greatest extent feasible. It will also need to coordinate more closely with adjacent communities (especially Oakland and Alameda County). Many of the impacts associated with growth, such as traffic, are regional in nature and cannot be solved by San Leandro alone.

San Leandro will also need to embark on new strategies to achieve a local jobs-housing balance. While past strategies have succeeded in creating almost exactly the same number of jobs in the city as employed residents, they have not solved the “mismatch” between where local residents work and where local workers live. The reality is that San Leandro’s location in the center of the region makes it difficult to reduce out-commuting—some two-employee households even choose the city specifically to commute in opposite directions. New initiatives are needed to match local jobs to residents, train residents to fill local jobs, and provide the housing choices needed for the local workforce to live in San Leandro. Only when this is achieved can the city claim that its jobs-housing balance is effectively working to reduce greenhouse gas emissions and freeway congestion.
GOALS, POLICIES, AND ACTIONS

DOWNTOWN REVITALIZATION

GOAL LU-6  Foster the development of Downtown San Leandro as a vibrant pedestrian-oriented destination that is the civic and social heart of the City.

Policy LU-6.1  Downtown Plans. In accordance with the adopted Downtown Plan and Urban Design Guidelines and the Downtown San Leandro Transit Oriented Development Strategy, ensure that new downtown development is attractive and creates an image conducive to revitalization.

Action LU-6.1A: Downtown Plan Implementation
Use the Downtown San Leandro Transit Oriented Development Strategy as the primary guide for the future of Downtown San Leandro, taking into consideration the updates recommended in Action 6.01-B below. Use the Downtown Plan and Urban Design Guidelines as the benchmark for design review evaluations, facade improvements, and streetscape plans.

Action LU-6.1B: TOD Strategy Update
Update the Transit Oriented Development Strategy to reflect development approvals since 2007, market trends and fiscal conditions, and updated objectives for the Downtown area. Among the changes to be pursued are:

(a) a greater emphasis on office development along the Alvarado Street corridor between Davis Street and Williams Street;

(b) allowances for higher residential densities in some of the Downtown zoning districts, consistent with the General Plan Map;

(c) an update of the list of 8 Special Policy (SP) areas and 39 opportunity sites, and the assumed capacity on each site based on current conditions;
(d) an update of the transportation plan to reflect the approved BRT alignment, completion of San Leandro Boulevard improvements, construction of the municipal parking garage, and emerging parking management strategies.

The changes should maintain the maximum total net increase in the potential number of dwelling units evaluated in the TOD Strategy EIR (3,430 units, from a 2007 baseline) but should consider an increase in the office space cap (719,000 square feet, from a 2007 baseline).

**Action LU-6.1.C Downtown Zoning Changes**

Update zoning regulations for the DA- zones to ensure consistency with the updated General Plan Map and Land Use categories.

**Action LU-6.1.D Minimum and Maximum Densities**

Maintain zoning regulations for the Downtown area which include minimum densities and intensities on larger parcels, and which limit very high densities on small parcels. With regard to maximum densities, pursue modifications to some of the Downtown zoning districts that make floor area ratio (FAR) the metric for determining a residential (or mixed residential-commercial) building’s size, rather than using density controls (e.g., limits on the maximum allowable number of units per acre). Using FAR would acknowledge that projects comprised of smaller units (studios and one-bedroom apartments) have different impacts than projects comprised of an equivalent number of larger units.

**Action LU-6.1.E Downtown Capital Projects**

Include public projects as identified by the Downtown TOD Strategy and the Downtown Plan and Urban Design Guidelines in the City’s Capital Improvement Program. These projects include restoring the traditional street grid; re-establishing a civic plaza at Washington and East 14th; adding bike lanes, wider sidewalks and other pedestrian improvements; expanding parkland along San Leandro Creek, implementing the East Bay Greenway; and upgrading infrastructure to support new mixed use development. Recommended projects should maintain strong forward momentum to facilitate Downtown’s restoration as the commercial and social center of San Leandro.
Policy LU-6.2 Downtown Sub-Districts. Create or reinforce a series of “districts” within Downtown based on existing land uses, circulation features, building types, and development opportunities. Zoning regulations should strengthen the character and form of each sub-district.

Policy LU-6.3 Retail-Service Improvements. Develop and implement business development strategies that improve the mix of retail and service businesses Downtown, with an emphasis on higher-end retail shops, sit-down restaurants, and entertainment uses. Downtown San Leandro should be the city’s primary destination for dining and entertainment, and efforts to attract higher-end restaurants and entertainment venues should focus on the Downtown area.

Action LU-6.3.A: Removal of Zoning Constraints
Modify zoning regulations as needed to remove constraints to the development of retail and entertainment uses in the Downtown Area, and in other non-residential areas where entertainment activities are desired.

Policy LU-6.4 Office Development. Support the growth of Downtown San Leandro as an office center. The City will encourage the renovation and upgrading of existing office space, and the development of new office space.

Action LU-6.4.A: Zoning for Office Space
Use zoning regulations and design guidelines to encourage smaller scale infill office development in the Downtown core and area to the east of Downtown, and to direct larger footprint office uses to the area west of the BART station. Downtown should retain a zoning district which emphasizes local-serving professional office space as a primary use.

Policy LU-6.5 Reducing VMT Through Land Use Choices. Provide a mix of land uses, site planning and design practices, and circulation improvements in the BART Station area that maximize transit ridership and the potential to reduce vehicle miles traveled (VMT).
Policy LU-6.6 Downtown Housing Diversity. Encourage a mix of market-rate and affordable housing in the Downtown area, including ownership and rental housing at a variety of price points. Recognize the opportunity to make future Downtown housing more affordable by reducing accompanying transportation costs and making it more feasible to use transit, bicycles, bicycle and car-sharing, and other innovative modes of transportation as these become viable.

Policy LU-6.7 BART Accessibility. Maintain and strengthen pedestrian, bicycle, and transit connections between the BART Station, Downtown, and nearby neighborhoods.

Action LU-6.7.A: BART Area Streetscape Improvements
Continue streetscape improvements in the BART Station area which enhance pedestrian and bicycle connections between the BART Station and the San Leandro Tech Campus and future office/residential development on the west and Downtown San Leandro on the east. Streetscape improvements should include tree planting, planted medians and curbside strips, sidewalk extensions (bulb-outs), wider sidewalks, enhanced paving, and lighting that encourages pedestrian movement.

Action LU-6.7.B: BRT Improvements
Undertake streetscape redesign and improvement projects to accommodate the development of Bus Rapid Transit from East 14th Street to the San Leandro BART Station.

Action LU-6.7.C: Safe Routes to Transit
Pursue funding for a Safe Routes to Transit project at the San Leandro BART station. Such projects make it safer and easier to reach local transit stations on foot or by bicycle through bike lanes, bike lockers, crosswalk improvements, signal changes, wayfinding signage, and similar improvements.

Action LU-6.7.D: BART Wayfinding Signage
Improve wayfinding signage for persons arriving at the San Leandro BART station, particularly for those seeking to travel to Downtown, the Shoreline, City Hall, and other major destinations.
Policy LU-6.8  Pedestrian-Friendly Environment. Provide public and private improvements that create a safe, friendly, and comfortable environment for pedestrians and bicyclists in Downtown.

Policy LU-6.9  Urban Design. Promote quality Downtown architecture that is well articulated, enhances the pedestrian setting, preserves the City’s architectural heritage, and fits in with the scale and texture of existing historic structures. Discourage “franchise architecture” that will detract from creating a unique and distinctive Downtown setting.

Action LU-6.9.A  Building Height
Generally maintain building heights of six stories or less in the area east of San Leandro Boulevard to respect the historic scale of development, and the integrity of Downtown San Leandro. Taller buildings are encouraged in the area west of the station.

Policy LU-6.10  Parking. Ensure that parking for Downtown businesses remains convenient, but take steps which de-emphasize surface parking lots as a dominant feature of the Downtown landscape. Continue to focus on strategically-located parking structures and efficiently striped on-street spaces to meet demand. Avoid the provision of an over-supply of surface parking in new Downtown development, focusing instead on improving connections to BART and AC Transit stops and implementing transportation demand management strategies.

Action LU-6.10.A  Downtown Parking Study
Implement the recommendations of the 2016 Downtown Parking Study, and use the findings as the basis for revised parking policies and management strategies.

Policy LU-6.11  Coordination. Fully involve and coordinate with local business owners, property owners, adjacent residents, and business organizations such as the Chamber of Commerce, San Leandro Improvement Association, and Downtown Association in all planning and development activities within the Downtown area.
**Policy LU-6.12** Business Partnerships. Support public and private efforts to enhance and market Downtown San Leandro. Encourage partnerships between the City, the Chamber of Commerce, the San Leandro Improvement Association, Downtown Association, and private entities (such as property owners, tenants, developers, etc.).

**Action LU-6.12A Downtown Community Benefit District (San Leandro Improvement Association)**
Support the Downtown Community Benefit District (also known as the San Leandro Improvement Association) and review the goals and programs of the District annually.

**Policy LU-6.13** BART Station Area Transit Village. Foster the development of the BART Station area as a mixed use “transit village,” with a full complement of office, high-density residential, and retail uses, along with pedestrian plazas, open space, BART parking, and other transit facilities. Development in this area should include a balance of new housing, office, and retail use, oriented in a compact form to make it more feasible to walk and use transit for most trips.

**Action LU-6.13A Parking Improvements**
Complete the planned parking structures at Marea Alta and the San Leandro Tech Campus, and retain spaces in these structures that are available for public use. Pursue opportunities for additional shared publicly available parking as a component of new private development in the station area.

**Action LU-6.13B Alvarado “Business Main Street”**
Undertake additional land use, urban design and market feasibility studies to re-imagine the area west of the San Leandro BART station as a transit-oriented office employment center, including the transformation of Alvarado Street between Davis and Williams into a “Business Main Street/Downtown West.”
Action LU-6.13c BART Area Housing
Strongly encourage the development of high-density housing on vacant and underutilized land at the northern terminus of Alvarado Street, and along the San Leandro Boulevard corridor to the north and south of the BART station. The City should continue to require minimum densities in these areas to ensure that the opportunity for transit-oriented development is maximized.

Action LU-6.13d Park Street Island
Encourage the gradual transition of the 8-acre “island” between Park Street and San Leandro Blvd to mixed use development. Future residential uses in this area should be oriented along Park Street, while the San Leandro Boulevard frontage should be used for non-retail commercial uses. Streetscape improvements, including undergrounding of utilities, should be pursued to beautify San Leandro Boulevard as a City gateway in this area. Siempre Verde Park should be maintained and enhanced as a neighborhood open space.

Policy LU-6.14 Downtown Open Space. Develop a network of Downtown open spaces to serve the growing population and workforce. This network should include civic plazas, parks, a linear greenway along the former Union Pacific Railroad right-of-way (part of the East Bay Greenway), and a San Leandro Creek greenway along the northern edge of Downtown. In addition, streetscape improvements should include street trees and sidewalks which connect these spaces and increase greenery in the downtown area.

Action LU-6.14a Thrasher Park and San Leandro Creek
Study the feasibility of relocating Thrasher Park from its current location at Davis and Alvarado Streets to a new location of equivalent or greater land area at the north end of Alvarado Street. The former park site would then be utilized for transit-oriented development, including public open space. In addition, pursue opportunities for linear park development along San Leandro Creek, creating a greenbelt and creekside trail west of San Leandro Boulevard.
**Action LU-6.14B: Town Square Park**
Explore the feasibility of closing (or reducing to one-lane and one-way) Hays Street (Dan Niemi Way) between Davis and East 14th in order to expand Root Park or create a larger creekside open space and public gathering place.

**Policy LU-6.15: Conservation of Lower Density Downtown Areas.**
Recognize certain areas within Downtown—particularly clusters of single family homes, public and institutional uses, and historic buildings—as well-established and stable, and avoid changes that would adversely affect these areas.

## Innovation Districts

### GOAL LU-7
Sustain dynamic innovation districts which place San Leandro on the leading edge of the Bay Area’s manufacturing and technology economy.

**Policy LU-7.1: Leveraging Locational Assets.** Build on the locational strengths and transportation features of San Leandro’s industrial area to support the area’s continued development as a major advanced manufacturing, technology, and office employment center.

**Action LU-7.1A: West San Leandro Plan Update**
Update the 1997 West San Leandro Plan to reflect changes over the last 20 years, the findings of the Next Generation Workplace District Study, opportunities created by the Lit San Leandro fiber optic loop, and to respond to changes in the local and regional economies.

**Policy LU-7.2: Adaptive Reuse.** Encourage private reinvestment in vacant or underutilized industrial and commercial real estate to adapt such property to changing economic needs, including the creation of flex/office space and space for technology-driven businesses.
Action LU-7.2.A: Renovation Assistance
Develop new programs and continue existing programs that increase the utilization of industrial floor space and support the use of such space for production rather than warehousing. This should include programs to convert obsolete buildings into spaces that meet the needs of modern industry and manufacturing, including the division of large single-purpose buildings into smaller leasable spaces that can serve multiple companies. Investments in renewable energy systems and energy efficiency should be encouraged as part of the adaptive reuse of such buildings.

Action LU-7.2.B: Parking Efficiency
Allow the reconfiguration of on-street parking in industrial areas (e.g., changing parallel spaces to angled spaces) where sufficient right-of-way exists, in order to meet potential increases in demand resulting from higher employment densities.

Policy LU-7.3 Zoning Flexibility. Ensure that industrial zoning regulations are flexible enough to achieve the vision of San Leandro’s industrial area as an “innovation ecosystem”, where new methods of production, operations, and design are supported.

Action LU-7.3.A: Zoning Review
Regularly review the Zoning Code to respond to real estate market and development trends, as well as changes in technology. The City shall routinely review the lists of permitted and conditionally permitted uses in industrial areas to ensure that desired and potentially compatible uses are not excluded. Particular attention should be given to accommodating ancillary uses associated with manufacturing and industrial operations, such as employee fitness centers and the sale of goods produced on-site, as well as uses that make the industrial areas more attractive to employees. In addition, the City will consider the use of form-based zoning regulations to provide added flexibility in industrial areas. Such regulations could include illustrative graphics showing how industrial sites might be repurposed for higher value employment uses, including massing, frontage orientation, and general architectural character.
Policy LU-7.4  Tax Base Enhancement. Encourage business development that improves the City’s ability to provide the public with high-quality services and which minimizes increases in the tax burden for existing businesses and residents.

Policy LU-7.5  BART and Downtown Access. Improve access to San Leandro’s industrial area from the Downtown San Leandro BART station and from Downtown San Leandro, with an emphasis on transit, bike lanes, and sidewalks. For those working in the industrial area, Downtown should be promoted as a destination of choice for employee services, dining and entertainment.

Action LU-7.5A: LINKS Shuttle Improvements
Continue to evaluate potential expansion and improvement of the LINKS shuttle route, including partnerships with local employers to extend the route or increase service frequency. Bus shelters and seating areas should be provided to facilitate transit use.

Policy LU-7.6  Circulation and Land Use Improvements. Improve the appearance, operation, and safety of the street system in San Leandro’s industrial districts, with an emphasis on better conditions for pedestrians and bicyclists, reducing conflicts between truck traffic and residential traffic, and improving connectivity between destinations.

Action LU-7.6A: Pedestrian and Bicycle Facilities
Improve pedestrian and bicycle travel in the industrial areas by adding bicycle lanes, widening sidewalks, providing pedestrian-scaled streetlights, adding crosswalk markings, and extending dead end streets and cul-de-sacs as opportunities arise. A particular emphasis should be placed on improving bicycle and pedestrian connections to BART, the Marina area, and existing and planned retail centers.

Action LU-7.6B: Westgate Parkway/ Merced Street Spine
Improve Merced Street and Westgate Parkway as a north-south “spine” through the industrial area, connecting the retail uses and workplaces at Davis/Westgate with the Kaiser Permanente complex, and creating opportunities to improve the intervening properties. Work with property owners to
explore the realignment of Westgate Parkway/Merced Street in the vicinity of Williams Street so that the two streets are directly connected without a “dogleg” on Williams Street.

**Action LU-7.6.C: Marina Boulevard West**
Undertake improvements to Marina Boulevard between I-880 and the San Leandro Shoreline to enhance this area as a “gateway.” Zoning for properties with frontage on Marina Boulevard should support the transformation of this corridor into an attractive, dynamic business district connecting Downtown San Leandro and the BART Station with new development at the San Leandro waterfront.

**Action LU-7.6.D: Eden Road**
Improve the Eden Road/West Davis area in a manner that attracts higher value industrial land uses and improves the appearance and image of this area. This should include paving of Eden Road and frontage improvements on adjacent properties.

**Policy LU-7.7: Arts, Makers, and Industry.** Promote the industrial area as a location for those in arts and “maker” industries. This should include the expanded presence of public art in industrial areas, including art that incorporate themes connected to the area’s industrial past or elements provided by local manufacturers.

**Action LU-7.7.A: Creation of Art**
Implement initiatives to create and install art in the industrial areas, including industrial-themed sculpture, murals, utility box wraps, and other measures that make the area more visually interesting, contemporary, and authentic.

**Policy LU-7.8: Sense of Place.** Create a stronger sense of place and a more positive regional image in the industrial districts through improved site planning, landscaping, architecture, façade improvements, fencing and screening, and design, as well as investments in streetscape improvements.
Action LU-7.8.A: Façade Improvements
Promote the City’s façade improvement program as a way to upgrade the appearance of buildings in the industrial districts. Seek additional funding sources to expand the program.

Action LU-7.8.B: Design Awards
Maintain design awards programs which recognize and acknowledge design excellence for industrial buildings.

Policy LU-7.9
Business Amenities. Improve business amenities such as restaurants, support services for business, public transit, walkable streets, and bike lanes.

Action LU-7.9.A: Kaiser North
Encourage development of the “Kaiser North” parcel located north of the Kaiser Permanente Hospital with uses such as restaurants, a hotel and conference center, destination retail, business services, personal services, and offices and workspaces. The design of new development should create an active street presence along Merced Street, with wider sidewalks and ground floor storefronts, as well as interior activity streets and public spaces, including outdoor dining areas.

Action LU-7.9.B: Ancillary Eating and Drinking Places
Allow on-site restaurants, bars, and entertainment venues within large food and beverage processing facilities where such activities showcase products manufactured on site, are secondary to the processing operation, and do not adversely affect adjacent properties.

Action LU-7.9.C: Pop-Up Dining and Food Trucks
Allow “pop-up” dining areas, food trucks, and mobile food vending in industrial areas, and encourage “pods” for multiple food vendors in locations with higher employment densities and available off-street space. Potential locations could include Merced Street near the Kaiser Permanente Hospital, the Farallon/Catalina area, the Doolittle/Williams area, and the Adams Avenue area in northwest San Leandro, among others.
Policy LU-7.10  **Community Engagement in Industrial Land Use Decisions.** Ensure that residents of the neighborhoods adjoining the industrial areas, such as Davis West, Mulford Gardens, and Marina Faire, are engaged in decisions affecting future industrial land uses, particularly where the potential for off-site impacts or land use conflicts exists.

Policy LU-7.11  **Mid-Washington Business District.** Sustain the mid-Washington corridor between San Leandro Boulevard and Halcyon Drive/ Floresta Boulevard as a mixed industrial and commercial district. While the existing commercial zoning may be retained in this area, it is envisioned as a diverse business corridor including a variety of uses, including manufacturing, warehousing and distribution, heavier commercial activities, and general commercial and service uses.

Policy LU-7.12  **Alvarado from Marina to Thornton.** Pursue the gradual transition of the area roughly bounded by Orchard Avenue, Thornton Street, Marina Boulevard, and San Leandro Boulevard into a neighborhood of live-work space, multi-family housing and townhomes, small professional offices and artist/craft studios, maker industries, and similar compatible uses.

**Retail and Service Districts**

**GOAL LU-8**  Establish excellent community and neighborhood-serving retail and entertainment uses.

Policy LU-8.1  **Retail Hierarchy.** Maintain a range of retail uses in the City, consisting of:
(a) Regional shopping concentrated around the existing centers at Bayfair, Marina Square, and Westgate;  
(b) Community retail uses centered in Downtown San Leandro, reinforcing the area’s image as the City center;
(c) Neighborhood shopping districts located within subareas of the City, providing basic goods and services within easy access of neighborhood residents; and
(d) Larger-scale general commercial activities such as building suppliers, lumberyards, and home improvement stores that occur on the edges of industrial areas.

**Action LU-8.1A: Over-Concentration**

Consider the use of zoning regulations to limit the proliferation of business types that may be over-concentrated or clustered to the point where the quality of the district and shopping opportunities for residents are diminished.

**Policy LU-8.2**

**Aesthetics.** Upgrade the City’s commercial corridors by building upon their existing strengths and improving their aesthetic qualities. The City should implement programs to underground utilities, abate weeds and graffiti, eliminate litter, improve buffers to adjacent residential uses, control excessive signage, and provide streetscape amenities and landscaping along the corridors.

**Policy LU-8.3**

**Corridor Mixed Use Areas.** Pursue the following land use and development principles in those areas designated “Corridor Mixed Use” on the General Plan Map:
(a) An emphasis on pedestrian- and transit-oriented site design, rather than auto-oriented or “drive-through” design;
(b) An emphasis on mixed use infill projects which incorporate upper story office or residential uses and ground floor commercial uses (the General Plan should be consulted for further description of the balance between residential and non-residential uses within each mixed use area);
(c) A shift toward higher value neighborhood-serving retail uses and higher-density housing.
**Action LU-8.3A: Limiting Passive Uses on the Ground Floor**

Use zoning to identify specific shopping districts (or portions of shopping districts) areas where “passive” ground floor uses such as offices are either not permitted or require a conditional use permit. Such districts should include parcels where the City and neighborhood vision is for “active” ground floor uses such as restaurants, retail shops, and personal services. Design guidelines in such areas should require transparent windows, attractive signage, clearly identified building entries, and other features that create a welcoming street presence.

**Policy LU-8.4**

**Neighborhood Shopping Centers.** Promote reinvestment in the City’s neighborhood shopping centers, with an emphasis on new retail uses that serve the adjacent neighborhoods and contribute to the overall vitality of the centers.

**Action LU-8.4A: Neighborhood Shopping Center Revitalization**

Continue to identify neighborhood shopping centers for enhancement and improvement, while remaining open to the possibility that marginal or obsolete centers may be converted to housing or mixed use development.

**Policy LU-8.5**

**Commercial Uses With An Industrial Character.** Maintain areas in the City that are appropriate for lumberyards, construction suppliers, automotive repair shops, and other commercial uses that are industrial in character or that typically locate in industrial areas. While development standards in these areas should respect the operational characteristics of these uses, they should still promote aesthetic improvements, adequate buffering for nearby uses, traffic safety, and a more positive visual image.

**Policy LU-8.6**

**Cultural Arts and Entertainment.** Provide additional opportunities for cultural, recreational, and entertainment uses in the City, including cinemas, theaters, live-performance venues, sports facilities, and art galleries.
Policy LU-8.7  Pop-Up Activities and Temporary Uses. Allow “pop-up” activities and other temporary uses in vacant commercial storefronts, in an effort to activate older and vacant buildings and provide space for new enterprises and activities that cannot feasibly occur elsewhere.

Policy LU-8.8  Visitor Services. Aggressively pursue the development of additional hotels, lodging, and conference facilities in the City. Hotels are particularly encouraged in locations with good freeway visibility, pedestrian connections to restaurants and other services, easy access to Oakland Airport or BART, and proximity to amenities such as the shoreline.

Policy LU-8.9  East 14th Street. Facilitate the transformation of East 14th Street from an unbroken commercial “strip” into a series of distinct mixed use neighborhood centers, each with a unique design identity and mix of uses. The land use pattern should emphasize a more attractive and human scale of development throughout the corridor, with pedestrian-oriented buildings, streetscape and transit improvements, and a lively mix of higher density residential, commercial, and civic uses.

Action LU-8.9.A: East 14th Corridor Plan Updates
Update City plans for the East 14th Street Corridor, including the portion of the corridor covered by the North Area Plan (Downtown to the Oakland city limits) and the South Area Development Strategy (Downtown to 150th Avenue). An Area Plan update for the northern part of East 14th, as well as the Bancroft and MacArthur corridors (see Action LU-8.11.A) is one of the highest priorities of this General Plan and should be initiated within two years after the General Plan is adopted, if feasible.

In the area north of Downtown, plans should include revised zoning and design standards and circulation improvements that respond to current issues in the community, and proposals for park and open space improvements. In the area south of Downtown, the recommendations of the South Area Development Strategy should be carried forward, with updates made to reflect current conditions and recent accomplishments, new opportunities, and emerging issues.
The South Area should continue to evolve into a series of unique “districts,” including:

(a) A Southern Downtown district between Maud and Sybil Avenues, characterized by uses and densities similar to those found Downtown;

(b) A predominantly multi-family residential area between Sybil Avenue and San Leandro Boulevard;

(c) A “Palma District” between San Leandro Boulevard and 141st Avenue, including health care, retail, service, and residential uses;

(d) An “International and Cultural” district between 141st and Lilian Avenues, including the Bal Theatre; and

(e) a mostly retail “Gateway” district between Lilian and 150th Avenue.

Zoning regulations and local business development programs in the South Area should support the types of uses described in the South Area Development Strategy. The illustrative site development studies in the Strategy should be used as the foundation for site planning and design.

Policy LU-8.10

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

Action LU-8.10A Bay Fair Station Transit Village

Complete the Bay Fair BART Transit Village Specific Plan now underway. The Plan should outline a vision for the area’s future development, include standards and guidelines for future development, and present a strategy for achieving desired end results. Following its adoption, undertake rezoning and capital improvements to facilitate implementation.
Action LU-8.10.B: East 14th Street Streetscape Improvements

Work collaboratively with Alameda County to improve East 14th Street in the Bay Fair area to make the area more attractive, distinctive, and friendly to pedestrians, bicyclists, and transit users.

Action LU-8.10.C Bay Fair BART Connections

Improve the pedestrian and bicycle connection between the Bay Fair BART Station, adjacent transit waiting areas, Bayfair Center, and nearby neighborhoods and shopping districts.

Policy LU-8.11 MacArthur and Bancroft Corridors

Encourage continued improvement and investment in the MacArthur Boulevard and Bancroft Avenue commercial districts. Mixed use development should be encouraged along MacArthur Boulevard, with an emphasis on local-serving commercial, residential, office, retail, and civic uses between Durant and Joaquin Avenues. Zoning for the corridor should be flexible enough to allow a full spectrum of residential and commercial uses. At Bancroft and Dutton Avenues, the focus should be on improvements to sustain a vibrant, pedestrian-oriented neighborhood shopping district. Continued efforts should be made to improve the streetscape, sidewalks, landscaping, and building facades on both Bancroft and MacArthur, making this area an attractive destination for residents of nearby neighborhoods.

Action LU-8.11A Plan Updates

Update City plans for the MacArthur and Bancroft corridors. For MacArthur Boulevard, this should include:

(a) Updated standards and guidelines for the desired mix of uses along various segments of the corridor;

(b) Updated proposals for streetscape design, landscaping, lighting, parking, open space, and facades for the corridor;

(c) Collaboration with the City of Oakland in plans for the area near the city limits and Foothill Square, recognizing the corridor’s designation by Oakland as a “Priority Development Area.”
(d) Zoning changes which promote mixed use development, including infill development combining upper floor housing and ground floor commercial uses.

(e) Improvements to the intersection of MacArthur Boulevard, Foothill Boulevard, and Superior Avenue to improve its appearance and enhance traffic safety for all modes of travel.

For the Bancroft Corridor, this should include plans to enhance and strengthen the Bancroft/Dutton commercial district and improve the safety of bicycles and pedestrians along the corridor.

**Policy LU-8.12**

**Marina Boulevard.** Improve the Marina Boulevard corridor as an east-west connector between Downtown San Leandro and the waterfront. This should include continued investment in regional retail and Auto Mall development between I-880 and San Leandro Boulevard. It should also include the gradual transformation of the area between Merced and Doolittle from industrial to higher value retail, service, and other commercial uses, with accompanying changes to make the street more pedestrian and bicycle friendly. Marina Boulevard should be viewed as the “front door” into San Leandro—a major gateway that communicates a positive impression of the city.

See also Action LU-7.6-C on Marina Boulevard

**Action LU-8.12A Estabrook Street**

Encourage the assembly of parcels along Estabrook Street to create through-lots to Marina Boulevard. In the event that such parcels are created, re-use with commercial development fronting on Marina (rather than light industrial uses fronting on Estabrook) should be promoted.
SAN LEANDRO SHORELINE

GOAL LU-9  Reinforce the San Leandro Shoreline as a regional destination for dining, lodging, entertainment, and recreation, while creating a new waterfront neighborhood.

Policy LU-9.1  Waterfront Enhancement. Enhance the San Leandro waterfront as a distinguished recreational shoreline and conservation area, with complementary activities that boost its appeal as a destination for San Leandro residents and visitors. Future development at the Shoreline should be compatible with the area’s scenic and recreational qualities.

Policy LU-9.2  Harbor and Channel Maintenance. Recognize the economic uncertainty of funding for channel and harbor dredging, as well as the City’s existing debt burden related to past harbor improvements and dredging, in land use decisions for the shoreline. Although the City will remain open to scenarios in which harbor operations become economically viable, municipal subsidy for dredging is considered infeasible under current conditions. Redevelopment of the harbor basin may be necessary when the channel is no longer navigable.

Policy LU-9.3  Public Amenities in Shoreline Development. Ensure that future development at the Shoreline includes complementary amenities that benefit San Leandro residents and current shoreline users, such as improved park space, restaurants, pedestrian and bicycle paths, and access to the Bay Trail.

Policy LU-9.4  Land Use Mix. Strive for a mix of land uses in the San Leandro Shoreline area that requires little or no City investment and results in a Shoreline that is financially self-supporting. Development should be phased in a manner that is consistent with this policy, and should maximize the extent to which commercial development funds public amenities and services.
**Action LU-9.4.A: Shoreline Development Plans**
Include the following components in the shoreline development:
(a) A banquet facility and hotel;
(b) Multiple restaurants;
(c) Housing;
(d) An enhanced public library and community building; and
(e) Recreation areas and public gathering spaces.

**Action LU-9.4.B: Sustainability and Sea Level Rise**
Ensure that future development at the shoreline takes place in an environmentally sensitive manner, taking into consideration the potential effects of rising sea levels.

**Action LU-9.4.C: Water-Oriented Recreation**
Continue to explore potential water-oriented recreational activities at the San Leandro Shoreline, such as swimming, non-motorized watercraft rentals, and windsurfing.

**Policy LU-9.5 Gateway Improvements.**
Encourage “gateway” improvements which enhance the approach routes to the Shoreline while minimizing the impacts of increased traffic on area neighborhoods. Improvements could include new signage, streetscape enhancements along Marina Boulevard and Fairway Drive, entry monuments and landscaping at the Shoreline itself, and longer-term circulation changes.

See also Policy LU-8.12 and Action LU-7.6.C

**Action LU-9.5.A: Shoreline Area Roadway and Transit Improvements**
Pursue roadway, sidewalk, bike lane, and transit improvements which beautify the entry to the Shoreline area, make it easier to travel to the Shoreline without a car, and more evenly distribute Shoreline-bound trips between Marina Boulevard and Fairway Drive.
Policy LU-9.6 Urban Design. Encourage cohesive urban design and high-quality architecture at the Shoreline. Buildings should be oriented to maximize water views and shoreline access. Architecture, signage, lighting, street furniture, landscaping, and other amenities, should be coordinated to achieve an integrated design theme.

Policy LU-9.7 Pedestrian and Bicycle Circulation. Promote improvements at the Shoreline which enhance pedestrian and bicycle circulation through the area, including public shoreline walkways and trail connections to adjacent regional parklands and neighborhoods.

Action LU-9.7.A: Shoreline Promenade
Require the improvement of a strip of land at least 20 feet in width along the shoreline as a public promenade, including vista points for the enjoyment of scenic views.

Policy LU-9.8 Special Events. Promote special activities, such as golf tournaments, farmers markets, and community events, in the Shoreline area as a means of increasing awareness and appreciation of the Shoreline as a community resource.

Policy LU-9.9 Neighborhood Impacts. Maintain an ongoing dialogue with residents of neighborhoods adjacent to the Shoreline to address traffic, noise, and other issues associated with future development. Early and frequent opportunities for neighborhood input should be provided in Shoreline development decisions.
Include the following components in the shoreline development:
(a) A banquet facility and hotel;
(b) Multiple restaurants;
(c) Housing;
(d) An enhanced public library and community building; and
(e) Recreation areas and public gathering spaces.

Action LU-9.4.B: Sustainability and Sea Level Rise
Ensure that future development at the shoreline takes place in an environmentally sensitive manner, taking into consideration the potential effects of rising sea levels.

Action LU-9.4.C: Water-Oriented Recreation
Continue to explore potential water-oriented recreational activities at the San Leandro Shoreline, such as swimming, non-motorized watercraft rentals, and windsurfing.

Policy LU-9.5 Gateway Improvements. Encourage “gateway” improvements which enhance the approach routes to the Shoreline while minimizing the impacts of increased traffic on area neighborhoods. Improvements could include new signage, streetscape enhancements along Marina Boulevard and Fairway Drive, entry monuments and landscaping at the Shoreline itself, and longer-term circulation changes.

See also Policy LU-8.12 and Action LU-7.6.C

Action LU-9.5.A: Shoreline Area Roadway and Transit Improvements
Pursue roadway, sidewalk, bike lane, and transit improvements which beautify the entry to the Shoreline area, make it easier to travel to the Shoreline without a car, and more evenly distribute Shoreline-bound trips between Marina Boulevard and Fairway Drive.
**Action LU-10.3.B: Design Guidelines**
Develop design guidelines for new development in commercial and industrial areas to promote aesthetic improvements in these areas.

**Action LU-10.3.C: Warehouse Conversions**
Consider zoning code amendments that accommodate the conversion of former warehouse and manufacturing buildings into “maker” spaces, start-ups, and other innovation economy firms, without adversely impacting nearby heavier industrial uses.

See also Policy LU-3.7 on live-work development and LU-7.2.A on renovation assistance

**Policy LU-10.4: Industrial Sanctuary.** Protect the City’s major industrial areas from encroachment by uses that are potentially incompatible with existing viable industrial activities, or which may inhibit the ability of industry to operate effectively.

**Policy LU-10.5: Big Box Retail Encroachment.** To protect the City’s industrial land supply, limit the further expansion of “big box” retail and other large footprint retail uses in the City’s industrial areas. Conversion of industrial land for big box uses should only be permitted in the vicinity of the existing concentrations of such uses at I-880/Davis Street and along Marina Boulevard.

**Policy LU-10.6: Light Industrial and Industrial Transition Buffer Areas.** Use the “Light Industrial” General Plan designation to create buffers between industrial and residential areas. Use the “Industrial Transition” General Plan designation to facilitate the transformation of specifically identified industrial areas to higher value land uses which capitalize on locational assets (such as proximity to BART or high visibility).
Action LU-10.6A: Conditions of Approval
On an ongoing basis, establish conditions of approval for new commercial and industrial development located adjacent to residential areas, and for new residential areas located adjacent to commercial and industrial areas, which ensure that the potential for future conflict is minimized.

Policy LU-10.7: Relocation. Where land use conflicts cannot be reasonably mitigated, consider the relocation of isolated residences surrounded by industrial uses.

Growth Management

Goal LU-11: Manage the city’s growth in a way that maintains the quality of life and reflects the capacity of infrastructure and public services.

Policy LU-11.1: Use of the General Plan Environmental Impact Report. Use the 2035 household and employment forecasts in this General Plan as parameters for environmental analysis for future development projects within the San Leandro city limits. The General Plan and its associated Environmental Impact Report presumed an incremental increase of 5,600 housing units and 12,130 jobs between 2015 and 2035. In the event that proposed development in the city would exceed these amounts, the Director of Community Development shall require that environmental review for any subsequent development address growth impacts that would occur as a result of development exceeding the General Plan projections. This does not preclude the City, as lead agency, from determining that an EIR would be required for any development to the extent required under the relevant provisions of CEQA (e.g. Section 21166 and related guidelines).

Action LU-11.1.A: Development Tracking
As part of the annual General Plan progress report, track the incremental addition of housing units and jobs that occur on a yearly basis relative to the General Plan forecasts. Consider a variety of sources to estimate current employment and job growth over time.
Policy LU-11.2  **Land Supply.** Ensure that land in San Leandro is zoned to accommodate a diverse mix of industrial, commercial, and residential development. The City will strive to balance local job growth, housing growth, and retail-service growth as a strategy for reducing vehicle miles traveled and related greenhouse gas emissions.

Policy LU-11.3  **Coordination with Nearby Jurisdictions.** Work with the City of Oakland to monitor planned and conceptual development proposals with the potential to directly or indirectly impact San Leandro. This should include changes associated with the proposed Coliseum City development near the Oakland Coliseum, future expansion of Oakland Airport, and plans for the Priority Development Areas along International Boulevard and MacArthur Boulevard. In addition, the City will work with Alameda County to improve the Ashland area, particularly the East 14th Street business district and the residential neighborhoods abutting San Leandro.

Policy LU-11.4  **Sphere of Influence.** Recognize Alameda County as the governing agency for land use matters in the unincorporated San Leandro sphere of influence. The City may comment on development proposals in the unincorporated sphere and may participate in County planning processes for this area. However, land use, transportation, and community service decisions in the unincorporated sphere are presumed to be guided by adopted County plans. No changes to such plans are proposed in this General Plan.
FOCUS AREAS

This section of the General Plan provides direction for eight “Focus Areas” within San Leandro (see Figure 3-6). Each Focus Area has unique issues that require more detailed discussion than is provided in the rest of the General Plan. Some of the Focus Areas have been targeted for immediate land use changes or gradual transition during the next two decades; others have special challenges related to land use, resource conservation, transportation, urban design, and other planning issues.

The Focus Area discussion includes a description of each area and relevant issues, keyed to specific General Plan policies and action programs addressing the area. In some instances, preparation of more detailed plans has been recommended to provide further direction.

A. DOWNTOWN

Downtown is the heart of San Leandro and has been a hub of commerce and employment for more than 150 years. It includes the City’s largest concentration of historic structures and its most pedestrian-oriented street environment, as well as important civic and cultural landmarks. Downtown has been the subject of several planning initiatives in recent years, resulting in area-specific policies, regulations, and guidelines.

For the purposes of the General Plan, Downtown San Leandro includes three sub-areas. The first is the traditional Downtown Core, which includes the area along East 14th Street and Washington Avenue between San Leandro Creek and Sybil Avenue/Castro Street. The second sub-area is “Downtown East,” which includes the area extending east to Bancroft Avenue along Callan, Estudillo, and Joaquin Avenues. The third sub-area includes the BART Station and adjacent blocks along the Alvarado Street and San Leandro Boulevard corridors. The first two sub-areas are addressed in the paragraphs below. The third (BART Station) sub-area is addressed as its own Focus Area in the next section.
Figure 3-6

Focus Areas

Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.
Detailed land use guidance for the Downtown Core was provided in the Downtown San Leandro Transit Oriented Development (TOD) Strategy, adopted in 2007. The Strategy was followed by application of new zoning regulations encouraging higher density housing, offices, retail and entertainment uses, and mixed use buildings. Several different zones were created, reflecting existing uses, historic resources, development opportunities, and the desired future character of different sub-areas. Design guidelines were adopted to make the area more pedestrian- and bicycle-friendly, and to improve circulation, parking, and traffic flow.

While the Downtown TOD Strategy is almost a decade old, the vision it presents for the Downtown Core remains valid. The City seeks to promote economic vitality, create a stronger sense of place, improve aesthetics, create new housing opportunities, protect and restore historic resources, and provide for the long-term maintenance of Downtown investment. The goal is to make Downtown a more vibrant and inviting place—a destination that welcomes all San Leandro residents.

Future development in the Downtown Core should respect its function as the commercial, civic and cultural heart of the city. More than any other place in town, Downtown defines San Leandro’s image. The bulky, coarse architectural styles of the 1960s and 1970s should be discouraged in the future, and there should be a greater focus on the area’s historic context. The intent is not to replicate the Downtown of a century ago, but rather to bring back traditional elements such as attractive, high quality buildings, wider sidewalks, and active ground floor uses. Taller buildings (up to six stories) and a variety of classical and contemporary architectural styles should be encouraged in this context. Activities which increase the daytime and evening population of Downtown are particularly encouraged, in order to create a more lively street environment and a stronger market for new businesses.
In a Nutshell...
Downtown Design Guidelines and Principles

The City adopted Design Guidelines and Principles for Downtown San Leandro in 2007, updating an earlier set of design guidelines from 2001. The Guidelines seek to revitalize East 14th Street as a pedestrian-oriented main street and strengthen Downtown as a successful retail, entertainment, and service district. One of the key objectives is to attract motorists to “stop and explore.” This is to be achieved through outstanding architectural and construction quality, active and interesting ground floor uses, destinations such as restaurants and specialty stores, and respect for historic resources.

The Guidelines address various building components, including corners, entrances, storefronts, display windows, facades, awnings, and rooflines, using a combination of photos and renderings. The guidelines also address building materials, lighting, and color. The emphasis is on reinforcing the historic context of Downtown, creating a stronger sense of place by designing new buildings and retrofitting existing buildings to be designed for strolling shoppers, rather than passing motorists.

Outdoor space is a major component of the Guidelines. Borrowing from successful examples across the country, the document describes how paving, outdoor seating, planting, railings, landscaping, water features, signage, and other exterior elements can create places where people want to be. Maintenance issues also are addressed, including repairs, trash collection, and graffiti removal.
Restoration of the original street grid has been a long-standing part of the vision for Downtown San Leandro. The grid was interrupted almost 50 years ago by the development of the San Leandro Plaza (Safeway) Shopping center. Steps have since been taken to improve pedestrian connections to BART, including the arch and arcade along West Estudillo. Ultimately, the shopping center has the potential to be remade into a mixed use development combining ground floor retail uses with upper story housing, office uses, structured parking, and restored pedestrian streets.

Similar opportunities exist on other Downtown sites. North of the Plaza, the block bounded by Hays (Dan Niemi Way), Davis, and East 14th presents the opportunity for office, retail, or mixed use development. This site, known as “Town Hall Square,” includes several parcels owned by the City of San Leandro and several private parcels. The northern end of the block abuts San Leandro Creek, presenting the opportunity to reconfigure or narrow Hays Street, expand Root Park, and provide an attractive new public space at the northern gateway to Downtown. Across East 14th Street to the east, a vacant CVS store and municipal parking lot offer a similar opportunity. North of San Leandro Creek, a City-owned parking lot has the potential for expanded park space, medium density housing, or a similar use that provides a connection from City Hall to Downtown.

South of Downtown along East 14th Street, Washington Avenue, Hays Street, and the east-west cross streets, there are a number of smaller parcels which could potentially be redeveloped over the next 20 years. There are also older developments such as Pelton Center with the potential to be updated to include more pedestrian-oriented spaces and additional floor area. Zoning regulations for Downtown have been
structured to accommodate substantially more development than exists today, and to maximize flexibility in uses and activities. In some cases, this could include the addition of upper stories to existing one and two story buildings.

Improvements to the pedestrian, bicycle, and transit systems are planned, and new parking management strategies are being developed to address the needs of local businesses, customers, and residents. Streetscape and public realm improvements should be implemented, especially as Bus Rapid Transit (BRT) service is initiated to the San Leandro BART station. A combination of public and private investment along Davis Street, Washington Avenue and East 14th Street should make these streets more attractive gateways into Downtown. Programmed activities such as the farmer’s market, the Cherry Festival, and summer concerts can also strengthen the area’s role the city’s gathering place.

The area east of Downtown contains a concentration of small professional and medical office buildings. The area also includes the San Leandro Public Library, single family homes, and several multi-family housing developments. Additional housing, office development, and related office services should be encouraged here, with an emphasis on small scale, local-serving projects. Stronger pedestrian connections between this area and Downtown should be encouraged. Development in this area should be lower in scale than in the Downtown Core, recognizing the proximity to nearby single family neighborhoods.

Some of the city’s most important historic resources are contained on the blocks immediately west of Downtown, in the area roughly bounded by Davis Street, Juana Avenue, Carpentier Street, and Hays Street. Creation of a small “Old San Leandro” historic district should be considered in this area, this area, encompassing landmarks such as the Casa Peralta and the Daniel Best Home. Other in the sites in this area provide opportunities for multi-family infill housing.

Please consult Goal LU-6 and related policies and actions for additional guidance on Downtown San Leandro.
The Downtown BART Area includes the San Leandro BART Station and the surrounding blocks in the Station vicinity. The City adopted a Transit-Oriented Development Strategy for this area in 2007, including land use, circulation, and urban design recommendations (see text box on the next page). The area was subsequently rezoned to facilitate its redevelopment as a new urban neighborhood, with taller buildings, denser housing, and a significant increase in office employment. The idea is to capitalize on the investment made in BART by directing a substantial share of the city’s future growth to the station area.

Several important milestones have been achieved in the decade since the TOD Strategy was adopted. These include the redesign of San Leandro Boulevard with new crosswalks, pedestrian safety, and bicycle improvements; the development of the 200-unit Marea Alta Apartments on the former BART parking lot at San Leandro Boulevard and Juana; and the first phase of the San Leandro Tech Campus on Alvarado Street. Bus Rapid Transit (BRT) improvements from East 14th Street to the BART station also are underway. An update to the TOD Strategy should be programmed for the next five years to reflect these achievements and respond to market trends and emerging conditions.
In A Nutshell...

Downtown San Leandro Transit Oriented Development Strategy

In 2007, the City adopted a Transit Oriented Development (TOD) Strategy for a roughly 300-acre area including Downtown San Leandro and the BART Station vicinity. This area is projected to accommodate more than half of the city’s growth between 2015 and 2035. Recommendations for the TOD area were shaped by a 27-member Citizens Advisory Committee and several large community workshops.

The TOD Strategy establishes a land use framework, circulation system, and development guidelines addressing building design, heights, and streetscapes. The document also identifies the capital improvements, open spaces, and public amenities that should accompany private development. The Strategy seeks to increase transit ridership and enhance Downtown San Leandro as the retail, civic, and cultural hub of the city.

Most of the development opportunities in the study area are associated with 39 parcels (or groups of parcels) located on scattered sites along East 14th Street, Washington Avenue, Davis Street, Alvarado Street, and San Leandro Boulevard. These parcels have been grouped together into eight “Special Policy Areas” and are the subject of specific land use and building massing recommendations in the strategy document.

The TOD Strategy projected a cumulative capacity of 3,430 housing units, 719,000 square feet of office space, and 121,000 square feet of retail space on the 39 sites. These totals should be revisited in the coming years to identify new sites, and allow for more office and retail space.
There are significant opportunities for infill development around the station. At the north end of Alvarado Street (south of San Leandro Creek), an area of more than 10 acres is vacant and zoned for high density residential/mixed use development. A minimum density of 60 units per acre applies in this area and FARs up to 4.0 are allowed. The design of new structures should preserve and enhance the creekside setting while encouraging pedestrian access to the nearby BART station. A creekside trail and open space buffer should be created along the northern edge. Office uses are envisioned to the south of this area along Davis Street, reflecting existing uses as well as the desire to create transit-oriented workplaces near BART. The possibility of relocating Thrasher Park to Alvarado Street on the south bank of San Leandro Creek, enabling the current park site to be used for development, has been raised in the past. The idea may continue to be explored, provided that the new park site is as large or larger than the current site and has equivalent usable recreation area.

Completion of the San Leandro Tech Campus will significantly change the character of the area west of the station. “Truth is Beauty”—a landmark piece of public art—will define the image of the district, and become the centerpiece of a dynamic public/private space and gateway for arriving BART passengers. Additional office space should be developed along the Alvarado corridor between Davis Street and Williams. The area is within 1,000 feet of the BART platform, and can become a future “business main street” with upper story offices and ground floor uses serving local employees and nearby residents.

The Alvarado Street corridor also has the capacity for a substantial number of new housing units, including housing types that do not yet exist in San Leandro. The City has identified a need and market for housing serving millennial households, including “micro” units, live-work units, and mixed use buildings that combine housing and other uses such as hotels and offices. The warehouses, one-story office buildings, and older industrial land uses along Alvarado Street may ultimately be replaced by mid-rise offices and residential mixed use projects.
The area along San Leandro Boulevard from Davis Street northward to Oakland also presents opportunities for positive change. Today, the corridor includes older commercial and industrial uses, such as mini-warehouses, a nursery, several auto body and tire shops, a restaurant, and Siempre Verde Park. Given the proximity of this corridor to the BART station and Downtown, a shift to higher value land uses is desired. North of San Leandro Creek, the Park Street “Island” should transition to uses that provide a more compatible edge to the nearby Farrelly Pond neighborhood. These uses could include residential and live-work uses along Park Street, and low-impact commercial uses (such as medical and professional offices, artists studios, and business services) facing San Leandro Boulevard.

Between San Leandro Creek and Davis Street, shallow parcels may limit the feasibility of large offices on the west side of San Leandro Boulevard, so service businesses and other uses which complement the nearby Creekside Office Center and Tech Campus should be encouraged. The TOD Strategy designates this area as “Office Mixed Use,” making it an ideal location for smaller scale local-serving offices, live-work and other activities that capitalize on proximity to BART.

Changes throughout the Station Area should create a stronger sense of cohesion and identity. Bicycle and pedestrian paths are proposed, serving not only new development but the neighborhoods and employment areas beyond. The proposed East Bay Greenway, a linear green space and bikeway in the former railroad right-of-way, will provide an amenity that helps shape the area, while also providing a link to other parts of the city.

Please consult the following policies and actions for additional guidance on the Downtown BART Station Area: Action LU-6.01.B (TOD Strategy Update); Policy 6.04 (Office Development); Policy LU-6.07 (BART Accessibility) and related actions; and Policy LU-6.13 (BART Station Area Transit Village) and related actions.
C. EAST 14TH CORRIDOR

East 14th is San Leandro’s “Main Street.” It is the City’s major commercial spine and has a 160-year history as the principal transportation route linking the cities of the East Bay. The East 14th Corridor is home to many of the City’s retail shops and service businesses, its largest shopping center, numerous bars and restaurants, medical and professional offices, and even City Hall. The street also includes hundreds of housing units, some in apartment and condominium complexes, and some in mixed use developments with shops and services on the ground level.

East 14th Street is a designated State Highway (Route 185) and is operated by Caltrans. Prior to World War II, the street was two lanes wide with an electric streetcar operating down the median. Much of the development in the Downtown area and the North area dates from the streetcar era, with pedestrian-oriented shops sited close to the street and little or no parking provided on-site. By contrast, most of the area between Downtown and Bayfair Center was developed in the post-war era. This section of the street was developed for auto access, with buildings set back a considerable distance from the street, prominent signs, and large parking lots along the street frontage. With little design control or coordination, the area had evolved into a quintessential commercial strip by the late 1950s.
Both the pre-war and post-war sections of East 14th Street entered a period of transition in the 1960s and 1970s as competition from larger suburban shopping centers and changes in consumer behavior made retailing more difficult. Some of the buildings deteriorated and some were replaced by newer auto-oriented uses. Although the street continued to function as a viable shopping area, there was a growing emphasis on drive-through type businesses, used car sales, and automotive service and repair uses. These land uses, coupled with signs of disinvestment in some areas, have perpetuated a negative image of the street within nearby neighborhoods.

For the last 25 years, the City has been implementing programs to improve the image and competitiveness of the East 14th Corridor so that it becomes a more attractive and economically robust destination. The City adopted a plan for the North Area in 1991, including the roughly 12-block long corridor between Oakland and San Leandro Creek. During the 1990s, the City narrowed this section of East 14th Street from four lanes to two, added street trees, widened the parking lane to accommodate bicycles, and constructed a gateway monument at the Oakland border. Developments such as Broadmoor Plaza and Carlton Plaza provided multi-family senior housing, and started the corridor’s transformation to a mixed use boulevard.

Today, the North section of East 14th presents both challenges and opportunities. The area includes local-serving businesses, including furniture and grocery stores, automotive services, restaurants, an AT&T facility, offices, hair and nail salons, real estate and insurance offices, upholstery, dry cleaning, and similar small businesses. The built environment includes a mix of older structures with storefronts along the sidewalk, and single-story buildings surrounded by parking lots and driveways. Most parcels are less than a half-acre in size, with a depth of less than 125 feet. This limits the potential for larger-scale mixed use projects, particularly in the absence of a Redevelopment Agency with the potential to assemble property.
An update to the North Area Plan should be completed following adoption of the General Plan. The new Plan should revisit existing conditions, articulate a new vision for the corridor, and implement new strategies for revitalization. The Plan should consider the potential to leverage public investment in AC Transit’s new Bus Rapid Transit (BRT) line, which will connect Downtown Oakland to the San Leandro BART station via East 14th Street and Davis Street. BRT boarding platforms are planned at Durant, Georgia, and Begier Streets. Some of the sites near the platforms have the potential for small-scale infill development with one to two stories of housing above ground floor commercial uses. There is an opportunity to provide a more inviting street environment, and close gaps in the street frontage with new development.

The land use pattern is different south of Downtown San Leandro. The street is four to five lanes wide along this segment, with much of the frontage dedicated to uses such as car sales, auto repair services, strip shopping centers and fast food. The pattern of uses appears disorganized and there is little cohesion. This segment also includes “magnet” uses such as San Leandro Hospital, the Senior Community Center, the Post Office, and the Bal Theatre. The corridor also has assets such as street trees, tree-lined sidewalks, and pockets of strong business activity such as Eden Center and Palma Plaza.
In a Nutshell…

East 14th Street South Area Development Strategy

In 2004, the City adopted the South Area Development Strategy in response to concerns over the quality and quantity of new businesses along the East 14th Street corridor. The Strategy includes an existing conditions assessment, covering land use and urban form, real estate market conditions and demographic trends, and transportation. The analysis provides the basis for goals and policies to guide the area’s development. Key goals include the transformation of the unbroken commercial ‘strip’ into a series of mixed use districts, the creation of a more pedestrian-friendly environment on East 14th, and the accommodation of high-quality multi-family housing along the corridor.

The South Area strategy includes a number of components, including a concept plan and illustrative development studies for sites of different character and land uses. Also included are design guidelines, a streetscape improvement plan, and implementation strategies. The design guidelines apply to new development and to remodeling projects and changes in use that require City permits. The streetscape plan calls for specific changes to crosswalks, sidewalks, and travel lanes to make the street safer and more comfortable for bicycles and pedestrians.

Following adoption of the South Area Strategy, the City adopted three zoning districts (SA-1-2, and -3) to implement the Plan. Each zone is tailored to emphasize a slightly different mix of uses. The zoning regulations allow for close review of noise, odor, glare and other potential nuisances.
The 1.5-mile long corridor between Sybil Avenue and Bayfair Center is covered by a Development Strategy adopted in 2004. The focus of the Strategy is to create distinct activity nodes based on existing land uses and assets. These nodes include:

- **A higher density residential and mixed use area located between Sybil Avenue and San Leandro Boulevard.** Plans and zoning regulations for this area should emphasize continued infill development with multi-family and community service uses, similar to recent affordable housing developments such as Estabrook Place senior housing and Casa Verde.

- **The Palma District, from San Leandro Boulevard to 141st Avenue.** This is envisioned as a major commercial and office hub. Plans and zoning regulations capitalize on the presence of San Leandro Hospital, medical offices, and civic uses, as well as opportunities for new retail activities and housing.

- **An International and Cultural District, from 141st Avenue to Lilian Avenue.** This area has proven to be a successful location for businesses serving the Latino and Asian communities. Infill development which carries this theme to new development should be encouraged, along with marketing of this area as a regional center for ethnic foods, restaurants, clothing, and other products.

- **A Gateway District, from Lilian Avenue to 150th Avenue.** This district includes slightly larger structures and parcels, including landmarks such as the Bal Theatre. The potential for new community-serving retail uses is high, as is the potential for mixed use development.

The South Area Development Strategy identified 34 opportunity sites along the corridor, each with an aggregate land area of 27.5 acres. These sites were identified as having the capacity for 134,500 square feet of new commercial space and 1,000 new residential units. Design guidelines for the corridor address height, bulk, and setbacks, as well as facades, parking, entrances, signage, and open space. Overall, the Development Strategy aims to create a more pedestrian-oriented environment, accompanied by safety and beautification measures.
A streetscape improvement plan also has been developed for the South Area. It includes recommendations for reconfiguring the travel lanes to introduce bulb-outs, pedestrian islands, medians, and wider sidewalks. Undergrounding of utilities is also a key component. New development is encouraged to include plazas, usable open space, and other amenities that serve residents, shoppers, and employees, while improving aesthetic quality. Programs have been initiated to help existing business owners with façade improvements and renovation.

One of the key objectives in reshaping East 14th Street is to improve the transition between the “strip” and adjacent residential neighborhoods. This includes the “stepping down” of new three and four story buildings so they do not loom over adjacent single family homes to the rear. Measures to mitigate traffic impacts on adjacent neighborhoods should also be pursued as projects are approved. In some locations, it may be appropriate to limit uses with high traffic generation to avoid neighborhood impacts.

*Please consult Policy 8.09 (East 14th Street) and Action 8.09-A (E. 14th Area Plan Updates) for additional guidance on the East 14th Street corridor.*
D. BAY FAIR BART STATION AREA

Bayfair Center (the Mall) is the largest shopping center in San Leandro and the hub of a 130-acre retail district that extends along East 14th Street, Hesperian Boulevard, and Fairmont Avenue in the southeast part of the City. The mall itself was developed in 1957 on the site of a former auto racing track. It was the first enclosed regional mall in the East Bay, and set the standard for similar malls throughout the region in the late 1950s and 1960s.

The Bay Fair Station Area is currently the focus of a transit-oriented development specific plan that will guide its transformation from an auto-focused shopping district to a pedestrian-focused mixed use center. The City received a planning grant from the Metropolitan Transportation Commission in 2014 to prepare the Plan, with Alameda County, Madison Marquette (the owner of Bayfair Center), and BART as partners. Policy guidance is being provided through community workshops and a 21-member steering committee. Because the Specific Plan is scheduled for completion in mid-2017, the Focus Area discussion below is intended to document existing conditions and opportunities, rather than provide prescriptive guidelines for the future.

Approximately 60 percent of the land within the study area is covered by parking lots and driveways. Given its proximity to a BART station, there is an opportunity for much more intensive use, and a re-orientation of the street network and parcelization pattern to facilitate transit use. At the same time, the City seeks to retain the essential function of Bayfair and its perimeter shopping centers as a retail district. Bayfair Center has over 823,000 square feet of enclosed floor space, while the adjacent Fairmont Square and Fashion Faire shopping centers have another 312,000 square feet. The Bayfair Center area is an important source of jobs, tax revenue, and local services for San Leandro and its environs.

The BART station itself includes 18 acres of parking, the BART tracks, and boarding facilities. For many years, BART has been exploring opportunities to transfer surface parking into a structure, freeing up most of the parking lot area for mixed use development. A TOD and Access Plan was completed in 2007 to explore such options. It is anticipated that the Specific Plan will incorporate a parking structure and mixed use development on the station property, as well as connectivity improvements between the Station, the Mall, and nearby neighborhoods.
Plans to substantially change the format and look of the Mall may also be included. The traditional model of the regional mall as a single use, inwardly-focused space has changed in the last 30 years. Design changes to such centers have been made across the country, often with very positive results. Such changes emphasize architectural quality and pedestrian amenities over auto convenience and function. Future development in and around the Mall should promote a synergistic mix of uses, such as retail shops, restaurants, entertainment venues, housing, and offices. New buildings along the Mall’s East 14th frontage near Fairmont Avenue could reduce the visual image of the Mall as a “fortress” surrounded by parking. Pathways or promenades could create a more inviting environment for pedestrians.

There is also an opportunity to add a sizeable number of housing units on the Mall site, creating a “24-7” environment, and providing an expanded market for restaurants, services, and retail shops. A number of alternatives may be explored through the Specific Plan, each retaining essential retail functions but adding new uses that make the site more successful as a destination. Mixed use development can help San Leandro achieve its greenhouse gas reduction goals, while also adding much needed housing, creating jobs, and making the station area more sustainable.

Beyond the Mall property, the Hesperian corridor includes a number of sites with the potential for reuse. The corridor, which extends from East 14th Street to Highway 238 and beyond, includes office, retail, public, utility, restaurant, mini-warehouse, and residential uses. The street is six lanes wide south of Fairmont Drive, and would benefit from improvements which make it easier to cross from the residential areas on the west. At East 14th Street, the convergence of Hesperian, Bancroft, and 150th Avenue form a triangle which presents the opportunity for a major city gateway, as well as other aesthetic improvements.
East 14th Street itself also presents opportunities for improvement. South of 150th Avenue, the east side of the street is in unincorporated Alameda County while the west side is in San Leandro. The County has completed a number of plans and streetscape improvement programs for the street as it passes through the unincorporated Ashland-Cherryland district. Within the San Leandro city limits, the west side of the street includes vacant parcels to the north of the AMC Theaters with the potential for private development or a future civic use.

Place making is an important part of the Bay Fair planning process. As higher density uses are introduced into the district, there are opportunities to create a more distinctive image. Stronger pedestrian connections between the Mall and the surrounding shopping centers should be pursued, along with improved transitions between the retail areas and the nearby residential neighborhoods. Plans for the area should also address localized development constraints, such as flooding, congestion at key intersections, and transitions to nearby low density neighborhoods.

Please consult Policy LU-8.10 and related actions for additional guidance on the Bayfair area.
E. SAN LEANDRO SHORELINE

Located at the west end of Marina Boulevard along San Francisco Bay, the San Leandro Shoreline is the city’s largest recreation area. It currently contains a mix of active recreational and commercial uses, including a hotel, two large restaurants, a 27-hole golf course, a 462-berth marina, two yacht clubs, and a boat launch. The marina was constructed in the early 1960s with fill dredged from San Francisco Bay. The boat basin is connected to the navigable waters of San Francisco Bay by a two-mile channel, which is prone to siltation. Due to the high cost of dredging and the loss of federal funds, the City no longer maintains the channel, and the marina is becoming less viable for most motorized boats.

Goal LU-9 presents goals, policies, and actions for the Shoreline. The City has identified a core area of approximately 75 acres at the heart of the 900-acre shoreline recreation area for commercial and residential development. While the area’s role as a water-oriented hotel and restaurant district has been a part of City plans for five decades, the full potential of the site has yet to be realized. The City has long aspired for a more robust mix of activities that capitalize on the waterfront location, panoramic views, golf course, and park, as well as the proximity to Oakland Airport just a few miles to the north.

In 2008, a developer was selected to work with the City on plans for the site. A Shoreline Citizen Advisory Committee was created, and met for three years to provide input. One of the foundational principles was that development should be self-sustaining and not depend on municipal subsidies to operate. Revenue from the development should help support amenities and services that benefit the entire San Leandro community. Another principle is that the development should be compatible with nearby residential and industrial uses, and improve connections between nearby neighborhoods and the shoreline.
The overarching objective for the Shoreline is to build an economically viable and vibrant mixed use development which provides needed amenities and services for San Leandro residents. The Shoreline is envisioned as a regional destination for dining, lodging, entertainment, and recreation. Development at this location should also include opportunities for new housing and should improve waterfront access and access to scenic views.

The Marina will be maintained as long as financially feasible. It is assumed that the boat slips will be removed as the channel becomes less navigable, and that the basin will ultimately become suitable for non-motorized watercraft only. However, shoreline land use decisions should not preclude the possibility that a funding source for dredging will be identified in the long-term future, and that more active boating could become feasible again at some point. Over the years, studies of commuter ferry service on San Francisco Bay have identified the Marina as a potential stop. Looking ahead 20 years, this possibility should not be ruled out entirely.

Planning for the Shoreline area must consider the potential impacts of rising sea level. New development will be required to be elevated above projected coastal flood hazard levels. Design features should ensure that improvements are resilient and sufficiently protected from potential
improvements. Improvements to water, sewer, storm drainage, and energy utilities also are planned.

Development will also be designed to ensure compatibility with adjacent uses, and to meet airport land use compatibility criteria. Architectural styles and forms should take advantage of the waterfront location and view opportunities, while respecting the shoreline’s role as the “crown jewel” of San Leandro’s park system. Future development should be sensitive to potential impacts on nearby habitat, wetlands, parks, and residential areas.

The City envisions the Shoreline Development Project as a community focal point—a place for family gatherings and celebrations—as well as a haven for business travelers. New activities and special events should be pursued, particularly those with the potential for revenue generation. Farmers markets, golf tournaments, community fairs, and similar events could contribute to the perception of the Marina as San Leandro’s playground. Historic markers that recall the area’s past as an oyster farming and shipping area also should be considered.

F. MARINA BOULEVARD CORRIDOR

The Marina Boulevard Corridor Focus Area extends from the Shoreline on the west to San Leandro Boulevard on the east, a distance of just over two miles. Marina Boulevard is one of San Leandro’s busiest arterials, providing essential connections between the I-880 freeway and nearby business districts and neighborhoods, while also serving as the primary link between Downtown and the Shoreline. The corridor is the location of San Leandro’s largest hospital, a regional shopping center, the San Leandro Auto Mall, and several large industrial uses. It is also the location of some of San Leandro’s most important development opportunities, including the 25-acre Kaiser North parcel at Marina Boulevard/I-880.

At its western end, Marina Boulevard is a residential street, lined with homes and apartments near the shoreline. The segment between Neptune Drive and Doolittle Drive is relatively stable and most structures are in good condition. There are opportunities for streetscape improvements, including undergrounding of utilities, additional street trees and landscaping, and sidewalk and curb repair. There are a number of small infill sites with the potential for new development that can improve the character of the area as a gateway to the San Leandro’s shoreline.
Rehabilitation and updating of some of the older “motel-style” apartment buildings west of Aurora Drive should be pursued.

At Doolittle Drive, the corridor becomes commercial, with a gas station, a fast food restaurant, a small supermarket, and a shopping strip with local-serving uses (Marina Center) on the corner. The block extending from Doolittle east to the Union Pacific Railroad tracks includes a mix of unrelated commercial uses, including several restaurants, a sports bar, small offices, and local service businesses. There are also several small apartment buildings and homes here. This block provides a transition between the industrial area to the east and residential area to the west. It would benefit from façade and other property improvements, signage and streetscape improvements, and a redesign of the street to include wider sidewalks and bring more cohesion to adjacent properties.

Between the railroad and Merced Street, the landscape becomes industrial. The pattern of parcels, structures, and parking areas changes here, with much larger properties, large footprint industrial buildings, and substantial areas used for open storage and outdoor operations. Most of the north side of the street is occupied by Georgia Pacific/Gypsum LLC and International Paper, while the south side includes warehousing and distribution facilities, a Caltrans Service Center, mini-warehouses, and a small industrial park on Verna Court. Higher-value commercial uses, including banks and restaurants, and small office buildings, are located at the Merced/Marina intersection.

The section of Marina Boulevard between the Union Pacific Railroad and Merced Street has been designated as “Industrial Transition” on the General Plan Map. This designation allows existing industrial uses to continue operating under similar zoning rules as they have had in the past, while creating opportunities for new uses that capitalize on the location of this corridor as a major connector between I-880 and the Shoreline. The value of improvements on some of these properties is quite low, while land values are high, creating conditions favorable for redevelopment.

The corridor is envisioned as a possible location for professional and/or medical offices, retail uses, restaurants, hotels, as well as higher value industrial and tech uses. Housing is not considered an appropriate use in this area, nor along Merced Street between the Bonaire and Davis West neighborhoods. Ideally, future uses will take advantage of the LIT San Leandro fiber optic network, and bring high quality jobs to the city. The transformation of the corridor is expected to be gradual. Public
investment in streetscape and landscaping improvements can help facilitate private investment.

catalyst for the revitalization of the western Marina Boulevard corridor. Both large single tenant uses and smaller multi-tenant retailers are encouraged here. Larger buildings should be located nearer to the freeway, with architectural elements and massing used to minimize the freeway’s presence on the interior of the complex.

The Kaiser Permanente Medical Center itself is expected to continue to expand during the lifetime of the General Plan. The new complex
currently includes a 436,000 square foot (264 bed) hospital and 275,000 square foot hospital support building, as well as parking and utility areas.

Future phases may add 375,000 square feet of space, including a 175,000 square foot (120 bed) hospital expansion and two 100,000 square foot office buildings, along with a parking structure. However, Kaiser’s Development Agreement provides the flexibility for other uses in lieu of medical offices, including retail and commercial activities.

To the east of I-880 and west of Alvarado Street, the existing land use pattern along Marina Boulevard is fairly well established. Marina Square will be retained and improved as a retail destination, while adjacent properties will be sustained as the city’s Auto Mall. More intensive job- or sales-generating activities on some of the larger sites could be considered in the future.

East of Alvarado Street, there are a number of development opportunities. On the north side of Marina Boulevard, there is a fast food restaurant and a 6-acre vacant light industrial site with frontage on Marina Boulevard, extending north to Castro Street. On the south side of Marina Boulevard, there are commercial infill development opportunities adjacent to the railroad. Again, this is a major gateway and transition zone between the Marina corridor and Downtown San Leandro. High-quality architecture, signage, landscaping, and streetscape features are desired to create a more attractive environment, with retail frontage along Marina.
Alvarado Street north of Marina includes a number of deep, narrow parcels with a mix of residential and industrial uses. This mixed industrial-residential pattern also extends along Castro Street and Williams Street. Single family homes sit side by side with automotive repair shops, metal foundries, and similar uses in this area, with little or no buffering. Most of the homes in this area date from the early 20th century, and some are in poor condition. The commercial and industrial uses are generally concrete block buildings or metal barns with few architectural details. Along the railroad, substantial areas are used for the storage of wood palettes, scrap items, and vehicles. Although many of the businesses are viable, the area conveys a negative visual impression.

Future development in the Alvarado Street corridor (between Marina Boulevard and Williams Street) should phase out the land use conflicts that now exist and improve overall visual quality. The older homes could be restored, converted to offices, or relocated to more suitable sites. Replacement of blighted industrial structures with more attractive and well landscaped buildings will be encouraged. As in the area closer to BART, new uses that take advantage of the BART station’s proximity, consolidate small parcels, and improve land utilization should be promoted.

Please consult the following policies and actions for additional guidance on the Marina Boulevard Corridor: Action LU-7.6.C (Marina Boulevard West), Policy LU-7.12 (Alvarado St), Policy 8.12 (Marina Blvd Corridor), Action 8.12-A (Estabrook St), and Policy LU-9.5 (Gateway Improvements).

G. MACARTHUR CORRIDOR

MacArthur Boulevard extends from the Oakland border south for approximately a mile on San Leandro’s northeast side. During the first half of the 1900s, MacArthur was the primary highway linking the Central East Bay with the Livermore Valley and points east. Some of the automotive businesses and storefronts along the street are remnants of that era.

Construction of the I-580 freeway in the 1960s changed the character and function of the street and rendered many uses along MacArthur obsolete. Bypassed by Interstate 580, the northern half-mile of the street experienced a period of general decline and disinvestment. The southern half-mile became a freeway frontage road, with commercial uses along the west side and an engineered freeway wall on the east. In both areas, the
variable condition of the commercial areas stands in contrast with adjacent residential neighborhoods, which have retained their consistently high quality. The MacArthur Corridor is the primary local commercial area serving Bay-O-Vista, Broadmoor, and Estudillo Estates, San Leandro’s highest-income neighborhoods.

Plans for revitalizing the corridor date back to the 1980s. In 1991, the City adopted the North Area Plan, including land use recommendations for MacArthur Boulevard. A decade later, the City adopted a MacArthur Streetscape Plan, identifying improvements to make the street more pedestrian-friendly, and stimulate revitalization of the commercial areas. The improvements were subsequently implemented and a number of properties were upgraded. Between 2000 and 2010, residential infill projects were constructed on several sites, including Cherry Park Square and Greenbrier Court (former Evergreen Nursery).

The vision for the corridor laid out in the North Area Plan is now 25 years old and should be revisited. Some aspects may still be relevant, while others need updating. An action item in this General Plan calls for an updated study of development opportunities and plans for MacArthur, based on community input and a more careful assessment of existing conditions and market demand. The General Plan provides a framework to begin that process.

At the present time, the land use pattern between Dutton and Joaquin Avenues is fairly well established. There may be opportunities to modernize some of the individual properties along this segment, encourage more active ground floor retail uses, and update the Rite-Aid Shopping Center. Opportunities to make San Leandro Creek a more evident and accessible feature of the landscape in this area should be explored. The remaining streetscape improvements should be completed as planned.

The segment of the corridor between Dutton and Superior Avenue is most problematic, due to the location of I-580 off-ramps and frontage roads, and
the numerous angled intersections with north-south residential streets. The blocks in this area contain churches, small office buildings, single story retail stores built to the streetfront, and auto service uses. A number of the commercial buildings are vacant or underutilized. Efforts to revitalize businesses on this section of the corridor should be continued. This segment is best suited for commercial uses with low traffic generation and parking demand, given access and site constraints. Reconfiguration of the intersection at MacArthur Boulevard and Superior Avenue is planned.

The segment between Superior Avenue and Durant Avenue holds the greatest potential for improvement. Streetscape improvements, including curb extensions and bike lanes, have been added to encourage reinvestment. There is a large amount of underutilized land in the triangle block formed by Foothill, MacArthur, and Victoria. This area has the potential for townhomes, multi-family housing, or mixed use development with housing above retail uses facing MacArthur. Several small parcels on the segment between Victoria and Broadmoor are vacant or contain vacant storefronts with the potential for new uses. Retail, office, mixed use, and other commercial uses would all be appropriate here. Entirely residential projects also are acceptable on these blocks.

The short block between Broadmoor Boulevard and Durant Avenue is especially well suited for more active sidewalk-facing retail uses, restaurants, and local services, given the existing building pattern and urban form. This is also a major gateway into San Leandro.

New construction along the northern MacArthur corridor should create more cohesion between buildings, close the gaps in the street wall, and be sympathetic to the area’s historic form and scale. The goal is to create a “Main Street” environment in which people can comfortably walk to businesses and shops. Updated design guidelines should be prepared and implemented as new development takes place.
Please consult Policy LU-8.11 and related action LU-8.11.A for additional guidance on the MacArthur Corridor.

H. MID-WASHINGTON CORRIDOR

Washington Avenue stretches more than three miles from the Downtown San Leandro Plaza south to San Lorenzo Creek. The street was initially developed in the 1850s as a plank road linking San Leandro to a wharf in San Lorenzo. It later became a major thoroughfare between the north and south sides of the City and is now the primary gateway into Downtown from the Floresta and Washington Manor areas. Although the entire length of the street warrants close attention, the Focus Area is limited to the roughly one mile section between San Leandro Boulevard and Halcyon Drive (“Mid-Washington”). More than any other part of the street, this section has the greatest potential for change and the most extensive opportunities for improvement.

This section of Washington Avenue is presently characterized by a mix of commercial services, light industrial uses, and two major industrial anchor sites—Ghirardelli Chocolate on the north and the soon to be vacated Kraft/Heinz on the south. Existing uses on the corridor include a
truck ing company, brick and stone sales, marine supplies, RV rentals, a furniture store, mini-warehouses, a lumberyard, a commercial print shop, and several auto body and paint shops. Mid-Washington is particularly important as an automotive services district, with many auto parts, repair, body shop, and service businesses clustering in this location. The area functions well as a location for commercial services that would not be appropriate Downtown, in neighborhood shopping centers, and along the city’s mixed use boulevards.
Despite its functionality, the Mid-Washington corridor would benefit from reinvestment and aesthetic improvements. The street handles high traffic volumes and serves as a major connector and city gateway. North of 143rd Avenue, travel lanes have been reduced and the street has been improved with bike lanes, medians, landscaping, and newer utility poles. South of 143rd, the street is more utilitarian and there have been few improvements in the last 20 years.

The southern end of the corridor is home to a 27-acre Kraft/Heinz food processing facility. In 2015, Kraft announced the facility would be closing, leading to the loss of 130 jobs. While there are no pending plans for the site, future uses should aim for more economically productive activities. This is one of San Leandro’s largest industrial properties and its current employment density (less than 5 employees per acre) is far less than it could be. Future options could include reuse of the existing facility, replacement of the facility with new industrial, office, or tech uses, or replacement with an entirely new use that would require a General Plan Amendment. Further study and community input may be necessary to evaluate options for the site.

A variety of zoning districts apply in the Mid-Washington corridor. The zoning pattern does not appear particularly logical given the mix of uses, and contributes to the eclectic character of the area. The “core” parcels between the railroad underpass and the active Union Pacific tracks were historically zoned Community Commercial, despite a prior General Plan
designation of Light Industrial. The 2035 General Plan applies an Industrial Transition designation to these properties, recognizing the existing pattern and accommodating a diverse mix of uses in the future. The area may continue on its current path as a heavy commercial area, or it may trend toward technology, light industrial, or higher value commercial uses. Housing is not considered an appropriate use on the corridor due to the potential for conflicts with industrial uses and the ingress and egress constraints along the street.

Improving the corridor’s visual quality and continuity should remain a priority. Design standards should ensure that new buildings are attractively designed and landscaped, and that outdoor storage areas are well screened. Additional public improvements, such as tree planting, banners, billboard removal, landscaping, and the undergrounding or redesign of utilities should also be pursued here. Marketing of this area as a distinct business district themed around particular products (auto, construction, food processing, furniture, etc.) is also encouraged. Given the proximity to residential areas, new activities that generate large amounts of truck traffic should be discouraged here.

The proposed East Bay Greenway crosses the northern part of this corridor, using the Union Pacific Railroad right of way. This is one of the few grade-separated crossings in San Leandro, and its conversion to a bikeway and greenbelt creates intriguing possibilities for Mid-Washington. The trail could remain as a “bridge” over Washington, with bicycle and pedestrian connections added to reach Washington Avenue on each side. Alternately, the “tunnel” could be removed, a grade-level crossing could be established, and Washington could be reconfigured as a boulevard. While this approach would be more expensive and perhaps less desirable for bicycle connectivity, it would significantly change the character of Washington as it approaches San Leandro Boulevard and create new development and investment opportunities on adjacent sites. Continued study of alternatives is recommended.

See Policy LU-7.11 for additional guidance on the Mid-Washington Avenue corridor.
BEYOND THE CITY LIMITS:
SAN LEANDRO’S PLANNING AREA

A. OVERVIEW

Development outside the City limits has the potential to significantly affect San Leandro neighborhoods and business districts. This is especially true in the area sometimes referred to as “unincorporated San Leandro,” located east and southeast of the City. Many residents and businesses in this area—which includes Ashland, Hillcrest Knolls, the County Hospital complex, and a small portion of Castro Valley—have San Leandro addresses and use San Leandro services and community facilities.

The Alameda County Local Agency Formation Commission (LAFCO)—the County Commission charged with reviewing proposals for annexation—has designated these communities as San Leandro’s sphere of influence. The sphere is defined by the California Government Code as the “probable ultimate physical boundaries and service area” of a city. Cities are empowered by the State to consider these areas and other unincorporated areas that bear relation to the city’s future in their general plans. In theory, this provides cities with a means of shaping the future of areas they will eventually annex.

The inclusion of Ashland and western Castro Valley in San Leandro’s sphere dates back to the early 1960s when the Alameda County LAFCO was first created. At that time, San Leandro was operating under a General Plan that called for the annexation of more than four square miles to the east and southeast of Bayfair Center (then known as Bayfair Mall). The 1958 General Plan envisioned City limits that would eventually extend south beyond Highway 238 to Hayward, and nearly as far east as the present-day Castro Valley BART Station. More than 41,000 residents were ultimately envisioned for this area.
Unincorporated San Leandro Planning Area

Figure 3-7
In A Nutshell...

The Unincorporated San Leandro Planning Area

The San Leandro Planning Area includes three-square miles of unincorporated Alameda County located to the east and southeast of the City. Although this area is beyond the City limits, its development has the potential to affect San Leandro neighborhoods and business districts.

State law provides the City with the authority to advise the County on its vision for this area through the General Plan. Accordingly, this section of the General Plan establishes the following objectives:

- Work collaboratively with the City of Oakland and Alameda County to address land use, transportation, public safety, and other issues of mutual concern along and beyond the San Leandro City boundaries.
- Implement Measure D (November 2000) Urban Growth Boundary requirements.
- Participate in the review of development and capital improvement proposals for the San Leandro sphere of influence, including Ashland, Hillcrest Knolls, Fairmont Ridge, the County Hospital, and western Castro Valley.
- Support the continued improvement and beautification of the Ashland District, particularly along East 14th Street.
- Revitalize the County portion of the Bay Fair TOD area to complement the City’s portion and ensure that the area functions as a unified and cohesive transit-oriented district.
- Maintain Fairmont Ridge as open space, conserving its unique ecological features while minimizing wildfire hazards and supporting passive recreational improvements such as trails.
- Actively participate in long-range planning for the County Hospital properties.
- Conserve the rural-residential character of the Hillcrest Knolls area.
- Promote the preservation of historic resources in the Four Corners area (northeast of Lewelling and Hesperian).
For a variety of reasons, these areas were never annexed and continued to develop under the jurisdiction of Alameda County. Most public services, including planning and building, are still provided by the County today. Special districts provide community services such as wastewater treatment and education. The area has grown steadily over the past 40 years, transforming from a semi-rural area of greenhouses, nurseries, and postwar subdivisions into a more urban and diverse community. In 2015, Ashland had a population of about 23,000, while the portion of the sphere east of I-580 had a population of less than 5,000.

The communities comprising the San Leandro sphere of influence are shown in Figure 3-7. The sphere boundary has been amended only once since 1963, when a portion of Castro Valley was removed in 2002. Although San Leandro has no plans to annex Ashland or western Castro Valley, these areas remain of interest to the City.

The following sections of the Plan identify the City’s current concerns and strategies for unincorporated San Leandro. Because primary planning authority in these areas rests with the County, the discussion is more generalized than that for land within the City limits. The Alameda County General Plan, along with the County Area Plans and Specific Plans that cover these areas, should be consulted for further information and guidance.
Figure 3-8 presents the Land Use Plan for the San Leandro sphere of influence. The Plan reflects the County designations depicted in the Eden Area Plan (for Ashland), the Castro Valley Area Plan (for Hillcrest Knolls, the Fairmont Campus, and Western Castro Valley), and the Ashland-Cherryland Business District Specific Plan. Most of the General Plan designations for these areas reinforce existing patterns of land use. The emphasis is on infill and redevelopment rather than outward expansion of the urbanized area. No changes to the County’s designations have been proposed by the City.

The City has no planning jurisdiction over unincorporated San Lorenzo or the City of Oakland. However, development in these areas may impact San Leandro as much (or even more) than development in the City’s sphere of influence. The Cities of San Leandro and Oakland have been working for several years to address issues of mutual concern, strengthen the bonds between the two communities, and jointly plan for areas along their common borders. These collaborations should continue in the future.

**B. ASHLAND**

The unincorporated community of Ashland occupies the triangular-shaped area bordered by Hesperian Boulevard / Bayfair Center on the west, San Lorenzo Creek on the south, and I-580 on the east. The community’s lot and block pattern reflects its origins as an agricultural center. Many of the parcels were initially subdivided as small farms, orchards, and nurseries in the 1920s. With the completion of freeways in the 1950s and 1960s, the area became more suburban in character. Some of the housing consists of 1950s-era tracts similar to those in San Lorenzo and Washington Manor. Other parts of the area were developed to County standards, with large lots, narrow streets, and no sidewalks or curbs. Some of the older housing is in poor condition and is in need of rehabilitation.

Ashland also has several large pockets of higher density housing. Two and three-story apartment blocks, many dating from the 1960s, are located east of East 14th Street between 159th and 165th Avenues. Pockets of higher density housing also exist along Ashland Avenue and San Lorenzo Creek. The quality of this housing is extremely variable. The City of San Leandro is particularly interested in County programs that improve blighted residential properties and address safety and security issues in Ashland.
Figure 3-8

Unincorporated Area Land Use Diagram

Note: Designations are generalized only, and are based on Area Plans for Eden and Castro Valley. These plans should be consulted for further detail. The City is proposing no changes to the County designations.

Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.
Commercial uses in Ashland are generally located along East 14th Street and Lewelling Boulevard. The East 14th “strip” includes a large number of car dealerships and auto service uses, while Lewelling contains a mix of retail, service, office, and residential uses. Some of the commercial properties are vacant or underutilized and have been identified by the County as infill development sites.

The Ashland area includes San Lorenzo High School, a handful of elementary schools, parks and public uses, and a few light industrial uses along the Union Pacific railroad. Ashland also includes the original center of Eden Township, located to the northeast of Lewelling and Hesperian Boulevards (“Four Corners”). Although little remains of the old town, there are a number of homes dating from around 1900 as well as a historic cemetery and church. Preservation of these resources and additional recognition of their historic significance would be desirable and would complement San Leandro’s own historic preservation efforts.

A General Plan for the Eden Area, which includes Ashland, was adopted by Alameda County in 2005. The Plan is intended to guide land use and development decisions through 2025. The Eden Area Plan also covers San Lorenzo, Hayward Acres, and Cherryland, which are not in the San Leandro sphere of influence.

An update of the Eden Area Plan was completed in 2009, including changes to ensure consistency with the County Housing Element. The Plan aims to increase livability, provide diverse housing choices, create a comprehensive transportation network, and expand park and recreation resources. ABAG’s projections for unincorporated Ashland indicate a gain of approximately 1,900 households and 2,900 jobs in the area between 2010 and 2040. Most of this development will occur along the East 14th Street/ Mission Boulevard corridor.

The Eden General Plan designates most of Ashland for residential uses. Most of the area south and west of the BART line is designated as Low Density Residential (0-9 units per acre). Low-Medium densities (7-12 units per acre) are mapped along 150th Avenue and Fairmont Drive, and along Ashland Avenue. Much of the area east of East 14th Street from Mono Avenue eastward to 168th Avenue, is designated for Medium Density Residential, with densities between 10 and 22 units per acre. The highest allowable densities are located on the unincorporated portion of the Bay Fair BART parking lot, where 86 units per acre is permitted.
In a Nutshell…

Making Ashland A Healthier Community

Alameda County recently expanded the County General Plan to specifically address public health conditions in Ashland and Cherryland. Data from the Census and the County Health Department indicates that this area has higher rates of poverty, obesity, heart disease, asthma, and early mortality than other parts of Alameda County. In December 2015, the County Board of Supervisors adopted a Health and Wellness Element for Ashland and Cherryland. The Element identifies goals, policies, and actions to address how land use and building policies can support health, social equity, and environmental justice within these communities.

The Health and Wellness Element is based on principles of equity, accountability, collaboration, diverse participation, and the development of local assets. It includes a profile of resident health in the Ashland area and a capacity evaluation of the service delivery system. Its policies and actions are organized under ten broad goals addressing health and social services, public safety, land use and housing, exposure to toxins, substance abuse, economic opportunity, safe transportation and transit, healthy food access, parks, and sustainability.
A “General Commercial” corridor has been mapped along East 14th Street, and on most of Lewelling Boulevard. However, large portions of Lewelling Boulevard east of Ashland Avenue are designated for multi-family housing. Residential “overlays” have been adopted for the commercial corridors to encourage housing as a secondary use above commercial buildings. The Plan aims to strengthen the intersection of East 14th Street and Ashland Avenue as a “district,” and also revitalize the Four Corners area at Hesperian and Lewelling, immediately adjacent to San Leandro.

Ashland is also covered by a Specific Plan for the Ashland and Cherryland Business District adopted by Alameda County in 2015. The Specific Plan supplements the Eden Area General Plan by providing an updated Development Code, an infrastructure plan, a mobility and parking plan, and an implementation and financing plan for specific improvements. The Plan covers a 246-acre area roughly encompassing East 14th Street/Mission Boulevard between San Leandro and Hayward, and Lewelling Boulevard between Hesperian and Mission Boulevards. The purpose of the Specific Plan is to foster economic revitalization on the corridor and provide a framework for public and private improvements. The Plan envisions the corridor as a place for higher intensity uses, with improved edge conditions where these uses transition to adjacent single family neighborhoods.

The Specific Plan includes guidelines and prescriptive standards for a number of sub-areas, several of which abut San Leandro. These include the Bay Fair Corridor, which extends from 150th Avenue (e.g., the San Leandro city limits) east to 159th Avenue; and the Four Corners District, which is located on the east side of Hesperian south of Highway 238. A vision has been developed for each area, focused on the redevelopment of key opportunity sites, pedestrian and bicycle improvements, and public realm improvements.

On the Bay Fair (East 14th) Corridor, the Specific Plan focuses on public safety and streetscape improvements, and creation of a transit-oriented district with buildings of up to four stories in height. The Bay Fair TOD Specific Plan effort now underway will address land use and urban design issues along the edges between San Leandro and Ashland in the East 14th Street area. At Lewelling/Hesperian, the Specific Plan focuses on commercial revitalization, envisioning the area as a retail destination. The Plan allows buildings up to five stories in height and also allows temporary uses of vacant parcels and structures.
The County presently refers major development proposals or plans for the Ashland area to the City of San Leandro for review and comment. This practice should continue in the future. San Leandro is particularly interested in the impacts of proposed development on traffic and public services, including schools. Additional long-range planning by and for the Ashland community is strongly encouraged by the City.

C. HILLCREST KNOLLS/FAIRMONT RIDGE

Hillcrest Knolls is a residential area of about 350 homes located adjacent to the San Leandro City limits on the east side of I-580. The population was about 1,100 in 2015. The area is characterized by narrow, winding streets, hilly terrain, and single family homes in a country setting. The area is mostly built out, with some potential for infill housing. In 2012, land use policies and maps for Hillcrest Knolls were transferred from the Eden Area General Plan to the Castro Valley Area General Plan. The area has a “Hillside Residential” General Plan designation, which allows up to 8 dwelling units per acre.

Fairmont Ridge consists of a large open hillside to the east of the Bay-O-Vista neighborhood. The ridge is an important visual resource for San Leandro and provides a picturesque backdrop for much of the City. Most of the land was acquired by the East Bay Regional Park District in the early 1990s. The land is designated as open space by the County General Plan and there are no plans for additional development there. Due to its steep slopes, visual sensitivity, and ecological resources, the ridge is envisioned as a conservation area rather than an area for active recreation. The City supports plans for trails and staging areas on the site, and continued management to reduce fire hazards and protect natural resources.

At the south end of Fairmont Ridge, the 204-acre County Hospital complex includes a campus of public buildings along Fairmont Drive and Foothill Boulevard. These buildings include the County Medical Center, juvenile justice center, animal shelter, maintenance facilities, traffic hearing offices, and health care and behavioral health care facilities. The County General Plan designates these areas for Public Facilities. However, much of the area is undeveloped and approximately 30 percent of the land is unsuitable for structures due to its proximity to the Hayward Fault. The 2012 Castro Valley General Plan recommended that a Master Plan be prepared for the County Hospital complex to guide future building, programming, open space, and circulation decisions.
D. WESTERN CASTRO VALLEY

Western Castro Valley includes the area along the east side of Interstate 580 from the County Hospital to approximately Miramar Drive. As noted earlier, the San Leandro sphere was contracted in 2002 to eliminate lands south of Miramar Drive. The portion of the sphere in San Leandro includes several hundred single family homes on winding hillside streets, offices and multi-family housing along Foothill Boulevard, and the James Baldwin Academy School.

Land use decisions in this area are governed by the Castro Valley General Plan, which is part of the Alameda County General Plan. A Plan Update took place between 2004 and 2012, with maps and policies revised to reflect the current planning context and setting. The 2012 Plan reflects the Measure D Urban Growth Boundary and implements Alameda County Housing Element policies.

Certain goals of the Castro Valley Plan, such as the preservation of defining natural features, improved access to schools and parks, safer streets, and protection of small town character, are particularly relevant in this area. Similarly, the priorities stated in the Castro Valley Plan—such as hillside preservation, elimination of billboards, streetscape improvements, property maintenance, and better residential design standards—also are relevant. Residential development potential in this area consists mostly of vacant lots and large lots with the potential to be divided. There are a few larger vacant sites off of Strang Avenue and
Gramercy Drive. These are designated Hillside Residential, with densities up to 8 units per acre.

The City will continue to participate in the review of major development and transportation proposals in this area in the future, along with other changes that could affect services and infrastructure in San Leandro.

E. Former San Leandro Rock Quarry

The former San Leandro Rock Quarry is located immediately east of the city limits on the south side of Lake Chabot Road. The Quarry was established in 1886 and provided high quality rock and construction material to communities throughout the East Bay for 100 years. In 1986, the Quarry was closed; the 58-acre site was graded and terraced, and a series of flat areas, benches, and engineered slopes was created. The portion of the site closest to the City limits was later developed as a golf driving range, while the rest of the site remained undeveloped.

During the 1990s, several development proposals were made for the Quarry site, each combining single family housing and open space. The proposals generally called for single family homes on the flatter portions of the site and open space conservation on the steeper slopes. Extensive geologic investigations were made and several environmental impact reports were prepared. However, neighborhood concerns over the visual impacts of development on nearby parklands and developer concerns over geologic hazards presented obstacles to the Quarry’s reuse.

In November 2000, Alameda County voters approved Measure “D.” The Measure established an Urban Growth Boundary (UGB), with strict limits on parcel sizes and land uses for properties beyond the boundary. The Rock Quarry site is located outside the UGB, limiting its potential for future development. The County General Plan designates the site for open space uses, with a corresponding Agricultural zoning designation. At this point in time, City and County General Plan Amendments and a Measure D vote would be required to permit subdivision of the site into developable parcels.
The Transportation Element addresses the movement of people and goods in and around San Leandro. It works in tandem with the Land Use Element to create a more livable city, where residents can travel safely, easily, and affordably using a variety of transportation modes. Historically, local transportation plans focused on automobile speed and convenience. This Plan takes a more balanced approach, looking at additional factors such as environmental health, equity, greenhouse gas reduction, and the quality of public space along the city’s transportation routes. The Element is also more balanced in its treatment of each mode of travel, with greater attention given to bicycling, walking, public transit, and other “active” modes.

Transportation has always been an important issue in San Leandro. The city’s location affords quick access to many of the major freeways, bridges, transit lines, railroads, and airports serving the region. At the same time, San Leandro’s location between the region’s major centers of employment growth and its major centers of housing growth make it especially vulnerable to traffic congestion. Traffic delays on the city’s freeways continue to increase, and are projected to get worse in the future. Regardless of San Leandro’s plans, the city will be impacted by regional growth and cross-commuting in the years ahead.

For many years, the response to traffic congestion was to add more capacity to the street and highway system. These improvements helped provide mobility and spurred great economic growth in the Bay Area, but also encouraged a land use pattern where a private automobile became a necessity. Over the past two decades, a greater emphasis has been placed on integrating other modes of transportation and linking
land use and transportation decisions more carefully. In San Leandro as in other cities in the East Bay, it is no longer feasible to respond to traffic simply by adding more freeway lanes or building more roads. Fundamental changes in travel patterns and habits are needed.

Technology is also reshaping the way we travel. Smartphone applications, on-demand ride services, car-sharing, real-time congestion data, and intelligent transportation systems provide travelers with resources to get around more easily, affordably, and efficiently. Electric cars and non-gasoline powered vehicles are creating the demand for new infrastructure such as charging stations. During the time horizon of this Plan, autonomous vehicles may begin to mix with operator-driven vehicles on our roads, placing new demands on the road system. Since the full impact of such technology is unknown at this time, the Transportation Element must be fluid and flexible. Plan amendments will be needed as conditions change.

Transportation is also being reshaped by environmental concerns. Adoption of the Global Warming Solutions Act (AB 32) in 2006 set in motion a chain of events that has already transformed the way California cities plan and grow. The intent of AB 32 was to proactively address global climate change by reducing statewide greenhouse gas emissions. AB 32 triggered subsequent legislation, including SB 375, which aimed to reduce emissions by coordinating land use, housing, and transportation plans. It also triggered AB 1358—the California Complete Streets Act of 2008. These laws and other state policy directives have shifted the planning focus from congestion management to the reduction of vehicle miles traveled (VMT). The objective is for automobile trips to be fewer in number, shorter in length, and less impactful on the environment.
The concept of “complete streets” is central not only to the Transportation Element, but to the entire San Leandro General Plan. The idea is to design streets for all modes of travel, rather than automobiles alone. Many San Leandro neighborhoods were designed with cul-de-sacs and meandering streets, creating circuitous routes for pedestrians. These neighborhoods are separated by wide streets with fast-moving traffic, making it challenging to safely walk or bicycle around the city. The General Plan aims to connect the city, linking neighborhoods to Downtown, the shoreline, transit, and each other.

At the heart of the Transportation Element is a series of goals and policies to guide transportation decisions during the years ahead. To set the context for the goals and policies, the Element begins with a description of transportation modes in the city. It presents traffic forecasts for 2035, as well as a discussion of plans and programs for each transportation mode. Although the Element’s focus is on the city’s circulation system, several other important issues are addressed. These include neighborhood traffic management, parking, traffic safety, and intergovernmental coordination.
B. TRANSPORTATION DEMOGRAPHICS

Travel Patterns in San Leandro

Based on US Census data, approximately 19.6 percent of San Leandro’s employed residents both live and work in the city. Of this total approximately 3.0 percent work from home. Relative to other cities in Alameda County, the percentage of residents who both live and work in the city is somewhat low. The figure is 44.3 percent in Oakland, 31.7 percent in Fremont, 27.2 percent in Hayward, and 27.1 percent in Alameda. On the other hand, San Leandro’s figure is higher than Union City (17.1 percent) and Newark (17.0 percent).¹

The remaining 80.4 percent of the city’s employed residents commute out from San Leandro to another location. Of this total, 20 percent work in Oakland, 34 percent work in another city in Alameda County, and 26 percent work in another county. Major workplace destinations for San Leandro residents include Oakland, San Francisco, Fremont, Hayward, Berkeley, San Ramon, Pleasanton, and the Silicon Valley. The number of persons commuting into San Leandro for work is almost the same as the number commuting out.² This results in a daytime population that is almost identical to the night-time population.

Travel patterns in San Leandro illustrate one of the challenges of maintaining a jobs-housing balance. While the overall numbers of jobs and employed residents in the city are almost equal, there is still a large volume of commuting in and out of the city. Many factors, including the cost of housing and life circumstances, make it difficult for all of those who work in San Leandro to also live here. At the same time, San Leandro is more affordable than the Silicon Valley and San Francisco, making it an attractive choice for persons working in those cities. As a result of these dynamics, traffic volumes on Interstates 880 and 580 are high in both directions during both the morning and evening commutes, as employed residents leave and workers arrive.

¹ Based on American Community Survey data for 2006-2010 on “Place of Work” (Commuter-Adjusted Daytime population). More recent data was not yet available at the time of publication of the General Plan.
Mode of Travel to Work

Chart 4-1 provides information on how San Leandro residents travel to work, based on five-year (2009-2013) data from the American Community Survey. The data indicates that 71.7 percent of the city’s residents drive alone to work. This is somewhat lower than the percentages for Hayward (72 percent) and Fremont (75 percent) but higher than the percentage for Alameda (62 percent) and Oakland (55 percent).

About 10 percent of the city’s residents carpool to work. Approximately 11 percent use public transit. About three-quarters of this number (roughly 3,500 workers a day) use BART, with most of the remainder (about 1,000 workers a day) using the bus.

Much smaller percentages of residents walk or bicycle to work. The combined total of pedestrian and bicycle commuters was 2.4 percent of the city’s employed residents in 2009-2013. While the number has increased since 2000, it is still a small fraction of the total, with substantial potential for growth.

**Chart 4-1: Means of Transportation to Work for Employed San Leandro Residents**

Source: American Community Survey, 2009-2013
Vehicle Ownership

Most San Leandro households own two or more vehicles. Data from the US Census indicates that only four percent of the city’s households have no vehicle at all, while about 20 percent own just one vehicle. About 39 percent of the city’s households own two vehicles and 37 percent have three vehicles or more.

The data is similar to cities such as Hayward and Fremont, where nearly 40 percent of all households have three or more vehicles. However, the percentage of households with two or more vehicles is substantially higher in San Leandro than it is in Alameda (25 percent) and Oakland (22 percent). Similarly, the percentage of “car-free” households in San Leandro is higher than in Fremont or Hayward, but about half of what it is in Oakland.

This data is displayed graphically in Chart 4-2.

**Chart 4-2: Vehicles Owned per Household in San Leandro**

- 0 vehicles: 4%
- 1 vehicle: 20%
- 2 vehicles: 39%
- 3 vehicles: 24%
- 4 vehicles: 9%
- 5+ vehicles: 4%

Source: American Community Survey, 2009-2013
Commute Length and Timing

The American Community Survey (2009-2013) indicates that 48 percent of the city’s employed residents have a commute of 25 minutes or less. This is similar to nearby cities, including Oakland (50 percent), Alameda (48 percent), Hayward (46 percent), and Fremont (43 percent). Approximately 20 percent of San Leandro’s employed residents have a commute length of less than 15 minutes. Conversely, 11 percent have a commute of one hour or more.

C. TRANSPORTATION AND LAND USE

One of the overarching objectives of the General Plan is to recognize the link between transportation and land use. This includes encouraging more compact development around transit stations and major bus lines, integrating a variety of land uses within new projects, and ensuring that the urban environment is designed first and foremost for people rather than cars.

Integrating land use and transportation also means that long-range development plans should reflect traffic conditions on the City’s road network and the possibilities to divert auto trips to other modes at congested locations. Where roadway capacity cannot be increased, a number of options can be considered. The first is to limit the amount of potential new development in these areas through zoning and other development regulations. The second is to improve provisions for other modes of travel, such as buses and bicycles. The third is to accept a higher level of congestion, recognizing that other public benefits—such as jobs and housing—may be provided. In the third case, the choice must reflect the context of the site. Congestion may be more acceptable in the middle of downtown than at a crossroads in the industrial area.

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3 Excludes residents working from home.
The reality is that all three of these options are applied in planning for San Leandro’s transportation system. Future development intensities will be limited in the industrial areas, residential areas, and shopping districts away from the BART stations and major bus lines. Shuttle buses, Bus Rapid Transit (BRT), and other forms of mass transit will be expanded to meet increased demand, and a larger share of the population is expected to walk or bicycle to work, shopping, and services. The City also recognizes that increased congestion is inevitable, given the forecasted population and employment growth in the region and the limited ability to expand the freeway system. Even if San Leandro adds no jobs or households in the future, the Bay Area is still projected to add almost 2 million residents in the next 25 years, increasing travel demand.

The commitment to integrated land use and transportation planning is particularly important around the BART Stations and along East 14th Street. These areas have been planned to maximize opportunities for future transit use. In each case, a combination of office, residential, retail, and open space uses is planned, to facilitate walking, bicycling, and access to the bus and BART system.

Some of the specific ways in which the land use and transportation connection is recognized in the General Plan are highlighted in the box on the following page.
Integrating Land Use and Transportation Planning

The San Leandro General Plan integrates land use and transportation planning in the following ways:

To ensure that transit-accessible land is efficiently used, the Plan includes:

- Designation of Priority Development Areas (PDAs) at the BART stations and along the East 14th Street corridor.
- Transit-oriented development land use designations around the Downtown BART station and the Bay Fair BART station. The designations encourage a mix of office, commercial, and high-density residential uses, integrated with plazas and open spaces.
- Minimum density requirements for housing around the Downtown BART station and along major transit corridors such as East 14th Street.
- Guidelines to encourage pedestrian-oriented design around BART, Downtown, and along transit corridors.
- Policies to locate new public facilities along transit routes.

To ensure that development reflects road capacity constraints, the Plan includes:

- Variable level of service standards, with more congestion deemed acceptable around BART and in Downtown and less congestion deemed acceptable in other parts of the city.
- Siting of regional commercial uses around freeway interchanges rather than in neighborhoods or industrial districts.
- Requirements to re-assess parking needs when older industrial buildings are converted to higher intensity uses such as offices.

To improve the transportation system to respond to the Land Use Plan, the Plan includes:

- Improved transit service to support planned higher density housing, including Bus Rapid Transit.
- Implementation of a Bicycle and Pedestrian Master Plan, including new bike lanes and walkways and improved safety features.
- Development of a major regional biking and walking trail along a former railroad right-of-way.
- Complete streets policies and design standards that facilitate non-auto travel.
- Periodic review of the Development Fee for Street Improvements (DFSI) to ensure that it adequately covers the cost of needed improvements.

To reduce the amount of traffic generated by new development, the Plan includes:

- A commitment to balance job growth and housing growth to avoid the need for regional cross-commuting.
- Incentives for employers to participate in BART shuttle services, and to develop ridesharing, carpooling, and flextime programs.
- Opportunities for live-work and mixed use development to reduce commute hour traffic and shorten trip lengths.
- Promotion of business services, restaurants and other employee-serving uses in industrial areas to reduce the need for long trips during the workday.
D. MOVING TOWARD COMPLETE STREETS

The Complete Streets Act of 2008 (AB 1358) requires local jurisdictions to adopt policies which provide for the needs of all road users, including pedestrians, bicyclists, and transit riders as well as motorists. Since 2011, any California county or city that undertakes a substantive update of the circulation element of its general plan has been required to incorporate “complete streets” policies and programs.

Caltrans has also issued directives to plan for the needs of travelers of all ages and abilities. This includes specific provisions for roadway design, construction, operations, and maintenance. Other agencies have adopted similar policies and standards. The Metropolitan Transportation Commission (MTC) requires all projects receiving federal, state, or bridge toll funds to plan for the accommodation of bicycles and pedestrians. The Alameda County Transportation Commission requires all jurisdictions receiving local Measure B sales tax funds to have an adopted complete streets policy.

San Leandro adopted such a policy on February 4, 2013. The policy promotes safe and convenient travel for all persons while recognizing community context and integrating community goals. In 2016, San Leandro was also participating in a study with Hayward and Alameda County to plan for complete streets throughout Central Alameda County. Design guidelines, street typologies, and checklists are likely to be produced through this study. Redesign of several major streets may be recommended through this process.
The idea behind “complete streets” is that it should be safe and easy for all persons, regardless of age, ability, or income, to travel safely using any mode of travel. Since San Leandro’s street system is already in place, some streets will need to be retrofitted and redesigned over time so they better accommodate pedestrians, bicycles, and transit. There is no singular design approach to creating a complete street—the concept is based on the idea that each street is unique and has its own community context. In San Leandro, creating a complete street usually involves improving sidewalks and curb cuts, adding a bike lane or wider shoulder, and introducing elements such as special bus lanes, median islands, accessible push-button signals, curb extensions (“bulb-outs”) and similar improvements.

Redesigning streets to meet the needs of all travelers will increase mobility while also promoting health and wellness. Walking and bicycling are generally described as “active” transportation, because they involve some level of exercise and physical movement. Complete streets can make the city healthier, by encouraging heart-healthy travel and reducing obesity at the same time they reduce road hazards. Complete streets also improve road efficiency and capacity, by focusing on the movement of people rather than cars.

Of course, not all San Leandro streets will be redesigned in the next 20 years. Most local streets have low volumes and are already relatively safe for all modes of travel. The focus of improvements will be Downtown, the BART station areas, the East 14th Street corridor, and major collectors and arterials around the city.

**E. TRAVEL MODES**

**Bicycling and Walking**

San Leandro encourages bicycling and walking as practical means of transportation as well as a form of recreation. The city offers many qualities favorable to both activities, including flat terrain, temperate climate, and attractive scenery. Obstacles to bicycling and walking include heavy traffic, poor pavement, narrow streets, the absence of shade trees and sidewalks, and the lack of convenient, direct access routes to major destinations. The City has made considerable progress since adopting its first Bikeway Plan almost 20 years ago. Continued
planning, funding and implementation efforts will further improve local facilities.

Bikeway Plan

San Leandro’s most recent Bicycle and Pedestrian Master Plan (BPMP) was adopted in 2011. The Plan contains an assessment of existing conditions for bicyclists and pedestrians and provides recommendations for biking and walking facilities, the interface between bicyclists and transit, and related programs. The Plan establishes the following nine goals:

- Support bicycling and walking and the development of a comprehensive bicycle and pedestrian transportation system as a viable alternative to the automobile.
- Implement bicycle and pedestrian improvements maximizing the amount of funding for which San Leandro is eligible.
- Develop a bicycle system that meets the needs of utilitarian and recreation users, helps reduce vehicle trips, and links residential neighborhoods with local and regional destinations.
- Create a well-connected pedestrian environment by improving the walkability of all streets in San Leandro through the planning, implementing, and maintaining of pedestrian supportive infrastructure that meets the needs of all users.
- Maximize bicycle and pedestrian access to transit.
- Improve bicycle and pedestrian safety.
- Develop detailed bicycle and pedestrian improvements.
- Raise awareness of the benefits of walking and biking by developing a coordinated public outreach strategy to encourage bicycling and walking.
- Develop land use policies and development standards that promote bicycling and walking for utilitarian and recreation trips.

The planned bikeway network is shown in Figure 4-1. The network identifies three types of bicycling facilities:
Figure 4-1

Bicycle Network
Class I bikeways (bike paths) provide a completely separated right-of-way for the exclusive use of bicycles and pedestrians with minimal automobile cross flows.

Class II bikeways (bike lanes) provide a striped lane for one-way travel on a street or highway.

Class III bikeways (bike routes) provide for shared use with motor vehicle or pedestrian traffic.

A fourth category of bike lanes, commonly referred to as “Class IV” is used to describe cycletracks or buffered bike lanes (striped bike lanes separated from the vehicle lanes by the parking lane, or by bollards or a physical divider). There are no Class IV lanes in San Leandro at this time. According to the 2011 BPMP, the City has approximately 25 miles of bikeway facilities consisting of 4.2 miles of Class I bike paths, 17.7 miles of Class II bike lanes, and 3.1 miles of Class III signed bike routes.

The City’s Class I bike paths are associated with the Bay Trail, a planned 500-mile network of paved trails that will ultimately encircle San Francisco and San Pablo Bays. Most of the San Leandro portion of the Bay Trail is in place along the shoreline between Oakland and San Lorenzo. A small portion between Oyster Bay Regional Shoreline and Marina Boulevard is a Class III bike route within the right of way of Neptune Drive. The San Leandro Bay Trail Slough Bridge, completed in 2010, provides a connection for the Bay Trail between San Leandro and Oakland.
Prospects for the Future

Fewer than one percent of San Leandro residents presently use a bicycle to travel to work. However, based on trends and local demographics, the city can support a greatly expanded bicycle system. The 2011 Bicycle and Pedestrian Master Plan indicates a target of increasing the bicycle commute mode share to 3.0 percent. This will be achieved by closing gaps in the existing bike system and developing new bicycle facilities. The 2011 Plan identifies 38.8 miles of additional bikeways, including 8.4 miles of Class I bike paths, 10 miles of Class II bike lanes, and 20.4 miles of Class III bike routes.

The Bikeway Plan identifies improvements to better define and connect the existing bikeway network and improve its effectiveness. The focus of the Plan is on connecting major activity centers, such as schools, parks, libraries, retail destinations, and major employment centers. Connections to BART are also critical, including provisions for bicycle storage at the San Leandro and Bay Fair Stations. Bike path improvements are planned throughout the city, including the trail systems at Oyster Bay Regional Shoreline and in the Shoreline Development project area.

The policies and actions in the San Leandro General Plan are consistent with the 2011 Plan and support bicycling as a viable alternative to the automobile. Key General Plan objectives are to improve bicycle safety, reduce barriers, encourage bicycle use, and provide bicycle parking at community facilities and major shopping and employment centers. The City of San Leandro is also pursuing educational, promotional, and safety improvements related to bicycle travel. It carries out educational programs teaching bicycle safety and sponsors events such as Bike to Work Day, Safe Moves, and bicycle rodeos.

Recommended safety improvements include special bicycle crossings (including signalized crossings) near schools, and pavement maintenance programs to reduce the risk of collisions. Regular sweeping of bicycle trails, volunteer maintenance, and a maintenance log of hazardous conditions also are recommended. Programs such as colored bike lanes and coordinated signage are recommended so that bikeways are clearly marked and easy to navigate.
Funding for capital projects and bicycle programs is an important component of the BPMP. The Plan identifies potential governmental and non-governmental funding sources, and potential partnerships for joint projects. The Bikeway Plan includes a recommendation for five-year Plan updates, recognizing the importance of keeping priorities current in order to maximize eligibility for funding. Updates also enable the City to incorporate emerging opportunities, such as the proposed East Bay Greenway and the San Leandro Creek Trail. The East Bay Greenway will provide a Class I bicycle connection between Oakland and Hayward, making it easier to commute through the Central East Bay by bicycle.

**Pedestrian Facilities**

There are over 200 miles of locally maintained streets in San Leandro, most with sidewalks. Many parts of the City provide an environment that is conducive to walking. This is especially true in older neighborhoods and Downtown. There are other areas in San Leandro that are less walkable, despite the presence of sidewalks and crosswalks. These include many of the City’s commercial thoroughfares, neighborhood shopping centers, and industrial districts. Walkability is influenced by all aspects of the built environment, including elements such as street trees, sidewalk width, building setbacks and architectural features, and traffic speed on adjacent roadways.
Thoroughfares like San Leandro Boulevard and East 14th Street were designed for vehicle convenience and speed. Pedestrians on these streets may feel uncomfortable due to high volumes of fast-moving traffic, along with the fumes and noise associated with such traffic. The City will continue to take steps to create a more hospitable environment for pedestrians through streetscape improvements and updated design standards. Ten Pedestrian Improvement Areas are identified in the 2011 Bicycle and Pedestrian Master Plan, and 20 specific locations have been highlighted for future improvements. Many of these locations are near schools where Safe Routes to School programs could improve walk and bike access through capital improvements and educational programs.

Recommended improvements include Americans with Disabilities Act (ADA) compliance measures, repair of sidewalk surfaces, curb ramp improvements, accessible signals, and updated push buttons. The 2011 Plan also calls for enforcement of parking regulations at crosswalks and intersections, streetscape enhancements, and specific capital projects, including new pedestrian crossings, elimination of rolled curbs, redesign of key streets, consolidation of curb cuts on East 14th Street, and improvements to freeway underpasses. Development of a trail along portions of San Leandro Creek also will be pursued.
Public Transit

San Leandro is served by BART, AC Transit, and a number of shuttle and para-transit services.

BART provides heavy-rail, regional transit service to Alameda, San Francisco, Contra Costa, and San Mateo counties. The two BART stations in San Leandro are located to the west of Downtown and adjacent to Bayfair Center. Between 6,100 and 6,400 passengers per day arrive at and depart from each of these stations. Direct service is provided to San Francisco, Oakland, Fremont, Richmond, and Dublin/Pleasanton. Connecting service is provided to Concord/Pittsburg. BART operates with 15-minute headways during commute periods.

Future improvements to BART include extensions to San Jose and Livermore. In addition, the Bayfair Connector project, which is funded by Alameda CTC through Measure BB funds, will facilitate rider transfer at Bay Fair between the Pleasanton and Fremont lines.

AC Transit provides bus service in Alameda County and the western portion of Contra Costa County, and transbay commuter service to San Francisco and the Peninsula. Its local buses connect San Leandro neighborhoods and business districts with various destinations, including the two BART stations. AC Transit also provides school bus and para-transit services, and it is a participating transit provider for the regional, All-Nighter bus system, providing night owl bus service when BART is not operating. AC Transit buses are equipped with front-loading racks that can hold up to two bicycles.
Figure 4-2

Rail and Transit Network

Source: City of San Leandro, 2014; Alameda County, 2013; PlaceWorks, 2014.
Some of AC Transit’s busiest service corridors pass through San Leandro. Daily ridership on the East 14th Street corridor was over 21,000 passengers per day in Fall 2014. The Bancroft Avenue corridor had daily ridership of 10,000 passengers per day in Fall 2014 while ridership along the MacArthur Boulevard was 8,000 passengers per day. Bus routes throughout the city are illustrated in Figure 4-2.

During the next 15 years, San Leandro will work with BART and AC Transit to achieve local service improvements. A major focus of this effort will be to improve connections between the two modes so that they work in tandem. Key initiatives are described below.

**BART Improvements**

BART is in the process of extending service on the Fremont line to San Jose/Santa Clara. Service to Warm Springs (South Fremont) is expected to by the end of 2016, while service to San Jose should begin by 2025. The San Jose extension will include connections to the Caltrain and VTA systems, achieving the long time vision of rail transit circumnavigating San Francisco Bay. Plans for a second BART tube (from Oakland to San Francisco) are being considered, recognizing the need to invest in transit as the region grows and increase BART capacity as transit-oriented development plans are implemented.
Growth in San Leandro is also expected to generate additional BART riders, both through new housing development and increased employment. The EIR for the 2035 General Plan projected an increase of 2,240 new daily BART trips at San Leandro’s two stations in the next 20 years. Local BART ridership also may grow as the BART system expands, particularly when BART becomes a viable means of commuting to San Jose and Silicon Valley. The City will work with BART to ensure that its infrastructure is maintained to meet increased demand. BART is acquiring new rail cars and regularly updates its plans for station ingress, egress, bus connections, and parking.

As noted throughout the General Plan, the investment that has been made in the BART system is being leveraged to promote transit-oriented development (TOD) on the station perimeters. TOD starts with improvements to the stations themselves, including safety improvements for pedestrians, better-timed connections to buses, and improved connectivity between the stations and the neighborhoods around them. Over the years, improvements have been made to the San Leandro and Bay Fair stations to improve their functionality and accessibility. These efforts will continue as land around the stations redevelops.

The availability of parking is an ongoing issue around both of San Leandro’s BART Stations, particularly the Downtown Station. Both stations have historically relied on BART-owned surface parking lots to meet demand. Both the Marea Alta and San Leandro Tech Campus developments include structured parking for BART passengers as well as parking for the developments themselves. Future mixed use projects on the station perimeter, including development on BART-owned parking lots, may include garage parking for BART passengers. At Bay Fair, development of at least a portion of the surface parking lot is likely in the future, with structured parking used to replace lost spaces. The City is also working with AC Transit to improve feeder bus service, so that commuters can arrive by bus rather than driving to the station.

**AC Transit Improvements**

AC Transit is currently developing a Bus Rapid Transit (BRT) system in the East Bay. The initial BRT line will extend 9.5 miles from Downtown Oakland to the San Leandro BART station. This line will enter San Leandro on East 14th Street (International Boulevard) at the Oakland city limits, extend south to Davis Street, and then west to the BART station. Although a dedicated bus lane is proposed for most of the route in Oakland, the portion in San Leandro will include a dedicated lane for
only about two blocks, with bus traffic transitioning into auto traffic just south of Broadmoor Boulevard. Amenities along the route include sheltered seating at bus stops, off-bus fare payment, real-time arrival times, and traffic signal priority.

AC Transit is studying potential extension of BRT service from San Leandro station to Bay Fair station. A northerly extension from Oakland to Emeryville also is being considered. These improvements are being studied as part of various long-range planning studies, including a Service Expansion Plan, a "Major Corridors Study," and a Short-Range Transportation Plan that seeks to increase service on the 11 highest-ridership bus routes in the service area. The Service Expansion Plan is evaluating possibilities for increased service frequency, expansion of night and weekend service, and elimination of loop routes. The Major Corridors Study is evaluating potential infrastructure improvements such as bus stops, bus lane, and traffic signal pre-emption.

Although the City of San Leandro does not control bus service and operations, it plays an important role in sustaining a viable bus system. One of its most important roles is to create a street environment where transit users feel safe and comfortable, and where buses may operate efficiently. Bus shelters should be clean, attractively designed, well-lighted, and well maintained. Local design standards for streets with frequent bus service should accommodate bus pullouts, and passenger amenities. Parking regulations on these streets should be strictly enforced to minimize bus lane obstructions. The City will require new development along major transit corridors to include features that support transit use, such as requiring building entrances that face the street rather than rear parking lots.

The City is particularly interested in improving AC Transit feeder service to the BART Stations from San Leandro neighborhoods and business districts. This could include flexible routing for some of the bus lines and smaller buses to allow broader service coverage. The coordination of AC Transit and BART schedules is also critical, as quick transfers provide one of the best incentives for ridership.
Shuttles, Vanpools, Ridesharing, and Carsharing

San Leandro created the LINKS shuttle service in 2002 as a way to provide convenient local transit between the San Leandro BART Stations and the major employment districts of West and Central San Leandro. Service was recently expanded from a single loop route to two lines, one providing a loop through the northwestern part of the city and the other providing a loop through the southwest. LINKS is funded by a special purpose business improvement district encompassing benefitting businesses, primarily in the industrial areas of West San Leandro. The service also receives grants from regional agencies, including the Bay Area Air Quality Management District (BAAQMD).

LINKS plays a crucial role in filling the gap created by AC Transit service cuts, and is an important part of the City’s trip reduction strategy. It is also an important economic development tool, providing a resource for businesses and their employees. On non-holiday weekdays, shuttles operate every 15 minutes along the north loop and every 20 minutes along the south loop from 5:45 AM to 9:45 AM and from 3:00 PM to 7:00 PM. Continued improvements to LINKS service will be pursued as employment in the area grows. A number of large employers, including Kaiser Permanente, also operate independent private shuttle services to and from the San Leandro BART station.

Depending on financial feasibility, shuttles could also someday serve residential and commercial areas—including Downtown San Leandro. The concept of public-private partnerships could make shuttle service more viable, with the City working with AC Transit and the private sector to coordinate operations.
The City is also supportive of ridesharing and vanpooling programs by local employers and institutions. Several large employers—including the City itself—provide preferential parking for carpools. Through the City’s trip reduction efforts, local employers are encouraged to develop commuter benefit programs, such as transit vouchers, which encourage employees to seek alternatives to driving. Programs managed by the Alameda County Transportation Commission such as “guaranteed ride home” and 511 Rideshare also support carpooling at the local level.

San Leandro is also committed to meeting the needs of elderly and disabled passengers. Although AC Transit buses are wheelchair equipped, there may still be obstacles to convenient use. The City provides FLEX shuttle service for persons unable to use conventional buses. The shuttle operates Monday through Friday between 9:00 AM and 5:00 PM, with a northern and southern route.

Automobiles

San Leandro’s road system consists of freeways, arterials, collectors, and local streets. As indicated below, these classifications are used to describe the different functions and design criteria for each type of street. Figure 4-3 shows San Leandro’s road system using these designations. Table 4-1 indicates the average daily traffic volumes on major San Leandro streets in the most recent year of record. Refinements to the classification system shown below may be implemented in the coming years. These refinements would recognize not only the function of the street, but also the priority mode of travel (e.g., bicycle, pedestrian, transit, multi-modal, etc.)

**Freeways**

Freeways are limited access multi-lane roadways that accommodate trips from one part of the region to another. All access is ramp controlled and grade-separated, allowing these roadways to carry large volumes of traffic at relatively high speeds. No direct access is provided to adjacent properties. Freeway design, operation, and maintenance is the responsibility of the California Department of Transportation (Caltrans). San Leandro’s freeways—Interstates 880, 580, and 238—provide the major road links between the City and the rest of the Bay Area. Current (2015) volumes range from 98,000 vehicles per day (vpd) on Interstate 238 to 223,000 vpd on Interstate 880.
Figure 4-3

Street Classification
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Source: City of San Leandro, 2015
Arterials

Arterials serve as the basic network for through-traffic in and around San Leandro. They provide connections between the freeways and major destinations in the city and for cross-town travel, commercial vehicle travel and access to collector streets and local streets. Arterial streets generally provide direct access to adjacent land uses, although access may be restricted by medians and dividers. Driveways are limited to a few locations, and on-street parking may be limited or absent in order to provide the greatest travel capacity within the available right-of-way. Depending on the intensity of adjacent land uses, arterials may have two, four or six lanes. Intersections with arterials may be signalized and may have dedicated left or right turn lanes.

Arterials may bisect residential neighborhoods as well as commercial and industrial areas. Because homes and apartments tend to be more susceptible to the negative impacts of traffic than business districts, different design standards and traffic management strategies may apply to residential arterials.

Caltrans is responsible for the design, operation and maintenance of three arterials in San Leandro: East 14th Street (Route 185), Doolittle Drive north of Davis Street (Route 61), and Davis Street from Doolittle to East 14th Street (Route 112). The City of San Leandro is responsible for the other arterials in the city, such as Bancroft Avenue, Hesperian Boulevard, Washington Avenue, San Leandro Boulevard, MacArthur Boulevard, and Marina Boulevard.

Collectors

Collectors are designed to connect neighborhoods with arterials. They typically carry less than 10,000 vehicles per day, although somewhat higher volumes are not unusual. As with arterials, collectors in residential areas may be subject to different design standards and traffic
management strategies than those in commercial and industrial areas. Residential collectors are typically two lanes, with curb parking and traffic signals at major intersections. Intersections with lower volume streets may be controlled by two-way or four-way stops. Examples of collector streets include Springlake Drive, Teagarden Street, and Farnsworth Street.

Local Streets

Local streets are low-speed roadways that link individual parcels to collector or arterial streets. They typically accommodate one traffic lane and one curbside parking lane in each direction. Intersections are typically controlled by two-way or four-way stop signs. With the exception of a few private streets, the City of San Leandro is responsible for the design, operation, and maintenance of all local streets.

Trucks

Trucks comprise a small percentage of the vehicles on San Leandro streets, but have a major impact on traffic patterns and roadway needs. Many of San Leandro’s businesses depend on efficient and convenient truck access. To facilitate truck traffic and avoid neighborhood conflicts, the City has designated certain thoroughfares as truck routes. These are shown in Figure 4-4.

Despite the designation of truck routes, problems with truck traffic on residential streets may still occur. The California Vehicle Code allows trucks to use virtually any street to make pick-ups and deliveries, making enforcement of truck routes more difficult. Problems such as noise, diesel fumes and dust, property damage, pavement deterioration, conflicts with auto traffic, and pedestrian and bicycle hazards occur on some streets, including those not designated as truck routes. Truck parking is also a problem in some areas. City ordinances prohibit truck parking along truck routes, on residential streets, and in locations where unsafe reductions in sight distances or travel lane widths result, but violations occasionally occur.

Enforcement, permitting, coordination with adjacent jurisdictions, and education are all important parts of managing truck traffic. The City requires transportation permits for particular vehicle types in order to monitor heavy loads on its streets. San Leandro also works with the City of Oakland to manage truck traffic along border streets, and coordinate truck routing. Additional initiatives will be pursued in the future.
Figure 4-4

Truck Routes

Source: City of San Leandro, 2014; Alameda County, 2013; PlaceWorx, 2014.
Ultimately, street design and signage changes may be needed to better accommodate trucks on designated truck routes and to discourage illegal truck “cut-through” traffic elsewhere. In industrial districts, this may require the upgrading of key intersections to accommodate the turning radius of larger trucks. In residential areas, this may require traffic calming measures, extension of curbs or medians, and additional signs in areas where truck parking and weight limits apply.

Local businesses and truckers should also be kept informed of where truck routes are located and where truck parking is permitted. Other changes might include revisions to the City’s truck route map and revisions to weight limits on truck routes in residential neighborhoods. Key areas for future focus include the Washington Manor area and the northeast part of the city.

Additional recommendations for trucks are included in a Goods Movement Plan adopted by Alameda County in February 2016. The County Plan includes infrastructure investments, strategies, and performance measures to support goods movement countywide.

**Railroads**

San Leandro is crossed by three major rail lines, generally running from northwest to southeast across the city. The rail lines link local industrial areas with the Port of Oakland, other West Coast markets, and the rest of the state and nation (see Figure 4-3). The rail lines were formerly independently operated but have been consolidated under the
ownership of Union Pacific (UPRR). The lines are generally referred to as the Oakland Subdivision, the Niles Subdivision, and the Coastal Subdivision. Spurs from each railroad provide service to industrial developments in Central and West San Leandro.

In 1996, the Oakland subdivision was relegated to industrial spur status. Most of the line has been abandoned, although a few industrial customers remain on isolated portions of the line. As of 2016, plans were moving forward to convert portions of the Oakland Subdivision to a bicycle and pedestrian path called the East Bay Greenway. The Greenway Concept Plan includes a combination of Class I, II, and III bicycle facilities extending from 18th Avenue in Oakland to Downtown Hayward.

On the Coastal and Niles Subdivisions, trains still cross arterial and collector streets several times a day. Most rail crossings are equipped with warning bells and crossing guards used to detain vehicles when trains pass. Vehicle and pedestrian safety is an ongoing issue for at-grade crossings. Continued driver, bicyclist and pedestrian education is necessary to reduce collision hazards. With increased freight activity expected along the UP corridor from the Port of Oakland to the south, circulation and access will be affected particularly at the at-grade crossings in San Leandro.

Two rail crossings in San Leandro are grade-separated: the Maltester-Polvorosa overpass on West Davis Street and the Washington Avenue underpass just south of San Leandro Boulevard. The Washington Avenue crossing is on the Oakland subdivision and is presently inactive. New grade-separated crossings at Davis, Marina, Hesperian, Washington (at Chapman), and other major thoroughfares would be desirable but face significant design and funding constraints. Caltrans provides grants for such projects through its Section 190 Grade Separation Program, contingent on completion of a plan addressing the design of the project, acquisition of right-of-way, relocation of businesses, and resolution of any related issues.
Amtrak

Amtrak operates intercity and interstate passenger rail service. Its Capital Corridor and Coast Starlight routes run through San Leandro, but there are currently no Amtrak stops in the city. The Capitol Corridor route connects San Jose to the Sacramento area and uses the Niles Subdivision of the Union Pacific tracks, passing just west of the San Leandro BART station. The nearest station is about two miles northwest of the city limits adjacent to the Coliseum BART station in Oakland. The Coast Starlight is an interstate route connecting cities along the west coast. The nearest station is at Jack London Square, about seven miles north of San Leandro. The possibility of a Capitol Corridor stop in San Leandro should continue to be explored in the future, with the ideal location being in the transit oriented development area west of the BART station.

Airports

There are no airports or heliports in San Leandro listed by the Federal Aviation Administration (FAA). The nearest airports are Oakland International, located adjacent to the city to the northwest, and Hayward Executive Airport, located 1.5 miles to the south of the city limits. Despite the absence of an airport within the city limits, there is active air traffic over the City. The major commercial airline approaches to Oakland International Airport’s runways are located west of the San Leandro shoreline, while non-scheduled general flights to Oakland’s North Field fly over developed portions of San Leandro. Hazards and
noise associated with air traffic are discussed in the Environmental Hazards Element of the General Plan.

**Water Transportation**

Ferries have long been regarded as a potential way to reduce congestion on Bay Area highways and provide a public transit alternative to buses and trains. Commuter ferries currently serve a number of Bay Area communities, including San Francisco, Marin County, Vallejo, Oakland, Alameda, and South San Francisco. A 1999 feasibility study identified the San Leandro Marina as one of the most viable sites on the Bay for a new ferry terminal.

Given the fiscal challenges associated with channel dredging and recent decisions regarding the Marina, ferry service is considered infeasible in San Leandro at the present time. However, such service could become viable in the future in the event a long-term, stable, non-local funding source for dredging and terminal maintenance is provided. The San Francisco Bay Water Emergency Transportation Authority (WETA) adopted a ferry system expansion policy in 2015 that includes criteria for funding new ferry infrastructure and service projects. Ferry service improvements are planned for Richmond and Hercules, and are being studied in Redwood City, Martinez, and Antioch.

**F. TRAFFIC FORECASTS AND PLANNED IMPROVEMENTS**

One of the criteria for developing the policies and actions in the Transportation Element was an evaluation of existing and projected traffic conditions for motorists, bicyclists, pedestrians, and public transit users. Using a computerized traffic model, traffic forecasts for 2035 were developed and evaluated. The forecasts consider the type and quantity of development that will occur in the City during the next 20 years based on the General Plan Map and General Plan policies. They also account for increases in background traffic resulting from growth in nearby cities, the diversion of car trips to other travel modes as a result of transit, bicycle and pedestrian improvements, and changes in travel patterns resulting from transit-oriented development. Additional detail on the traffic analysis is included in the General Plan Environmental Impact Report.
A number of different methods may be used to evaluate projected traffic conditions. From the 1950s until recently, the most common method has been to compare the volume of automobile traffic on a road to the road’s design capacity. This method considers factors such as average vehicle speed along a road segment and the number of seconds a motorist has to wait to pass through an intersection. Lettered grades (called “levels of service” or LOS) are assigned based on these factors, with “A” corresponding to no congestion and “F” corresponding to extreme congestion. Roads and intersections with “failing” grades (usually “E” and “F”) are targeted for capacity improvements, such as turning lanes, additional travel lanes, and upgraded signals.

A number of problems with the LOS method have been observed. It evaluates the transportation network exclusively on its capacity to move cars, rather than its effectiveness serving adjacent land uses, or accommodating the greatest number of people or travel modes. It also evaluates roads and intersections without regard to context, so that roads serving Downtown, residential areas, and industrial areas are all treated the same. The focus on LOS has led to an auto-focused development pattern in many cities, with potential economic, safety, social, and urban design benefits traded for speed. More recent approaches to transportation analysis consider “multi-modal” levels of service, taking into consideration the performance of other modes of travel, such as transit.
California adopted SB 743 in 2013, moving away from LOS entirely and introducing a new metric for measuring transportation impacts. SB 743 shifts the focus to how much driving is expected to be generated by new development rather than the vehicle speed and delay at nearby intersections. Developments located near transit typically generate fewer and shorter automobile trips, as occupants may rely on transit for more of their daily travel. Similarly, a project that combines housing and retail uses may generate fewer trips than two equivalent separate housing and retail projects, since some of the trips are internally captured. Most California cities are in the process of transitioning from LOS to VMT, but there are still many questions to be answered about how the new metric will work in practice.

For the purposes of this General Plan, an analysis of future LOS and VMT were both performed. The findings are summarized below.

**Level of Service (LOS)**

As noted above, LOS is indicated by a lettered grade from "A" through "F" (from best to worst), covering the range of traffic operations that might occur. Table 4-2 provides a definition of each LOS grade. Different standards are used for freeways than for intersections, since freeways are designed to operate without stops.

For planning purposes, the City has created a tiered LOS system in this General Plan as follows (see Action T-2.5.A):

- Outside of the designated “Priority Development Areas” (see Figure LU-1), LOS D is the minimum acceptable service level for intersections.
- Inside the PDAs, LOS E is the minimum acceptable service level for intersections.

The dual system recognizes that a greater level of auto congestion is acceptable in areas where the emphasis is on public transit, pedestrian, and bicycle trips. The PDAs include the areas around the San Leandro and Bay Fair BART stations, and the East 14th Street corridor. While the City seeks efficient vehicle flow through these areas, it also seeks to shift trips to other modes and focus on place making and economic vitality.
TABLE LU-1  LEVEL OF SERVICE INTERPRETATION FOR INTERSECTIONS AND FREEWAYS

<table>
<thead>
<tr>
<th>LOS</th>
<th>Description of Traffic Conditions at Intersection</th>
<th>INTERSECTIONS</th>
<th>FREEWAY SEGMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Free flowing. Most vehicles do not have to stop.</td>
<td>≤10.0</td>
<td>≤10.0</td>
</tr>
<tr>
<td>B</td>
<td>Minimal delays. Some vehicles have to stop, although waits are not bothersome.</td>
<td>&gt;10.0 and ≤ 20.0</td>
<td>&gt;10.0 and ≤ 15.0</td>
</tr>
<tr>
<td>C</td>
<td>Acceptable delays. Significant numbers of vehicles have to stop because of steady, high traffic volumes. Still, many pass without stopping.</td>
<td>&gt;20.0 and ≤ 35.0</td>
<td>&gt;15.0 and ≤ 25.0</td>
</tr>
<tr>
<td>D</td>
<td>Tolerable delays. Many vehicles have to stop. Drivers are aware of heavier traffic. Cars may have to wait through more than one red light. Queues begin to form, often on more than one approach.</td>
<td>&gt;35.0 and ≤ 55.0</td>
<td>&gt;25.0 and ≤ 35.0</td>
</tr>
<tr>
<td>E</td>
<td>Significant delays. Cars may have to wait through more than one red light. Long queues form, sometimes on several approaches.</td>
<td>&gt;55.0 and ≤ 80.0</td>
<td>&gt;35.0 and ≤ 50.0</td>
</tr>
<tr>
<td>F</td>
<td>Excessive delays. Intersection is jammed. Many cars have to wait through more than one red light, or more than 60 seconds. Traffic may back up into “up-stream” intersections.</td>
<td>&gt;80.0</td>
<td>&gt;50.0</td>
</tr>
</tbody>
</table>


Some of the City’s roadways (including Davis Street, Doolittle Drive, and East 14th Street) are under Caltrans’ jurisdiction. Caltrans applies a different standard to these facilities (the point where LOS “C” meets LOS “D”). For the purposes of this General Plan and other transportation plans, the City of San Leandro’s LOS “D” standard is applied to these facilities. The City has not adopted LOS standards for the freeways since they are not under local jurisdiction and are primarily carrying traffic with origins and destinations outside San Leandro.

In 2015, most intersections in San Leandro were operating at LOS D or better. Only one intersection—the southbound I-880 off-ramp at Marina Boulevard—was found to be below LOS D. In fact, there were fewer
LOS E and F intersections in the city in 2015 than there were in 2000, based on the General Plan traffic analysis completed for the prior Plan. In addition, much of the congestion experienced in the city is limited in duration, with operations becoming stable shortly after the peak hours.

Table 4-3 illustrates the existing (2015) and projected (2035) levels of service at major intersections in San Leandro. Intersections operating below the adopted service levels are shown in bold.

Table 4-3 indicates that several intersections may become very congested by 2035, with longer delays at traffic signals. Ten of the 36 intersections listed will not meet the adopted LOS criteria by 2035, with some experiencing heavy congestion during the morning peak hour, some experiencing heavy congestion during the evening peak hour, and some experiencing congestion during both mornings and evenings. Three of the congested intersections are within PDA areas and seven are not. Delays will worsen along Davis Street, Hesperian Boulevard, Marina Boulevard, San Leandro Boulevard, Washington Avenue, Doolittle Drive, and East 14th Street, among others.

Interstates 880, 580, and 238 are also projected to experience increased congestion in the future. Northbound I-880 and I-580 already operate at LOS “F” during the morning peak hour, and are projected to continue to operate at LOS “F” in 2035. Similarly, I-238 operates at LOS “E” or “F” in both directions during the morning peak, and is projected to do the same in 2035.

Much of the projected increase in traffic is due to continued growth in the Bay Area, rather than growth occurring within San Leandro. According to ABAG, the region is expected to add 1.1 million jobs, 2.1 million people, and 660,000 homes between 2010 and 2040. While changes in technology may enable the freeways to operate more efficiently, there are no plans to add lanes or increase freeway capacity through San Leandro. As freeway congestion, drivers are more likely to exit and search for alternative routes using local streets. In fact, much of the projected increase in traffic on streets like Marina, Davis, and Doolittle is expected to be due to motorists seeking alternate routes from the freeways to destinations such as Oakland Airport.
### Table 4-3: Level of Service at Major San Leandro Intersections: 2015 and 2035

<table>
<thead>
<tr>
<th>Cross-Street 1</th>
<th>Cross-Street 2</th>
<th>2015 AM</th>
<th>2015 PM</th>
<th>2035 AM</th>
<th>2035 PM</th>
</tr>
</thead>
<tbody>
<tr>
<td>E 14th Street</td>
<td>Durant Avenue</td>
<td>A</td>
<td>B</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>E 14th Street</td>
<td>Dutton Avenue</td>
<td>C</td>
<td>B</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>E 14th Street</td>
<td>Davis Street (SR-112)</td>
<td>C</td>
<td>C</td>
<td>F</td>
<td>D</td>
</tr>
<tr>
<td>E 14th Street</td>
<td>San Leandro Boulevard</td>
<td>C</td>
<td>C</td>
<td>E</td>
<td>C</td>
</tr>
<tr>
<td>Hesperian Blvd/ Bancroft Ave</td>
<td>E 14th Street</td>
<td>C</td>
<td>C</td>
<td>E</td>
<td>D</td>
</tr>
<tr>
<td>MacArthur Boulevard</td>
<td>Studillo Avenue</td>
<td>B</td>
<td>B</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Bancroft Avenue</td>
<td>Dutton Avenue</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Bancroft Avenue</td>
<td>Studillo Avenue</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Hesperian Boulevard</td>
<td>150th Avenue</td>
<td>B</td>
<td>B</td>
<td>B</td>
<td>C</td>
</tr>
<tr>
<td>Hesperian Boulevard</td>
<td>Halcyon Drive/ Fairmont Dr</td>
<td>D</td>
<td>D</td>
<td>F</td>
<td>E</td>
</tr>
<tr>
<td>Hesperian Boulevard</td>
<td>Springlake Drive</td>
<td>B</td>
<td>B</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Washington Avenue</td>
<td>Lewelling Boulevard</td>
<td>D</td>
<td>C</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>Washington Avenue</td>
<td>Springlake Drive</td>
<td>C</td>
<td>B</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>Washington Avenue</td>
<td>Floresta Blvd/ Halcyon Dr</td>
<td>D</td>
<td>D</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>Washington Avenue</td>
<td>San Leandro Boulevard</td>
<td>C</td>
<td>C</td>
<td>F</td>
<td>C</td>
</tr>
<tr>
<td>San Leandro Boulevard</td>
<td>Marina Boulevard</td>
<td>D</td>
<td>C</td>
<td>F</td>
<td>F</td>
</tr>
<tr>
<td>San Leandro Boulevard</td>
<td>Davis Street (SR-112)</td>
<td>C</td>
<td>C</td>
<td>F</td>
<td>E</td>
</tr>
<tr>
<td>Alvarado Street</td>
<td>Davis Street (SR-112)</td>
<td>C</td>
<td>B</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Alvarado Street</td>
<td>Williams Street</td>
<td>B</td>
<td>B</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Alvarado Street</td>
<td>Marina Boulevard</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Wayne Ave/ Teagarden St</td>
<td>Marina Boulevard</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>I-880 NB Ramps</td>
<td>Davis Street (SR-112)</td>
<td>B</td>
<td>B</td>
<td>B</td>
<td>D</td>
</tr>
<tr>
<td>I-880 SB Ramps</td>
<td>Davis Street (SR-112)</td>
<td>B</td>
<td>B</td>
<td>B</td>
<td>D</td>
</tr>
<tr>
<td>I-880 NB Ramps</td>
<td>Marina Boulevard</td>
<td>D</td>
<td>C</td>
<td>B</td>
<td>B</td>
</tr>
<tr>
<td>I-880 SB Ramps</td>
<td>Marina Boulevard</td>
<td>D</td>
<td>E</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>Washington Avenue</td>
<td>I-880 NB Ramps</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Washington Avenue</td>
<td>I-880 SB Ramps/ Beatrice St</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Phillips Lane</td>
<td>Davis Street (SR-112)</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>F</td>
</tr>
<tr>
<td>Warden Ave/ Timothy Dr</td>
<td>Davis Street (SR-112)</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>E</td>
</tr>
<tr>
<td>Doolittle Drive (SR-61)</td>
<td>Davis Street (SR-112)</td>
<td>C</td>
<td>C</td>
<td>D</td>
<td>F</td>
</tr>
<tr>
<td>Doolittle Drive (SR-61)</td>
<td>Marina Boulevard</td>
<td>C</td>
<td>D</td>
<td>F</td>
<td>E</td>
</tr>
<tr>
<td>Merced Street</td>
<td>Marina Boulevard</td>
<td>C</td>
<td>D</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>Merced Street</td>
<td>Fairway Drive</td>
<td>D</td>
<td>C</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td>Doolittle Drive (SR-61)</td>
<td>Williams Street</td>
<td>C</td>
<td>C</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Alvarado Street</td>
<td>Fairway Dr/ Aladdin Ave</td>
<td>D</td>
<td>C</td>
<td>F</td>
<td>C</td>
</tr>
<tr>
<td>Hesperian Boulevard</td>
<td>Lewelling Boulevard</td>
<td>D</td>
<td>D</td>
<td>D</td>
<td>D</td>
</tr>
</tbody>
</table>


Notes: (1) Some of the intersections noted as deteriorating to “E” or “F” in 2035 could potentially be restored to acceptable levels of service through physical improvements or changes to signals and signal timing. The feasibility of such improvements will be determined as future development projects and Specific Plans are considered, and as transportation planning is conducted. Where feasible and applicable, the Development Fee for Street Improvements (DFSI) should be used to improve service at these locations. (2) Intersections operating at LOS “E” in 2035 are noted in bold, but this level of service has been deemed acceptable within designated Priority Development Areas (PDAs).
Future increases in freeway congestion may trigger changes in how and where businesses locate, where employees choose to live, and how and when commuting occurs. As noted below, the City is expected to revise its travel forecasting methods to focus on vehicle miles traveled (VMT) in the coming years. One of the challenges in making this switch is to determine how the cost of improvements will be fairly allocated to new development. The current Development Fee for Street Improvements (DFSI) will need to be revised to focus on new metrics and capital projects that expand other travel modes. The impacts of new transportation modes such as driverless cars also will need to be considered.

Vehicle Miles Traveled

The San Leandro 2035 General Plan Update included an estimate of the total vehicle miles traveled in San Leandro in 2015 and a forecast of projected VMT in 2035. The calculations include vehicle trips originating in San Leandro but ending elsewhere, trips ending in San Leandro but starting elsewhere, and trips both originating and ending within the city. Theoretically, total VMT can be reduced if a community provides a balanced mix of housing, shopping, services, and employment because more of its trips can be self-contained. Many of the city’s air quality and greenhouse gas reduction strategies are aimed at reducing VMT, since transportation is the major local source of air pollutants and greenhouse gas emissions.

VMT is often measured on a per capita basis, to account for growth in the overall population and workforce. Although increases in total VMT may be inevitable in a growing city, reductions in per capita VMT are a step in the right direction.

Table 4-4 shows total daily VMT and VMT per capita in 2015 and the forecast for 2035. In this particular table, the figures include the San Leandro sphere of influence as well (e.g., Ashland and environs) as well as land within the city limits. The analysis indicates a 17 percent increase in total VMT in the next 20 years, but a slight decrease in VMT per capita. The projected decrease is largely due to local policies emphasizing transit oriented development and alternatives to driving.
### Table 4-4: Vehicle Miles Traveled (VMT) in 2015 and 2035

<table>
<thead>
<tr>
<th></th>
<th>2015 (existing)</th>
<th>2035 (projected)</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Daily VMT</td>
<td>4,102,665</td>
<td>4,829,878</td>
<td>17.70%</td>
</tr>
<tr>
<td>Households</td>
<td>40,588</td>
<td>48,252</td>
<td>18.90%</td>
</tr>
<tr>
<td>Population</td>
<td>114,567</td>
<td>137,635</td>
<td>20.10%</td>
</tr>
<tr>
<td>Jobs</td>
<td>44,266</td>
<td>60,521</td>
<td>36.70%</td>
</tr>
<tr>
<td>VMT Per Capita</td>
<td>24.7</td>
<td>24.4</td>
<td>-1.30%</td>
</tr>
<tr>
<td>Daily VMT</td>
<td>4,102,665</td>
<td>4,829,878</td>
<td>17.70%</td>
</tr>
</tbody>
</table>


### Planned Improvements

Maintaining satisfactory conditions on City streets will require a combination of capital improvements, land use strategies, and traffic management measures. Although road widening may still be proposed in a few locations, most planned improvements address the coordination and timing of signals and safety improvements. Additional improvements are aimed at making transit use and pedestrian and bicycle travel more viable in the City. A combination of sources will be used to fund future projects, including the Measure BB one-half cent sales tax approved by Alameda Voters in 2015, the Development Fee for Street Improvements (DFSI), and state and federal grants. Much of the Measure BB funding stream will be dedicated to local street maintenance and safety, BART and bus improvements, and bicycle and pedestrian improvements.

Some of the key improvements planned during the next three years include:

- Reconstruction of the active Union Pacific crossing of Washington Avenue (at Chapman Road, just north of Halcyon-Floresta). This project will reduce collision hazards, reconstruct the median, add new sidewalks, and install fencing and warning lights.

- Signal improvements at the Bancroft and Sybil intersection.
Lane adjustments and signal modifications at the East 14th-Hesperian-150th Avenue intersection, including additional lanes and new signals.

Widening of Marina Boulevard between Orchard Avenue and San Leandro Boulevard also may be pursued in the coming years.

An update of the Master Plan of City Streets will follow adoption of the General Plan. This update may identify specific capital improvements for funding in the coming years, as well as operational changes to improve system efficiency. The City will also be updating its Pedestrian and Bicycle Master Plan, and will identify additional capital improvements and funding sources through that process.

Future road improvements include Caltrans projects and local (City of San Leandro) projects. Caltrans recently completed the addition of a southbound high-occupancy vehicle (HOV) lane on I-880 from Hegenberger Road in Oakland to Marina Boulevard, and is completing the reconstruction of the Davis and Marina Boulevard interchanges. A northbound I-880 HOV lane from Marina to Hegenberger also is planned. Localized improvements are also planned as part of the buildout of the Kaiser Permanente development (including the retail project on the north parcel), and the Shoreline Development Project.

In the past, the City also has considered new roads and overcrossings to improve east-west circulation. A proposed extension of Fairway Drive/Aladdin Avenue across the Union Pacific Railroad to San Leandro Boulevard has been part of the City’s Master Plan for City Streets for many years, but the project is complicated by land use constraints and a lack of available funding. Similarly, the realignment of Merced Street to directly connect to Westgate Parkway (at Williams) was recommended by the Next Generation Workplace Districts Study, but land ownership and funding constraints are present there as well.

Additionally, the EIR for the 2035 General Plan identified a series of improvements that if implemented could maintain the adopted levels of service at congested intersections. At some of the intersections, the improvements simply require optimizing the traffic signal cycle lengths to reduce delays. Adaptive traffic control technology can result in variable signal lengths that change based on the number of cars waiting to turn. Elsewhere, the changes may involve the conversion of through-lanes to turn lanes or the restriping of lanes to increase capacity. In a few cases, acquisition of additional right-of-way would be required.
Since many of the congested intersections are operated by Caltrans, the City cannot implement these improvements independently. Moreover, those improvements that require additional right-of-way may be infeasible due to cost and property ownership patterns. Such improvements could also be inconsistent with the City’s Complete Streets policy and its focus on other modes of travel. Improvements that are consistent with the Complete Streets principles and do not require additional right-of-way may be pursued through the City’s Capital Improvement Program. As development projects are proposed and specific plans are prepared, traffic analyses should be performed to determine the appropriate timing of improvements, and greater detail regarding design and operations.

The City will also participate in regional transportation planning discussions to explore longer-term projects which could affect circulation in San Leandro, including those involving additional crossings of San Francisco Bay or BART extensions. As noted earlier, the need for a second BART tube between Oakland and San Francisco has already been regionally acknowledged. The possibility of a “Southern Crossing” bridge has been explored for decades, although there are no active proposals under consideration. Projects supported by the city should be consistent with the goals and objectives of this General Plan, including not only its transportation goals but also those addressing environmental protection, sustainability, and neighborhood conservation.
This section of the Transportation Element addresses important transportation-related issues in San Leandro. These issues are addressed by policies and actions later in this chapter. An overarching consideration throughout this chapter is the increased engagement of residents and businesses in transportation planning. San Leandro is committed to the participation of individuals, community groups, and advocacy groups in citywide planning, as well as the design and planning of specific transportation facilities.

**Traffic Calming**

Traffic calming refers to projects that make permanent physical changes to streets to slow down traffic and/or reduce traffic volumes. Such changes are particularly helpful in two settings; first, on local streets which are used as short-cuts or bypasses to congested thoroughfares, and second, on residential streets which also serve as major thoroughfares. In the former case, speeding cars and excessive traffic may be a major problem and safety concern. In the latter case, residents may be exposed to noise, dust, and fumes which diminish the livability and ambiance of their properties.

The City of San Leandro adopted a Traffic Calming Program Handbook in 2003. The Handbook defines the process for installing traffic calming devices, including project initiation, evaluation, and prioritization. It also presents a “toolbox” of potential traffic calming measures. The City also has an on-line application form that may be completed by residents seeking traffic calming, and an on-line brochure identifying the criteria. Speed humps are the most commonly requested traffic calming device, but they are not appropriate in all locations.
Local streets are eligible for speed humps if they carry at least 1,000 cars per day and have an average measured speed of 32 MPH or greater. Collector streets are eligible if they carry at least 2,000 cars per day and have an average measured speed of 24 MPH or greater. Accident history and pedestrian activity also are considered. The current procedure for approving traffic calming measures includes mail-in ballots from the surrounding neighborhood. Specific requirements have been set for the percentage of ballots returned and the percentage of these ballots in support of the improvements. The City Council has the authority to revisit or modify these requirements in the future.

On residential thoroughfares and in retail districts such as Downtown, speed humps may be infeasible due to the type and volume of traffic. Speed humps are also not permitted on designated primary emergency vehicle access routes and are discouraged on transit routes. In these cases, the major objective of traffic calming is not to reduce volume but rather to use visual cues such as street trees and wider sidewalks to slow drivers down. Examples of traffic calming tools in such settings include curb bulbouts, (e.g., narrowing of the pavement and widening of the sidewalks at intersections), speed platforms, medians, pavement material changes, directional signs, and roundabouts.

Traffic calming measures should reflect the unique traffic patterns and issues at each location in which they are used. To this end, it is recommended that strategies be developed at the neighborhood level rather than on a street-by-street basis. Piecemeal solutions that simply displace traffic from one street to another should be avoided. Traffic calming should also be considered an integral part of urban design improvements, such as street tree planting and landscaping. The two go
hand in hand and are important parts of the overall effort to make San Leandro neighborhoods safer and more attractive.

Parking

Parking affects the quality of life in San Leandro neighborhoods and the economic livelihood of the City’s business districts. Addressing this issue requires reconciling competing, and not always compatible, objectives such as the need for convenient parking for local businesses, and the desire to reduce dependence on private cars and the dominance of parking lots along major streets. Parking is allowed on most streets in the City. The City itself operates a Downtown garage and a number of surface parking lots, most of which are located Downtown.

Parking issues primarily occur in areas that were developed before the Zoning Code was adopted, and on blocks adjacent to major attractors such as BART or retail stores. Most parking strategies in the city address these areas, particularly Downtown and the San Leandro BART station area. Data from the most recent Downtown parking study indicates that there are approximately 4,200 parking spaces Downtown, including 2,780 on-street spaces and 1,420 off-street spaces in seven parking facilities, including the downtown garage.

The City is in the process of developing a Parking Management Plan to identify additional locations for off-street parking Downtown and in the BART station area, and potential new on-street parking strategies. Current controls are the result of uncoordinated efforts over time, and do not fully recognize the potential for shared parking and public-private partnerships. Current controls also do not adequately address the unintended impacts of parking regulations on neighborhood streets in high-demand areas such as Downtown.

In the future, San Leandro will work with BART, local businesses, and residents, to maximize on-street parking supply and identify additional opportunities for off-street parking. Parking time limits, permit parking programs, and similar measures may be explored. Technology (such as real time data on the location of available spaces) will also be used to improve parking management and efficiency. New approaches
such as mechanized or stacked parking, requirements for car-share vehicles, and requirements for secure bike parking will be considered.

In residential areas, parking requirements are governed by the San Leandro Zoning Code. Two non-tandem covered off-street spaces are required for most single family homes. Multi-family parking requirements vary depending on the number of bedrooms per unit. Variable requirements have been developed to recognize the lower parking needs for certain types of units (such as senior housing) and parking within walking distance of BART. Parking requirements should be periodically revisited as technology changes and new forms of vehicle ownership are introduced. The advent of ride-hailing services (Uber, Lyft, etc.), car-sharing, and autonomous vehicles could change parking demand and vehicle storage needs in the future.

Parking requirements for most commercial and industrial uses are based on the square footage and specific type of activity in the building. Parking requirements for some activities may be determined on a case by case basis through conditional use permits. The City presently allows shared, or collective parking, as a way to reduce the parking requirements for adjacent uses which may have different peak demand characteristics. Further refinement of the City’s shared parking policies and regulations will take place in the future.

The City’s parking requirements must be met when a new project is initially developed and when a structure undergoes a major alteration or enlargement. A simple change in occupancy of an existing structure only requires compliance with the parking standards when the use changes from one broad classification to another (such as from industrial to commercial). Other exemptions from parking standards will need to be examined closely as employment densities increase.

Traffic Safety

The safety of drivers, passengers, bicyclists, and pedestrians is a fundamental transportation goal. Increased traffic volumes and the increased presence of pedestrians and bicyclists on local streets create the potential for additional collisions and the need for new safety improvements and enforcement programs.

Police data indicate there has been a downward trend in collisions, with 459 collisions in 2010 and 280 in 2013. Based on five years of data (from July 2009 to June 2014), there were 77 collisions involving a person on a
bicycle, including one fatality and 68 injuries. There were also 112 collisions involving pedestrians, including four fatalities and 111 injuries.

The City reviews accident frequency data on a regular basis to identify where changes to the roadway system are needed. In response to this data, the City undertakes projects to improve intersection visibility, stop or slow traffic, or warn drivers of potential dangers. Safety improvements are balanced with the need to maintain traffic flow for residents and businesses.

San Leandro also has a “Safe Routes to School” program, implemented in partnership with Caltrans and the Alameda County Transportation Commission. Between 2012 and 2015, the program resulted in educational and participatory initiatives to improve the safety of children walking and bicycling to schools. Safe Routes to School has promoted public health and fitness by making walking and bicycling a safer alternative for students. This in turn provides the collateral benefit of reducing vehicle trips by parents, which helps the City achieve its air quality and greenhouse gas reduction targets. Future changes associated with Safe Routes to School could include crosswalk improvements, traffic calming, enforcement, and other measures that make walking and bicycling more viable for students.

Traffic speed is another important aspect of roadway safety. Speed limits are posted on all collector and arterial streets in the City, and on some local streets. On those streets that receive federal funds (known as Federal Aid Routes), the speed limits must be justified every five years through an Engineering and Traffic Survey. The California Vehicle Code establishes specific criteria for how speed limits are set on Federal Aid Routes; the City may not enforce the limits if they do not meet these criteria. Thus, reducing the speed limit may not always be the most feasible course of action on a street. Vigilant police enforcement, posted signs, education programs, and traffic calming strategies should be used in conjunction with speed limits to help maintain safe streets.
San Leandro is also taking steps to make its streets safer for persons with special needs, including seniors and persons with disabilities. These include the development of ramps and curb cuts for wheelchairs, the ongoing maintenance of sidewalks, accessible pedestrian signals, and the appropriate siting of bus shelters and street furniture to accommodate disabled persons. The use of larger lettering on City street signs also has been suggested and be further explored in the future.

**Pavement Maintenance**

San Leandro faces the ongoing task of keeping its roads in good operating condition. The City will continue to operate pavement management and street rehabilitation programs. These programs will be coordinated with other infrastructure projects, such as utility undergrounding and sewer/water repair, to minimize traffic disruption and ensure that maintenance funds are spent efficiently.

**Pedestrian-Oriented Design**

One of the Transportation Element’s goals is to promote development that is designed to meet the needs of pedestrians as well as automobiles. The goal is not to make it more difficult to drive, but rather to make highways, parking lots, and cars in general, a less dominant feature of the cityscape. For instance, the practice of siting large parking lots in front of commercial uses on many San Leandro thoroughfares has created an environment that is not very welcoming to pedestrians. Future standards for such areas should encourage the placement of parking to the rear of the lot, the siting of the storefront near the front setback line, and the orientation of the structure to the street and sidewalk.
Urban design changes and tree planting should create an environment that is conducive to walking. Along transit lines and around transit stations, new development should be oriented in a way that encourages access to BART and AC Transit. Parking lot design should emphasize landscaping, attractive lighting, and screening from nearby residential areas.

**Interagency Coordination**

The only way to effectively increase mobility in San Leandro is through cooperative efforts with other jurisdictions. Regional strategies are also essential to address the environmental effects of transportation, particularly air quality and greenhouse gas emissions. Several agencies in the Bay Area have been created to facilitate this process, including the Metropolitan Transportation Commission (MTC), the Association of Bay Area Governments (ABAG), the Bay Area Air Quality Management District (BAAQMD) and the Alameda County Transportation Commission (ACTC).

At the regional level, MTC is tasked with developing the Regional Transportation Plan (RTP) and determining the allocation of funds to capital projects and operations. Plan Bay Area, developed collaboratively by ABAG, MTC, and Bay Area local governments and adopted in 2013, serves as the RTP for the region. Plan Bay Area estimated that $292 billion would be available between 2012 and 2040 to fund transportation facilities and services in the Bay Area. Some 55 percent of these funds are to be allocated to transit operations and maintenance, while 32 percent will be allocated to road operations and maintenance. Only 12 percent would be allocated to new facilities, with transit receiving a larger share than roads. San Leandro will work with MTC and ACTC to ensure that it receives its fair share of these funds.

Major RTP expenditures impacting San Leandro include pavement maintenance and street rehabilitation programs, investments in bridges and highways, signalization projects, subsidies for AC Transit and BART, bus rapid transit, bicycle/pedestrian projects, transit-oriented development projects, and transit system operational improvements. Projects that increase mobility in Priority Development Areas (such as Downtown San Leandro and Bayfair) are more likely to receive funding, given the emphasis of Plan Bay Area on growth around transit facilities.
At the County level, ACTC is charged with adopting and implementing a Congestion Management Program (CMP), preparing and updating a 20 to 25-year Countywide Transportation Plan, coordinating this Plan with local funding programs, and monitoring traffic and levels of service on designated CMP routes. The most recent CMP was adopted in 2012. It lays out a strategy for meeting transportation needs for all users in Alameda County and includes a variety of local street, freeway, transit, and active transportation projects.

The City participates in development of the RTP and CMP and in the technical and strategic transportation initiatives organized by the MTC, ABAG, BAAQMD, and the ACTC. Continued involvement by local elected officials and staff will help position the City for future funding through grants, matching funds, and other types of support for transportation improvements.
H. GOALS, POLICIES, AND ACTIONS

COORDINATING LAND USE AND TRANSPORTATION

GOAL T-1 Coordinate land use and transportation planning.

Policy T-11 Decision Making. Ensure that future land use and development decisions are in balance with the capacity of the City’s transportation system and consistent with the City’s goal of reducing greenhouse gas emissions.

Policy T-12 Keeping Pace With Growth. Improve transportation infrastructure at a rate that keeps pace with growth.

Policy T-13 Mitigation of Development Impacts. Require developers to address the impacts that their projects will have on the City’s transportation system. A variety of mitigation measures, including impact fees, street improvements, traffic signal and Intelligent Transportation Systems (ITS) improvements, transportation demand management (TDM) measures, and improvement of non-automobile transportation modes, should be considered.

Periodically review City transportation impact fees to ensure that they are competitive with the rest of the Bay Area, adequately address local street improvement costs, and are consistent with the policies, maps, and growth forecasts in the General Plan.

Require traffic analyses for new development that will generate substantial volumes of traffic. Identify mitigation measures as appropriate to address impacts.

Allow and encourage the use of mitigation measures which achieve outcomes other than increasing roadway capacity, such as the provision of car-sharing vehicles or bicycle lockers on-site, transportation demand management programs, and the incorporation of features to support active transportation modes.
modes. Such measures are particularly encouraged when increases to roadway capacity would impede pedestrian or bicycle movement, eliminate a bus stop, adversely affect nearby structures, or increase traffic volumes on residential streets.

See also Action T-5.2.A on Level of Service

**Policy T-14**

**Transit Oriented Development.** Ensure that properties adjacent to the City’s BART stations and along heavily used public transit routes are developed in a way that maximizes the potential for transit use and reduces dependence on single-occupancy vehicles. Such development should be of particularly high quality, include open space and other amenities, and respect the scale and character of nearby neighborhoods.

**Action T-14A: BART Station Area Recommendations**
Implement the land use and transportation recommendations identified in the Downtown Transit Oriented Development (TOD) Strategy (as amended pursuant to Action 6.01-B of the Land Use Element), the East 14th Street South Area Development Strategy, and the Bay Fair TOD Specific Plan, once it is adopted.

**Action T-14B: Minimum Density and Intensity Standards**
Adopt and maintain minimum density and intensity zoning provisions for sites near the Downtown and Bay Fair BART stations, in Downtown San Leandro, and along the East 14th Street transit corridor.

**Action T-14C: Evaluation of Transit Needs in New Development**
Evaluate the need for public transit as part of the development review process, both for new projects and for re-use or redevelopment projects.
**Policy T-15**  
**Land Use Strategies.** Promote land use concepts that reduce the necessity of driving, encourage public transit use, and reduce trip lengths. These concepts include live-work development, mixed use development, higher densities along public transit corridors, and the provision of commercial services close to residential areas and employment centers.

**Action T-15A: Reducing Vehicle Miles Traveled (VMT) Through Zoning**
Establish zoning densities and intensities that reinforce the city’s desire to reduce vehicle miles traveled (VMT) by focusing development near transit, and providing opportunities to live, work, and shop in close proximity.

**Action T-15B: Subdivision and Engineering Standards**
Review the City’s subdivision and engineering standards to ensure that they support the goal of being a more pedestrian-friendly city. This may include requirements for shorter block lengths and internal walkway systems in new development, as well as easements for mid-block paths, through-paths at the ends of cul-de-sacs, and other measures that increase walkability.

**Action T-15C: Redesign of Commercial Strips**
Develop a strategy for “re-tooling” auto-oriented strip shopping centers into pedestrian-oriented neighborhood centers. The strategy should also address the need for safe, inviting pedestrian connections between these centers and nearby neighborhoods.

**Policy T-16**  
**Siting of Housing and Public Facilities.** Consider access to public transportation to be a major factor in the location and siting of future housing and public facilities. Conversely, ensure that community facilities such as libraries, parks, schools, and community, civic, and recreation centers, are served by public transit.

**Policy T-17**  
**Off-Street Parking Standards.** Implement variable parking standards that reflect such factors as proximity to transit, type of occupancy (seniors, etc.), number of bedrooms (for housing), and the expected level of
parking demand. Parking requirements should reflect the City’s goal of reducing vehicle miles traveled.

**Action T-1.7.A: Parking Reductions**

Allow reduced parking requirements where specific conditions are met. These conditions should include transportation demand management measures, such as shuttle buses to BART and other destinations, carpooling and vanpooling programs, shared parking, provision of shared cars or bicycles, and bicycle storage facilities.

**Action T-1.7.B: Downtown Parking Management Plan Implementation**

Implement the recommendations of the 2016 Downtown Parking Management Plan. In areas of highest parking demand, strategies should be implemented to more efficiently manage employee and customer parking, as well as parking for nearby destinations such as BART.

**Policy T-1.8: Shared Parking.** Promote the concept of parking areas which are “shared” by multiple uses with different peak demand periods as a means of reducing the total amount of parking which must be provided.

**Policy T-1.9: Impacts of Transportation Facilities.** Work with public and private agencies to reduce the negative impacts (noise, vibrations, fumes, etc.) of major transportation facilities and transit vehicles on adjacent land uses.

**Policy T-1.10: Reduced Trip Generation.** Encourage local employers to develop programs that promote ridesharing, flextime and telecommuting, bicycle use, and other modes of transportation that reduce the number and distance of vehicle trips generated.

**Policy T-1.11: Impacts of Demographic Change.** Incorporate demographic trends and forecasts into transportation planning, particularly the projected increase in the senior population and the potential for higher rates of vehicle ownership in larger households.
COMPLETE STREETS

GOAL T-2  Design and operate streets to be safe, attractive, and accessible for all transportation users whether they are pedestrians, bicyclists, transit riders or motorists, regardless of age or ability.

Policy T-21 Complete Streets Serving All Users and Modes. Create and maintain "complete" streets that provide safe, comfortable, and convenient travel through a comprehensive, integrated transportation network that serves all users.

Action T-21A Design Standards and Maintenance
Implement the design standards and maintenance practices outlined in the San Leandro Bicycle and Pedestrian Master Plan, transit oriented development plans, and other documents that focus on balancing different transportation modes.

Action T-21B Street Classification and Design Standards
Incorporate Alameda County Transportation Commission guidelines for the classification of streets based on priority user groups, such as pedestrians, bicyclists, and transit users. This should include the adoption of Complete Streets Design Guidelines that, as appropriate, incorporate best practices such as National Association of City Transportation Officials (NACTO) standards and the Federal Highway Administration’s Separated Bike Lane Planning and Design Guide.

Action T-21C Narrower Streets
Where aesthetic, safety and emergency access considerations can be adequately addressed, allow narrower streets in new development to create a more intimately-scaled street environment.

Policy T-22 Context Sensitive Design. Be sensitive to local conditions when planning and implementing street improvement projects. The City will work with residents, businesses, and other stakeholders to improve streets in a way that creates a stronger sense of place.
Action T-22A: East 14th Street Streetscape Improvements
Pursue public improvements to East 14th Street which make the street more transit- and pedestrian-friendly, especially in Downtown San Leandro. These improvements could include wider sidewalks, specially designed pedestrian crossings at key intersections, street trees, undergrounding of utilities, improved transit waiting areas, and landscaping. Neighborhood residents, businesses, and local motorists should be involved in the planning and design of such improvements. The ultimate objective should be to create a safer, more welcoming, and attractive environment for pedestrians.

Action T-22B: Southeast Oakland-Northeast San Leandro Complete Streets Initiative
Pursue funding to undertake a collaborative “complete streets” initiative with the City of Oakland to address transportation issues along the Oakland-San Leandro border extending between East 14th Street and Interstate 580. The study should address traffic calming, truck management, traffic safety, parking, streetscape improvements, and other issues, and should result in projects and procedures that reduce vehicle conflicts and improve conditions for bicycle and pedestrians.

Policy T-23: Complete Streets Operating Procedures. Incorporate "Complete Streets" practices as a routine part of everyday operations, and a factor to be considered in every project, program, and practice relating to the transportation network. The concept of Complete Streets should be incorporated into the planning, funding, design, approval, and implementation processes for any construction, reconstruction, retrofit, maintenance, operations, alteration, or repair of streets, except where consistent with a formally adopted policy indicating where exceptions may apply.

Action T-23A: Maintenance, Planning, and Design Practices
Continue to implement maintenance, planning, and design practices that are consistent with the desire to promote bicycling, walking, and public transit. This should include project review and implementation checklists, and flow charts.
that provide a means to ensure that complete streets objectives and best practices are considered.

**Action T-23.B: Stakeholder Coordination**
Develop and/or clearly define a process to allow for stakeholder involvement on transportation projects and plans including, but not limited to, the City’s Bicycle and Pedestrian Advisory Committee (BPAC) and/or other advisory groups.

**Action T-23.C: Performance Measures**
Collect and analyze baseline data that enables periodic evaluations of how well the transportation network of San Leandro is serving each category of users.

**Policy T-24: Connectivity.** Ensure that the design of streets and other transportation features helps to better connect the city’s circulation network and facilitate safer and more convenient travel between San Leandro and surrounding communities.

**Policy T-25: Exceptions.** Maintain a process for approving exceptions to the City’s complete streets requirements, including written findings and sign-off requirements for the Engineering and Transportation Director or his/her designee.

**Policy T-26: Building Design and Site Planning.** Ensure that the site planning and design of new development promotes the use of non-auto modes of transportation by including amenities such as sidewalks, bike lockers, and bus shelters.

Update design guidelines and standards for the design of pedestrian and bicycle facilities to ensure compliance with state and federal (including American Disability Act) standards and best practices.

**Policy T-27: Special Transportation Needs.** Incorporate the special mobility needs of seniors, children, and persons with disabilities in planning for complete streets. The City recognizes that not all segments of the population can easily walk or bicycle to their destinations and will strive to reduce barriers to mobility through provisions such as
disabled parking, larger street sign lettering, accessible pedestrian signals (APS), well-illuminated streets and well-maintained sidewalks, wheelchair ramps, improved para-transit, and other amenities to accommodate those who are less mobile.

Policy T-28  **Car-Sharing and Bike-Sharing**. Encourage car-sharing, bike-sharing and other programs that reduce the need for individual car ownership. Such programs should be focused in the Downtown area and near the city’s two BART stations.

**Bicycle and Pedestrian Circulation**

| GOAL T-3 | Promote and accommodate alternative, environmentally-friendly methods of transportation, such as walking and bicycling. |

Policy T-31  **Citywide Bikeway System**. Develop and maintain a bikeway system that meets the needs of both utilitarian and recreational users, reduces vehicle trips, and connects residential neighborhoods to employment and shopping areas, BART stations, schools, recreational facilities and other destinations throughout San Leandro and nearby communities.

**Action T-31A Bikeway Plan Implementation**

*Maintain a Bicycle and Pedestrian Master Plan and update that Plan every five years to identify existing and future needs and provide specific recommendations for facility and program improvements and phasing. The Plan Map should be formatted for broad public distribution and should show key bicycle facilities, destinations, connections to nearby communities, and safety information. Any changes to the Plan should maintain consistency with city, county, regional, state, and federal policy documents.*
**Action T-3.1.B Capital Improvement Scheduling**
Include a prioritized list of bicycle and pedestrian improvements, along with cost estimates, in the City’s Capital Improvements Program. The City should develop and apply ranking criteria for bicycle and pedestrian projects such as number of activity centers served, closure of critical gaps, elimination of safety hazards, level of existing use, and input from the public. Typical projects could include bikeway and bicycle parking installations and sidewalk and crosswalk improvements, as well as education programs and public awareness campaigns. A priority should be placed on buffered (Class IV) bike lane projects, providing a safe lane for bicyclists with a designated buffer space separating the bike lane from the vehicle travel lane.

**Action T-3.1.C Pedestrian and Bicycle Surveys**
Periodically conduct bicycle and pedestrian counts and surveys to gauge the effectiveness of various bicycle improvements and programs.

**Action T-3.1.D Maintenance Procedures**
Develop standard operating procedures for maintenance of bicycle facilities, including provisions for reporting and responding to maintenance problems.

**Policy T-32 Funding.** Maximize the City’s eligibility for funding for bicycle and pedestrian improvements, and aggressively pursue such funding to complete desired projects.

**Action T-3.2.A Pursuit of All Eligible Funding Sources**
Identify governmental and non-governmental programs that fund bicycle and pedestrian capital improvements and programs, along with specific funding requirements and deadlines. Where the probability of funding is increased, pursue multi-jurisdictional applications with Alameda County, neighboring cities and other potential partners such as BART and the East Bay Regional Park District (EBRPD).
Policy T-33  Designing for Multiple User Groups. Recognize the dual needs of experienced cyclists relying on bicycles for commute trips and daily travel and less experienced cyclists using bicycles principally for recreation. Where needed, develop facilities designed to serve each user group, with recreational routes primarily using low-volume streets and off street bike paths.

Policy T-34  Future Trail Alignments. Encourage the use of existing natural and man-made corridors such as creeks, shorelines, railroad corridors, and other open space corridors for future multi-use trail alignments.

Action T-34.A: East Bay Greenway
Collaborate with EBRPD and other agencies in the development of the East Bay Greenway bicycle and pedestrian trail between Oakland and Hayward. The Greenway should enhance north-south travel across San Leandro by bicycles and pedestrians. The preferred alignment of the Greenway through San Leandro is the Union Pacific Railroad Oakland Subdivision.

Action T-34.B: Crosstown Bicycle Access
Improve cross-town bicycle routes, with particular attention on routes across Interstate 880, railroads, and other barriers between Downtown and the Shoreline. Prioritization of cross-town access improvements should be included in the next update of the Bicycle and Pedestrian Master Plan.

Policy T-35  Accommodation of Bicycles and Pedestrians. Require new development to incorporate design features that make walking, bicycling, and other forms of non-motorized transportation more convenient and attractive. Facilities for bicycles and pedestrians, including secured bicycle parking, clearly marked crosswalks, well-lit streets and sidewalks, landscaping, and street furniture should be provided within new employment areas, shopping destinations, multi-modal transportation facilities, and community facilities.
**Action T-3.5A: Removing Obstacles to Bicycle Travel**
Address barriers to bicycling, such as lack of secure bicycle parking, signals which do not detect bicycles, difficulty of carrying significant baggage by bicycle, and limitations for bicycles on public transit.

**Action T-3.5.B: Bicycles and Public Transit**
Work with local and regional transit agencies to install bike racks and lockers (or expand existing installations) at transit stations and to expand opportunities to carry bicycles on buses and BART trains. Bicycle parking facilities should meet current best practices standards.

**Policy T-36: Pedestrian Environment.** Improve the walkability of all streets in San Leandro through the planning, implementing, and maintaining of pedestrian supportive infrastructure.

**Policy T-37: Removing Barriers to Active Transportation.** Reduce barriers to walking and other forms of active transportation such as incomplete or uneven sidewalks, lack of wheelchair ramps and curb cuts, sidewalk obstructions including cars parked on sidewalks, trail gaps, wide intersections, and poor sidewalk connections to transit stops.

**Action T-3.7A: Wayfinding**
Develop a citywide bicycle and pedestrian wayfinding (directional signage) system.

**Action T-3.7.B: Priority Pedestrian Improvements**
Maintain and periodically update a list of priority areas for pedestrian improvements in the city, emphasizing those areas where existing and planned uses will support the highest volumes of pedestrian travel and those areas where safety improvements are needed to ensure safe pedestrian passage.
Policy T-3.7.C Pedestrian and Bicycle Crossing Improvements

Improve crossings for pedestrians and cyclists at intersections in the City through the use of variable pavement materials, small curb radii, bulb outs, street trees and landscaping near corners, and other measures which shorten pedestrian crossings or increase driver awareness of non-vehicle traffic. Continue to ensure that sidewalks and other pedestrian facilities meet the principles of universal design and meet legally mandated and best practices requirements for accessibility.

Policy T-3.8 Education on Walking and Biking Benefits

Raise awareness of the benefits of walking and biking, such as reduced noise, energy consumption, congestion and parking demand; improved air quality; and opportunities for exercise and a healthy lifestyle.

Action T-3.8.A Education Programs

Implement programs to educate bicyclists and pedestrians about their rights and responsibilities, and reduce the potential for conflicts with motor vehicles. A particular emphasis should be placed on education programs for school children and older adults.

Action T-3.8.B Bicycle Events

Sponsor events such as “Bike to Work Day”, “Walk to School Day”, bicycle rodeos at schools, bike helmet programs, and walking and bicycling safety courses for adults, families and children.

Action T-3.8.C Bike and Walk to Work Incentives

Develop an incentive program for City employees to walk and bicycle to work. The program should serve as a model for other employers in San Leandro to encourage walking and bicycling to work.

Action T-3.8.D Recognition for Bicycle Programs

Develop a program to recognize employers, organizations or individuals that encourage walking and bicycling as an alternative to driving.
Coordination with Bicycle Advocacy Groups.
Coordinate local bicycle and pedestrian education efforts with interest groups and bicycle advocates such as Bike East Bay, the Cherry City Cyclists, and other relevant advocacy associations.

Action T-39A Bicycle and Pedestrian Advisory Committee (BPAC)
Continue and strengthen the BPAC as a forum for ongoing discussions concerning bicycle and pedestrian issues. The BPAC should advise the City Council on the funding of bicycle and pedestrian improvements, including input on the City’s Capital Improvement Program. The BPAC should also review potential grant application opportunities and provide input on plans affecting walking and bicycling conditions, including roadway striping plans and updates of the Bicycle and Pedestrian Master Plan. A more formalized role for the BPAC, including regularly scheduled meetings, should be considered.

PUBLIC TRANSPORTATION

GOAL T-4 Ensure that public transportation is safe, convenient, and affordable and provides a viable alternative to driving.

Coordination with Service Providers. Work collaboratively with AC Transit and BART to ensure that public transit service remains safe, reliable, and affordable, and to improve service frequency and coverage within San Leandro neighborhoods and employment centers.

Action T-4.1A AC Transit Improvements
On an ongoing basis, work with AC Transit to pursue the following:

(a) Route improvements providing greater cross-town access, improved access to public facilities, and additional links to BART from San Leandro neighborhoods and employment centers;
(b) Technological changes that improve the on-time performance of public transit vehicles and provide greater capacity and service frequency;

(c) Improvements that eliminate barriers to public transit use for persons with disabilities;

(d) Alternative ways to extend Bus Rapid Transit (BRT) service from the San Leandro BART station to the Bay Fair BART station;

(e) Locating bus stops in a manner which minimizes the disruption of traffic and the development of bicycle lanes;

(f) Representation by San Leandro residents, businesses, and officials on committees and task forces studying AC Transit service improvements in Central Alameda County.

(g) Regular updates from the City’s transit district representatives to the City Council on service issues.

**Action T4-1B: BART Improvements**

On an ongoing basis, work with BART to pursue the following:

(a) Improved intermodal connections from San Leandro’s two stations to on-site buses, shuttles, and shared cars and bicycles, and to off-site destinations such as Kaiser Permanente Hospital and the Shoreline;

(b) Parking management strategies around the Downtown and Bay Fair Stations which ensure that the stations remain available for use by the greatest number of persons possible, and that parking impacts on surrounding neighborhoods are minimized;

(c) Urban design improvements that enhance access to both stations for pedestrians, persons with disabilities, bicycles, and public transit vehicles;

(d) Transit-oriented development on land surrounding the BART Stations;

(e) Strategies to reduce the noise associated with BART trains; and

(f) Representation by San Leandro residents, businesses, and officials on committees and task forces studying service improvements, including the possibility of a second Transbay tube.
Policy T-4.2 **Integration of Schedules.** Support efforts by BART and AC Transit to integrate their schedules to reduce the loss of time associated with intermodal connections.

Policy T-4.3 **Shuttle Buses.** Continue existing shuttle services and ensure they remain as a viable alternative to driving. Shuttles should connect the City’s BART stations with major employment centers, residential areas, schools, shopping, health and other activity centers.

**Action T-4.3A: Partnerships for Shuttle Service**
Continue to support LINKS shuttle bus service between BART and major workplaces in West San Leandro and pursue grants to sustain and expand this service as employment grows. Financial support for shuttle operations should continue to be provided through a special purpose business fee on benefitting properties.

Policy T-4.4 **Coordination of Shuttle Services.** Promote the consolidation of private shuttle services to provide more efficient and comprehensive service between the City’s employment centers and major public transit facilities, and to make the expansion of such service more viable. Where shuttle service is provided, it should supplement rather than compete with conventional public transit service.

**Action T-4.4A: Coordination of LINKS Scheduling and Routing**
Work with AC Transit and BART to synchronize LINKS shuttle service with BART and bus service. This should include routing of AC Transit bus lines to avoid redundancy with LINKS lines and minimize the number of transfers, and the timing of LINKS arrivals and departures to coincide with BART schedules.

Policy T-4.5 **Passenger Amenities.** Encourage amenities, such as shelters, lighting, and real-time information on bus arrivals and departures to increase rider safety, comfort and convenience.
**Action T-4.5A: East 14th Street Transit Amenities**
Continue to promote East 14th Street as the principal north-south local transit route through the City, while recognizing parallel routes such as Washington Street, Bancroft Avenue, and San Leandro Boulevard as viable locations for enhanced service.

**Action T-4.5.B: Bus Rapid Transit**
Complete improvements to facilitate Bus Rapid Transit Service between the Oakland border and the San Leandro BART station. The City will remain open to the possibility of the BRT system eventually being replaced with fixed guideway transit (e.g., light rail), if ridership justifies the investment and significant non-local funding sources become available. It will also continue to evaluate options for an eventual extension to the Bay Fair BART Station.

**Policy T-4.6: Barrier Free Transit.** Work with local public transit providers and social service agencies to eliminate barriers to personal mobility and more completely meet the transportation needs of persons with disabilities.

**Policy T-4.7: Allocation of Regional Funds.** Ensure that the City receives its fair share of the public funds allocated for transit services within the region.

**Policy T-4.8: Legislation and Pricing Strategies.** Support legislation and pricing strategies which make public transit more economical and affordable than driving.

**Action T-4.8.A: Employee Transit Incentives**
Promote the use of transit vouchers, transit passes, and other financial incentives by local businesses to encourage their employees to use public transportation when traveling to and from work. Promote similar incentives by local businesses to encourage their customers to use public transportation when shopping for goods and services. Such incentives may be required as part of Transportation Demand Management (TDM) programs, development agreements, or other appropriate mechanisms.
Policy T-49  **BART Station Provisions for Bicycles and Pedestrians.**  Ensure that all BART stations and major bus routes are served by the bicycle and pedestrian systems. Bicycle and pedestrian connections between the Downtown San Leandro and Bay Fair BART stations and the surrounding neighborhoods, business districts, and community institutions should be improved, with special attention to the at-grade railroad crossings and connections through the parking lots.

**Action T-4.9A Bike Sharing at BART**  Include the city’s two BART stations in future phases of regional bike-sharing programs.

**STREETS AND HIGHWAYS**

**GOAL T-5**  Improve major transportation arteries for circulation in and around the city.

Policy T-51  **Street Hierarchy.**  Maintain a hierarchy of arterial, collector, and local streets which considers the different volume and function of each street type. Streets should be further classified based on the priority mode of travel, such as bicycles, pedestrians, transit, and motor vehicles.

Policy T-52  **Evaluating Development Impacts.**  Use vehicle miles traveled (VMT) as the primary metric for evaluating the transportation impacts of new development proposals. Traffic impact studies may also consider the total number of trips generated and the resulting impact on traffic volumes and congestion (e.g., "Level of Service"), but VMT shall provide the primary basis for determining appropriate mitigation measures.

**Action T-5.2A New Evaluation Methodologies**  Consistent with SB 743, implement new methodologies for evaluating and mitigating transportation impacts which are based on VMT rather than level of service (LOS). Until such methodologies are developed and adopted, the City will use the following minimum acceptable peak hour service standards for streets and intersections:
LOS “D” for streets and intersections located outside of the designated Priority Development Areas (PDAs) in Downtown, Bay Fair, and East 14th Street.

LOS “E” for streets and intersections located within the designated Priority Development Areas (PDAs) for Downtown, Bay Fair, and East 14th Street.

The LOS “E” standard for the PDAs recognizes the emphasis on other modes of travel in these areas, in particular public transit, bicycling, and walking. It also recognizes the desire for slower vehicle speeds to improve the safety of these other modes, as well as the character of these areas as places of concentrated economic activity and high-density housing. The standard does not preclude the City, developers, and private property owners from voluntarily implementing improvements and programs to improve levels of service.

**Action T-5.2.B: Capital Improvement Program**
Prepare and bi-annually update a capital improvement program for transportation facilities, including the projects identified in the General Plan. Pursue a variety of funding sources to construct these projects, including development fees, state and federal grants, voter approved sales tax measures, and other sources.

**Action T-5.2.C: Aladdin Extension**
Continue to explore the long-term feasibility of extending Aladdin or Montague Avenues eastward across the Union Pacific Railroad to San Leandro Boulevard or Washington Avenue, either as a multi-modal roadway or as an exclusive bicycle/pedestrian route.

**Action T-5.2.D: Eden Road**
As funding becomes available, complete the Eden Road improvement project, including paving and sidewalk improvements, and improved connectivity between Davis Street and Doolittle Drive.
**Action T-5.2.E Improvements to Marina Boulevard and Merced Street**

Pursue funding for the widening of Marina Boulevard from four to six lanes from Orchard Avenue east to Alvarado Street. In addition, implement design improvements to Marina Boulevard between Merced Street and the Shoreline, and to Merced Street between Williams Street and Fairway Drive. These improvements should create a more attractive streetscape, better provisions for bicycles and pedestrians, and landscaping and lighting improvements which enhance these streets as major thoroughfares.

**Policy T-5.3 Maintenance.** Regularly maintain City streets and traffic control devices to ensure that streets operate safely and efficiently. The City will strive for an overall Pavement Condition Index of 76, which is the lower limit of industry best practices.

**Action T-5.3.A Funding for Maintenance**

Ensure that sufficient funding is allocated to road maintenance and repair during the annual municipal budgeting process. Consider the use of voter-approved tax measures (such as Measure HH) and other financing tools to generate revenue.

**Policy T-5.4 Traffic Flow Improvements.** Use a variety of technology-driven measures to improve traffic flow at congested intersections.

**Action T-5.4.A Traffic Monitoring and Signal Timing**

Conduct traffic monitoring at key intersections in San Leandro. Based on the monitoring data, undertake signal timing, phasing projects, adaptive traffic signals, and Intelligent Transportation Systems (ITS) to improve traffic flow, safety, and roadway and intersection performance.

**Policy T-5.5 East-West Circulation.** Strive to improve east-west circulation across San Leandro without adversely impacting residential neighborhoods. Encourage signal timing, signage improvements, turn lanes, and other measures which improve circulation but do not involve major physical changes or traffic increases on residential streets.
**Policy T-5.6**  
**Railroad Crossings.** Periodically evaluate the need to convert existing at-grade railroad crossings to grade-separated crossings. Such considerations should be based on the availability of state and federal funds and the volume of train and auto traffic at the crossing locations. Require any future railroad overpass or underpass to be attractively landscaped, with provisions for bicycles and pedestrians.

**Action T-5.6A Washington Avenue Underpass**  
Consider alternatives to the Washington Avenue rail underpass south of San Leandro Boulevard during the design and planning of the East Bay Greenway. Alternatives should include the redesign of Washington Avenue as a surface boulevard, with a grade-level, signalized crossing of the Greenway. Washington Avenue should be enhanced as a southern gateway to Downtown San Leandro. Alternatively, the underpass could be retained, with a grade-separated greenway and trail above.

**Action T-5.6B Hesperian Washington, and Halcyon Crossings**  
Study the feasibility of grade separations and other traffic safety and flow improvements at the Hesperian, Washington, and Halcyon crossings of the Niles subdivision of the Union Pacific tracks. These crossings are located on Hesperian just north of Springlake Drive, Washington just north of Chapman Road, and Halcyon just east of Washington.

**Policy T-5.7**  
**Technology and Roadway Efficiency.** Use technology, including smartphone applications, roadway sensors, and real time data on congestion, travel time, and parking supply to create a more efficient transportation system, and to maximize the benefits of the existing road system before investing in its expansion.

**Policy T-5.8**  
**Electric and Low Emission Vehicles.** Plan for a substantial increase in the number of electric vehicles and other low-emission or zero-emission vehicles on city streets. This should include the development of electric vehicle charging stations at the BART stations, in large parking structures and parking lots, at City facilities.
(including City parking facilities), in high-employment workplaces, and at other destinations around the city.

**Policy T-59: Autonomous (Driverless) Vehicles.** Monitor the development of autonomous vehicle technology, and actively take part in regional discussions regarding the potential effects of these vehicles on local and regional traffic flow.

**NEIGHBORHOOD TRAFFIC MANAGEMENT**

**GOAL T-6** Minimize the adverse effects of business, industrial, and through traffic on neighborhood streets.

**Policy T-6.1: Traffic Calming Strategies.** Use a variety of approaches to slow down or “calm” traffic on San Leandro streets, based on the specific conditions on each street. Emphasize approaches that improve conditions for pedestrians and bicyclists and enhance neighborhood aesthetics.

*See also Goal T-2 on Complete Streets*

**Action 6.1A: Traffic Calming Strategies**
Continue to implement a traffic calming program for residential streets. This program should include a menu of urban design improvements, pavement changes, and intersection modifications aimed at slowing motor vehicle traffic and improving pedestrian and bicycle safety. The approval procedure should periodically reviewed to ensure that General Plan goals are being achieved.

**Policy T-6.2: Collector and Local Street Objectives.** On collector streets, support traffic calming measures that reduce average travel speed but maintain roadway capacity and function as well as public transit capacity. On local streets, emphasize visual deterrents to through-traffic (such as street trees, planters, and narrower pavement width at intersections), rather than physical obstacles to traffic flow (such as street closures). Street closures
should only be used as a last resort to address traffic conflicts.

**Policy T-6.3** Neighborhood-wide Approach. Wherever practical, require traffic calming projects to be done at a neighborhood level, rather than on a piecemeal basis. Street alterations that cause traffic to be displaced from one residential street to another should generally be discouraged. Street alterations that impede access by emergency vehicles should be prohibited.

**Action T-6.3A Traffic Study Requirements for Road Changes**
Require a study of traffic impacts and a plan for accommodating displaced traffic before making major changes to street design or circulation patterns.

**Policy T-6.4** Coordination with Urban Design Improvements. Integrate traffic calming objectives into major urban design projects and streetscape improvement plans.

**Policy T-6.5** Truck Routes. Designate appropriate San Leandro streets as truck routes so that industrial traffic is channeled away from residential areas. The selection of truck routes should consider neighborhood impacts, freeway access, truck parking needs, turning radii requirements, and the locations of businesses generating the largest volumes of truck traffic.

**Action T-6.5A Truck Route Modifications**
Following adoption of the General Plan, evaluate potential changes to the City’s truck route map to further protect residential areas from truck traffic, particularly in the Washington Manor area and in Northeast San Leandro. Where appropriate, undertake roadway and intersection improvements to designated truck routes to ensure the safe transportation of goods through the city.

**Policy T-6.6** Truck Traffic on Residential Streets. Consider road design improvements, changes to truck route designations, signage, and other tools to discourage truck traffic from using residential streets.
Action T-6.6.A West San Leandro Road Improvements
As part of an update to the West San Leandro Plan, consider additional measures to minimize truck traffic on residential streets, including the installation of a traffic signal at Polvorosa Street and Doolittle Drive.

Action T-6.6.B Enforcement of Truck Regulations
Enforce truck traffic restrictions on non-designated truck routes, and regulations for truck parking on City streets. Identify locations where signs prohibiting truck parking and truck traffic may be required.

Action T-6.6.C Truck Route Signage and Information
Update citywide truck route signage and provide information on truck routes to local businesses, drivers, and business organizations.

Policy T-6.7 Siting of Businesses with Truck Traffic. To the extent feasible, locate businesses projected to generate large amounts of truck traffic away from residential areas. Ingress and egress for such businesses should be designed to minimize the possibility of truck traffic impacting residential streets.

Traffic Safety

GOAL T-7 Improve traffic safety and reduce the potential for collisions on San Leandro streets.

Policy T-7.1 Law Enforcement. Aggressively enforce traffic safety laws on San Leandro streets, including speed limits, red light violations, and pedestrian and bicycle lane right-of-way violations.

Policy T-7.2 Capital Improvements. Identify capital improvements and other measures which improve the safety of bicyclists, pedestrians, and motor vehicles on San Leandro streets.
Action T-7.2A: Collision Data Collection and Remediation
Collect and evaluate data on the top collision locations in San Leandro, including separate tracking of collisions involving bicycles and pedestrians. Develop measures to reduce the number of collisions at these locations.

Action T-7.2B: Pedestrian Safety Improvements
Develop programs to improve pedestrian safety at both controlled and uncontrolled intersections throughout the City. Programs that use features such as countdown crosswalks, lighted crosswalks, rectangular rapidly flashing beacons, accessible pedestrian signals, and similar features should be explored.

Policy T-7.3: Street Lighting. Improve street lighting in a way that addresses public safety and security concerns and provides adequate night-time visibility while still achieving energy conservation goals and protecting the privacy of adjacent properties. A priority should be placed on improvements in higher density housing areas and in areas where growth is expected under this General Plan, such as Downtown San Leandro. Street light improvements also should be required as new infill development takes place.

Policy T-7.4: Public Education. Increase public awareness of laws relating to parking, circulation, speed limits, right-of-way, pedestrian crossings, and other aspects of transportation safety in the City.

Policy T-7.5: Coordination with Schools. Work collaboratively with local school districts and school administrators to address pick-up, drop-off, parking, safety, and other traffic-related issues around school campuses.

Action T-7.5A: Safe Route to School Program
Continue to implement Safe Routes to School programs, prepare Suggested Routes to School maps, and construct improvements at schools throughout the City to improve pedestrian and bicycle safety.
Policy T-7.6  Safe Visibility. Maintain site design, engineering, and zoning standards which ensure that adequate visibility is maintained along streets and driveways.

Action T-7.6.A: Arterial and Collector Intersection Sign Improvements
Develop and implement a signing program along the arterial and collector streets to more clearly identify intersections for all users and to improve the visibility of street signs and directional signs.

Policy T-7.7  Funding. Pursue grants for the improvement of pedestrian, bicycle, and motor vehicle safety, including a greater focus on traffic law and speed enforcement.

Policy T-7.8  Staff Education. Ensure that City Staff is up to date and educated on the latest technology and/or methods of improving safety for all modes of transportation.

Action T-7.8.A: Staff Education
Facilitate the continuing education of City staff in state of the art transportation techniques, including traffic flow improvements, adaptive traffic signals, Intelligent Transportation Systems (ITS), traffic calming, bicycle and pedestrian improvements, and safety and public education.

INTERAGENCY COORDINATION

GOAL T-8  Coordinate local transportation planning with other agencies and jurisdictions.

Policy T-8.1  Coordination with Regional Agencies. Work closely with the Metropolitan Transportation Commission, the Alameda County Transportation Commission, AC Transit, BART, and other agencies to address regional transportation issues affecting San Leandro.

Action T-8.1.A: Oakland Development Impacts
Monitor expansion plans for Oakland International Airport and Oakland’s Coliseum City project and advocate measures requiring mitigation of potential traffic impacts on San Leandro streets.
Coordinate with highway and public transit agencies to develop contingency plans in the event that road or transit service is disrupted by accident or disaster.

Policy T-8.2 Representation on Commissions. Promote City representation on regional commissions and task forces addressing transportation issues.

Action T-8.2A: Commission Representation
Seek representation by San Leandro’s elected officials on the Metropolitan Transportation Commission and other regional commissions and agencies addressing transportation issues.

Action T-8.2B: Transbay Crossings
Remain an active participant in discussions about additional bridge or tunnel crossings between the East Bay and the Peninsula/San Francisco, including a potential second BART tube.

Policy T-8.3 Special Needs Groups. Work with social service agencies, advocacy groups, non-profit organizations, school districts, and the private sector to better respond to the transportation needs of all segments of the community including seniors, children, persons with disabilities, and lower income households.

Policy T-8.4 Community Input. Actively seek community and neighborhood input in the transportation planning process.

Action T-8.4A: Neighborhood Liaison
Maintain an ongoing dialogue with neighborhood groups about traffic congestion, road condition, trucks, and ingress/egress issues on San Leandro streets. Community groups should be periodically consulted to evaluate the performance of traffic control devices and measures, and to identify potential areas for improvement.

Policy T-8.5 Coordination with Caltrans. Coordinate local transportation planning programs and improvement projects with Caltrans. Integrate East 14th Street, Davis Street, and Doolittle Drive into the local transportation system to the maximum extent feasible.
Action T-8.5.A: Caltrans Arterials
Periodically evaluate the feasibility of transferring responsibility for East 14th Street, Davis Street, and Doolittle Drive from Caltrans to the City of San Leandro. Transfer should only be pursued in the event that:

(a) the roads are brought up to a state of good repair;
(b) there is not an adverse fiscal impact on the city; and
(c) sufficient funding sources for maintenance and operation of the roadway has been identified.

As long as these facilities remain under State control, the City will coordinate with Caltrans on signal phasing, road and streetscape improvements, bicycle and pedestrian facilities, and similar projects.

Policy T-8.6 Railroads. Work with the Union Pacific Railroad and AMTRAK to minimize the impacts of their facilities on the City and to better educate the public about railroad crossing safety and the materials transported by rail through the city. Collaborate with California Public Utilities Commission (CPUC) to explore potential railroad improvement projects and funding sources in San Leandro.

Policy T-8.7 Coordination of Public Works Projects. Coordinate road, infrastructure, utility, and telecommunication construction and maintenance projects to minimize disruption of local traffic patterns.

Policy T-8.8 Adjacent Cities. Coordinate the planning of the roadway, bicycle, and pedestrian systems with adjacent jurisdictions, particularly the cities of Oakland, Alameda, and Hayward, and the County of Alameda. The City should maximize regional connectivity by creating seamless connections to adjacent transportation systems at the city borders.
A. OVERVIEW

The Economic Development Element strives to increase economic opportunity and prosperity for all San Leandro residents and businesses. Its policies address economic resilience and diversification, local business growth and success, and the quality of the city’s shopping districts. The Element aims to place San Leandro on the leading edge of the Bay Area’s innovation economy. It builds on San Leandro’s heritage as a manufacturing center while reinventing the city as a 21st Century workplace. The Economic Development Element also seeks to create career pathways for youth and adults in the San Leandro labor force.

San Leandro has rebounded from the Great Recession of 2007-2010 and is currently enjoying robust economic growth. Between 2010 and 2016, the city’s unemployment rate dropped from 12 percent to under 5 percent. Its rental vacancy rates dropped from 10 percent to just one percent in some sectors. More than 6,500 new jobs have been created in just six years, an increase of over 15 percent. Other economic indicators, from business licenses to building permits, are moving in a positive direction. The Economic Development Element aspires to sustain this momentum in the future. It also reflects a commitment to grow inclusively and equitably. Not only does San Leandro aim to create jobs and generate revenue, it aims to help all residents achieve their full economic and creative potential.

Although Economic Development is presented as an independent chapter of this General Plan, it is also a thread that runs through other Plan elements. The Land Use Element defines the spatial organization of economic activities (such as manufacturing and retail) and describes the vision for employment districts such as Downtown, Bay Fair, and the
Shoreline. The Transportation Element addresses access to and from local workplaces, as well as issues associated with trucks, rail freight, and parking. The Open Space, Parks, and Conservation Element addresses business issues such as sustainability, energy efficiency, and water conservation. Even Elements like Community Services are relevant, as they address the amenities needed to attract and retain employers and employees. The reality is that economic development—and more specifically, investment in the community and its residents—is a consideration in all aspects of planning and administration in San Leandro and is a unifying principle of the General Plan.

During recent years, the city has achieved the following economic development milestones:

- More than 2,500 jobs have been created at the new Kaiser Permanente Hospital.
- The first phase of the 500,000 square feet San Leandro Tech Campus (SLTC) is nearing completion.
- The Lit San Leandro fiber optic network has spurred the renovation of millions of square feet of industrial space, and created a “buzz” among Bay Area technology companies and start-ups.
- A significant public art installation—repurposed from the eclectic Burning Man festival—is about to rise at the San Leandro BART station, heralding a new image for the city.
- The San Leandro Shoreline is poised to become a regional destination, with new housing, hospitality, entertainment, restaurant, and retail businesses in a scenic waterfront setting.
- The City’s reputation for craft beer production is growing, with several new breweries and pubs, and an “ale trail” in the works.
- Downtown San Leandro has attracted new retail activity such as The Village, while new development sites are coming on line at Davis and East 14th Streets.

The media is taking notice, with dozens of stories about the city’s creative edge, emerging cluster of technology businesses, and receptiveness to new ideas. San Leandro is outperforming its peer cities in the East Bay and becoming a destination city for a growing number of employers.
B. ECONOMIC PROFILE

This section of the Economic Development Element profiles San Leandro’s employment base; its industrial, office, and retail real estate markets; and local sales tax trends. Data is drawn from a number of sources, including an Economic Baseline report prepared by Strategic Economics in April 2015, and data compiled by the City’s Community Development Department in March 2016.\(^1\)

As noted throughout the General Plan, the city’s location, affordability, and diversity create significant economic potential. The Downtown and Bay Fair BART stations present an opportunity for San Leandro to offer a walkable, less car dependent lifestyle, in line with regional trends and demographic changes. Market pressure for housing and office space near the stations will eventually result in higher rents and property values, which will in turn justify additional housing construction and reinvestment in the city’s historic Downtown.

\(^1\) Both the staff data and the Strategic Economics data is drawn from private and public sources, such as Muni Services, CoStar, the California Economic Development Department, the Bureau of Labor Statistics, and the City’s Finance Department. The findings also reflect feedback from local real estate brokers, developers, and businesses.
Beyond the BART Station areas, the City can leverage its considerable supply of industrial floor space, easy rail and airport access, and proximity to San Francisco and Silicon Valley, to evolve into a “next generation” workplace. At the same time, San Leandro’s retail areas will continue to reposition themselves to reflect the diversity of the population, emerging retail trends, and the growing demand for walkable neighborhood centers.

Employment Base

There is no one authoritative source for the total number of jobs in San Leandro—factors such as the classification of part-time workers and independent contractors make the statistic difficult to quantify. In addition, workers from unincorporated areas with San Leandro ZIP codes (such as Ashland) are sometimes attributed to the city itself. The 2015 employment figure used in the General Plan is 43,400 jobs, based on ABAG data. However, the City’s Community Development Department reports 41,500 jobs. San Leandro currently accounts for roughly 9 percent of the total jobs in Alameda County.

As indicated in Chart 5-1, local jobs are spread across a number of major industries. This diverse employment base contributes to economic resilience and helps the city weather downturns in the economy. The recent relocation of Kaiser Permanente from Hayward to San Leandro has shifted the employment base to the point where health care is now the largest single sector in San Leandro’s economy. As recently as 2010, the largest sector was retail trade, followed by manufacturing.

The Manufacturing, Wholesale/Warehouse, and Construction sectors are sometimes lumped together into a single category called Production, Distribution, and Repair (PDR). In 2015, the PDR sectors represented about 35 percent of the city’s jobs. San Leandro has a higher percentage of PDR jobs than Oakland (22%) and Alameda County as a whole (28%), but its percentage is lower than Hayward (45%). PDR jobs have historically been the cornerstone of the local economy, providing good living wages to persons with a diversity of skill and education levels.

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2 California EDD, 2015 2nd Quarter data.
Approximately 45 percent of San Leandro’s jobs are located in the industrial districts. Geographic data on employment indicates that the total number of jobs in the industrial areas was about the same in 2014 as it was in 2004. However, there were significant job losses between 2006 and 2011, followed by a roughly equivalent job gain between 2012 and 2016. Since 2004, the greatest gains have been in the Marina Boulevard corridor (associated with Kaiser Permanente), in the Fairway/Catalina area, and in the Adams Tract (the far northern part of the industrial area). Other areas experiencing gains in employment since 2004 include Downtown and the Bay Fair area.

Based on business license data, most employers in San Leandro are small businesses. About 60 percent of the city’s businesses have fewer than 20 employees, 26 percent are home-based businesses, and only 12 percent have 20 employees or more. On the other hand, most of the jobs in the city are associated with the larger businesses. There were 350 companies with more than 20 employees, representing about 23,600 jobs. The 20 largest employers in the city, each of whom has over 200 employees, are shown in the text box on Page 5-6. These employers include hospitals
San Leandro’s Top 20 Employers*

- ACCO Engineered Systems
- Alameda Co Industries
- City of San Leandro
- Coca Cola
- Enterprise Rent-A-Car
- Ghirardelli Chocolates
- Kaiser Permanente
- Kindred Hospital
- MV Public Transportation
- OSIsoft
- Paramedics Plus
- San Leandro School District
- San Leandro Hospital
- Splay
- Target
- ThredUp
- Wal-Mart
- Wells Fargo Bank

* listed in alphabetical order

(Kaiser, San Leandro, and Kindred), large retailers (Wal-Mart, Target, Costco), public agencies (the City and the School District), and private industry (OSIsoft, Ghirardelli Chocolate, Coca Cola, Wells Fargo, and others).

The total number of jobs in San Leandro’s manufacturing sector has declined since 1998. However, the number of manufacturing businesses has declined at a much slower rate. The average manufacturing business size in the city dropped from 39 employees in 1998 to 28 employees in 2012. Manufacturing output per employee increased during the same period. This suggests that the city’s businesses are becoming leaner and more nimble, with a larger number of start-ups and entrepreneurs.

As noted in Chapter 2 of the General Plan, San Leandro has approximately the same number of employees as employed residents. However, the nature of the regional economy and housing market is such that most San Leandro residents commute to other cities for work, while most San Leandro workers commute in from other cities. Census estimates indicate that only 12 to 15 percent of the non-home based business jobs in the city are filled by persons living in San Leandro. About 12 percent of the city’s workers live in Oakland, 5 percent live in Hayward, and 4 percent live in San Francisco. Conversely, about 21 percent of the city’s residents work in Oakland, 15 percent work in San Francisco, and 7 percent work in Hayward.
Industrial Market Trends

Warehouses represent the single largest component of San Leandro’s non-residential building stock. As noted in the Land Use Element (P. 3-70), there was an estimated 16.5 million square feet of warehouse space in the city in 2015. Vacancy rates stood at 7 percent as recently as 2010, but declined to just one percent in 2015. As supply has become tighter, prices have increased. The average annual cost per square foot increased from about $6.00 in 2010 to $9.00 in 2015.

Square footage estimates for manufacturing space vary from 4 million to about 6 million, depending on the source (some manufacturing space is classified as warehouse or flex space by some sources). As with warehousing, the vacancy rate has declined dramatically while the cost has increased. The annual rent per square foot of manufacturing space increased from $5.00 in 2010 to $8.00 in 2015. Nearby cities have experienced similar price run-ups. In 2015, vacancy rates for manufacturing space were less than 3 percent in Oakland, Berkeley, Hayward, and Union City. Prices per square foot were slightly higher in San Leandro than they were in Oakland, Richmond, and Hayward, but were lower than in Berkeley, Newark, and Fremont.

It is anticipated that jobs in the Production, Distribution, and Repair (PDR) sectors will continue to be the backbone of the city’s economy.
However, the character of PDR activities will change as land values rise and amenities like high-speed internet attract value-added businesses. Advanced manufacturing in sectors such as food processing, metals and machining, and instrument and process controls may lead the transition to a more technology-focused economy.

The city has a large stock of flexible industrial spaces which can be repurposed according to tenant needs. These buildings offer a strong value proposition, since they combine flexibility with relatively low costs and excellent regional access. In addition, the absence of conflicting uses such as housing within general industrial zones is one of the city’s strengths. Widespread conversion of industrial uses to housing and other uses could diminish the city’s competitive edge and should be avoided. The Land Use Element provides guidance on where such changes may be acceptable in order to achieve other General Plan goals.

Office Market Trends

San Leandro has historically been a local-serving office market, with most tenants engaged in activities such as real estate, legal services, insurance, banking, engineering, construction, medical and dental practices, and other consumer-oriented services. During the 1950s and 60s, a substantial inventory of offices with such tenants emerged on the east side of Downtown. There has also been a secondary office market in the industrial area, with many tenants associated with industrial support activities and employee services such as labor unions. The real estate service Co-Star indicated that the City had 2.5 million square feet of office space in 2015, compared to 4.2 million square feet in Hayward, 4.2 million square feet in Alameda, and about 28 million square feet in Oakland.

During the last 15 years, San Leandro has been gaining momentum as a regional and corporate office market. There is considerable potential for this sector to expand in the future, particularly around the Downtown San Leandro and Bay Fair BART stations. Census data indicates that employment in the “office sectors” represents about 15 percent of San Leandro’s employment today—a percentage that will grow in the future based on ABAG’s forecasts.

As in the other commercial real estate sectors, office lease rates are increasing while vacancy rates are decreasing. San Leandro is feeling the impacts of rapid price inflation in Downtown San Francisco, Downtown Oakland, and the Silicon Valley. For example, the vacancy rate in the
Downtown Oakland office market dropped from 12.2 percent in the 4th Quarter of 2014 to 4.6 percent in the 4th quarter of 2015. These trends are driving businesses to seek lower-cost alternatives---San Leandro’s location, transit, lifestyle amenities, and internet speed are strong attractors.

The City also has an opportunity to capture some of the demand for companies that might otherwise locate in suburban office parks such as Bishop Ranch in San Ramon or Hacienda in Pleasanton. Meanwhile, Creekside Plaza and the new San Leandro Tech Campus (SLTC) are upgrading the quality of the city’s office inventory, while OSIsoft serves as an information technology anchor and bellweather. Demand for medical office space is also rising, a reflection of Kaiser Permanente’s investment in the city, as well as the growing demand for services among retiring baby boomers. As noted earlier, health care has been the fastest growing industry in San Leandro during the past decade. ABAG forecasts for 2035 indicate that nearly two-thirds of the city’s job growth is expected to occur in financial and professional services, health care, education, and recreational services.

Additional office development in the city can help diversify the economy and capture a greater share of the Bay Area’s professional and technology-focused growth industries. The City has cultivated future office growth by investing in Lit San Leandro and establishing a core supply of Class A office space adjacent to BART. The future focus will continue to be around the city’s BART stations since these locations provide excellent access for workers across the region and adjoin a growing base of employee amenities.
Retail Market Trends

San Leandro has approximately 6 million square feet of retail space. Historically, vacancy rates have been below 5 percent, with even lower rates observed during recent years. Private industry (Costar) data indicates a vacancy rate of 2.2 percent in 2015. The average cost per square foot of retail space was about $18 per square foot (per year) in 2015. This represents an increase from $16 per square foot in 2010 but is below the pre-recession level of $24 per square foot. The lower cost inventory is typically in older neighborhood shopping centers and along commercial corridors. Newer retail space is renting at rates significantly higher than the average.

As noted in the Land Use Element, the City’s retail areas include neighborhood shopping centers, community shopping centers, regional centers, and general commercial uses along arterial streets. The condition of these centers varies. However, they successfully place day-to-day goods and services within easy access of the city’s neighborhoods. The City’s four regional centers---Bayfair, Westgate/Costco, Greenhouse, and Marina Square are successfully repositioning to remain competitive and respond to evolving demand. These centers contain a mix of mid-scale and discount retailers that serve the wide range of incomes in San Leandro and the surrounding areas. Likewise, the Marina Boulevard Auto Mall draws shoppers from a market that extends well beyond San Leandro and provides a positive fiscal impact.
The East 14th Street corridor continues to have a large number of automobile-related uses, but its retail uses are becoming more food-oriented and ethnically focused. Taxable sales on the corridor are primarily generated by uses such as auto sales, auto parts, and fuel, although taxable restaurant and food sales are increasing. Likewise, the tenant mix in neighborhood shopping centers is evolving to meet more diverse preferences based on income level and ethnicity. These centers are also adapting to the consolidation of retail stores in larger centers. Retail trends suggest a transition toward eating and drinking establishments in the neighborhood centers, coupled with smaller independent retailers. The City will regularly examine its development regulations to ensure that they accommodate such trends.

Chain retailers and sellers of non-convenience goods are increasingly likely to consolidate in the larger centers as online sales increase. This has also led to “experience-oriented” storefronts which draw patrons through specialized activities such as cafes, and unique smaller shops. The 25-acre vacant parcel north of the Kaiser Permanente Hospital is well-located to capture and accommodate future retail sales, but San Leandro’s other regional retail centers may need to adjust their tenant mixes in response to such a center.

Sales Activity

Sales activity influences the local economy in many ways. It impacts the number of available jobs, the demand for retail space, and the quality of shopping, services, restaurants, and entertainment options in the community. Sales tax is an important source of revenue for local government, and can affect the quality of services provided by the city to its residents and businesses. An important part of San Leandro’s economic development strategy has been to increase local sales activity. This includes reducing retail “leakage” (the loss of local sales to other cities) and diversifying the range of goods and services available to residents.

Sales activity in the city has increased dramatically between 2010 and 2015, growing 50 percent from $1.8 billion to $2.7 billion. This is a more rapid rate of increase than was experienced by nearby cities and in the County as a whole. As Chart 2-2 indicates, sales tax per capita in San Leandro was more than double the per capita rate for the State of California and more than 50 percent higher than Alameda County. As sales activity and taxes have increased, the total share of local jobs in retail, restaurant sectors, and hospitality also has increased.
The data suggests that the city is capturing spending from residents of other communities, including East Oakland, which has historically been underserved by retail. San Leandro serves as a regional retail hub, drawing shoppers to its automobile dealerships, Bayfair Center, Marina Square, Westgate, and local big box stores. This retail also serves San Leandro residents, complementing the smaller shopping centers that fill residents’ day-to-day needs. Chart 5-3 indicates sales tax capture and leakage based on per capita data—the data provides an indication of where the City’s retail sales exceed expectations relative to resident buying power, and where the city may be losing sales to other cities. The analysis shows a surplus in all retail categories with the exception of furniture and appliance stores.
Some of the City’s sales strength lies in business to business transactions—approximately 26 percent of the sales tax revenue generated in 2015 was from such transactions. The city also outperforms nearby cities in auto sales, auto repair, department stores, building materials, and clothing stores.

While sales in the restaurant and food market sectors indicate a positive balance relative to population, the potential for growth exists in these sectors. During the General Plan Update, many participants expressed the sentiment that the City needed more sit down restaurants, more specialty and higher end supermarkets, and more entertainment options. Although the City may draw patrons from Oakland, Castro Valley, Ashland, and San Lorenzo to its own restaurants and supermarkets, San Leandro residents themselves indicated they often traveled to Pleasanton and Dublin to shop, and to Oakland neighborhoods such as Jack London Square and Uptown to dine. In the past, the City’s ability to attract higher-end retail has been limited by median household income levels that were below the County median. This may change in the future, as new residential development increases local buying power.
Looking ahead to 2035, the City is particularly interested in supporting the growth of retail centers to serve employment districts. The Next Generation Workplace Districts Study (2013) recognized a need for such parcels in the Davis-Doolittle and Fairway-Catalina areas. The Marina/Merced area, including the Kaiser North parcel, is well situated to meet this need. It features freeway access, visibility, a central location between employment districts, and a connection to future development at the Shoreline. Marina Boulevard is also well positioned for additional restaurants and national retailers.

Careful scrutiny should be applied before introducing such uses elsewhere in the industrial districts. Dining options which primarily serve employees may struggle due to the limited weekday lunch schedules of surrounding workers. Outlets which establish themselves as regional destinations – such as tasting rooms/cafes at 21st Amendment Brewery and Drake’s Brewing Company – are more likely to succeed since they attract customers from throughout the region. Such uses still must be carefully vetted to ensure their parking and operational needs will not constrain nearby industrial operations.
C. KEY ECONOMIC DEVELOPMENT ISSUES

Business Attraction and Diversification

San Leandro is leveraging its assets—location, affordability, accessibility, communication infrastructure, and land—to generate significant private investment. Developments such as the San Leandro Tech Campus (SLTC) and the Gate have generated positive press and are redefining the image of the city in the commercial real estate market. Marketing and branding campaigns are reinforcing San Leandro’s reputation as a city of makers and innovators. The City has prepared printed and digital marketing materials, including brochures, press releases, websites, social media, and video which tell the San Leandro story.

One of the objectives of these initiatives is to encourage more productive use of the city’s industrial land. Some industrial properties contain only a few employees per acre and are characterized by large indoor and outdoor storage areas. Repurposing of such space for incubators, start-ups, and manufacturing can create jobs and revenue, while also creating a more dynamic workplace.
The City also directly outreaches to retailers and has successfully attracted a number of high-profile tenants to new and refurbished commercial space. It maintains a data base of opportunity sites for prospective businesses, and facilitates real estate transactions between property owners, brokers, and businesses. It also facilitates access to capital and provides financial incentives to stimulate investment in the city. San Leandro is particularly well positioned to attract foreign investment and international businesses, and should see additional growth in this sector. Cultural diversity is one of the city’s strengths. Personal and professional ties between local residents and those in overseas markets can provide the foundation for future investment. Opportunities to further expand Oakland’s Foreign Trade Zone into parts of San Leandro are being explored.

San Leandro also participates in initiatives aimed at elevating the city’s profile on a regional, statewide, and global level. These include the East Bay Economic Development Alliance, which promotes investment in the East Bay and growth of the local economy, as well as initiatives such as the East Bay Green Corridor and the East Bay Broadband Consortium. The City is particularly interested in expanding its position in the East Bay office market, with a focus on areas near the Downtown San Leandro and Bay Fair BART stations.

**Business Support and Retention**

The City’s highest economic development priority is to support existing businesses so that they can succeed and prosper in San Leandro. San Leandro takes pride in being a “business friendly” city. The City helps businesses with expansion and renovation by providing an efficient, streamlined building permit process for tenant improvements and the construction of new commercial and industrial space. A number of financial assistance programs have been developed to assist local businesses. The Commercial Rehabilitation Program and the Awning, Sign, and Paint Program both provide forgivable loans and help small businesses improve their properties. Loan programs have also been created to help businesses connect to the Lit San Leandro fiber optic network and to facilitate energy efficiency improvements. The City also offers design assistance and professional architectural services to help businesses redesign older commercial spaces.
The City also supports local businesses through transportation investments. Most San Leandro employers are more than a mile from BART, and public transit service between BART and these areas is limited. More than a decade ago, the City facilitated the creation of a Business Improvement District that funds a free shuttle bus (LINKS) connecting local workplaces to BART. LINKS service was significantly expanded in 2015. San Leandro is also investing in streetscape improvements, bike lanes, sidewalks, and other features that make walking and cycling easier in the industrial area and that improve connections to BART and nearby shopping areas.

One of the most important ways the City supports existing businesses is through communication. This is done both directly, through outreach to the business community to determine needs and challenges, and indirectly, by encouraging businesses to communicate with each other. The City facilitates an Industrial Founders Circle to promote collaborative problem-solving among its major industrial employers. It participates in forums, regular meetings, and task forces sponsored by private industry organizations and non-profits serving local businesses, such as the Chamber of Commerce, the Downtown Association, and the San Leandro Improvement Association. City staff also includes points of contact speaking 14 different languages, creating a resource for business owners with limited English proficiency.
Innovation

For most of the 20th Century, San Leandro’s economy was based on manufacturing—even in 2016, more than 20 percent of the city’s land area is zoned for industry. During the last two decades, the city has been repositioning itself as an innovation center. Industry remains the focus, but the methods of production, distribution, and communication are being transformed through technology.

In 2011, the City launched a public-private partnership to develop the Lit San Leandro fiber optic network, offering internet speeds of up to 10 gigabytes per second. As properties have connected to this network, the city has seen the conversion of former manufacturing space to tech space, and a rising number of start-ups and new businesses choosing San Leandro to launch and grow their businesses.

San Leandro’s policies support immediate optimization of local fiber optic capacity, recognizing that other cities may make similar investments and compete with the city for tech investment in the future. Expansion of Lit San Leandro to include schools, libraries, hospitals, city facilities, and other businesses is being pursued. The City will also develop a marketing strategy to identify potential broadband customers, and prepare advertising, public relations, and other promotional materials that fully leverage the fiber network. The strategy should include measures to grow and sustain the city’s emerging “innovation ecosystem.”
Technology can also be used to advance other aspects of the quality of life in the city, including transportation, cultural arts, health care, energy, public safety, and education. In the coming years, San Leandro will explore and promote “smart city” applications which use Lit San Leandro to improve the effectiveness and efficiency of quality-of-life related systems and networks. The City’s industrial areas present opportunities for energy independence and innovative forms of renewable energy such as microgrids (localized power grids that can operate independently, off the main grid). San Leandro is already home to the Zero Net Energy Center, and will attract other green businesses and service providers in the future. Clean tech is a growing sector of the regional economy, and San Leandro is well positioned to capture a substantial share of this growth.

The 2013 Next Generation Workplace Districts Study highlighted the importance of good design as a factor in growing the innovation and creative economies. Successful 21st Century workplace districts have a strong sense of identity, are walkable and attractive, and provide appealing places to bring clients, partners, and collaborators. These attributes are absent in many parts of San Leandro’s industrial districts, but the potential to create them exists. In particular, Marina Boulevard (west of I-880) and Merced Street have been identified as areas for streetscape improvements and new business support uses. The “Next Generation” study also suggested activating the industrial areas through pop-up food pods, public art, open spaces, and a network of “back streets” or paseos to improve connectivity. Since completion of the Next Generation Study, initiatives such as San Leandro by Design (affiliated with the Chamber of Commerce) have facilitated a continuing dialogue about humanizing and modernizing the city’s industrial district.

**Vibrant Retail Centers**

Although San Leandro’s retail sector is robust, there is still a perception that the city is underserved in certain sectors. Even with a high retail capture rate, there are opportunities for improvement in the city’s shopping districts. Such improvements can create jobs, provide sales tax revenue to support City services, introduce new goods and services to the community, and elevate San Leandro’s profile as a shopping, dining, and entertainment destination. There are also opportunities to implement promotional campaigns that encourage residents and employees to “shop San Leandro” and purchase products made in the
city. The General Plan recommends that the City develop a Retail Action Strategy to determine the most effective path to retail success.

Downtown San Leandro presents opportunities for expanding retail success through place making. On the Downtown blocks along East 14th Street and Washington Avenue, older buildings, wide sidewalks, mature trees, and public spaces combine to create a walkable scale and strong sense of place. Shoppers are drawn to such destinations for their ambiance, pedestrian–friendly streets, and social nature. Art installations, live performances, outdoor dining, and other improvements can create the critical mass needed to promote Downtown’s success as a shopping, dining, and entertainment destination. Events such as the Farmers Market, the Cherry Festival, and the Sausage and Suds Music Festival can “activate” local streets and make Downtown a first-choice destination.

Development of Downtown housing is an important part of the retail strategy, as it increases the customer base for local retailers and creates an evening pedestrian presence. Parking is also critical—the City recently conducted a study to better manage the limited supply of parking spaces and make visiting Downtown more convenient for business patrons. The City also supports the efforts of the San Leandro Improvement Association (Community Benefit District) to create a safe, clean, inviting environment for shoppers and restaurant patrons.

Retail centers such as Bayfair Center and Westgate present opportunities to completely reinvent traditional retailing. The Bay Fair TOD Specific Plan process now underway will include implementation measures to sustain regional shopping and introduce new uses that enhance the retail experience. Westgate has already evolved into a unique blend of ground floor shops and upper floor tech businesses. The Kaiser North site presents an opportunity for something similarly innovative and different.
Along the city’s corridors, smaller shopping centers and free-standing retail establishments are adapting to demographic changes and providing affordable space for ethnic and international businesses. San Leandro also has opportunities to take advantage of its established or emerging retail clusters, including construction materials (tile, stone, ceramics, etc.), auto sales, food processing, and even craft beer production. The City is also exploring concepts such as “pop-up” retail and food trucks to activate dormant spaces and provide hipper and more contemporary options for residents and employees.

**Business Amenities**

The decision by a business to locate in a particular community is driven in part by the availability of amenities and services to support employees. Businesses seek to locate in communities where their workers can find suitable housing, good schools, low crime, a healthful environment, great parks, and quality restaurants and retail choices. They also seek to locate in communities with the necessary infrastructure to support their businesses. This includes “hard” infrastructure such as streets and utilities, and “soft” infrastructure such as business support networks and the supply chains associated with production and distribution.
Participants in the 2035 General Plan Update expressed their hope that San Leandro would attract better restaurants, higher quality shopping, more entertainment venues, and business-class hotels. These attributes can improve the quality of life for local residents, while at the same time making San Leandro a location of choice for future employers and their employees. Developing these amenities locally can also help the city achieve its goal of reducing greenhouse gas emissions associated with driving long distances for shopping, dining, and work commutes. The City also recognizes the significant economic development benefits of having higher performing schools, better transportation options, and more diverse housing choices for the workforce. There is particularly strong interest in providing housing choices for those priced out of San Francisco and Oakland, including millennials who may be seeking smaller market-rate rental units near BART and families seeking larger single family homes and townhomes.

Some of the desired amenities have been provided through recent developments. For example, the city now has a billion dollar state-of-the-art medical center at Kaiser Permanente Hospital. It has attracted new retail investment such as Living Spaces, with more retail in the pipeline. Efforts are also underway to beautify San Leandro through streetscape improvements on Marina Boulevard and East 14th Street, and through investments in public art. Some of the most significant amenities will be provided through projects now in the planning stages, such as the Shoreline Mixed Use Development. In addition to providing a hotel and market-rate housing, the Shoreline project will create a
gathering place for San Leandro residents and workers, with waterfront dining, entertainment, trails, and open space.

**Workforce Development**

San Leandro is taking steps to equip its future workforce with the tools to succeed in the local and regional economies. This is important both to improve the economic well-being and potential of its residents, and to achieve the City’s goal of reducing out-commuting and enabling those who live locally to also work locally. Workforce development strategies include those aimed at youth and the city’s education system, and those aimed at lifelong learning and skill development for adults. As the city moves towards a knowledge-based economy, the demand for highly skilled and educated workers will increase. A well-trained, well-prepared workforce will be needed to fill anticipated jobs. Even for entry level and lower wage jobs, soft skills (e.g., work ethics, teamwork, etc.) and vocational training may be needed to expand opportunities.

Chart 5-4 shows educational attainment in San Leandro relative to Alameda County and the Bay Area as of 2015. Relative to the County and the region, San Leandro has a lower percentage of residents with bachelor’s degrees or higher and a higher percentage of residents who did not finish high school. The city also has a higher percentage of residents with a high school degree only. The data suggests significant opportunities for vocational and workforce development programs, providing a pathway to employment or better jobs for those who did not pursue higher education.
The City is also committed to working with its school districts to increase educational quality and to produce graduates who can fill the more than 12,000 jobs expected to be created in San Leandro over the next 20 years. Programs that help low-wage workers move up career ladders and encourage the growth and retention of skilled workers also are strongly encouraged. Such efforts can improve the quality of life for residents and reduce the need for local employers to retain graduates from outside the region to fill jobs that could be filled instead by talented, well-educated San Leandro workers.

San Leandro will also continue to work with the business community, community colleges, local universities, and employment development organizations to address shortages in the local labor market. The City is already a lead participant in partnerships to provide careers for local students and will continue to play that role. Other barriers to achievement, including access to the internet, can be addressed through new programs to provide public access to technology through the schools, public libraries, and other community institutions.

**Chart 5-4: Educational Attainment in San Leandro, Alameda County, and the Bay Area**

<table>
<thead>
<tr>
<th></th>
<th>San Leandro</th>
<th>Alameda Co</th>
<th>Bay Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than HS</td>
<td>15.8%</td>
<td>11.8%</td>
<td>12.3%</td>
</tr>
<tr>
<td>HS Graduate</td>
<td>29.9%</td>
<td>44.1%</td>
<td>42.6%</td>
</tr>
<tr>
<td>Some College/Associates Degree</td>
<td>29.2%</td>
<td>26.0%</td>
<td>28.0%</td>
</tr>
<tr>
<td>Bachelors or Higher</td>
<td>25.1%</td>
<td>18.1%</td>
<td>17.1%</td>
</tr>
</tbody>
</table>

Source: US Census American Community Survey, 2010-2014
D. GOALS, POLICIES, AND ACTIONS

BUSINESS ATTRACTION AND DIVERSIFICATION

GOAL ED-1 Attract jobs and investment across all economic sectors.

Policy ED-11 Leveraging San Leandro’s Assets. Build on San Leandro’s strengths, including its central location, transportation infrastructure, affordability, industrial land supply, and business-friendly reputation to leverage economic growth and private investment in the city.

Policy ED-12 Maintaining San Leandro’s Competitive Advantage. Maintain and protect San Leandro’s inventory of larger-scale industrial sites and buildings with easy access to freeways, rail, airports, and seaports. Discourage the conversion of industrial uses to commercial and residential uses except where part of a carefully targeted citywide strategy.

See also Land Use Element Policy LU-3.11 on industrial land conversion

Action ED-12A Tracking of Development Opportunities
Provide site location assistance to businesses seeking to move to San Leandro. Digital mapping and database software should be used to track and publicize local development opportunities, including vacant and underutilized sites and properties for sale or for lease.

Policy ED-13 Industrial Land Use Efficiency. Encourage more efficient use of the City’s industrial land supply, creating higher employment densities and high quality jobs, while discouraging the use of large sites and buildings for storage and other low intensity uses. Ensure that zoning and other development regulations support higher utilization of sites zoned for commercial and industrial activities.
**Policy ED-14**  
**Emerging Industries.** Promote and support the growth of new and emerging industries, especially industries requiring work space that is consistent with San Leandro’s building stock and industries with the potential to provide quality jobs at all skill levels and wage levels for San Leandro residents.

**Policy ED-15**  
**Core Industries.** Make San Leandro the Bay Area’s location of choice for advanced manufacturing, food and beverage production, and entrepreneurs in the “maker” economy.

**Policy ED-16**  
**Increasing Supply Chains for Core Industries.** Implement economic development and marketing programs to attract businesses that reinforce supply chains for core industries in the city, thereby strengthening San Leandro’s economic base.

**Policy ED-17**  
**International Trade.** Create a favorable environment for companies seeking to establish or expand international trade operations, taking particular advantage of the city’s proximity to San Francisco, Silicon Valley, two international airports and the Port of Oakland.

**Action ED-17.A: Overseas Investment**
Implement economic development strategies aimed at the international business community, including sister city agreements and leveraging of relationships between local residents/businesses and potential investors overseas.

**Action ED-17.B: Foreign Trade Zone**
Continue to work with the City of Oakland to continue expansion of the Foreign Trade Zone near Oakland Airport, potentially including properties within San Leandro’s industrial area. Properties within FTZs are subject to lower tax rates or tax exemptions as a means of incentivizing international investment.
Policy ED-18  Expanding the Local Office Market. Expand San Leandro’s position as a regional office market, leveraging the city’s accessibility, amenities, fiber optic network, and relatively low lease rates. Focus office demand in areas within walking distance of the BART stations, particularly the Downtown San Leandro station.

Policy ED-19  Marketing and Branding. Promote positive media coverage, branding, and marketing campaigns that build civic pride and create a favorable image of San Leandro on a regional, national, and global scale.

Action ED-19.A  Made in San Leandro
Continue marketing, branding, and public relations efforts which promote San Leandro’s unique business assets and amenities, legacy as a manufacturing center, and commitment to ingenuity and innovation. San Leandro should be promoted as a city of “makers” (“Made in San Leandro,” “We Make Things,” etc.)

Continue to maintain a robust social media presence promoting the City’s economic opportunities through San Leandro Next, Facebook, Twitter, and similar forums.

Action ED-19.C  Promoting Food and Beverage Operations
Capitalize on the concentration of food producers and craft breweries to create jobs, entertainment venues, and destinations that help brand the city.

Policy ED-10  Tax Revenues. Encourage development that generates sales tax, property tax, and other revenues that sustain municipal services.

Policy ED-11  Data and Planning. Regularly collect and analyze data on San Leandro’s economy, tax base, and role within the region. Utilize this data to maintain effective, responsive Economic Development programs.

Periodically update and revise the City’s Economic Development Strategy in response to changing market conditions and economic trends.
**Action ED-1.11.B: East Bay EDA**
Actively participate in the East Bay Economic Development Alliance (EDA) and work with businesses and officials in other cities for the improvement of the East Bay region.

**ECONOMIC PROSPERITY**

**GOAL ED-2** Create an environment in which local business can prosper.

**Policy ED-21** Business-Friendly City. Maintain a collaborative and supportive relationship between the City and the private sector that emphasizes the ease of doing business in San Leandro.

**Action ED-21.A: Business Outreach**
Provide City Staff assistance and outreach to existing businesses, potential new businesses, real estate brokers, and business organizations in the City. This could include a Business Concierge program in which the City periodically checks in with local employers to identify their business needs, satisfaction with City services, and potential areas for improvement.

**Policy ED-22** Open Communication. Engage the business community on a regular basis to ensure that City programs are responsive to their needs and concerns. San Leandro should continue to be a place where business can easily communicate with City staff.

**Action ED-22.A: Representation on Business Organizations**
Maintain frequent communication with the San Leandro Chamber of Commerce, the Downtown Association, ethnic Chambers of Commerce, the San Leandro Improvement Association, and other business advocacy groups. Seek representation on these organizations and regularly attend their meetings.
**Action ED-22.B: Industry Roundtable**
Support the efforts of an industry roundtable (or “founders circle”) to foster a dialogue on the needs of local industries and to promote the continued health of the industrial sector in San Leandro.

**Action ED-22.C: Communication and Networking**
Promote communication and networking among local businesses organizations through focus groups, special events, newsletters, and other methods of discussing business needs and priorities.

**Policy ED-23**
**Development Review and Permitting.** Maintain clear and predictable development review and zoning regulations.

**Policy ED-24**
**Business Assistance.** Maintain programs that provide a supportive environment for local businesses, including expedited permitting, incentives for renovating and improving buildings, site location assistance, land assembly, loans, and other business development incentives.

Continue to provide and enhance “one-stop” permitting and rapid review of permit applications. When appropriate, have business development staff serve as a concierge to help businesses navigate the permitting process.

**Action ED-24.B: Real Estate Transactions**
Facilitate transactions between real estate professionals, property owners, and businesses, and assist these parties in navigating City codes and permitting processes to help properties achieve their highest and best uses.

**Policy ED-25**
**Business to Business Relationships**
Facilitate the formation of business relationships between San Leandro companies. Measures that create a sense of community among local businesses should be encouraged.

**Action ED-25.A: Internet Links**
Continue to provide links between the City of San Leandro’s websites and the websites of local business advocacy groups.
**Action ED-2.5.B: Business Directory**

Work with the Chamber of Commerce and other business organizations to prepare a web-based directory of San Leandro firms and the products or services they provide. The directory should be used to promote business-to-business sales, connect local businesses to one another, and close gaps in the supply and distribution chains for local industry.

**Policy ED-2.6**

**Business Diversity.** Respond to the increasing cultural and language diversity of San Leandro business owners, including providing multi-lingual resources and translation services to reach local businesses.

**Policy ED-2.7**

**Small Businesses.** Creative a supportive environment for small businesses, particularly locally-owned retail and service businesses Downtown and in the city’s neighborhood centers.

**Action ED-2.7.A: Small Business Development Center**

Explore the feasibility of creating a small business development center that provides a resource for persons operating or considering operating a business in San Leandro.

**Action ED-2.7.B: Technology Education**

Expand technology education for small businesses, enabling greater use of high-speed broadband for business development and marketing.

**Policy ED-2.8**

**Access to Capital.** Facilitate access to capital for local businesses, including crowdfunding, micro-lending, venture capital investment, City-sponsored business incentive programs, and traditional lending resources.

**Action ED-2.8.A: Public Funding**

Pursue new public funding sources for infrastructure and business assistance programs to replace the losses experienced by the termination of the Redevelopment Agency.

**Action ED-2.8.B: Encouraging Entrepreneurship**

Maintain programs to assist start-ups, entrepreneurs, incubators and other firms with high growth potential. Coordinate with private and non-profit organizations that provide financial assistance to such enterprises, and facilitate connections to local businesses.
INNOVATION

GOAL ED-3  Adapt, reimagine, and reinvent traditional business models to put San Leandro on the leading edge of the innovation economy.

**Policy ED-31  Innovation Ecosystem.** Foster the creation of an “innovation ecosystem” in San Leandro’s employment districts, where businesses collaborate with one another to improve their products, workplace performance, and the quality of the work environment.

**Policy ED-32  Business Infrastructure.** Develop the infrastructure necessary to transform San Leandro into a center for innovation and creativity, including high-speed communications, sustainable energy systems, high performing utilities, and convenient access to business networks and support services.

**Action ED-32A: Technology Initiatives**

Pursue public funding through programs such as the federal Smart Cities Initiative to improve the efficiency and performance of local transportation, energy, and infrastructure systems through high-speed information and communications.

**Policy ED-33  Leading Edge Economic Sectors.** Continue efforts to attract businesses on the leading edge of the Bay Area economy, including advanced fabrication, clean tech, information services, advanced transportation, and maker businesses.

**Action ED-33A: Adaptive Reuse of Industrial Buildings**

Explore the feasibility of converting former industrial buildings into “maker spaces,” offices, incubators, co-working facilities, and other spaces that support collaboration and provide a more affordable alternative to equivalent workplaces in San Francisco, Oakland-Berkeley-Emeryville, and Silicon Valley.
Policy ED-34

Lit San Leandro. Leverage the competitive advantage provided by Lit San Leandro, a public-private partnership that is providing ultra-high speed fiber optic communications to businesses in the city. Lit San Leandro should be used to add value to local real estate, modernize traditional industrial activities, retain and grow existing San Leandro businesses, and recruit innovative high-tech businesses.

Action ED-34A: Lit San Leandro Expansion
Evaluate opportunities for further expansion of the Lit San Leandro fiber optic network to those parts of the city that are currently not served, including schools, public facilities, neighborhood business districts, residences, and hospitals. Implement programs which assist local businesses and institutions with connections to the network.

Action ED-34B: Smart City Action Strategy
Develop a “Smart City Action Strategy” or similar strategic planning document which identifies opportunities to use the Lit San Leandro fiber network to improve local utility, transportation, safety, environmental, educational, health care, and governance systems. The Strategy should include:

(a) A marketing strategy for Lit San Leandro, including identification of target markets, key messages, and specific activities to reach potential customers;

(b) Guidance for license agreements, Memorandums of Understanding (MOUs), and operating procedures governing the delivery of fiber optic services to San Leandro properties to ensure maximum operating efficiency;

(c) An update of the City’s Commercial Broadband Strategy, including further exploration of extension requirements linked to new development approvals and an open trench policy which calls for installing conduit when a street cut is made; and

(d) Further consideration of the potential to use Lit San Leandro for “Internet of Things” and “Smart City” applications that benefit both the public and private sectors.
**Action ED-3.4C Broadband Consortium**  
Continue the City’s participation in the East Bay Broadband Consortium, assisting and supporting expansion of the East Bay’s broadband capacity in order to grow the local economy.


**Action ED-3.5A Certified Green Businesses**  
Promote the concept of “certified” green businesses as a way to encourage sustainable business practices and more environmentally friendly operations in San Leandro.

**Policy ED-36 Energy Innovation.** Support new and innovative energy technology, with the objective of reducing dependence on fossil fuels, reducing greenhouse gas emissions, and using energy more efficiently.

**Action ED-3.6A Energy Efficiency Programs**  
As funds allow, maintain a City-sponsored energy efficiency program that facilitates energy efficiency and renewable energy improvements at industrial buildings, thereby reducing business energy costs.

**Action ED-3.6B Net Zero Energy**  
Promote the concept of net zero energy in new industrial construction and leverage the San Leandro Zero Net Energy Center to promote the city’s reputation for green construction. The City will strongly support property upgrades which increase energy efficiency and independence.

See the Conservation Element for additional policies and actions on energy conservation and efficiency

**Action ED-3.6C Industrial Micro-Grids**  
Work with property owners in San Leandro’s industrial areas to explore incentives and regulatory options for establishing a localized micro-grid energy system comprised primarily of rooftop solar panels. Public-private partnerships to support micro-grid development should be explored.
**Action ED-3.6.D: Energy Education and Outreach**
Support education and outreach to business owners on the financial and environmental benefits of renewable energy alternatives.

**Policy ED-3.7** Youth Engagement. Bring local students, faculty and school administrators into the discussion of San Leandro’s emergence as a center for innovation, creative thinking, and the hub of a maker economy.

**Policy ED-3.8** Sharing Economy. Explore ways in which new San Leandro businesses and start-ups can benefit from the sharing economy, including the sharing of business and industrial space, vehicles, and services that are more affordable when shared by multiple users.

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**VIBRANT RETAIL CENTERS**

**GOAL ED-4** Create attractive, economically vibrant commercial areas that are easily accessible to San Leandro residents and employees.

**Policy ED-4.1** Retail Diversity. Encourage a diverse range of commercial uses, offering goods and services that fully meet the needs of San Leandro residents and businesses. The City should recruit new businesses that: (a) fill gaps in the range of goods and services currently available; and (b) act as catalysts for attracting other retailers to the City.

**Action ED-4.1A: Retail Action Strategy**
Develop a Retail Action Strategy, including evaluations of retail shopping patterns and leakage to other communities in particular sectors. The Strategy should include programs to retain San Leandro’s retailers, and attract new retailers in under-represented sectors.

**Action ED-4.1B: Retail Prospectus**
Continue retail recruitment efforts through the City’s Office of Business Development, including preparation of a retail
real estate prospectus and updated demographic and market information for prospective businesses.

**Policy ED-4.2**  
**Improving the Retail Mix.** Achieve a retail mix that includes small, locally-owned businesses as well as large national retailers. A particular effort should be made to attract higher-quality retailers, such as brand name clothing stores, home furnishing stores, and high-quality supermarkets.

**Action ED-4.2.A: Commercial Zoning**  
Review zoning regulations for the City’s commercial districts, including parking standards, to ensure that they support the City’s retail goals.

**Policy ED-4.3**  
**Promotion of Local Businesses.** Work with local retailers and service providers to foster success through marketing and branding strategies.

**Action ED-4.3.A: Business Advocacy**  
Encourage and support partnerships between the City of San Leandro and the Chamber of Commerce, the Downtown Association, the San Leandro Improvement Association, Advisory Boards and Citizen Committees, and other groups to promote retail development in the city.

**Action ED-4.3.B: Shop San Leandro**  
Work with local business groups to implement a “Shop San Leandro” campaign that promotes local merchants and reduces retail leakage to other cities.

**Action ED-4.3.C: Home Improvement Center**  
Promote San Leandro’s reputation as a retail design center for home improvements and the Bay Area’s first stop for those seeking construction and building supplies, such as tile, stone, ceramics, flooring, and interior finishings.

**Policy ED-4.4**  
**Business District Improvements.** Encourage upgrades to the appearance of businesses and the condition of properties in the city’s business districts.
**Action ED-4.4.A: Façade Improvement Programs**
Maintain City programs that provide forgivable loans to businesses undertaking façade improvements and awning, sign, and painting upgrades.

**Action ED-4.4.B: Design Assistance Programs**
Provide design assistance to businesses and property owners seeking to improve their properties and make commercial spaces more attractive.

**Action ED-4.4.C: Community Benefit Districts**
Support the creation of community benefit districts and other organizations funded by businesses and property owners which augment City services in the City’s major business districts.

**Policy ED-4.5**

**Downtown San Leandro.** Continue efforts to transform Downtown into a successful, pedestrian-oriented, mixed-use district with services and amenities for workers, residents, and visitors. Downtown should be the gathering place for the city, providing restaurants, cafes, and a wide range of retail stores and services in a walkable setting.

**Action ED-4.5.A: Activating Downtown Spaces**
Support Downtown community events such as farmers markets, food and music festivals, and street fairs. Such events can reinforce a sense of community, provide unique shopping and dining experiences, and contribute to San Leandro’s identity.

**Action ED-4.5.B: Downtown Streetscapes**
Implement lighting, streetscape, and public art improvements to make Downtown a safer, more pedestrian-friendly place.

**Action ED-4.5.C: Downtown Parking**
Implement parking management strategies that ensure that convenient parking is available for shoppers and restaurant patrons in Downtown San Leandro.

See Land Use Element Goal 6 for additional Downtown policies and actions.
Policy ED-4.6 Shopping Centers and Neighborhood Business Districts. Support and encourage the repositioning of San Leandro’s shopping centers and neighborhood business districts to remain competitive and meet the changing needs of the community, including the provision of merchandise and services for an increasingly diverse population.

Action ED-4.6.A: Retail Recruitment
Implement retail recruitment strategies, including direct communication with property owners and major national retailers, to find desirable tenants for vacant retail spaces, and to encourage new retailers to locate within San Leandro.

Action ED-4.6.B: International Retailing
Develop and implement a strategy to attract clusters of ethnic and international businesses.

See also Land Use Policy LU-8.4 on Neighborhood Shopping Centers

Policy ED-4.7: Employee-Serving Retail. Encourage the growth of new retail centers and retail businesses serving San Leandro’s employment districts, especially along Marina Boulevard west of I-880.

Policy ED-4.8: Bayfair Center. Support continued reinvestment in Bayfair Center, restoring the center’s role as a regional destination while reinventing it to reflect modern retail trends and incorporate a more pedestrian-oriented, mixed use format.
BUSINESS AMENITIES

GOAL ED-5 Provide amenities that attract and retain businesses and encourage those working in San Leandro to also live in San Leandro.

Policy ED-5.1 Key Amenities. Support amenities that attract businesses and employees to the city, including a more vibrant downtown, walkable neighborhoods, better dining and entertainment options, quality education and public safety, and more diverse housing choices.

Action ED-5.1.A: Work Local, Live Local
Explore a “Work Local, Live Local” campaign designed to encourage persons working in San Leandro to seek out local housing opportunities. The campaign would promote the benefits of living in the city, the environmental and personal benefits of reduced commute times, and links to local real estate and housing opportunities.

Action ED-5.1.B: Research on Commute Patterns
Conduct additional research on the characteristics of worker commute patterns, including surveys of where local employees live and what changes would encourage them to relocate to San Leandro. Research should also include periodic surveys of employer needs and an analysis of the occupations and skills of San Leandro residents versus the job skills required for San Leandro’s primary industries.

Policy ED-5.2 Housing Production. Substantially increase the production of a variety of housing types meeting the needs of persons at all income levels.

Policy ED-5.3 Educational Quality. Strive for increased academic performance in the San Leandro and San Lorenzo Unified School Districts. The City recognizes the potential for great schools to attract families to the City. It stands by the idea that every student deserves a safe and productive learning environment that promotes academic and personal achievement. San Leandro will support efforts by its school districts to improve the quality of education, reduce drop-out rates, and improve skill levels among students.
Policy ED-54  **Public Safety.** Continue efforts to reduce crime, maintain neighborhood safety, and promptly address blight and nuisances in the city.

Policy ED-55  **Quality Services and Accessible Government.** Maintain and promote the high quality of City services and the accessibility and responsiveness of City government to prospective businesses and new employees. Amenities such as the San Leandro shoreline and parklands, the golf courses, the Public Library, and Recreation and Community Services programs should be recognized and celebrated as community assets.

Policy ED-56  **Cultural and Historic Resources.** Preserve the City’s cultural and historic resources, and encourage their contribution to the City’s economic development. The potential for heritage tourism based on San Leandro’s history should be further explored.

Policy ED-57  **Diversity as an Asset.** Recognize San Leandro’s cultural, ethnic, and income diversity as one of the City’s great strengths, and leverage this strength when marketing the city to prospective residents and employers.

Policy ED-58  **Arts, Food, and Entertainment.** Promote investment and expansion of San Leandro’s arts, entertainment, and dining sector, including venues for theater, music and the visual arts, as well as dining and night-life establishments. The arts should be viewed as a way to connect people and attract investment while expressing the creative energy of the city.

**Action ED-5.8A: Temporary Urbanism**  
Pursue temporary and pop up art installations projects and special arts events which draw creative talent and visitors.

**Action ED-5.8B: Culinary Tourism**  
Consider the potential for culinary tourism (attracting visitors based on local food choices and destination restaurants). Food should serve as a means of uniting diverse cultures and creating memorable places. The City should consider a
potential Downtown location for a “restaurant row” or similar defined geographic area to which multiple restaurants may be attracted.

Policy ED-5.9  **Hospitality.** Expand the hospitality sector in San Leandro, including hotels and visitor services such as conference and meeting facilities.

Policy ED-5.10  **Healthy Environment for Youth and Families.** Create a positive, healthy environment for youth and families in San Leandro, including additional youth activities, and businesses and entertainment venues serving families, children, and teens.

Policy ED-5.11  **Civic Beautification.** Undertake streetscape improvements and place-making efforts near BART, along major arterial streets, and in established business districts. Such improvements should maximize the potential for increasing business activity.

**Action ED-5.11A: San Leandro by Design**

*In partnership with business leaders and the Chamber of Commerce, continue the San Leandro by Design initiative to foster a dialogue about the city’s future, with a particular emphasis on placemaking and improving the visual quality and identity of the city’s business districts.*

Policy ED-5.12  **Workplace Accessibility.** Improve access to and from workplaces through sustained investment in the transportation system, with a particular focus on connecting local employees to BART by transit, non-profit shuttles such as LINKS, bicycle lanes, and sidewalks.

*See the Transportation Element for additional policies and actions on LINKS and other transportation improvements between BART and employment districts.*
WORKFORCE DEVELOPMENT

GOAL ED-6  Increase access to quality jobs, stable employment, and career advancement for all San Leandro residents.

Policy ED-6.1  Career Pathways. Coordinate with the San Leandro and San Lorenzo Unified School Districts to create career pathways for San Leandro students, and to align school curricula with emerging job opportunities in the Bay Area economy.

Action ED-6.1.A: Vocational Training
Support the expanded vocational training in the public high school system, particularly in the advanced manufacturing and technology sectors and in other emerging sectors of the local economy.

Action ED-6.1.B: Language Diversity
Support School District efforts to increase language skills among all residents, including immersion programs which provide students with the opportunity to become fluent in multiple languages.

Action ED-6.1.C: After-School Programs
Encourage after-school programs that focus on educational enrichment and skills training.

Policy ED-6.2  Educational Partnerships
Promote mentorships, internships, job training programs, and other partnerships between the City, school districts, and business community to enhance and complement local educational resources and provide job training for San Leandro youth.

Action ED-6.2.A: Apprenticeships
Continue and expand local apprenticeship programs which enable San Leandro students to gain the skills needed to find well-paying jobs upon graduation.
Policy ED-6.3 Engaging Youth. Encourage School District and youth participation in City advisory groups that address issues relating to workforce development and emerging technology.

Policy ED-6.4 Community Colleges. Recognize the importance of local community colleges in helping San Leandro’s young adults to advance in the local workforce. Partnerships between the City and local community colleges are encouraged.

Policy ED-6.5 Adult Education. Encourage opportunities for life-long learning and skill development among San Leandro’s adults, including adult education programs.

Policy ED-6.6 Job Training. Support job training initiatives which prepare local residents for local jobs.

Policy ED-6.7 Job Opportunities for Residents. Support programs that encourage San Leandro employers to hire local residents.

Action ED-6.7.A: Job Fairs and Employee Recruitment
Promote local job fairs, job boards, and other special events or programs that help place local residents in positions with local employers, and provide assistance to employers in employee recruitment.

Action ED-6.7.B: Local Hiring Incentives
Consider the feasibility of local hiring incentives for employers and businesses relocating to San Leandro.

Policy ED-6.8 Labor. Engage organized labor, labor unions, and labor advocates in the economic development process.

Policy ED-6.9 Investing in Libraries. Continue to invest in the San Leandro Library system through the addition of technology, modernized facilities, and activities such as career workshops.
Policy ED-6.10  Child Care and Employment. Recognize the importance of affordable, convenient child care to securing and maintaining employment for working parents.

Policy ED-6.11  Career Ladders. Encourage career advancement programs to provide opportunities for upward mobility among the city’s workforce. Support the growth of businesses that provide career advancement or “ladder” opportunities for employees.

*See the Community Services and Facilities Element for additional policies on the topics covered under this goal, including education, libraries, and human services.*
A. **OVERVIEW**

This chapter incorporates the state-mandated “open space” and “conservation” elements. It addresses the management of San Leandro’s park and open space areas, the conservation of natural resources such as soil, water, and natural habitat, and the reduction of greenhouse gases associated with climate change. Its goals and policies address a broad range of issues, with the common purpose of improving recreational opportunities, protecting the city’s natural environment, and growing more sustainably.

San Leandro’s parks are a source of pride and enjoyment for the entire community and accommodate recreational activities for all segments of the population. The city is home to a world-class golf course, a scenic shoreline trail system, a large regional park, and numerous smaller neighborhood and community parks. These parks offer a range of leisure time experiences, from the quiet contemplation of nature to active sports like swimming and soccer.

While parks are recognized as essential to San Leandro’s quality of life, there are also deficiencies that must be addressed. Some of the parks need rehabilitation and updating. Others require design changes to address safety issues and use conflicts. Some neighborhoods lack convenient access to parks and would benefit from additional open space and recreational facilities.
Changing demographics have led to the demand for new recreational programs, while population growth has placed greater demands on existing facilities. The ability to fund park improvements, and even meet basic maintenance needs, remains a challenge. The General Plan includes policies and programs to address this challenge and others to ensure that the city’s parks remain an asset for years to come.

In addition to the parks, San Leandro contains other significant open spaces. These areas contain diverse ecosystems, including wetlands near the shoreline, riparian woodlands along San Leandro Creek, and grasslands in the hills and at Oyster Bay Regional Shoreline. Even the city’s residential neighborhoods provide an “urban forest,” with trees and shrubs providing habitat for birds and small mammals. These ecosystems must be managed to avoid their degradation and ensure the long-term sustenance of plant and animal life. Ultimately, a healthy natural environment can enhance public health, local aesthetics, and civic pride.

Another mission of this Element is to promote conservation practices among San Leandro residents and businesses. Three areas are emphasized: water conservation, recycling, and energy conservation. A number of programs are presented to reduce the consumption of non-renewable resources and promote more sustainable alternatives. In each case, there is a need for greater awareness of why conservation is needed and the contributions that each San Leandro resident or business can make toward achieving conservation goals.

Finally, this Element provides a framework for responding to the challenge of global climate change at the local level, including a variety of land use, transportation, and energy-related measures. The City has adopted a Climate Action Plan which identifies more specific strategies for meeting state goals. Measures to improve resilience in response to rising sea levels, drought, and severe weather, are addressed in the Environmental Hazards Element.
B. OPEN SPACE

State guidelines require that four types of open space be identified and analyzed in the General Plan:

- **Open Space for Recreation.** This category includes the city’s park system, as well as schoolyards, athletic fields, the regional parks, and other areas used for recreation. The management of these areas is covered by Goals OSC-1 through OSC-4.

- **Open Space for the Protection of Natural Resources.** In San Leandro, this category includes the Shoreline Marshlands, the riparian areas along San Leandro Creek, and the offshore waters of San Francisco Bay. These areas will remain undeveloped in the future to protect natural habitat, including several endangered or threatened species. These areas are covered by Goals OSC-5 and OSC-6.

- **Open Space for the Managed Production of Resources.** This category includes agricultural land, commercial fishing grounds, timber harvest areas, quarries, and other areas used for resource production. At one time, such open spaces were abundant in San Leandro, consisting primarily of farms and orchards. Virtually all of these areas have been converted to urban uses. The soil and mineral resources which support resource production in San Leandro are addressed later in this chapter.

- **Open Space for Public Health and Safety.** This includes the “no build” zone along the Hayward Fault, unstable slopes in the San Leandro Hills, and the floodways along local creeks and flood control channels. These areas are addressed in detail in Chapter 7.

Open space areas are shown on Figure 3-3 (Land Use Diagram). Two of the categories on the map—(1) Parks and Recreation and (2) Resource Conservation Areas—have been used to delineate open space in the city.
C. PARKS

City Parks

Park Classification

San Leandro has 104 acres of City-owned parks, including three community parks, 12 neighborhood parks, seven mini-parks, and four special use recreation areas. The City also operates a 178-acre municipal golf course and a 462-berth public marina. The location of these parks is shown on Figure 6-1. Table 6-1 includes the acreage of each park, along with the acreage of other open space areas in the city. The other open space areas include 19 acres of improved open space at Oyster Bay Regional Shoreline and 82 acres of school athletic fields and playgrounds.

Most of the city’s parks were developed in the two decades following World War II. The post-war population boom brought about a great increase in recreational needs and large parks such as Washington Manor, Stenzel, Halcyon, Bonaire were incorporated in the subdivisions developed at that time. Several of the post-war era parks were developed collaboratively with schools, supplementing the city’s park system and providing access to special facilities such as swimming pools and running tracks. In the early 1960s, the Marina Park, boat basin, and golf courses were developed through a major land reclamation and redevelopment program. The Shoreline area soon became the city’s flagship park. Most of the parks created since 1970 have been small “pocket” parks under an acre in size, developed on vacant parcels or within subdivisions.
Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

City Park  San Francisco Bay Trail
Regional Park  Special Use Facility
Golf Course  Non-Profit Facility
Conservation Area

Figure 6-1
San Leandro Park System
San Leandro’s Parks

- **Regional Parks** are typically larger than 30 acres and include a mix of conservation areas and active recreation areas. They draw visitors from beyond the city limits and may feature unique natural features or regional attractions. Oyster Bay Regional Shoreline, which is operated by East Bay Regional Park District, is the only regional park within San Leandro.

- **Community Parks** range in size from 5 to 30 acres. Each park serves multiple neighborhoods and contains a wide variety of active and passive recreational facilities. The City’s three community parks are Marina, Washington Manor, and Chabot.

- **Neighborhood Parks** are typically 2 to 10 acres in size and provide for the daily recreational needs of area residents. They often have large lawn areas for informal sports and play activities. They may include facilities such as tennis courts and tot lots, but usually do not include major facilities such as lighted ballfields. Examples include Bonaire and Memorial.

- **Mini-Parks** or “pocket parks” are usually less than an acre in size and accommodate small recreational facilities such as picnic tables and tot lots. Such parks are often included in new developments, in accordance with the City’s Subdivision Ordinance and parkland dedication requirements.

- **Special Use Parks** include facilities which serve a specific need or population group. Examples include the Heath Tennis Courts, the San Leandro Ball Park, and Farelly Pool.

- **Golf Courses** include the 178-acre Monarch Bay public golf complex. This complex consists of the 18-hole Tony Lema and 9-hole Marina Golf Courses, and a driving range, pro-shop, and clubhouse.

- **School Facilities** include sports fields, hard court areas, lawns, and other facilities at 14 school campuses in San Leandro. These facilities are owned by the San Leandro and San Lorenzo Unified School District. Joint use agreements have been developed for some of these facilities which allow access by the general public when school is not in session.
## Table 6-1  PARKS AND RECREATIONAL FACILITIES IN SAN LEANDRO

<table>
<thead>
<tr>
<th>PARKS</th>
<th>Acres</th>
<th>SCHOOL FACILITIES</th>
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**CALCULATION OF OPEN SPACE STANDARD**

- Total Active Park Acreage: 123.1
- Total Golf Course Acreage: 178.0
- Total School Recreation Acreage: 81.7
- Total Acreage Eligible for Inclusion in Park Standard: 382.8
- Acres per 1,000 residents (2015): 4.33

**OTHER OPEN SPACES**

- Oyster Bay (unimproved): 175
- Shoreline Marshlands: 172
- Citation Marsh: 100
- Dredge Materials Mgmt Site: 114

**TOTAL OTHER OPEN SPACES** 561

Source: Barry Miller Consulting, City of San Leandro, 2016
Note: (*) Oyster Bay acreage is based on the area improved for recreation as of 2015.
Rehabilitation and Maintenance Needs

Re-investment in the city’s parks is one of San Leandro’s highest priorities. Some of the parks contain outdated equipment and facilities, worn out turf, aging buildings and restrooms, and deteriorating irrigation systems. All of the parks have faced increasing demand as the city’s population has grown. Recreational needs are also becoming more diverse due to demographic changes and trends in recreation and human service delivery. The city has also had to adapt to the challenges of a prolonged drought, which has impacted its trees as well as the condition of lawns and landscaped areas.

The emphasis in the General Plan is on updating and improving existing City parks before new parks are developed. Opportunities for new neighborhood and community parks are limited, so it is imperative that existing facilities are maintained and enhanced to meet existing and future community needs. Policies and programs in this General Plan urge the City to increase General Fund allocations for this purpose, and to explore possible new funding sources such as grants, assessment districts, parcel taxes, bond measures, and naming rights.

Additional public input should be solicited as park rehabilitation strategies are refined and implemented. In fact, public input should be solicited in all aspects of park planning and care. Greater park stewardship can provide an effective way to build neighborhood pride, improve park safety, reduce vandalism, and ultimately make the parks more useful for all residents.

One of the most important recommendations of this General Plan is that the City develop a Parks Master Plan. The Master Plan would comprehensively address rehabilitation needs, operating practices procedures, and potential funding sources. It would also include an assessment of recreational needs, the adequacy of existing facilities, and principles for future park planning and design. These principles would be applied to provide a road map for future improvements and the restoration of infrastructure.
**Level of Service Standards**

The following Level of Service standards have been established for the city’s park system:

- At least 5.0 acres of improved parkland should be provided for every 1,000 residents.
- A park should be accessible within one-half mile of each San Leandro resident.

In 2015, there were 88,400 residents in San Leandro and 383 acres of active parkland, equating to a ratio of 4.33 acres per 1,000 residents. The city’s park inventory has not increased significantly in the past 15 years, despite an increase of 9,000 residents. This is partially because the population increase has been fueled by increases in household size rather than new housing development, so there have been few opportunities to collect park impact fee funds or require dedication of parkland in new development.

Based on a projected 2035 population of 102,300, the city would need a total of 511 acres of parkland to meet the 5 acre per 1,000 standard. This is an increase of 128 acres over the existing inventory. In addition, joint use agreements will need to be maintained for each of the city’s public schools, to ensure that these facilities remain available for public use.
The City intends to achieve its targeted level of service standard through four strategies:

- First, by working with East Bay Regional Park District (EBPRPD) on the continued improvement of Oyster Bay Regional Shoreline. As noted later in this chapter, EBRPD has designated 133 acres of Oyster Bay as a “Recreation” Unit. Additional facilities and usable open space is planned in this area.

- Second, by working with EBRPD and other agencies in the development of the East Bay Greenway, a planned linear trail extending from Oakland to Hayward.¹

- Third, by collecting a park in-lieu fee or requiring on-site parkland dedication within new development. New parks will be essential to adequately meet the needs of all San Leandro residents.

¹ The acreage of the East Bay Greenway will be determined as detailed design studies are conducted. The alignment is approximately 17,500 linear feet through San Leandro. An average width of 50 feet would equate to about 20 acres of land. However, the open space area could be wider in some areas and narrower in others. Segments of the Greenway located within street rights-of-way would not be counted as park acreage.
Fourth, by supplementing the traditional system of parks with new types of parks, such as promenades at the Shoreline Development, urban plazas, creekside parks, community gardens, and enhancements to utility rights-of-way.

Achieving the per capita acreage standard is only part of the City’s open space goal. The other part is to ensure that all San Leandro residents can access a park within one-half mile of their homes. Those areas that currently do not meet the distance standard include the southern part of Washington Manor (south of Lewelling), the Springlake/ Huntington Park area, the Timothy Drive area, the northern MacArthur corridor, the southern part of Downtown, and the southern part of Bay-O-Vista. While the improvement of Oyster Bay will help the City meet its acreage standard, it will not address the need for additional neighborhood and community open space in these areas. Opportunities for additional parkland should be pursued through neighborhood plans and specific plans such as the Bay Fair TOD Strategy currently underway.

**Potential New Parks**

Goal OSC-2 of the General Plan presents policies and programs to increase park acreage. Because San Leandro is almost fully developed, opportunities for new parks may not be immediately apparent. There are few vacant sites left in the city and those that exist are expensive or not conveniently situated for recreation. In the future, the City will need to consider less conventional sites, such as utility and railroad rights-of-way, and redeveloping industrial areas. With the implementation of complete streets policies, there may also be opportunities to convert existing public right-of-way into recreational or passive open space.
As noted above, the City has park impact fee and/or dedication requirements to ensure that park acreage is increased as the city grows. On-site parkland dedication is most effective in larger single family developments where sufficient land can be set aside to create a usable neighborhood park. Since there are very few such sites available for such development, it is expected that most future development will pay an impact fee. Such fees may be pooled and combined with funds from other sources to acquire larger and more usable open spaces. Impact fees alone will not be sufficient to address the backlog of deficiencies, or the need for larger facilities such as soccer fields. Bond measures and other initiatives may be needed to develop larger, more substantial facilities.

Since much of the city’s future development will occur in high-density transit oriented development areas, open space serving future residents of these areas will be critical. Such spaces could include plazas, courtyards, pocket parks, rooftop spaces, and linear open spaces, as well as more traditional parks. In the Downtown area, San Leandro Creek presents a unique opportunity, with the potential for expansion of Root Park and a linear park between San Leandro Boulevard and the Fire Department Training Facility. Efforts to create more civic open space in the San Leandro Plaza area also should be pursued.

Elsewhere in San Leandro, opportunities for new mini-parks, community gardens, and other public spaces should continue to be explored. These could range from pockets of surplus land that are “adopted” and landscaped by neighborhood groups to enhancement of flood control channels or PG&E right-of-way adjacent to San Leandro High School. Greening of parking lots, school yards and other paved surfaces also is encouraged. Even where such improvements do not increase the city’s parkland inventory, they can enhance the quality of life and access to open space for San Leandro residents.
Opportunities to include private open space areas in new commercial and industrial development also should be encouraged. Such areas might include landscaped “commons” or outdoor seating areas, courtyards, plazas, parklets, and employee recreational facilities. The City will also encourage the development of private recreational facilities that are open to the public, such as health clubs and skating rinks.

**Regional Parks and Trails**

The East Bay Regional Park District (EBRPD) was formed in 1934 with the mission of preserving open space in the East Bay Hills. This mission has expanded as the District’s service area, and the population of that service area, have expanded. The District currently manages more than 120,000 acres of land in 65 parks in Alameda and Contra Costa Counties. Its landholdings in the San Leandro Area include Oyster Bay Regional Shoreline, located on the former Oakland Scavenger landfill at the west end of Davis Street, and Anthony Chabot Regional Park east of the city limits.

Oyster Bay Regional Shoreline has significant potential for improvement. The 194-acre site was acquired by EBRPD in 1977 and remained largely undeveloped for several decades. The District’s attention was focused on site preparation and resolution of access issues. At the present time, improvements are limited to group picnic facilities and the Bay Trail along the shoreline. A trail bridge to Oakland was completed in 2010.
An updated Land Use Plan for the site was prepared in 2013. It identifies locations for future support facilities such as parking areas, roads and trails, picnic areas, and restrooms. Capital projects to implement this plan will be pursued as part of the EBRPD budgeting process in the future. The Plan designates Davis Street as the park entrance and calls for a new entry road and a parking area with the capacity for 700 vehicles. The Plan also calls for the construction of new group picnic areas along the park access road, turf lawn areas for passive recreational use, public art installation sites, a 2-5 acre bicycle skills park, a Frisbee “golf course,” an off-leash dog play area, and a special events area for performances and other events. Infrastructure and service yard facilities also are planned. For programming purposes, the EBRPD Plan designates 133 acres of the site as a “Recreation” unit and 61 acres as a “Natural” unit.

On the other side of the city, Anthony Chabot Regional Park provides a semi-wilderness experience in close proximity to San Leandro, with an extensive network of hiking, equestrian, and mountain biking trails crossing more than 5,000 acres of scenic hillside open space. The park is entirely outside the city limits but is immediately adjacent. Lake Chabot, a 315-acre reservoir, is the centerpiece of the park. Facilities for fishing, boating, picknicking and camping are located along the shoreline. Improved trail connections between Lake Chabot and San Leandro continue to be explored, both along Lake Chabot Road, along San Leandro Creek, and across Fairmont Ridge. Chabot Park serves a gateway to hundreds of miles of wildland trails extending across the entire Bay Area.

EBRPD is also working in partnership with the Alameda County Transportation Commission to develop the East Bay Greenway, a rails-to-trails project crossing Central San Leandro. While the primary function of the greenway is transportation, development of this facility provides opportunities for greening and parkland acquisition along the alignment. The railroad right-of-way is generally 80 feet wide through San Leandro, although it widens to as much as 160 feet in some locations. The elevated BART tracks run along the corridor for much of the length, creating the opportunity for a linear park similar to the Ohlone Greenway in Berkeley and Albany. The new San Leandro Tech Campus will include dedicated open space connected to the Greenway. Opportunities for similar partnerships should be explored in the future.
San Leandro also contains approximately four miles of the San Francisco Bay Trail. Bicyclists can travel south from the San Leandro Shoreline Park to the San Mateo Bridge—a distance of eight miles—without crossing a single roadway. Bicyclists can also travel north to the Metropolitan Oakland Golf Course and Martin Luther King Junior Regional Shoreline. Spur trails from the Bay Trail have been incorporated into the San Leandro Pedestrian and Bicycle Master Plan to connect the waterfront to nearby neighborhoods.

**Joint Use Agreements**

School campuses are an essential recreational asset in San Leandro. The athletic fields, gymnasiums, swimming pools, and other facilities owned by the San Leandro and San Lorenzo Unified School District supplement City-owned facilities to create a more complete and well-balanced park system. Much of the funding provided by SLUSD’s most recent bond measure (Measure M) was dedicated to expanding and improving recreational and sports facilities.

Public access to school recreation facilities is governed by joint use agreements between the City and each school district. The City and schools also collaborate on recreational programming and capital facility development. A Committee on City/School Relations comprised of San Leandro City Council members and Board members from the two school districts meets periodically to address issues of mutual concern, including joint use agreements.
In some cases, there may be a need to revise existing joint use agreements to clarify responsibilities and terms. There may also be opportunities to create new agreements covering additional school or City facilities. The City also encourages the School Districts to consider opportunities for school greening, including community gardens and demonstration gardens. Since school grounds provide the only open spaces in some San Leandro neighborhoods, it is important that they be viewed as aesthetic and recreational resources as well as educational resources for the community.

The City also works cooperatively with non-profit agencies such as the Boys and Girls Club and Girls Inc., to coordinate the delivery of recreational services. Some of these agencies receive financial assistance from the City to operate facilities that provide a public benefit. Collaboration with these groups further expands local recreational opportunities and reaches groups who might not otherwise participate in City programs.

D. NATURAL RESOURCES

San Leandro’s natural resources contribute to its ecological health and scenic beauty. The city’s urban character masks a rich mosaic of natural and manmade ecosystems. Within the city limits, there are over two square miles of offshore waters and mudflats, a 370-acre wetland, riparian woodlands along one of the East Bay’s longest creeks, and hillside grasslands and brushlands. All of the city’s natural resources, from air to soil, are susceptible to damage by urban activities. Policies in this Element provide long-term strategies to protect natural resources and ensure their responsible management. These strategies are supplemented by air and water quality policies and hazard reduction policies in the Environmental Hazards Element.

San Leandro Creek

San Leandro Creek is one of the city’s most important natural resources. The 22-mile long creek drains 49 square miles in Alameda and Contra Costa Counties, including much of the regional watershed and open space lands in the Central East Bay. It flows through two major reservoirs before entering San Leandro, then continues for about four miles into Oakland where it enters San Leandro Bay.
While other urban creeks in the East Bay have been channelized or buried, most of San Leandro Creek has been preserved in its natural state. The creek provides a rich riparian habitat in the heart of the city. The trees, shrubs, and wildflowers along its banks support abundant wildlife. Where channelization has occurred, the grades and adjacent land uses are very different and provide varying opportunities for restoration.

Within the San Leandro city limits, the creek’s upper reaches are generally in private ownership. Property lines run to the centerline of the creek and individual owners are responsible for basic maintenance and erosion control activities. The lower portions of the creek are under the jurisdiction of the Alameda County Flood Control and Water Conservation District (ACFCWCD). ACFCWCD maintains these sections, and is also responsible for keeping the upper (private) portions free of obstructions which could potentially cause flooding.

San Leandro has been a leader in regional creek restoration initiatives and will continue to play this role in the future. Several non-profit groups, including the Friends of San Leandro Creek, advocate for watershed management, pollution prevention, vegetation management, and creek restoration. San Leandro volunteers monitor water quality, bird population, habitat changes, and water temperature in the creek. Storm drain stenciling, classes, workshops, and educational programs have raised public awareness of the creek’s importance.

A 1999 Watershed Management Plan provided the foundation for much of the planning and restoration work that has taken place over the last 15 years. The Plan’s mission was to foster a diverse, healthy watershed and ensure that the creek continued to be valued as a natural and community resource. Best management practices have been implemented, including bank stabilization and public access improvements. Alameda County Flood Control has been implementing a vegetation management program, including the removal of hazardous trees and invasive vegetation.
The City will continue to support projects that enhance the creek environment, while respecting private property rights and the privacy and security of persons living nearby. San Leandro Creek should be viewed not only as an important natural resource, but as an iconic part of San Leandro’s identity, an organizing element of the city’s form, and an east-west ribbon of open space that unites neighborhoods and connects the hills to the shoreline. In this spirit, the City is conducting feasibility studies for a new Creek trail that would use a combination of on-street rights-of-way and creekside alignments between Lake Chabot and the Martin Luther King Junior Regional Shoreline in Oakland.

The Creek Trail study is also identifying opportunities for new park and open space areas. The Creek abuts major development sites near the BART station and Downtown San Leandro, including Town Hall Square, the former CVS site (Davis and East 14th), and the north end of Alvarado Street. Future projects on these sites should preserve public access along the top of the bank and include linear creek paths and access points. Public facilities such as Bancroft Middle School and the Fire Department Training facility also create opportunities for creek access and enhancement, including locations for a possible Environmental Education Center. It is expected that the Creek Trail Study will include a detailed strategy for enhancing the creek as a community asset.

Figure 6-2 identifies watersheds and waterways in San Leandro. Although San Leandro Creek is the city’s best known waterway, San Leandro is also crossed by several Alameda County Flood Control channels. Some of these channels follow the original courses of creeks, including San Lorenzo Creek along the city’s southern boundary. Environmental resources along the channels have been greatly reduced by the replacement of the natural creekbeds with concrete lining and the removal of riparian vegetation. However, some of the channels have the potential for recreational trails along the tops of the banks.
Figure 6-2

Creeks, Drainageways, and Watersheds
Plant and Animal Resources

Habitat Types

Prior to San Leandro’s development, the land between the shoreline and the base of the hills was covered with native grasses. Herds of deer and elk roamed these grasslands, while rabbits, foxes, raccoons, skunks, mice, and many other animals flourished. The shoreline mudflats and salt marshes teemed with shorebirds and shellfish. Meandering creeks, lined with native trees and shrubs, supported Central California steelhead and other aquatic and amphibious life.

Most of the area’s native habitat was replaced by agricultural uses in the late 1800s, and then by urban development in the 1900s. Non-native grasses became dominant on undeveloped lands, while a variety of temperate and semi-tropical trees and shrubs were planted in urban areas.

Today, the city still contains grasslands, woodlands, and wetlands, although their extent has been greatly diminished by development. A variety of federal and state agencies, including the U.S. Fish and Wildlife Service, the U.S. Army Corps of Engineers, and the California Department of Fish and Wildlife, now closely monitor changes to the remaining ecosystems in the city. State and federal laws such as the California Environmental Quality Act (CEQA) help to ensure that the impacts of new development on plant and animal life are adequately assessed and mitigated.
Particularly rigorous requirements have been established for wetlands, in part because of the dramatic decline in wetland acreage that took place during the 1900s. Only about a quarter of the 300 square miles of wetlands that once surrounded San Francisco Bay remain intact. Large-scale filling and diking of the Bay has been curtailed dramatically since the 1960s, and wetlands restoration projects are now underway in some areas, including San Leandro. The Bay Conservation and Development Commission, a State agency, now oversees most development activities within 100 feet of the Bay’s shoreline.

Figure 6-3 shows habitat types in the city at the present time. Approximately 91 percent of the city is urbanized, and the remaining nine percent is comprised of grasslands, marshes, and woodlands. The urbanized areas also play a role in sustaining plant and animal life. Native and ornamental trees and shrubs provide nesting sites for birds and support species such as mice, opossum, squirrel, and raccoon.

San Leandro Shoreline Marshlands

The San Leandro Shoreline Marshlands are located west of Heron Bay/Marina Vista and south and east of the Monarch Bay Golf Club. The 370-acre wetland comprises one of the largest salt marshes in the Central East Bay. In the early 1900s, the wetlands were diked and the area was developed with the Trojan Powder Works explosives factory. After the factory closed in 1964, the fate of the property was debated for more than three decades. Early proposals called for its development with over 2,000 homes. Ultimately, only a small portion of the site was approved for development, and the remainder was dedicated as permanent open space.
A tidal marsh restoration project was launched on the site in the mid-1990s. A series of culverts was cut through the shoreline levees, restoring tidal action to the wetlands. Ditches were enlarged to improve circulation and islands were created to sustain wildlife. A unique sand dune community within the marsh was preserved to provide a roosting area for shorebirds and habitat for a number of endangered animals. Regulator monitoring, vegetation management, and predator control programs are implemented to evaluate wetland conditions.

Today, the marshlands are dominated by native species such as pickleweed and cordgrass. This habitat supports a variety of shorebirds, raptors, songbirds, waterfowl, fish, crustaceans, and mammals, some of which are classified as threatened or endangered. Activities in the marshlands are subject to complex permitting requirements by state and federal agencies. Detailed wetland delineation studies are typically required before any alterations can be made.

San Francisco Bay

San Francisco Bay is the most important water resource in the region. It provides habitat for marine and terrestrial life, offers great scenic, recreational and commercial value, and even provides beneficial climatic and air quality effects. Land reclamation projects have dramatically changed the shoreline over the last 150 years. Today, approximately 1,390 acres of the Bay are contained within San Leandro’s city limits.

The waters off of San Leandro are relatively shallow, averaging less than five feet in depth. Despite the urban character of the shoreline, these waters are still rich in marine life. Oyster harvesting in this area was
once an important part of San Leandro’s economy, with several businesses in operation in the late 19th and early 20th centuries. The City no longer has any commercial fishing or shellfish harvesting operations. Today, the primary activity on the Bay waters off of San Leandro is recreational boating.

Mudflats along the shoreline provide habitat for a wide variety of crabs, snails, clams, mussels, sea squirts, tubeworms, and similar species. The mudflats provide rich feeding ground for resident and migratory shorebirds that travel from as far as Alaska along the Pacific flyway. At higher tides, larger marine species such as leopard sharks, starry flounder, and bat rays may be found in the open waters of the Bay.

San Leandro is one of the few cities in the region where the shoreline was publicly acquired for recreation and conservation in the early stages of its development. Acquisition by the City took place in 1958, long before the creation of the Bay Conservation and Development Commission (BCDC). As a result of this foresight, the City now enjoys 1,800 acres of land and water along four miles of San Francisco Bay’s easterly shoreline. This area includes a boat basin and lagoon, a fishing pier, two golf courses, extensive park facilities, a dredge material management site (DMMS), and the Shoreline Marshlands.
In A Nutshell:

San Leandro Habitat

San Leandro contains the following six major habitat types:

- **Riparian Woodlands.** Riparian woodlands occur along San Leandro Creek. These areas include bay, eucalyptus, willows, cottonwoods, elderberry, big leaf maples, and other large trees that do well in moist, sandy soils. Wildflowers, thistle, blackberry, and other shrubs form dense ground cover in many areas. Because riparian areas follow creeks, they may provide migratory corridors for wildlife.

- **Grassland.** These plant communities occur at Oyster Bay Regional Shoreline and in a limited number of locations in the San Leandro Hills. They are present to a much greater extent east of the city limits on Fairmont Ridge and around Lake Chabot. They include a variety of oat and rye grasses, forbs, herbs, and bromes and provide habitat for mice, gophers, ground squirrels, rabbits, lizards, snakes, and a variety of birds.

- **Wetlands.** Wetlands are areas that are periodically or permanently saturated with water. They include salt marshes and mudflats. Although many of San Leandro’s wetlands have been altered by development and landfill, they remain one of the city’s most significant natural communities. State and federal regulations discourage the filling of wetlands and specify mitigation requirements for projects with wetland impacts.

- **Aquatic.** Aquatic habitat includes the waters of San Francisco Bay, San Leandro Creek, and the local flood control channels. The Bay includes oysters, shrimp, crab, and other benthic invertebrates, as well as anchovies, flounder, turbot, topsmelt, and other fish. Poor water quality limits the extent of aquatic life in the creeks and flood control channels.

- **Barren/Ruderal.** Barren areas include undeveloped areas without significant vegetation. Ruderal areas include vacant lots, railroad rights-of-way, roadsides, former landfills, and other areas characterized by non-native grasses and weeds. Both habitats provide foraging areas for birds and support mice and other small animals.

- **Urban.** These areas include City parks, schools, landscaped areas, and private lawns and backyards throughout the community. This is the single largest habitat type in San Leandro, accounting for about 90 percent of the city’s land area. Although not traditionally regarded for its wildlife value, the vegetation in this community actually provides extensive habitat. The planting and preservation of trees is encouraged to further enhance this habitat. In addition to its wildlife value, urban vegetation absorbs air pollutants, filters noise, provides shade, and significantly enhances the visual beauty of the city.
Special Status Species

Some of the plants and animals in the San Leandro area are classified as rare, threatened, or endangered by the state and/or federal governments. Others are classified as proposed or candidate species, meaning they are being considered for addition to the rare, threatened, and endangered list. The State also maintains “watch” lists for Species of Special Concern, while the California Native Plant Society has developed a list of rare and endangered plants. State and federal laws prohibit the approval of any project that would impact federally listed species without first identifying mitigation measures.

Much of the habitat restoration in the San Leandro Marshlands has focused on the salt marsh harvest mouse. The mouse is listed as endangered by state and federal agencies and occurs primarily in marshes dominated by pickleweed, as well as adjacent upland areas.

Most of the other special status species in the city are birds. Clapper Rail (also called Ridgway’s Rail) is state and federally listed as endangered and has been observed in the coastal marshes and tidal flats in southwest San Leandro. Burrowing owls have been reported in San Lorenzo, just south of San Leandro, and San Leandro’s marshlands provide potentially suitable local habitat. Other protected birds that may be found in local marshlands and grasslands include northern harrier, salt marsh common yellowthroat, and Alameda song sparrow.

A number of other special status species are present in the San Leandro area. Steelhead (a form of rainbow trout) migrate from the ocean to freshwater streams to spawn. San Leandro Creek supported a robust steelhead population at one time, but conditions have been severely compromised by urbanization. Steelhead may continue to migrate up to the dam at Lake Chabot. Western pond turtles also may inhabit this area, and other aquatic vegetated areas in and around the city. San Leandro’s Monarch Bay Golf Course is home to a roosting colony of monarch butterflies. Although the species is not legally designated as endangered, roosting colonies are recognized as important biological resources. From 2005 to 2009, an estimated 5,000 butterflies wintered in the rows of blue gum eucalyptus at the golf course.
Any future development which could impact special status species habitat must assess the potential for adverse effects and include appropriate mitigation measures. Through its enforcement of CEQA and ongoing coordination with state and federal agencies, the City will work proactively to ensure the long-term conservation of prime habitat within San Leandro.

Other Resource Issues

Soil Conservation

Soil is one of San Leandro’s most valuable natural resources. It affects the capability of land to support various human activities, including agriculture, development, and groundwater recharge. Although commercial agriculture in the City has largely ceased, soil still provides a resource for local gardens, lawns, and trees. Soil properties are also important in determining appropriate construction methods for new buildings, roads, and utilities.

San Leandro contains three major soil types:

- Bay mud is located along the shoreline and consists of soft, expansive clay, mixed with sand and silt. Much of the Bay mud in San Leandro has been covered by landfill and reshaped to support recreational uses, including the golf course. Bay mud tends to be somewhat unstable and is usually not well suited for intensive development.

- Alluvial deposits extend from the foothills to the original shoreline and constitute most of the soil in the City. These soils were deposited by years of erosion from the East Bay Hills and are characterized by layers of silt and clay. Most of these soils can support development, but special construction techniques may be needed to compensate for the shrinking and swelling caused by high clay content.

- Sandstone and shale soils occur in the hills. These soils tend to be more prone to erosion and may be less stable than those on the flatter lands. The soils are relatively shallow, with bedrock not far beneath the surface.

The City has adopted grading and erosion control ordinances to ensure that soil resources are conserved. Its development review processes ensure that new buildings and infrastructure are engineered to take soil properties into consideration.
Mineral Resources

San Leandro’s principal mineral resources are volcanic rocks, such as basalt, andesite, and rhyolite. Rhyolite deposits in the East Bay Hills have been used for construction and development for more than a century. San Leandro’s only quarry—located east of the City limits on Lake Chabot Road—ceased operation in the 1980s. That quarry began operation in 1886 and was used to produce aggregate and fill for many East Bay construction projects. Although additional rock resources remain on the site, future quarrying activity is unlikely due to potential environmental impacts and stringent permitting requirements. The quarry is currently under the jurisdiction of Alameda County and is outside the Urban Growth Boundary approved by Alameda County voters in 2000.

Groundwater Management

San Leandro is underlain by an aquifer, a permeable layer of rock and soil which stores water that has percolated into the ground. The aquifer actually consists of two layers, one ranging from 5 to 50 feet below the ground, and a deep aquifer that is typically more than 150 feet below the ground. The two layers are separated by a layer of clay and silt known as an aquitard.

Until the early 1900s, most San Leandro residents relied on the shallow layers of the aquifer for drinking water and irrigation. As the city grew, this supply became inadequate and a central water system linked to reservoirs and storage tanks was constructed. Today, there are approximately 900 registered wells in San Leandro. Many are dormant or are used for industry, water quality monitoring, and irrigation of yards and commercial properties.

Domestic use of groundwater in San Leandro is currently not permitted due to the presence of volatile organic compounds, gasoline, and heavy metals. There are four major groundwater plumes in the city that are undergoing site characterization and/or remediation. The largest is the Davis-Washington-Alvarado (DWA) plume in central San Leandro, which is approximately two miles long and over one mile wide. The Department of Toxic Substances Control (DTSC) has concluded that shallow groundwater in the plume can be safely used for irrigation and other outside uses, but should not be used in the home for domestic purposes such as drinking, cooking, showering, or bathing.
E. CONSERVATION AND SUSTAINABILITY

This Element goes beyond the topics mandated by the State of California and also covers the City’s response to global climate change. This includes measures specifically intended to reduce greenhouse gases as well as other measures to minimize waste, conserve energy and water, and reduce consumption of non-renewable resources. The former measures are covered by the City’s Climate Action Plan, discussed below. The latter initiatives were initially developed to improve environmental quality but today provide the collateral benefit of curbing greenhouse gas emissions.

Global Climate Change

A broad international consensus exists among atmospheric scientists that Earth’s climate is changing in response to elevated levels of greenhouse gas emissions in the atmosphere. According to the California Climate Change Center, average temperatures in California are expected to rise by 3.0 to 10.5 degrees Fahrenheit by the end of the century, primarily as a result of greenhouse gas emissions. Rising temperatures present a number of challenges, including higher sea levels due to thermal expansion and melting ice, a decline in the Sierra snowpack, displacement of plant and animal species, and greater frequency of extreme weather events. The decline in the snowpack will directly impact San Leandro’s water supply as well as water quality. Rising sea levels will also impact the San Leandro shoreline.
In 2006, the California legislature approved Assembly Bill 32—the Global Warming Solutions Act. AB 32 requires California to reduce GHG emissions to 1990 levels by 2020. Most strategies to reduce GHGs focus on the control of carbon dioxide, methane, nitrous oxide, fluorocarbons, and other gases that have been linked to climate change. Cities can help implement these strategies through their land use and building controls, transportation programs, and waste and energy policies.

San Leandro’s greenhouse gas emissions were estimated at 524,283 metric tons of carbon dioxide equivalent (MTCO\textsubscript{2}e) in 2015. About 49 percent of this total was generated by transportation, while 46 percent was generated by energy consumption. The remaining five percent consisted of emissions from solid waste disposal, water use, wastewater treatment, and off-road equipment. Of the energy-related emissions, about 42 percent of the total was generated by residential uses and 58 percent was generated by non-residential uses such as industry and commercial development.

In 2009, San Leandro adopted a Climate Action Plan, including strategies to reduce GHG emissions 25 percent below 2005 levels by 2020. Most of the emissions reduction measures in the Plan are aimed at City operations and the public sector. However, the public sector generates only a small fraction of the total emissions produced in the city. More aggressive strategies will needed to be set to meet the targets set by the State for 2030 and 2050. Future updates to the Climate Action Plan will be necessary to quantify and implement these strategies.

**Water**

Water is a limited resource in California, subject to growing demand and constrained supply. The threat of climate change and a reduced Sierra snowpack makes it even more imperative to conserve water and explore new sources to meet future needs. Conserving water can also provide greenhouse gas benefits, since water pumping, heating, cooling, and treatment consume energy which in turn generates carbon emissions.

At the time of General Plan adoption, California had experienced three consecutive years of critical drought. The State of California and East Bay Municipal Utility District (EBMUD) have set mandatory use reduction goals and adopted water use restrictions. EBMUD has adopted watering limits for medians and lawns, driveways and sidewalks, and operation of fountains. The City of San Leandro has implemented additional conservation practices, and is continuing
practices already in effect such as the use of reclaimed water for golf course irrigation and well water for parks.

The City works with EBMUD to implement water efficiency measures and to encourage conservation and wise water use among residents. For residential and commercial customers, substantial water savings can be realized by eliminating leaks, reducing water waste, and using water-efficient toilets, showers, faucets, and appliances. Public education is also a critical part of these efforts. EBMUD has made substantial investments in publications, school curricula, social media, conferences, workshops, billboards, advertising, and other media to raise public awareness and influence behavior patterns.

San Leandro also implements the California Building Standards Code and the California Plumbing Code, which include measures to reduce water consumption in new development. The City adopted a Water Efficient Landscape Ordinance in 2010, including provisions to reduce water use and water waste. Additional provisions are being added to enable more efficient irrigation systems, gray water usage, and on-site stormwater capture.

Reclaimed water systems have been developed at the San Leandro and Oro Loma Water Pollution Control Plants, but only a small portion of the effluent at each facility is presently being reused. The San Leandro plant currently provides 200 million gallons of reclaimed wastewater per year to irrigate three golf courses. Capacity is being expanded so that additional effluent can be reused for landscape irrigation. Recycled water from the Oro Loma Plant is used on the Sky West Golf Course in Hayward. The technology exists for more widespread application of recycled water, including its use for certain industrial processes and commercial and industrial plumbing. Such applications will be encouraged in the future, as they become more economically viable.
Solid Waste and Recycling

Reducing the amount of landfilled solid waste provides multiple environmental benefits. Landfills are a source of methane and other greenhouse gas emissions. They also have limited capacity, which necessitates waste reduction and diversion strategies to avoid the loss of additional open space for this purpose. Reducing landfilled waste also helps to conserve natural resources by encouraging recycling and the use of recycled products. In addition, composting of solid waste can provide beneficial byproducts such as mulch and soil amendments.

Waste reduction in San Leandro is governed by a number of state laws. These laws require recycling of food waste, green waste, and construction and demolition debris. State law also requires recycling for most commercial businesses, and requires new development to set aside areas for collecting and loading recyclable materials. Recycling is seen as an important part of California’s response to global warming.

In 1989, the California legislature required cities throughout California to adopt the goal of diverting at least 50 percent of their solid waste from landfills through recycling, composting, and waste reduction programs. San Leandro achieved that goal in 2000. In 2007, the City joined other Alameda County communities to adopt a 75 percent diversion target. As of 2014, the City’s diversion rate was 74 percent. The State has recently shifted to the use of per capita standards for measuring waste reduction. In California in 2014, the per capita waste disposal target rate was 8.7 pounds per day for residents and 18.2 pounds per day for employees. San Leandro’s actual per capita daily disposal rates were 4.6 pounds for residents and 9.2 pounds for employees, well below the state targets.
There are two major solid waste service providers in San Leandro, making interagency coordination an important part of recycling administration. About two-thirds of the City is served by Alameda County Industries, a private hauler under contract with the City of San Leandro. The remainder of the City—primarily the Washington Manor and Halycon-Foothill areas—are served by Waste Management of Alameda County. The City, ACI, and Waste Management have initiated education and outreach efforts to discourage unnecessary waste disposal and promote home composting. The City also organizes annual collection of bulky items, Citywide garage sale, and other programs to encourage reuse and recycling. Programs have also been implemented for the collection of electronic waste, batteries, household hazardous waste, used motor oil, and other materials that cannot be conventionally disposed.

CalRecycle reports that in 2014 a total of 117,167 tons of solid waste from San Leandro was disposed at 16 different landfills. About 93 percent of this total went to four landfills—Altamont (east of Livermore), Forward (Manteca), Potrero Hills (Fairfield), and Vasco Road (Livermore). Three of these landfills are scheduled for closure by 2025, with only Potrero Hills expected to remain operational by the horizon year of this General Plan. Expanded recycling and diversion can extend the life of local landfills while also reducing the consumption of renewable resources.

Energy

Energy Conservation and Efficiency

Energy conservation and efficiency measures are an important part of the city’s Climate Action Plan. About 45 percent of the greenhouse gases emitted in San Leandro are related to energy consumption in buildings. The City’s climate strategies focus both on reducing energy waste and shifting from carbon-based sources such as coal and oil to renewable sources such as solar and wind power. Energy conservation and efficiency measures also achieve other important public policy goals. They can reduce household expenses on utility bills, increase the city’s resilience during an emergency, and improve environmental quality.
What is A Green Building?

Traditional building practices consume more of our resources than necessary, and can contribute to environmental problems such as air and water pollution, and depletion of forests and energy resources. “Green buildings” are deliberately designed to reduce impacts on the environment. They are energy-efficient, use renewable or recycled construction materials, and are designed to conserve water and reduce waste.

“Green” building practices include:

- The use of building materials with at least some recycled content.
- Minimal construction waste.
- Siting and design to conserve energy and reduce heating and cooling losses.
- Siting and design to conserve natural features such as trees.
- Minimal use of toxic or potentially hazardous construction materials.
- Mechanical ventilation systems which ensure adequate fresh air circulation.
- Accommodation of bicycles, carpool, and other “alternative” modes of transportation.
- Drought-resistant landscaping.
- Reclaimed water systems or recycling of greywater in plumbing.

All of these principles share the common theme of reducing the impact of buildings on the environment while protecting the health and well-being of building occupants. Many of these principles have been incorporated into the California Building Code. In addition, San Leandro uses a green building checklist for building permit and development applications, has adopted green building standards for public buildings, and offers voluntary green building guidelines for new development.
Much of the gain in energy efficiency and conservation during the last four decades is the result of state and federal energy legislation. Title 24 of the California Building Code, which requires energy-efficient design, is periodically revised to incorporate new technology and energy resources. The latest codes, which went into effect in 2014, require buildings to be 25-30 percent more energy efficient than the 2008 standards and require more efficient windows, insulation, lighting, and ventilation systems. The integration of CalGreen (green building standards) into the State Building Code also ensures more energy efficient and sustainable construction practices. The replacement of older appliances with newer, more energy efficient appliances is also contributing to reductions in energy use.

A variety of tax incentives and subsidies have been created to encourage the retrofitting of older buildings. These include energy efficiency grants provided by the City of San Leandro and Alameda County. The City recently received $732,400 in grant funds, which were spent on energy efficiency programs available to residents, as well as upgrades to municipal facilities (HVAC, lighting, street light conversion to LED, etc.). Basic energy efficiency projects include replacement of windows and doors, additional insulation, replacement of light fixtures, and upgrades to space and water heating, ventilation, and refrigeration systems.

The State has also adopted a goal to make all new residential buildings zero net energy by 2020 and new commercial buildings zero net energy by 2030. The City has an important role in this process. In addition to implementing State Building Codes and green building legislation, San Leandro has joined the Alameda County Climate Protection Project and is a member of the countywide Energy Joint Powers Agency which is staffed by StopWaste.org. It is also home to the Zero Net Energy Center, a training center for the application of sustainable energy technology.

San Leandro is also participating in several Property Assessed Clean Energy (PACE) financing programs. PACE enables homeowners and businesses to implement energy efficiency measures, solar installations, seismic upgrades, and water efficiency upgrades using loans that are repaid through property tax bills. Programs such as East Bay Energy Watch and Energy Upgrade California are increasing awareness of energy efficiency and providing a resource for San Leandro residents. San Leandro’s Climate Action Plan includes additional energy reduction strategies, although they are focused principally on public buildings.

Conservation remains the most effective and immediate strategy for reducing the City’s energy-related emissions. Educational programs
spearheaded by Pacific Gas and Electric (PG&E), the City, and local schools have emphasized the ways in which consumers can reduce energy costs at home and at work.

**Renewable Energy**

San Leandro presently receives electricity and natural gas through Pacific Gas and Electric (PG&E). Electricity is generated by a combination of sources, including coal-fired power plants, nuclear power plants, and hydro-electric dams, as well as newer sources of energy, such as wind turbines and photovoltaic plants or “solar farms. In 2014, approximately 27 percent of PG&E’s energy came from renewable sources such as solar, geothermal, and wind power. The utility has plans to increase this share to meet the state’s 33 percent clean energy target by 2020.

At the local level, the City is exploring the concept of Community Choice Aggregation (CCA). CCA allows public agencies such as the City of San Leandro to procure electric power on behalf of utility customers, while the transmission, distribution, repair, and billing continue to be done by PG&E. The advantage of such a system is that the City can increase the share of clean energy beyond the state target, and reduce associated greenhouse gas emissions. Revenues from electricity customers can be used for additional renewable energy projects.

The City also supports the installation of photovoltaics and other measures to capture local energy resources and reduce utility demand. Climatic conditions in the City are favorable to the use of solar energy, particularly for small-scale applications such as domestic water heating. The City’s planning and building requirements presently accommodate solar panels and other forms of solar access. Additional ordinances and other measures may be considered to protect access to sunlight on San Leandro properties, retrofit public buildings with solar generators, and encourage site planning practices which take advantage of solar energy opportunities.
Reducing Transportation-Related Emissions

Transportation is the greatest consumer of energy in San Leandro and in the rest of California. The most far-reaching conservation efforts may consist of strategies to reduce driving, improve vehicle fuel efficiency, and promote the use of alternative fuel vehicles. The land use and transportation strategies at the heart of this General Plan seek to accomplish these objectives, with the parallel objectives of improving air quality and congestion management. The same strategies identified in the Transportation Element—improved transit, better bicycle and pedestrian facilities, mixed use development, and more efficient traffic flow—all support energy conservation and greenhouse gas reduction principles.

Both this General Plan and the City’s Climate Action Plan strive to reduce per capita vehicle miles traveled in San Leandro by 2035. This will largely be achieved by creating a land use pattern that is less auto-dependent, and by reducing commute lengths for San Leandro residents. It will also be achieved through increased car sharing, carpooling, telecommuting, transit passes, and other measures to reduce fossil fuel consumption.
Green Infrastructure and Low Impact Development

Green infrastructure refers to the creeks, wetlands, riparian areas, and other natural systems that enable a community to function, particularly with respect to drainage. The City’s street trees are a particularly important component of this system. Trees sequester carbon and reduce building-related energy emissions by providing shade. The City maintains approximately 20,000 trees in public rights-of-way and parks. San Leandro has been named a “Tree City USA” by the National Arbor Day Foundation and is committed to the care of its urban forest.

The City also implements Low Impact Development (LID) strategies through its development review process. The basic premise of LID is to avoid net increases in urban runoff volumes by retaining stormwater on-site in new development. Because San Leandro is a developed city, applying LID principles in new construction can actually increase the amount of pervious surface and improve water quality in local creeks and flood control channels. Rain gardens, bio-swales, porous pavement, rainwater collection systems, and similar design features can filter out pollutants, maintain or restore natural hydrologic functions, recharge the aquifer, and reduce flood hazards.
F. GOALS, POLICIES, AND ACTIONS

REHABILITATION OF EXISTING PARKS

GOAL OSC-1 Maintain and improve San Leandro’s parks and recreational facilities.

Policy OSC-11 Park Rehabilitation. Encourage the rehabilitation of the City’s parks to provide residents of all ages and physical capabilities with access to as wide a variety of recreational experiences as possible. Park improvements should maintain a balance between active and passive recreation areas and should ensure that the park system benefits a diverse range of user groups.

Action OSC-11A Parks Action Strategy
Develop and implement a San Leandro Parks Master Plan, including a current assessment of community needs, principles for park use, capital improvement projects, recommendations for operations and maintenance, and a funding and implementation program. The Plan should be developed with input from park users and from neighborhood and community groups that reflect the cultural diversity of San Leandro.

Action OSC-11B Park Bond Measure
Develop a proposal for a citywide park bond measure that would provide funds for the rehabilitation of neighborhood and community parks, the replacement of aging or obsolete equipment and facilities, and the development of new parks, community gardens, and creek improvements. As an initial step, a detailed list of facilities and rehabilitation costs should be developed. Projects should be selected to ensure that each neighborhood in the City will benefit and should be based on a comprehensive evaluation of citywide needs and conditions in each park.

Action OSC-11C ADA Compliance
Continue to implement Americans With Disabilities Act (ADA) compliance upgrades for all City parks.
Policy OSC-12  
**Park Maintenance.** Provide for the regular, systematic maintenance of San Leandro’s parks and recreational facilities to prevent deterioration, ensure public safety, and permit continued public use and enjoyment.

*Action OSC-12.A: Budget Allocation*
Ensure that a high level of support is provided for park maintenance and operations in the annual Public Works budget.

*Action OSC-12.B: New Funding Sources for Maintenance*
Evaluate the feasibility of increasing funding for park maintenance, repair, safety, and security through a variety of sources, such as landscape and lighting assessment districts.

*Action OSC-12.C: User Fee Updates*
Periodically update the fees charged for facility rentals, recreation programs, and other activities to ensure that they are appropriate and equitable.

Policy OSC-13  
**Management and Administration.** Ensure that park operations and maintenance programs are carried out through the most efficient City organizational structure possible.

*Action OSC-13.A: Organizational Evaluation*
Evaluate the organizational structure of the City’s park maintenance program to determine if there are any changes that would improve the level of service, eliminate possible redundancies, and allow for more efficient operation.

Policy OSC-14  
**Priority on Renovation.** Where cost savings and equivalent benefits would be achieved, rehabilitate existing recreational facilities before building entirely new facilities. A priority should be placed on renovating athletic fields and swimming pools, improving energy efficiency, and replacing outdated facilities with new facilities that are safe, attractive, and more responsive to current needs.
**Action OSC-14A: Lighting of Sports Fields**

Continue to pursue the installation of night lighting at athletic fields to accommodate evening sports activities. Lighting installation should consider the potential for impacts on nearby neighborhoods, impacts on the visibility of the night sky (e.g., dark sky considerations), and the ability to mitigate adverse impacts through site planning, lighting design, and scheduling.

**Policy OSC-15** Park Stewardship. Promote pride of ownership in local parks by involving local residents and neighborhood groups in park maintenance and improvement, recreation programs, community outreach, and special events.

**Policy OSC-16** Community Engagement. Ensure that programs and facilities in parks reflect the priorities of residents in the surrounding neighborhoods. Conduct regular community outreach, workshops, and ongoing liaison with neighborhoods, including multi-lingual outreach, to solicit public input on park issues.

**Policy OSC-17** Park Safety. Maintain a high level of personal safety and security in the City’s parks by encouraging broad community use, diversifying park activities, promoting neighborhood watch and stewardship programs, enforcing park ordinances and codes, maintaining effective graffiti abatement and litter removal programs, and undertaking design changes that improve visibility and access.

**Policy OSC-18** Parks and Public Health. Recognize the link between parks and public health, particularly the potential to increase physical activity, reduce obesity, and improve general health. The City will continue to promote physical fitness through its recreational programs, and by making parks available and accessible to residents.
**Action OSC-1.8A: Health Metrics and Recreation**
Monitor statistics on the health and well-being of San Leandro’s children and youth, and evaluate the correlation between health indicators and access to parks and recreational facilities. Use health data to guide investment in new park and recreational facilities, and to shape new recreational programs.

**Policy OSC-1.9: Siting of New Buildings.** Require that new recreational buildings and other structures within parks are sited in a manner that minimizes their impacts on useable open space, maximizes energy efficiency and the use of green building and low impact development methods, avoids conflicts with existing park activities and nearby residential neighborhoods, and is compatible with the natural setting.

**Policy OSC-1.10: Scheduling and Programming.** Coordinate the scheduling and programming of recreational activities to avoid conflicts and more evenly distribute activities among City parks. Improve coordination of field maintenance and scheduling between the City and the school districts to maximize the availability of recreational facilities to the public.

**Policy OSC-1.11: Projects with Impacts on Parks and Recreation.** Require that capital improvement or development projects with the potential to adversely affect or temporarily disrupt San Leandro’s park operations and open spaces include measures to mitigate impacts. This should include projects outside the City limits, such as work by EBMUD on Lake Chabot Dam and in the San Leandro watershed.

**Policy OSC-1.12: Park Concessions.** Where compatible with other park activities and consistent with the mission of the City’s Recreation and Human Services Department, consider the feasibility of revenue-generating concessions and other privately sponsored activities that generate funds for park rehabilitation and maintenance.
GOAL OSC-2 Develop additional parkland in the city to better meet existing needs and to respond to future needs.

Policy OSC-2.1 Level of Service. Achieve the following service standard for parks:
(a) At least 5.00 acres of improved parkland per 1,000 residents;
(b) A park within one-half mile of each San Leandro resident.

As defined in this Policy, this standard shall include community, neighborhood, mini-parks, and linear parks and trails, as well as school athletic fields and play areas for which joint use agreements exist. Pursuant to the Quimby Act, the standard also includes the Monarch Bay Golf Course and Oyster Bay Regional Shoreline in the baseline acreage. The standard does not include private property, wetlands and open spaces where the primary purpose is resource conservation rather than recreation. When evaluating the City’s progress toward meeting this standard, it should be recognized that school facilities covered by joint use agreements may be unavailable during school hours, and therefore may not meet recreational needs to the same extent as City parks.

Policy OSC-2.2 No Net Loss. Allow no net loss of open space within San Leandro’s parks and recreational facility system. In the event that land currently included in the City’s park inventory (Table 5-1) is to be converted to a non-park related purpose, an area of equivalent or larger acreage shall be set aside as parkland. Replacement open space should be comparable in value and function to the space that is lost.

Policy OSC-2.3 Park Dedication. Require new residential development to pay an impact fee and/or to dedicate parkland to offset the increase in park needs resulting from new residents. Where on-site parkland is dedicated, it should be improved, maintained, and accessible to the general public.
**Action OSC 2.3A: Update of In-lieu fee**

Update the park in-lieu fee ordinance to better reflect current costs and needs, and to address park needs generated by infill development as well as new subdivisions. Any future nexus study conducted to justify a revised park impact fee should also consider the feasibility of expanding it to apply to commercial and industrial development. Adoption of a non-residential fee should be contingent upon a market study indicating the amount of the fee that would be feasible without affecting the City’s economic development goals.

**Policy OSC 2.4**

**New Parks.** Pursue opportunities for new parks that augment those dedicated within private development. When planning for such parks, place a priority on sites and/or facilities that:

(a) Would benefit neighborhoods or user groups that are currently underserved by park and recreational facilities;
(b) Meet a recreational facility need that has been identified by the community as a top priority;
(c) Have a funding source identified;
(d) Have strong community support and advocacy;
(e) Would protect a special resource such as a historic building or sensitive natural area;
(f) Have a willing seller or site donor; and
(g) Are located in areas where substantial residential growth is planned.

**Action OSC 2.4A: Shoreline Park Improvements**

Complete planned park improvements at the San Leandro Shoreline Development, including shoreline promenades and new pocket parks.

**Action OSC 2.4B: Downtown Park Improvements**

Implement the open space recommendations of the Downtown Transit Oriented Development Strategy, including:

(a) Dedication of new parkland along San Leandro Creek,
(b) Possible relocation of Thrasher Park to a site of equivalent or greater size and dimensions along San Leandro Creek,
(c) Creation of a park as part of the Town Hall Square development,
(d) Potential expansion of Root Park
(e) Creation of a potential civic plaza in the event the Downtown Shopping Center is redeveloped,
(f) Plazas and pocket parks within new development, and
(g) Public realm improvements that enhance the quality and usability of streets and public spaces as gathering places and recreation areas.

**Action OSC-2.4.C: Bayfair Area Park**
Identify an approximate location for a new neighborhood or community park as part of the planning for the Bay Fair Transit Oriented Development.

**Action OSC-2.4.D: Pursuit of Additional Funds**
Pursue diverse funding for park improvements, including but not limited to the General Fund, development impact fees, private donations, gifts and endowments, state and local bond measures, and federal and state grants.

**Policy OSC-2.5: Non-Traditional Open Space.** Take a creative approach to identifying new prospective parks and open spaces, including such features as rooftops and urban plazas. Streets themselves should be recognized as an important potential component of the open space system, with opportunities for additional greening, planting, parklets, food production, public art, trails, and recreational activities within public rights of way.

**Action OSC-2.5.A: Parklet Program**
Develop a parklet program and consider parklet placement in areas with active retail and restaurant businesses such as Downtown San Leandro.

**Action OSC-2.5.B: Rail Spurs**
Explore opportunities for the conversion of un-used rail spurs to public open space or green spaces, including outdoor dining areas and seating areas for workers nearby, as well as activities such as community gardening.
Policy OSC-2.6 **Pocket Parks.** Work with neighborhood groups to develop mini-parks, medians and landscaped traffic islands, community gardens, and similar areas that beautify neighborhoods, build community spirit, and provide places of enjoyment within residential areas.

Policy OSC-2.7 **Community Gardens.** Support the development of additional community gardens in the city, with a priority on underused utility-owned and School District-owned properties.

Policy OSC-2.8 **Site Planning Guidelines.** Ensure that new parks are designed to maximize public access and visibility, and minimize the potential for conflicts with surrounding uses.

Policy OSC-2.9 **Provisions for Maintenance.** Ensure that any proposal for new park or recreational facilities includes a commitment to a high level of ongoing maintenance.

Policy OSC-2.10 **Trails.** Encourage the development of additional trails within the City.

**Action OSC-2.10.A: East Bay Greenway**
Work with East Bay Regional Park District to develop a linear greenway and trail on the Union Pacific Railroad right-of-way extending from Oakland south to the Bayfair area and continuing on to Hayward.

**Action OSC-2.10.B: Flood Control Right-of-Way**
Maintain a dialogue with Alameda County Flood Control on the use of the linear easements and utility paths along the top of channel banks. Although no public access to these areas is proposed at this time, the City will remain open to future opportunities to improve its trail system using these corridors.

Policy OSC-2.11 **Open Space Easements.** Explore the use of easements, long-term leases, cooperative agreements and other cost-effective means of acquiring or sharing open space with other owners.
Policy OSC 2.12  Open Spaces in New Development. Promote the inclusion of plazas, courtyards, landscaped commons, rooftop gardens/ green space, and other publicly accessible open spaces within new commercial, industrial, and public facility development.

Policy OSC 2.13  Private Sector Facilities. Encourage privately owned and operated recreational facilities that are open to the general public, provided that such facilities are compatible with surrounding uses and consistent with community goals. Examples of such facilities include skating rinks, driving ranges, batting cages, family fun centers, and bowling alleys.

Regional Parks

GOAL OSC 3  Maximize the potential benefits of the East Bay Regional Park District system for San Leandro residents.

Policy OSC 3.1  Oyster Bay Regional Shoreline. Maintain Oyster Bay Regional Shoreline Park as permanent open space. Support EBRPD efforts to develop recreational facilities, such as picnic areas, off-leash dog areas, interpretive trails and plaques, and children’s play areas, at Oyster Bay.

Action OSC 3.1A: Update of Oyster Bay Park Plan
Work with EBRPD to implement the Land Use Plan for Oyster Bay Regional Shoreline. The City will continue to work with EBRPD to maximize local benefits and minimize potential adverse impacts associated with future improvements.

Policy OSC 3.2  Public Awareness of EBRPD Facilities. Promote greater public awareness of the East Bay Regional Park District lands and facilities in and around San Leandro, including Oyster Bay Shoreline, Fairmont Ridge, Lake Chabot, and Anthony Chabot Regional Park. Improve access to these parks from San Leandro, and advertise these parks to San Leandro households.
Action OSC-3.2A: EBRPD Publicity
Publicize EBRPD facilities and activities through local access cable TV, internet and social media, program information in San Leandro’s Recreation Guides, park directional signs, and similar methods.

Policy OSC-33
Bay and Ridge Trails. Support the development and improvement of a regional trail system in and around San Leandro, including the Bay Trail and the Ridge Trail. Work with EBRPD to improve access from San Leandro neighborhoods to these trails by improving existing trails, and developing new spur trails, bike lanes, and signage.

Action OSC-3.3.A: Bay Trail Missing Links
Work with the EBRPD to complete the following improvements to the Bay Trail within San Leandro:
(a) construction of a bicycle/pedestrian bridge across Oyster Bay Slough;
(b) development of a signed bike route along Neptune Drive between Williams Street and Marina Boulevard;
(c) spur trails between the Bay Trail and nearby San Leandro neighborhoods.

Action OSC-3.3.B: Ridge Trail Spurs
Work with the EBRPD to improve access to the Bay Area Ridge Trail and other regional parks in the East Bay Hills by:
(a) Rebuilding the existing trail along San Leandro Creek from the City’s Chabot Park (at the end of Estudillo Avenue) to the Lake Chabot Dam;
(b) Providing trail access across Fairmont Ridge from the Bay-O-Vista area to Anthony Chabot Park; and
(c) Supporting development of a trail from San Leandro’s Chabot Park to Dunsmuir House and Dunsmuir Ridge (in Oakland), with connections to Anthony Chabot Regional Park.

See also Action OSC-2.10.A on the East Bay Greenway

Policy OSC-34
Local Benefits from EBRPD. Ensure that future regional park bond measures and EBRPD capital improvement programs include significant funding for projects in and around San Leandro. Work with Park
District staff and the Board member(s) serving San Leandro to ensure that the City’s interests are well represented.

**Policy OSC-35**  
City/EBRPD Partnerships. Pursue partnerships and joint efforts with EBRPD to fund, build, and maintain recreational improvements that benefit San Leandro residents.

**Policy OSC-36**  
Coordination with EBRPD. Coordinate the City of San Leandro’s recreational planning, programming, and marketing with the EBRPD to avoid overlap, encourage collaboration, and increase recreational opportunities for San Leandro residents.

**J O I N T  U S E**

**GOAL OSC-4**  
Pursue agreements with the School Districts, the Boys and Girls Club, and other agencies and organizations to ensure that all of San Leandro’s open spaces and recreational facilities are available for public use.

**Policy OSC-4.1**  
Joint Use Agreements. Promote joint use agreements between the City and the San Leandro and San Lorenzo Unified School Districts to maximize public access to school recreational facilities and grounds during non-school hours. Emphasize agreements which:  
(a) provide access to facilities which are currently lacking in existing City parks, such as swimming pools, gymnasiums and sports fields; and  
(b) benefit areas that currently lack neighborhood or community parks.

**Action OSC-4.1A**  
Joint Use Facilities Master Plan  
Periodically update the joint use agreements between the City and the two School Districts to address current conditions at school campuses and City parks, respond to current issues, and maximize the potential for each school site to complement City park resources.
Action OSC-4.1B: Burrell Field Complex
Regularly work with the San Leandro Unified School District to renew or maintain agreements providing continued City access to the District-owned facilities at Burrell Field, including the Pac 1 and Pac 2 ball fields and the tennis courts.

Policy OSC-4.2 Comprehensive Approach. Consider joint use in the broadest possible context, including recreational programs, capital improvement projects, maintenance, and community outreach as well as the shared use of facilities. Coordination between the City and the School Districts in the programming of recreation and sports activities should be encouraged so that the widest range of opportunities are provided to San Leandro residents.

Policy OSC-4.3 Problem Solving. Partner with the School Districts to develop creative solutions to the maintenance, liability, security, and funding challenges associated with the joint use of school properties for public recreation.

Policy OSC-4.4 School Campus Design Changes. Work with the School Districts to implement design changes that allow school grounds to function as neighborhood parks as well as school recreation and athletic field areas, particularly in neighborhoods that lack existing parks. Such improvements should be consistent with school site master plans and should provide mutual benefits for both the School Districts and the City. Typical improvements might include tot lots, pathways, landscaping and shade trees, picnic areas, community gardens, ballfields, and similar aesthetic and recreational amenities.

Action OSC-4.4A: San Leandro USD Rehabilitation Projects
Work with the San Leandro Unified School District to pursue the rehabilitation of turf areas, the upgrading of hard court areas, the development of additional softball/baseball and soccer fields, the acquisition of new children’s play equipment, and landscaping improvements on school campuses. Encourage the School District to include expansion and improvement of recreational facilities in future bond measures.
Action OSC4.4.B: San Lorenzo USD Rehab Projects
Work with the San Lorenzo Unified School District to pursue the development and rehabilitation of recreational facilities at school sites within the San Leandro city limits.

Policy OSC4.5 Ongoing Communication. Maintain ongoing communication between the City Council, the Recreation and Parks Commission, and the School Boards to address issues of mutual concern and promote additional joint use agreements.

Action OSC4.5.A Field Reservation Practices
Continue to work with the San Leandro and San Lorenzo Unified School Districts to coordinate policies, practices, and operating procedures for athletic fields and other facilities.

Policy OSC4.6 Non-Profit Service Providers. Encourage coordination with non-profit recreational service providers in San Leandro (such as the Boys and Girls Club) so that the public becomes more aware of their facilities, programs, and services. Consider joint use agreements with non-profit and/or private companies to further increase access to recreational facilities.

Policy OSC4.7 Other Agencies
Explore joint use opportunities with other public or semi-public agencies to provide for appropriate recreational uses of their properties and rights-of-way.

Action OSC4.7.A Utility Corridors
Contact PG&E and EBMUD to determine the potential for recreational activities such as trails and community gardens within their rights-of-way.
SAN LEANDRO CREEK

GOAL OSC-5  Protect San Leandro Creek as a renewed open space and natural resource, a green connection between the San Leandro Hills and San Francisco Bay, and a core part of San Leandro’s identity.

Policy OSC-5.1  Creek Stewardship. Support the efforts of community groups such as the Friends of San Leandro Creek to increase public education and recreation, promote habitat restoration, conduct creek clean-up, maintenance, and monitoring programs, and achieve water quality improvements.

Action OSC-5.1A: Creek Trail Master Plan Study
Implement the recommendations of the 2016-17 Creek Trail Master Plan Study for improved access, vegetation management, education, and resource enhancement.

Action OSC-5.1B: Community Program Support
Continue to support community-based ecological survey, water quality monitoring, and clean-up programs.

Action OSC-5.1C: Priority Conservation Area
Pursue a "Priority Conservation Area” designation for San Leandro Creek through the Association of Bay Area Governments and Metropolitan Transportation Commission.

Policy OSC-5.2  Creekside Development. Require new development adjacent to San Leandro Creek to maintain setbacks from the top of the creek bank, dedicate public access easements for creekside amenities, and where appropriate, undertake improvements such as erosion control, habitat restoration, vegetation management, bank stabilization, and trail dedication. Development and/or recreational improvements should be coordinated with appropriate state and federal resource agencies.

Policy OSC-5.3  Orientation of New Structures. Encourage all new structures on creekside sites to be designed so that the creek is treated as an amenity and focal point.
Creek Access. Pursue increased public access to and along San Leandro Creek through trails, new and expanded parks, and open space set-asides within future creekside developments.

**Action OSC-5.4A: Chain of Parks**

Pursue the development of an interconnected chain of parks and a continuous trail along San Leandro Creek between East 14th Street and the north end of Preda Street.

**Action OSC-5.4B: Hills to Bay Connection**

Pursue the long-term development of a "hills to bay" trail system. Where adjacent lands are public or proposed for development, the trail should follow the creekbank. Where adjacent lands are private or public access is infeasible, the trail may use the rights of way of streets running parallel to its route.

Balanced Objectives. Ensure that future creekside improvements balance the objective of greater public access with the objectives of restoring wildlife habitat, minimizing flood hazards, and respecting the privacy and security of persons living along the creek.

Habitat Restoration. Encourage the enhancement and restoration of the natural riparian habitat along San Leandro Creek. The upper reaches of the creek should be retained as a natural waterway and should not be further channelized for flood control purposes.

Creek Maintenance. Support creek maintenance projects that minimize erosion, stabilize creek banks, and protect property from the threat of flooding. Work with private property owners and Alameda County to ensure that fallen vegetation and other potentially hazardous flow obstructions are promptly removed.

**Action OSC-5.7A: Removal of Hazardous Trees**

Undertake strategic vegetation management projects along San Leandro Creek which remove invasive species and hazardous trees and replace them with native species.
Policy OSC 5.8  **Public Information.** Promote public information on San Leandro Creek, with a focus on youth-oriented environmental programs. The City should support or co-sponsor events such as creek clean-ups, creek walks, student projects, creek classes and workshops, street fairs, and other events that foster greater appreciation of the creek and creek environment.

*Action OSC 5.8A: Environmental Education Center*
Develop an Environmental Education Center on public land adjacent to San Leandro Creek.

Policy OSC 5.9  **Watershed Approach.** Ensure that plans for San Leandro Creek consider the context of the entire watershed, including upstream pollution sources and effective solutions that extend beyond the City limits.

*Action OSC 5.9A: Lake Chabot Releases*
Work with EBMUD to manage releases of water from Lake Chabot Dam in a way that provides the maximum potential benefit for fish and wildlife habitat in San Leandro Creek.

Policy OSC 5.10  **San Leandro Creek and Human Service Needs.** Engage County safety net agencies, San Leandro Hospital clinics, homeless advocates, the Police and Fire Departments, and others in the community to address homelessness along San Leandro Creek.
GOAL OSC-1 Identify, protect, and enhance San Leandro’s significant plant and animal communities.

Policy OSC-6.1 Ecosystem Management. Promote the long-term conservation of San Leandro’s remaining natural ecosystems, including wetlands, grasslands, and riparian areas. Future development should minimize the potential for adverse impacts to these ecosystems and should promote their restoration and enhancement.

Policy OSC-6.2 Mitigation of Development Impacts. Require measures to mitigate the impacts of development or public improvements on fish and wildlife habitat, plant resources, and other valuable natural resources in the City.

Policy OSC-6.3 Habitat Restoration. Encourage the restoration of native vegetation in the City’s open spaces as a means of enhancing habitat and reducing wildfire hazards.

Policy OSC-6.4 Species of Special Concern. Ensure that local planning and development decisions do not damage the habitat of rare, endangered, and threatened species, and other species of special concern in the City and nearby areas.

Action OSC-6.4.A Biological Assessments

Require biological assessments for development in areas where special status species may be present. Require mitigation in accordance with state and federal regulations where potential adverse impacts exist.

Policy OSC-6.5 San Leandro Shoreline Marshlands. Continue the restoration of the San Leandro Shoreline Marshlands as a unique natural area. The emphasis in this area should be on resource conservation, trails and ecological study.
**Action OSC-6.5.A: San Leandro Shoreline Marshlands Enhancement Program**
Conduct periodic assessments of hydrology, vegetation, and wildlife along the San Leandro shoreline and marshlands, and make adjustments to the existing management program based on the findings.

**Action OSC-6.5.B: Predator Control Plan**
Continue to require implementation of a predator control plan (controlling feral and domestic animals) and an invasive weed control program in the San Leandro Shoreline Marshlands.

**Action OSC-6.5.C: Dredge Materials Management Site**
Consider restoration alternatives for the former Dredge Materials Management Site located east of the Tony Lema Golf Course and north of the Shoreline Marshlands. Planning for this area should consider potential impacts related to sea level rise.

**Policy OSC-6.6**
Intergovernmental Coordination. Coordinate with the appropriate regional, state and federal agencies and other organizations in their efforts to conserve and enhance ecological resources in San Leandro. Refer local projects to these agencies as required for their review and comment.
RESOURCES CONSERVATION AND GREENHOUSE GAS REDUCTION

GOAL OSC-7 Promote recycling, water conservation, green building, and other programs which reduce greenhouse gas emissions and create a more sustainable environment.

Policy OSC-7.1 Recycling. Actively promote recycling, composting, and other programs that reduce the amount of solid waste requiring disposal in landfills.

Action OSC-7.1A: Source Reduction and Recycling Programs
Continue to implement Source Reduction and Recycling programs, consistent with the Stopwaste.org Strategic Plan.

Action OSC-7.1B: Waste Reduction Programs
Encourage special bulky waste pick-up events, citywide garage sales, programs offering rebates for inefficient appliances or polluting vehicles, disincentives to excessive packaging, and other waste collection activities that reduce pollution and improper waste disposal.

Action OSC-7.1C: Commercial and Multi-Family Residential Programs
Continue to expand recycling programs for multi-family dwellings and commercial-industrial customers, and to implement construction and demolition debris recycling and e-waste recycling programs. Commercial and industrial recycling programs should include a significant public information and education component and should be coordinated through the Chamber of Commerce and other business organizations.

Action OSC-7.1D: Food Waste Recycling
Continue to operate green waste and food waste recycling programs.
**Action OSC-7.1.E: Public Education**
Expand public education on recycling, particularly for apartment dwellers. Promote school programs that educate children about recycling.

**Action OSC-7.1.F: Discouraging Unnecessary Consumption**
Promote waste reduction through initiatives that discourage excessive or unnecessary consumption and encourage the use of “second hand” goods and recycled materials.

**Policy OSC-7.2: Water Conservation.** Promote the efficient use of existing water supplies through a variety of water conservation measures, including the use of recycled water for landscaping.

Take the actions necessary to implement EBMUD’s Urban Water Management Plan at the local level.

**Action OSC-7.2.B: Expansion of Reclaimed Water Use**
Expand the City’s reclaimed water system, enabling further reductions in the use of potable water for landscaping. The City will seek additional funding for projects which enable the delivery of high-quality reclaimed water to an expanded customer base, with additional infrastructure for water delivery.

**Policy OSC-7.3: Drought-Tolerant Landscaping.** Encourage the use of native vegetation and Bay-friendly landscaping and enforce the State Department of Water Resources Model Water Efficient Landscape Ordinance (WELO).

**Policy OSC-7.4: Development Standards.** Maintain local planning and building standards that require the efficient use of water through such measures as low-flow plumbing fixtures and water-saving appliances. Require water conservation measures as a condition of approval for major developments.

**Action OSC-7.4.A: Graywater Recycling**
Explore Building Code revisions and other programs to facilitate the installation of graywater recycling systems and other systems which capture runoff for domestic use and landscaping.
Policy OSC-7.5  City Conservation Practices. Ensure that City itself follows conservation practices in its day-to-day operations and is a role model for businesses and residents in the area of conservation. The City should encourage the use of reusable and recyclable goods in its purchasing policies and practices, and should develop strategies that encourage residents and businesses to do the same.

**Action OSC-7.5.A: Community Conservation Events**
Promote community events and fairs that increase environmental awareness, such as Arbor Day tree planting, Earth Day activities, shoreline clean-ups, and creek restoration.

See the Environmental Hazards Element for policies and actions on air and water quality, including green infrastructure.

Reduce greenhouse gas emissions associated with municipal operations, including those associated with energy use, City vehicles, City recycling and composting operations, and utilities.

Conduct cost-benefit analyses to prioritize greenhouse gas reduction programs, ensure that such programs are fiscally responsible, and maximize the cost-effectiveness of local efforts.

Policy OSC-7.7  Climate Action Plan. Maintain and periodically update a local Climate Action Plan. The Plan should be periodically updated to reflect the completion of tasks, emerging priorities, new technologies, new laws, and higher targets for emissions reduction.

**Action OSC-7.7.A: Funding for Climate Action Plan Implementation**
Pursue federal, state, utility, and non-governmental funding sources to develop and implement greenhouse gas reduction strategies. Adequate staffing and funding should be provided for Plan implementation.
**Action OSC-7.7.B: Climate Action Plan Updates**
Update the Climate Action Plan, including the local greenhouse gas emissions inventory, at least every five years. CAP updates should compare the inventory results with previous inventories to evaluate progress towards the City’s emissions reductions goals, and should set new quantifiable objectives for the next planning period. The next CAP should consider the use of a consumption-based greenhouse gas emissions inventory that highlights community emissions generated through the consumption of goods, services, and transportation produced outside the City limits.

**Action OSC-7.7.C: Participation in Multi-Jurisdictional Programs**
Evaluate ways to increase collaboration with other jurisdictions on emissions reduction strategies, such as the national Carbon Disclosure Project.

See also Policy OSC-7.6/Action OSC-7.6.A and Action 8.1.A

**Policy OSC-7.8 Green Building.** Promote green building in new construction and remodels.

**Action OSC-7.8.A: Green Building Codes and Checklists**
Ensure the enforcement of California Green Building Code requirements and the continued use of green building checklists during the permitting of major residential and non-residential construction projects.

**Action OSC-7.8.B: Green Building Incentives and Requirements**
Pursue additional measures to incentivize or require green building practices for major remodels and new construction, such as establishing minimum certification levels within the appropriate green building protocols (such as Green Point Rated or LEED ©) or developing voluntary standards which exceed those of the California Green Building Code. Options include the development of sustainability guidelines which encourage additional energy-saving measures, environmentally-preferable building materials, green roofs, rainwater harvesting, and other sustainable design principles.
**Action OSC-7.8.C: Green Building Education**
Continue public education and outreach on green building methods, materials, and benefits.

**Policy OSC-7.9**
Reducing Greenhouse Gases Through Land Use and Transportation Choices. Locate and design new development in a manner which maximizes the ability to use transit, walk, or bicycle for most trips, reduce dependence on fossil fuel powered vehicles, and reduce vehicle miles traveled.

**Action OSC-7.9.A: Transit-Oriented Development**
Implement transit-oriented development plans for the Downtown and Bay Fair BART station areas and the East 14th Street corridor.

**Action OSC-7.9.B: Pedestrian Orientation**
Implement design guidelines which encourage pedestrian-friendly development and which de-emphasize the predominance of surface parking lots in transit-oriented development areas such as the BART stations and East 14th Street corridor.

**Action OSC-7.9.C: Bicycle and Pedestrian Improvements**
Implement the capital projects identified in the San Leandro Bicycle and Pedestrian Master Plan, and support new projects such as the East Bay Greenway to facilitate travel on foot and by bicycle.

Expand car-sharing and ride-sharing programs, the use of fuel efficient and electric vehicles, and other measures that reduce emissions from motor vehicles.

**Action OSC-7.9.E: Improving Public Transit**
Support increased levels of investment in public transportation service and public transit infrastructure so that a larger share of daily trips may be taken by bus, rapid bus, BART, shuttles, and other modes which result in lower greenhouse gas emissions that single passenger automobiles.
See the Land Use Element and the Transportation Element for additional policies on the role of land use and transportation decisions in reducing greenhouse gas emissions.

Policy OSC-7.10 Open Space and Carbon Emissions. Enhance the quality of the urban environment, including streets, parks, and yards, in order to absorb carbon emissions and reduce greenhouse gas emissions.

Action OSC-7.10.A: Street Trees
Continue to implement street tree planting and urban forestry programs, recognizing the potential for trees to sequester carbon.

See the Historic Preservation and Community Design Element for additional policies on street trees.

ENERGY

GOAL OSC-8 Promote the efficient use of energy and the increased use of renewable energy by San Leandro residents and businesses.

Policy OSC-8.1 Conservation and Energy Efficiency. Strongly advocate for increased energy conservation by San Leandro residents and businesses, and ensure that the City itself is a conservation role model.

Implement the energy efficiency measures outlined in the San Leandro Climate Action Plan, and periodically update these measures to reflect new Code requirements, emerging technology, completed actions, and new opportunities. Among the measures identified are locally adopted energy efficiency standards, a third party or municipal financing program for energy efficiency, a revolving loan for energy efficiency improvements, and various education and outreach strategies.
Continue the retrofitting of City facilities and infrastructure to reduce energy consumption and costs. This should include conversion of the City’s streelight system to LED lighting, study of the feasibility of solar energy at the wastewater plant, and future retrofits in response to new technology and energy resources.

**Policy OSC-8.2**
**Planning and Building Practices.** Encourage construction, landscaping, and site planning practices that minimize heating and cooling costs and ensure that energy is efficiently used. Local building codes and other City regulations and procedures should meet or exceed state and federal standards for energy conservation and efficiency, and support the City’s greenhouse gas reduction goals.

**Policy OSC-8.3**
**Weatherization and Energy Upgrades.** Promote the weatherization and energy retrofitting of existing homes and businesses, including the development of solar space heating and water heating systems, and the use of energy-efficient lighting, fixtures and appliances.

**Policy OSC-8.4**
**Local Energy Resources.** Accommodate the use of local alternative energy resources, such as solar power, wind, methane gas, and industrial waste heat ( cogeneration). Ensure that alternative energy infrastructure is compatible with surrounding land uses and minimizes environmental impacts on the community.

**Action OSC-8.4.A: Community Choice Aggregation**
Continue to explore Community Choice Aggregation, an approach to energy procurement in which the City would partner with other jurisdictions to secure alternative energy supply contracts.

**Action OSC-8.4.B: Design Guidelines for Wind Turbines**
Develop design guidelines for wind turbines and other wind energy facilities, and encourage the use of such facilities in the city, where aesthetic and environmental concerns can be sufficiently addressed.
**Action OSC-8.4.C: Solar Access**
Continue to implement State codes protecting solar access and ensuring the future viability of solar energy systems.

See the Economic Development Element for a discussion of microgrids in the industrial area.

**Policy OSC-8.5: Public Information and Education.** Promote public information and education on energy conservation and retrofit programs, in part through partnerships with the agencies offering such programs.

**Action OSC-8.5A: Realtor and Lender Program**
Work with local realtors and lenders to distribute information on local energy retrofit programs, "Energy Star" products, energy-related tax credits, and local contractors providing retrofit and weatherization services.

**Action OSC-8.5.B: Public Information**
Develop and disseminate information to San Leandro residents and businesses on energy conservation and renewable energy opportunities, including advantageous financing programs for residents and businesses. Work with the School Districts to provide similar information to school children and their families.

**Policy OSC-8.6: Reducing Peak Demand**
Encourage innovative responses to reduce peak demands on the electric power grid, such as flexible work shifts and the development of local power sources.

See the San Leandro Climate Action Plan for additional strategies on energy conservation, energy efficiency, and renewable energy.
A. OVERVIEW

Environmental Hazards incorporates the state-mandated “Safety” and “Noise” elements of the General Plan. The Chapter addresses natural and man-made hazards in the City, including earthquakes, landslides, floods, sea level rise, wildfire, air and water pollution, hazardous materials, and aviation accidents. It includes a summary of emergency preparedness in San Leandro, with policies that provide the foundation for disaster planning in the City. The Element also addresses noise issues, with the dual objective of mitigating existing noise problems and avoiding future disturbances and conflicts.

The overall purpose of this Element is to minimize the potential for damage and injury resulting from environmental hazards. The State Government Code requires that the Element identify and evaluate the hazards that are present and establish appropriate goals, policies, and action programs to reduce those hazards to acceptable levels. Environmental hazards define basic constraints to land use that must be reflected in how and where development takes place.

Public education is critical to the successful implementation of this Element. Although San Leandrans are generally aware that the City is located in “earthquake country,” there is still much that can be done to improve readiness and response when disaster strikes. The Environmental Hazards Element takes a pro-active approach to emergency preparedness, emphasizing mitigation and reduced exposure to hazards as well as response and recovery. This Element is closely coordinated with the City’s Local Hazard Mitigation Plan (LHMP), a federally mandated plan to reduce exposure to hazards and ensure eligibility for federal disaster preparedness and relief funds.
The Element also sets forth a pro-active strategy for addressing noise issues in the community. San Leandro’s proximity to a major international airport and location alongside some of California’s busiest freeways and rail corridors create relatively high levels of noise in much of the city. The Element recommends several programs to resolve domestic, transportation, and airport noise conflicts.

### B. NATURAL HAZARDS

**Earthquakes**

**Seismic Conditions**

Earthquakes are the most pervasive safety hazard in San Leandro. The eastern edge of the City is crossed by the Hayward Fault, creating the potential for serious and widespread damage. The last great quake on the Hayward Fault—a magnitude 7.0 temblor in 1868—destroyed many buildings in San Leandro and changed the course of the City’s history when it destroyed the Alameda County Courthouse in the center of town (see photo below).

A 2008 study of earthquake probabilities by the US Geological Survey and other partners estimated that there is a 63 percent chance that a magnitude 6.7 or greater quake will strike the Bay Area in the next 30 years. Published forecasts indicate a 31 percent likelihood that such a quake will occur on the Hayward Fault. A major earthquake could also occur on the San Andreas Fault, which is located about 15 miles west of San Leandro, and the Calaveras Fault, which is about 10 miles to the east (see Figure 7-1). A quake of this magnitude could topple buildings, disrupt infrastructure, cripple the transportation system, and trigger landslides throughout the San Leandro Hills.
Earthquake Probabilities

Source: 2007 Working Group on California Earthquake Probabilities, 2008. The Uniform CA Earthquake Rupture Forecast, Ver. 2 (UCERF 2)
The major earthquake-related hazards in San Leandro are ground shaking, ground failure, and liquefaction. These hazards tend to be amplified on artificial fill and on deep alluvial soils like those found along the Bay and old streambeds. Earthquake hazard maps prepared by the Association of Bay Area Governments indicate that a large Hayward Fault quake would trigger very strong shaking throughout the city and a high risk of liquefaction in the Marina Faire/Mulford Gardens and Washington Manor/Bonaire neighborhoods.

The California Geological Survey has designated the area immediately adjacent to the Hayward Fault as a “Special Studies Zone.” Before any development may occur within this zone, geologic studies are required to determine the precise location of active fault traces and feasibility of construction. Structures must be set back at least 50 feet from any fault trace and must be engineered to reduce the potential for earthquake damage. Elsewhere in the City, the California Building Code contains specific requirements for structural design, foundations, grading, and seismic loads, to reduce the potential for quake damage.

Figure 7-2 shows the location of the Hayward Fault and Special Studies Zone, along with those areas identified as having the highest risk for liquefaction in a major earthquake.

*Structural Hazards*

Enforcement of the California Building Code by the San Leandro Building Department helps ensure that new construction will withstand the forces associated with a major earthquake. However, many of the buildings in San Leandro pre-date modern codes and are susceptible to damage. The City has implemented a decades-long program to retrofit unreinforced masonry buildings (URMs), most of which were located in and around Downtown. With that hazard now substantially reduced, the focus has turned to soft-story buildings, concrete tilt-up structures, and older single family homes that could be seismically strengthened.
Figure 7-2
Hayward Fault Location and Liquefaction Hazards

Source: City of San Leandro, 2014; Alameda County, 2013; ABAG, 2015; PlaceWorks, 2016.
There are about 350 soft-story buildings in San Leandro. These are mostly two and three story structures with “tuck under” parking at the ground level and one to two stories of residential or office uses above. The design of such structures, with large openings, few internal walls on the ground floor, and slender columns supporting the weight of the upper floors, can result in inadequate lateral support during an earthquake. This type of construction was especially prevalent in the 1950s and 60s, a period during which much of San Leandro’s multi-family stock was built. Structural stability can be improved through the addition of shear walls and lateral bracing at the lower level. The General Plan recommends a soft story building improvement plan to avoid the potential for loss of housing stock and casualties during an earthquake.

The city has about 320 tilt-up structures, mostly in the industrial areas. Many of these structures require additional roof to wall connections to avoid their collapse during an earthquake. Structural upgrades are typically required as these buildings are remodeled.

There are also a large number of older wood-frame homes in San Leandro. About 10 percent of the city’s housing stock pre-dates 1940. The City has been implementing programs to help residents seismically strengthen their homes, including classes and seminars, tool lending, do-it-yourself retrofit guidance, and limited financial support to low-income homeowners. Many “brace and bolt” measures are relatively simple and affordable, but some can be a significant cost burden for property owners. The City will continue to pursue grants and other funding sources to support these programs in the future.

San Leandro has completed the retrofitting of most public facilities, including City Hall, the Police Station, the Main Library, and most fire stations. Both the San Leandro and San Lorenzo Unified School Districts have also undertaken major seismic retrofit programs and continue to work to improve the safety of school facilities. Retrofit work by Caltrans and BART is ongoing, while EBMUD is undertaking a comprehensive program to reinforce its reservoirs and major water lines, including strengthening the Lake Chabot Dam.
Landslides and Erosion

Landslides are relatively common in the East Bay Hills, especially during high intensity rainstorms. Most slides occur naturally, but they may be exacerbated by excessive grading, improper construction, and poor drainage. The San Leandro Hills have a history of destructive landslides, including a 1998 event that required the relocation of two homes and threatened five others. Any additional development in the hills must be carefully engineered to avoid the risk of further property damage or loss of life.

Erosion is the wearing away of the soil mantle by running water, wind, or geologic forces. It is a naturally occurring phenomenon and ordinarily is not hazardous. However, excessive erosion can contribute to landslides, siltation of streams, undermining of foundations, and ultimately the loss of structures. Removal of vegetation tends to heighten erosion hazards. The City enforces grading and erosion control ordinances to reduce these hazards. Maintenance programs along San Leandro Creek also reduce the threat of erosion.

Wildfire

The risk of urban wildfire in California has increased dramatically as a result of population growth on fire-prone hillsides and the effects of drought and climate change. The danger is not just limited to rural areas. In fact, the costliest wildfire in U.S. history took place in an urban area just eight miles north of San Leandro in 1991. That fire caused 25
deaths and $3 billion in property damage and resulted in the loss of over 3,000 homes in the Oakland Hills.

The risk is less severe in the San Leandro Hills than in the Oakland Hills due to the lack of a dense tree canopy, gentler slopes, newer development, and the width and grade of local streets. Nonetheless, the city is adjacent to thousands of acres of potentially flammable coastal scrub and forested open space. The California Department of Forestry and Fire Prevention (CalFire) has designated the eastern edges of the Bay-O-Vista neighborhood and the Daniels Drive area of San Leandro as being a “Very High Fire Hazard Severity Zone” (see Figure 7-3). Such areas are the focus of collaborative efforts between CalFire, Alameda County Fire, and local cities to reduce fire hazards and improve response to wildfires.

Land within the San Leandro city limits is classified as a Local Responsibility Area (LRA) by CalFire. Fire protection within LRAs is provided by local fire departments and fire districts, rather than by the State. The Alameda County Fire Department is responsible for wildfire prevention activities in the city. The Department works with property owners to maintain defensible space around homes and to require the removal of flammable vegetation and combustible litter. The California Fire Code specifies additional requirements that are enforced by the City’s Building Department. The City also requires fire-resistant roofing materials in new construction and major remodeling projects.
Figure 7-3

Very High Fire Hazard Severity Zones

Source: California Department of Forestry and Fire Protection, 2007; PlaceWare, 2015.
Flooding

Flood hazards in San Leandro are associated with overbank flooding of creeks and drainage canals, dam failure, tsunamis, and rising sea level.

Overbank Flooding

At one time, flooding along creeks and streams was relatively common in San Leandro. These hazards were greatly reduced during the 1960s and 1970s when the Alameda County Flood Control and Water Conservation District (ACFCWCD) channelized the lower portions of San Leandro Creek and constructed flood control ditches in the southern part of the City. Today, ACFCWCD manages a network of channels, levees, storm drains, pump stations, culverts, and dikes intended to reduce flood hazards throughout the county.

Although the channels were effective, they did not eliminate flood hazards entirely. During the last 50 years, urbanization in the watersheds has increased impervious surface area, which has resulted in faster rates of runoff and higher volumes of stormwater in the channels. Maps published by the Federal Emergency Management Agency (FEMA) indicate that a 100-year storm (e.g., a storm that has a one percent chance of occurring in any given year) could cause shallow flooding in parts of western San Leandro. Areas within the 100-year flood zones (shown in Figure 7-4) include land adjacent to San Leandro Creek, San Lorenzo Creek, and the Estudillo Canal; land along flood control channels in the vicinity of Bayfair Center and Bonaire Park; and coastal areas surrounding Oyster Bay Regional Shoreline, the San Leandro Shoreline Park, and Heron Bay. Other types of flood hazards, including coastal flooding and ponding, have also been mapped in the city.
Figure 7-4
FEMA-Designated Flood Plains

Source: FEMA, 2015.

- Zone A - 1% Annual Chance Flood Event
- Zone AE - 1% Annual Chance Flood Event with Base Flood Elevations
- Zone AO - 1% Annual Chance Shallow Flood Event
- Zone VE - 1% Annual Chance Flood Event with Additional Hazards
The principal consequence of a property’s designation within the 100-year flood zone is that flood insurance is required for federally insured mortgage loans. Insurance also may be required by other mortgage lenders. Moreover, the City’s Flood Plain Management Ordinance requires that new construction, additions, and major home improvement projects be raised at least one foot above the base flood elevation—this can be a significant expense for homeowners making alterations to existing structures. FEMA regulations also require that any development in the flood plain must be preceded by a hydrologic and hydraulic analysis and must demonstrate that the development does not cause any increase in flood hazards elsewhere.

FEMA is in the process of revising its coastal flood maps for Bay Area counties. The Alameda County Public Works Agency and the City of San Leandro are working together on actions that will remove approximately 1,000 properties in western San Leandro from the 100-year flood plain designation shown on these maps. This will require the construction of sea walls in locations such as the western edge of Mission Bay Mobile Home Park, and the raising of bank heights along the Estudillo Canal below Wicks Boulevard. The City and Flood Control District are in the process of evaluating and improving other levees so they meet FEMA certification standards. This could remove additional areas from the 100-year floodplain.

Other planned flood control projects in the San Leandro area include wetlands restoration at the mouth of San Lorenzo Creek, de-silting of Flood Channel Line “N” from the UP railroad tracks westward to San Francisco Bay, rehabilitation of the Estudillo Canal tide gates, and hazardous tree removal along San Leandro Creek. FEMA is also studying the effects of sea level rise on Bay Area shorelines, creeks, and levees to determine what changes may be needed to provide adequate flood protection. ACFCWCD is also studying options to provide greater flood protection to properties in the San Lorenzo Creek watershed, including increasing the capacity of Don Castro Reservoir, constructing flood walls, and removing bottlenecks along the San Lorenzo Creek channel.
Other Flood Hazards

**Dam Failure.** Dam failure refers to the uncontrolled release of impounded water stored behind a dam. It can be caused by heavy rainfall, earthquakes, landslides, improper operation or maintenance, poor construction or maintenance, vandalism, and other natural or human actions. The California Office of Emergency Services (CalOES) requires the preparation of Emergency Action Plans by dam operators identifying warning, evacuation, and post-flood actions in the event of a dam failure.

CalOES prepares dam inundation maps for major dams around the state. Their maps indicate that San Leandro would be directly impacted by failure of either of the East Bay Municipal Water District (EBMUD) dams on San Leandro Creek. The Upper San Leandro Reservoir Dam was built in 1977 and the Lake Chabot Dam was built in 1892. Both dams are inspected on an annual basis to ensure they are safe and performing as intended. A seismic upgrade of Chabot Dam is expected to begin in 2016. While failure of these dams is extremely unlikely, fast-moving water could cause substantial damage in the northern part of San Leandro and would flood most of the city.

**Tsunamis.** Tsunamis are oceanic waves that are generated by earthquakes, volcanic eruptions, or underwater landslides. Most tsunamis result in strong and fast tides, rather than giant breaking waves; casualties are often the result of currents and floating debris. Although over 50 tsunamis have been observed in the Bay Area since 1850, local damage has been very limited. The risk is much lower in San Leandro than it is in coastal cities because the Bay is an enclosed body of water. There is a slight potential for flooding in low lying areas along the immediate shoreline. Portions of the shoreline area with elevations less than 12 feet above sea level are located within a designated tsunami inundation evacuation zone and could face an evacuation order in the event of a very large off-shore earthquake.
Rising Sea Level. Global sea level has been rising as a result of melting sea ice and thermal expansion. The rate has been accelerating, with multiple sources indicating a potential rise of 55 inches by Year 2100. This poses a number of risks to western San Leandro, including increased incidences of flooding from King Tides, storm surges, and runoff from creeks and flood control channels. Development in vulnerable areas must be planned and designed to be elevated above future projected coastal flood levels. There is also a need to make existing development along the shoreline more resilient, either by adapting structures to recognize the potential for future flooding or by constructing flood protection devices along the shoreline.

In the future, sea level rise risk assessments will be required for projects in areas where the long-term risk of coastal flooding is present. Such assessments will need to address the likelihood of flooding and the need for shoreline improvements such as levees and seawalls. The City itself will need to engage in adaptation planning to protect public and private property in vulnerable areas.

C. MAN-MADE HAZARDS

Air Pollution

Air pollution is a byproduct of industrial, domestic, agricultural and transportation activities, particularly the combustion of fossil fuels. It is strongly influenced by topography and climatic factors such as wind direction and temperature. The effects of air pollution range from minor problems such as reduced visibility to serious health hazards like asthma and heart disease. Maintaining clean, healthful air is an important goal in San Leandro, to be achieved not only by regulating stationary sources but also by influencing the way people travel in and around the City. The City’s air quality strategies dovetail with its climate action strategies, as both are focused on the reduction of greenhouse gas emissions.
Motor vehicles are the primary source of air pollution in San Leandro and the Bay Area. Industrial and commercial activities such as electronics manufacturing, auto repair, dry cleaning, and the use of solvents are also contributors. Additionally, particulate matter is emitted into the air during construction, grading, and wood burning, which can compound air quality problems. On warm summer days, these sources result in high levels of ozone, carbon monoxide, and particulates throughout the region.

Air pollutants are regulated by numerous federal and State laws. Ambient air quality standards have been established for some of these pollutants, including carbon dioxide, ozone, nitrogen oxides, sulfur dioxide, and fine and coarse inhalable matter (see text box for more information). Because the federal and State standards for ozone and particulate matter are sometimes exceeded, the Bay Area has been designated a “non-attainment area” for these pollutants. Any air basin that does not meet federal standards is required to prepare a Clean Air Plan which identifies strategies for improving air quality. In the San Francisco Bay Area, preparation of such plans is the responsibility of the Bay Area Air Quality Management District (BAAQMD). The Clean Air Plan is regional in nature but identifies many strategies that can be implemented at the local level.

The regional Clean Air Plan in effect at the time of General Plan adoption was adopted in 2010, although an update is forthcoming. The Plan’s focus is on Stationary and Area Source Measures and Transportation Control Measures (TCMs) aimed at attaining the federal and State ozone standards. Typical TCMs include improving regional rail service, promoting ridesharing, and using pricing policy to influence travel choices. Other regional plans, such as ABAG/MTC’s Plan Bay Area, support the goal of improving air quality by reducing dependence on gasoline-powered automobiles. This is principally achieved by improving transit, adding bicycle and pedestrian infrastructure, focusing growth on areas near public transit, and shortening commute lengths by creating a more even distribution of jobs and housing throughout the region.
The San Leandro 2035 General Plan implements the regional Clean Air Plan at the local level by incorporating many transportation control measures as land use and transportation policies. These policies aspire to reduce automobile dependency and promote transportation alternatives. By encouraging transit-oriented development, better transit service, improved provisions for bicycles and pedestrians, shuttles and carpools, and shorter commutes, the Plan will help achieve cleaner air.

BAAQMD also issues permits to stationary sources of air pollution in the Bay Area and inspects these sites to ensure that they operate within allowable standards. Stationary sources include dry cleaning businesses, gas stations, medical offices, retail stores, building suppliers, printers, and a range of other industrial and commercial activities. The BAAQMD also maintains a data base of air quality complaints filed by residents and businesses in each Bay Area community. Over 12,000 complaints a year are typically received, with most relating to noxious odors, smoke, and non-compliant vehicles. Each complaint is investigated and corrective action is required if a problem is detected.

The Air District is also addressing resident exposure to toxic air contaminants (TACs), especially along freeways and in areas with heavy truck traffic. Particulate Matter accounts for 85 percent of the cancer risk from airborne toxics, with internal combustion engines being the primary source. New regulations for diesel-powered vehicles have reduced risk levels, but additional precautions may be needed for development near high volume roadways such as Interstate 880. In the future, health risk assessments may be required for new development in areas of heavy traffic, and special air filtration systems may be required to reduce the potential for TAC exposure.

Policies in the San Leandro General Plan call for the enforcement of state and federal air quality standards, the regulation of construction and grading to control airborne dust, tree planting to absorb carbon monoxide, and the siting of development to avoid exposure to odors and air contaminants. The Plan also promotes public education on air quality hazards and encourages residents to “spare the air” by curtailing certain activities when pollution hazards are greatest.
In a Nutshell...

An Air Pollution Primer

The major components of air pollution are ozone, carbon monoxide, suspended particulate matter, nitrogen and sulfur dioxide, and toxic air contaminants.

**Ozone (O₃)** is formed through a series of photochemical reactions involving reactive organic compounds and nitrogen oxides. It is characterized by a visibility reducing haze. Motor vehicle emissions, refineries, power plants, solvents, and pesticides are the primary sources. Ozone is considered a regional pollutant because its precursors are transported and diffused by wind. This makes it particularly difficult to eliminate. The State and federal ozone standards are rarely exceeded at the monitoring location closest to San Leandro (in Oakland) but are occasionally exceeded at monitoring locations in Livermore, Concord and other inland areas.

**Carbon Monoxide** (CO). Carbon Monoxide is an odorless, colorless gas formed by the incomplete combustion of fuels and other organic substances. Motor vehicles are the main source, particularly vehicles which are idling or driving slowly. High levels of atmospheric CO can lower the amount of oxygen in the bloodstream, aggravate cardiovascular disease, and cause fatigue, headaches, and dizziness. In contrast to ozone, CO tends to be a localized problem. Concentrations usually correspond to areas of traffic congestion (called “hot spots”). CO levels at monitoring stations in the East Bay are well within State and federal standards.

**Suspended Particulate Matter** (PM₁₀ and PM₂.₅). PM₁₀ and PM₂.₅ include solid and liquid inhalable particles that are less than 10 and 2.5 microns in diameter, respectively. These particles include smoke, dust, aerosols, and metallic oxides. Major sources include road traffic (i.e., dirt particles), agriculture, fires, and construction and demolition activities. Health hazards are usually most severe during wildfires, and during the winter months when firewood is burned. Between 2011 and 2015, the state standard for PM₁₀ was exceeded once at the monitoring station closest to San Leandro, while the federal standard for PM₂.₅ was exceeded on seven days.

**Nitrogen Dioxide and Sulfur Dioxide**. These pollutants are both within acceptable levels in the Bay Area. Nitrogen dioxide is a brown-colored gas that is a byproduct of the combustion process. Sulfur dioxide is a colorless gas with a strong odor. It is generated through the combustion of fuels containing sulfur, such as oil and coal. Major contributors of nitrogen dioxide and sulfur dioxide include motor vehicles, power plants, and refineries.

**Toxic Air Contaminants**. Toxic air contaminants (TACs) are emissions with short-term and/or long-term health effects which may be harmful even in very small quantities. These emissions, which include asbestos, benzene, beryllium, diesel particulate matter, mercury, and vinyl chloride, are regulated through emission limits rather than ambient air quality standards. Several of these chemicals are known carcinogens. Common sources of TACs include gas stations, factories, medical incinerators, dry cleaners, wastewater treatment plants, and hospitals. Regulation of toxic air contaminants is achieved through federal and state controls on individual sources.
Water Pollution

The creeks and channels that flow through San Leandro are prone to pollution from a variety of sources. Fifty years ago, the most egregious sources of pollution in the area were heavy industries, landfills, and sewage plants, many of which discharged directly into San Francisco Bay with little or no wastewater treatment. Passage of the 1969 Porter Cologne Water Quality Act in California and the 1972 federal Clean Water Act brought about numerous pollution control requirements aimed at both “point” (open pipe) and “non-point” sources. These requirements have resulted in significant improvements to water quality in the Bay and the partial recovery of several fish and wildlife species.

At the federal level, the US Environmental Protection Agency implements water quality regulations and sets standards for all surface waters. Waters that do not meet these standards are considered “impaired” and are subject to additional requirements, including mandatory plans to achieve compliance. At the State level, the Porter Cologne Act established the State Water Resources Control Board and a system of nine Regional Water Quality Control Boards (RWQCB) in California. Each Board must adopt a water quality control plan and implement programs to address local water quality issues. The San Francisco Bay RWQCB updated its Basin Plan in 2015.
In general, non-point source pollutants such as runoff from lawns and parking lots are harder to control than point sources. Runoff can contain oil, grease, litter, animal waste, household chemicals, pesticides, and other substances that are washed into storm drains and local creeks. This results in high levels of nutrients and depletion of oxygen in these water bodies, which harms aquatic life and causes other environmental problems. In San Leandro, all stormwater runoff eventually discharges to San Francisco Bay. The Bay is considered impaired by a number of pollutants, such as mercury and PCBs. San Leandro and San Lorenzo Creeks are considered impaired by diazinon, which was once a commonly used insecticide. Illegal dumping and trash are also problems in San Leandro Creek.

In 1987, the U.S. Environmental Protection Agency began requiring National Pollution Discharge Elimination System (NPDES) permits for surface water discharges. These permits identify limits on the allowable concentrations of pollutants that may be contained in receiving water bodies, as well as prohibitions on certain types of discharges. Discharges in San Leandro are covered by a Municipal Regional Permit (MRP) administered by the San Francisco RWQCB. The most recent permit, which includes all cities in Alameda County plus the County itself, went into effect on January 1, 2016. The permit requires the implementation of a countywide Clean Water Program.

The Clean Water Program includes several components, including regulatory compliance and management, watershed planning, stormwater monitoring, public information and participation, public works maintenance, development and construction controls, illicit
discharge control, and a best management practices program. Program achievements in San Leandro include storm drain stenciling, distribution of information at City fairs and festivals, student tours of the Water Pollution Control Plant, and City support to the Friends of San Leandro Creek. Numerous improvements to the storm drainage system to remove trash and pollution also have been completed.

An important part of the Clean Water Program is Provision “C.3” of the MRP. This empowers the City of San Leandro to require site design and stormwater treatment measures in new development to avoid future pollution from urban runoff. All new development or redevelopment projects that create or replace 10,000 square feet of impervious surfaces (or 5,000 square feet or more of impervious surfaces for specific uses such as parking lots) are subject to these requirements. Design measures to reduce runoff are also required for projects that create or replace between 2,500 and 10,000 square feet of impervious surface. To avoid downstream flooding and erosion problems, Provision C.3 also requires that runoff rates not be increased as a result of development. This is primarily accomplished through low impact development (LID) measures such as pervious pavement, rain gardens, green roofs, and water collection systems on roof gutters.

Another part of the Clean Water Program relates to construction and earth-moving activities. State law requires projects that disturb more than one acre of land to prepare stormwater pollution prevention plans. These plans must list the steps that applicants will take to prevent soil erosion and the discharge of construction-related pollutants to nearby waters. Typical steps include silt fencing, fiber rolls, and coverings for stockpiled soil and debris. The plans must also include monitoring programs and show how the project will comply with post-construction runoff requirements.

San Leandro also administers a Storm Water Management and Discharge Ordinance. The intent of the Ordinance is to eliminate non-storm water discharge to City storm sewers and reduce pollutants in storm water discharge to the maximum extent practical. The Ordinance provides a mandate for preventive measures such as street sweeping and regular cleaning of storm drain inlets. It also establishes a local inspection and enforcement program, with fines and penalties for violations. The Ordinance also prohibits development within 30 feet of the centerline of any creek or 20 feet from the top of bank without written authorization from the City.
Water quality monitoring is an other key part of the City’s Clean Water Program. Monitoring is regularly conducted in San Leandro Creek and in San Francisco Bay near the San Leandro shoreline. The purpose of the monitoring is to assess water quality conditions and trends, and identify potential sources of contamination. No specific “hot spots” have been identified in San Leandro. However, the urban character of the watershed continues to present a challenge to restoring water quality.

**Hazardous Materials**

Hazardous materials include substances that may pose a threat to human health or the environment when they are improperly handled, stored, transported or disposed. As a City with a large industrial presence and an extensive rail and freeway network, San Leandro faces the risk of hazardous materials incidents every day. Even if all handling and storage regulations are properly followed, hazardous substances may present a health risk if they are released during an accident or emergency. Many of the hazardous materials issues in the City are the result of activities that pre-date current environmental regulations. Thus, local programs are designed to prevent future problems while correcting problems that originated in the past.

**Contaminated Sites and Hazardous Building Materials**

The State Department of Toxic Substances Control (DTSC) “Envirostor” database indicates 52 locations in San Leandro that are undergoing some form of hazardous material remediation. Of these locations, 14 are sites that are actively undergoing investigation, cleanup, or maintenance activities. Most are industrial properties, including facilities that are no longer operational or have since been replaced by new uses. Some of these properties have land use restrictions as a result of past contamination. Further clean-up would be required before uses such as housing could be permitted on these sites.
In addition, 40 sites in the city have been identified as undergoing active investigation and/or clean-up requirements specifically for water quality issues. Many of the water quality issues are related to leaking underground storage tanks.

There are also four major groundwater plumes in San Leandro that are undergoing site characterization and/or remediation. These are known as the 1964 Williams Street plume, the Caterpillar plume, the Davis-Washington-Alvarado (DWA) plume, and the Hester Street plume. The largest groundwater plume is the DWA plume in central San Leandro, which is approximately two miles long and over one mile wide. In each of the four plumes, the primary contaminant of concern is trichloroethene, or TCE. TCE is a solvent that was commonly used for industrial metal degreasing. Properties within the plume areas may use shallow groundwater for irrigation and other outdoor uses, but may not use groundwater for domestic purposes such as drinking, cooking, showering, or bathing.

The City also has older buildings with asbestos, lead paint, PCBs, and other materials that are potentially hazardous if disturbed. Lead-based paint was widely used before it was banned in 1978. It does not pose a threat if left undisturbed, but deterioration or disruption can result in exposure, which in turn can cause damage to the brain and nervous system. Friable asbestos also may be present in older buildings. If asbestos fibers become airborne during demolition or remodeling, they can contribute to lung disease and other ailments. Polychlorinated biphenlys (PCBs) represent another potential threat—these materials were commonly used in electrical equipment prior to 1979. The potential presence of these substances may require special procedures when remodeling or demolishing older buildings.

The level of hazardous materials clean-up required at any given site depends on the degree of contamination and the type of land use that is planned. Environmental assessments are routinely required on development sites with a documented history of hazardous materials use or hazardous building materials. Clean-up can be a long and complicated process, involving local, state and federal agencies. The City

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1 There is overlap between the Envirostor list and the water quality (Geotracker) list. Some of the sites identified in the DTSC data base are also undergoing water quality remediation.
is committed to working with property owners to expedite this process while meeting all applicable requirements and maintaining public safety. The City is also committed to protecting residents and “sensitive receptors” such as schools and nursing homes from potential impacts associated with hazardous materials in the community.

Handling, Transport, and Storage

In California, implementation of many federal and state hazardous materials regulations has been delegated to local agencies. San Leandro became a Certified Unified Program Agency (CUPA) in 1997 and has responsibility for carrying out laws relating to hazardous materials storage, use, treatment, and disposal. The City’s Environmental Services Division administers Hazardous Materials Business Plan requirements, the Hazardous Waste Generator Program, the California Accidental Release Program, above ground and underground storage tank programs, and permitting for on-site hazardous waste treatment.

State law requires businesses in San Leandro to submit plans for the safe storage and use of chemicals if those businesses handle or store materials in excess of certain quantities. It also requires businesses to develop emergency response plans and procedures, training programs, and inventories of hazardous materials stored or handled on site. A variety of other codes establish specific provisions for the design of storage tanks, containment facilities, and handling practices. Such provisions significantly reduce the risk of a chemical release and also include provisions for evacuation in the event of an emergency.

The transport of hazardous materials is also closely regulated, although the City has less control over such activities due to the interstate nature of commercial and industrial traffic. Caltrans serves as first responder for hazardous material spills, while the California Highway Patrol enforces hazardous waste transportation rules. Common carriers are licensed by the CHP, with placards required for motor carriers who transport hazardous materials in excess of specific weight limits. Communication with state and federal regulatory agencies is critical to reduce the risk of accidents and ensure that response to transportation-related hazardous materials incidents is immediate and effective.
Household Hazardous Waste

When hazardous substances used for domestic purposes are discarded, they become household hazardous waste. These substances include paint, lawn care supplies, used motor oil, car batteries, anti-freeze, household cleaners, pool chemicals, roofing products, and any other products containing potentially dangerous materials. Californians improperly discard large quantities of household hazardous waste each year, presenting a threat to water quality and landfill safety, and creating a potential source of groundwater contamination. Household hazardous wastes must be safely disposed at a designated household hazardous waste facility. The closest facilities to San Leandro are in Oakland and Hayward.

As with so many of the programs identified in this Element, public education is critical to the success of the City’s hazardous substance programs. Residents should continue to be informed about the proper use, storage, and disposal of hazardous household materials. Businesses should be kept apprised of state and federal hazardous materials regulations. Trucks and other carriers should be licensed and trained in hazardous materials transport. An ongoing effort should be made to inform residents and businesses alike about what to do in the event of a hazardous materials emergency.
Aviation Hazards

Traffic to and from Oakland International Airport results in a large number of flights over the city, including many aircraft passing over residential areas and business districts. San Leandro is also impacted by flights in and out of Hayward Airport and San Francisco International Airport. The potential for a crash at any of these airports is an ever-present concern.

The Alameda County Airport Land Use Commission (ALUC) has designated safety zones at the ends of the runways at Oakland International Airport to ensure the compatibility of future development with airport operations. The intent of these zones is to avoid concentrations of people and/or other high hazard situations in the vicinity of the runways. The Safety Zone for the runways at Oakland’s North Field extends into San Leandro, encompassing land below flight approach and landing paths west of I-880 and north of Williams Street. Several different zones are designated, reflecting the level of hazard in each area.

Land in San Leandro falls within Zones 2, 3, 4, 6 and 7. No portion of San Leandro falls within Zone 1, which is the runway protection zone (where the greatest restrictions apply). Zone 2 is the second most restrictive zone, and occupies a small area north of Davis Street and generally west of the UP railroad tracks. The ALUC’s Land Use Plan suggests that this area be used for open space, warehousing, non-intensive industry, storage, and other uses with employment densities below 60 persons per acre.
Zone 3 occupies two small areas, one north of Adams Avenue and another at the Water Pollution Control Plant. This zone allows employment densities up to 100 persons per acre, and strictly limits uses such as day care, medical facilities, and hotels. Zone 4 covers a larger area in the city and is more permissive, allowing certain types of retail uses and distribution centers. Zones 6 and 7 are the largest of the zones geographically, and are relatively unrestricted, with uses such as housing, office, and restaurants permitted. However, certain precautions are still recommended in these areas.

The ALUC has also identified a Height Referral Zone around the airport, in accordance with FAA regulations. Height restrictions do not significantly affect development in San Leandro but could apply in the event that tall buildings, communication towers, or similar structures are proposed in the portion of the city located west of I-880 and north of Marina Boulevard.

Alameda County firefighters are trained to respond to aviation accidents, both on land and at sea. The City of Oakland also has a special firefighting unit at Oakland International Airport, equipped with apparatus for aviation incidents. In the event of an aviation accident in San Leandro, the County Fire Department would respond first, with back-up provided by the City of Oakland as needed. The US Coast Guard has designated the San Leandro Marina as the emergency response point in the event of an aircraft accident on the water. The City, County, and Port of Oakland will revisit this designation in the future, given the navigation constraints on the channel and approved plans for the San Leandro shoreline.

D. EMERGENCY PREPAREDNESS

San Leandro’s location on the Hayward Fault makes it imperative to be ready when disaster strikes. The City’s emergency preparedness programs are operated collaboratively by the San Leandro Police Department, the Alameda County Fire Department, and other City Departments. The primary aspects of preparedness are mitigation (i.e., reducing exposure to hazards), training and education, disaster response, evacuation, and post-disaster recovery.
Most mitigation efforts are aimed at the seismic retrofitting of buildings, transportation facilities, and infrastructure. The City has adopted a Local Hazard Mitigation Plan (LHMP) which identifies ongoing programs to mitigate hazards as well as new programs to be implemented in the coming years. The City’s initial LHMP was adopted in 2005. In 2010, San Leandro adopted a multi-jurisdictional LHMP prepared by ABAG with regionally applicable recommendations and a local section tailored to San Leandro. In 2015-16, the City prepared an LHMP Update, coordinating this process with the General Plan Update to ensure internally consistent strategies.

Although earthquakes are the primary threat addressed by the LHMP, the Plan also addresses tsunamis, floods, fire, drought, extreme heat, and dam and levee failure. The focus of the LHMP is on reducing risks before disaster strikes by considering hazards in land use and building decisions, and by proactively mitigating hazards where they already exist. This can reduce the cost, loss of life and property, and environmental damage when disasters strike.

Training and education are crucial components of disaster planning. Currently, the Alameda County Fire Department provides Community Emergency Response Team (CERT) and Personal Emergency Preparedness (PEP) training. CERT is designed to improve disaster preparedness at the neighborhood level, while PEP is aimed at individual households. The City has also developed preparedness tips for special needs groups such as children and the elderly. As noted earlier in this chapter, San Leandro also offers training and assistance to residents seeking to retrofit their homes and take steps to reduce earthquake-related hazards.
Another aspect of training involves drills and simulation exercises. Full-scale disaster simulation exercises are conducted regularly with City staff and representatives from other agencies. Such exercises are essential to maintain effective performance and identify where changes in emergency plans may be needed. All City employees receive basic emergency preparedness training, with advanced training provided to personnel with designated positions in the City’s Incident Command System.

The City’s emergency response programs are based on the Standard Emergency Management System (SEMS). This is a state-mandated organizational structure that allows agencies throughout California to communicate using common terms and operating procedures. In the event of a major emergency, the Senior Community Center on East 14th Street would be activated as an Emergency Operations Center (EOC) and City staff would be deployed to fulfill various management, operations, planning, logistics, and administrative functions.

Other components of emergency response include radio broadcasts and warning sirens. The City’s emergency radio band (1610 AM) provides a quick and effective way to convey information to the public. Emergency sirens are in place, although they were inactive at the time of General Plan adoption. The City is also working to ensure that its emergency preparedness programs reflect language diversity and cultural practices.
Evacuation is another component of disaster preparedness. While the freeways are the most logical routes out of town, they could potentially be impassable following a major earthquake. Arterial streets, particularly Doolittle, East 14th, San Leandro Boulevard, Washington, Halcyon/Fairmont, Bancroft/Hesperian, and MacArthur/Foothill would function as the major routes out of the City if evacuation became necessary. A formal evacuation plan should be prepared as part of the City’s ongoing emergency preparedness program.

Post-disaster response includes the provision of shelter, food, medical assistance, and financial aid, and the rebuilding process. Mobile medical and communication equipment is also needed to improve readiness. Future revisions to the Emergency Management Plan should include programs to address immediate needs after a disaster strikes, and the longer-term needs associated with recovery and reconstruction.

E. NOISE

San Leandro’s location in the heart of a major metropolitan area makes it susceptible to noise conflicts. Each day, hundreds of thousands of cars pass through the City on freeways and major thoroughfares. Large and small planes pass over the City throughout the day and night, many flying at low altitudes to and from Oakland International Airport. Freight and passenger trains, BART trains, buses, and trucks produce noise and vibration impacts in many San Leandro neighborhoods. Even in relatively quiet parts of the City, domestic noise sources such as leaf blowers, home and car stereos, security alarms, and barking dogs can be a source of annoyance.

In San Leandro, as in all communities, maintaining neighborhood “peace and quiet” is a basic part of protecting the quality of life. San Leandro residents and businesses, and the City itself, have invested a great deal of time and energy to deal with noise proactively by mitigating existing conflicts and protecting the City from future conflicts. Cities are required to address noise issues in their general plans, primarily by promoting development patterns that recognize the sources of noise and the locations of noise-sensitive uses. This General Plan achieves that objective while also expressing the City’s ongoing commitment to reduce noise conflicts in the community.
The following sections of this Element describe the noise environment in San Leandro, the major issues to be resolved, and the strategies for mitigating noise problems. Policies and actions under Goals EH-7, EH-8, and EH-9 set forth a coordinated program to address stationary, transportation, and aircraft noise issues in the future.

**Existing and Projected Noise Environment**

The text box on page 7-30 provides an overview of how noise is measured. Chart 7-1 indicates the noise levels associated with typical sounds in an urban environment.

Noise levels can be expressed graphically through the use of contour diagrams. Figure 7-5 shows noise contours in San Leandro in 2015 based on traffic volumes and noise monitoring conducted as part of the General Plan update. Each contour band shown on the map corresponds to the approximate noise level generated at that location shown. The contours represent approximations only—the actual noise level at any given location depends on a number of factors, such as topography, vegetation and building cover.
In a Nutshell...

How Noise is Measured

Human perception of noise is usually defined in **decibels (dB)**. Decibels are measured on a logarithmic scale, which means that each increase of 10 dB is equivalent to a doubling in loudness. The measurements are usually taken on an “A-weighted” scale which filters out very low and very high frequencies. Everyday sounds range from 20 dB, which is very quiet, to over 100 dB, which is very noisy. Above 70 dB, noise can become irritating and disruptive.

Noise measurements are usually expressed with some indication of the duration of the measurement period. For longer periods, the measurement reflects the average noise level over the period. Adjustments are usually made to reflect the greater sensitivity of people to noise at night. The term **Community Noise Equivalent Level (CNEL)** is used to describe the average noise level during a 24-hour period, with a penalty of 5 dB added to sound levels between 7 and 10 PM, and a penalty of 10 DB added to sound levels between 10 PM and 7 AM. The term **Day-Night Average Level (Ldn)** is similar, but only includes the 10 dB penalty for 10 PM – 7 AM noise. Shorter measurement durations, typically one hour, are described in **Energy Equivalent Levels (Leq)**, indicating the total energy contained by sound over a given sample period.

Use of the longer measurement periods accounts for the variations in the frequency of sound levels that may occur during the day. For instance, a landing jet airplane may produce a sustained noise level of 75 dB as it passes over a particular site in San Leandro. The CNEL reading would be much lower, since the noise is not continuous throughout the day and night.

The US Environmental Protection Agency has suggested an exterior noise goal of 55 dB (Ldn) in residential areas. The US Department of Housing and Urban Development’s minimum standard is 65 dB (Ldn). Most local governments use 60 dB (Ldn) as the limit for exterior noise exposure in new residential areas. As a guideline, interior noise levels should be no louder than 45 dB (Ldn). Since the noise reduction provided by a typical house is about 20-25 dB with the windows closed, special insulation measures are usually required where exterior noise exceeds 60 dB.
**Chart 7-1: Typical Sound Levels in an Urban Environment**

<table>
<thead>
<tr>
<th>Perceived Sound Level</th>
<th>Sound Level (dB)</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Painfully Loud</td>
<td>160</td>
<td>Fireworks at 3 feet</td>
</tr>
<tr>
<td></td>
<td>150</td>
<td>Jet takeoff</td>
</tr>
<tr>
<td></td>
<td>140</td>
<td>Threshold of pain</td>
</tr>
<tr>
<td>Uncomfortably Loud</td>
<td>130</td>
<td>Power drill</td>
</tr>
<tr>
<td></td>
<td>120</td>
<td>Thunder</td>
</tr>
<tr>
<td></td>
<td>110</td>
<td>Auto horn at 3 feet, Rock band</td>
</tr>
<tr>
<td>Very Loud</td>
<td>100</td>
<td>Snowmobile, Pile driver</td>
</tr>
<tr>
<td></td>
<td>90</td>
<td>Diesel truck, lawn mower at 3 feet</td>
</tr>
<tr>
<td></td>
<td>80</td>
<td>Garbage disposal, Siren at 100’</td>
</tr>
<tr>
<td>Moderately Loud</td>
<td>70</td>
<td>Vacuum cleaner, leaf blower at 50’</td>
</tr>
<tr>
<td></td>
<td>60</td>
<td>Ordinary conversation</td>
</tr>
<tr>
<td></td>
<td>50</td>
<td>Average home, light traffic</td>
</tr>
<tr>
<td>Quiet</td>
<td>40</td>
<td>Library</td>
</tr>
<tr>
<td></td>
<td>30</td>
<td>Quiet conversation</td>
</tr>
<tr>
<td>Very Quiet</td>
<td>20</td>
<td>Soft whisper</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>Rustling leaves</td>
</tr>
<tr>
<td>Barely Audible</td>
<td>0</td>
<td>Threshold of hearing</td>
</tr>
</tbody>
</table>

Source: California Air Resources Board
Figure 7-5
Noise Contours-2015
Figure 7-5 illustrates that many parts of San Leandro are located in areas where ambient noise levels exceed 60 dB Ldn. A substantial number of homes are within the 65 dB Ldn contour, indicative of a relatively noisy exterior environment. The 60 and 65 dB contours form bands parallel to the city’s freeways, railroads, and major arterials. Noise monitoring conducted as part of the General Plan indicated noise levels of 65-67 dB CNEL at locations near the freeway and BART tracks. Sound walls have been constructed in many places to reduce noise levels.

Figure 7-6 illustrates projected noise contours in 2035. Although traffic increases on San Leandro streets are expected, little change to the ambient noise environment is expected. Noise increases of less than 3 dB Ldn over a long period of time are generally not perceptible. There are only a few locations in the city where increases of this magnitude are expected in the next 20 years, principally where existing noise levels are relatively low.

**Noise Compatibility**

Given the potential for adverse psychological and physiological impacts, some land uses are considered to be more sensitive to noise than others. Residential areas, schools, child care centers, hospitals, churches, libraries, and nursing homes are typically regarded as noise-sensitive. Certain types of park and recreational areas also may be noise-sensitive. It is important that future land use decisions protect such uses and further, that new noise-sensitive uses are located and designed in a way that protects occupants from harmful noise impacts.

Chart 7-2 provides noise compatibility guidelines for land uses based on State of California guidelines. The guidelines identify those areas where various uses are acceptable, conditionally acceptable, normally unacceptable, or clearly unacceptable based on ambient noise levels. The guidelines recognize that mitigation may make certain uses acceptable, even where exterior noise levels are relatively high. This is important in San Leandro, given the number of future housing sites located near BART, an area with relatively high ambient noise levels.
Figure 7-6
Noise Contours-2035

Source: PlaceWorks, 2015.
### Chart 7-2: San Leandro Land Use Compatibility Guidelines

<table>
<thead>
<tr>
<th>Land Uses</th>
<th>CNEL (dBA)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>55</td>
</tr>
<tr>
<td>Residential – Low Density Single-Family, Duplex, Mobile Homes</td>
<td></td>
</tr>
<tr>
<td>Residential – Multiple Family</td>
<td></td>
</tr>
<tr>
<td>Transient Lodging, Motels, Hotels</td>
<td></td>
</tr>
<tr>
<td>Schools, Libraries, Churches, Hospitals, Nursing Homes</td>
<td></td>
</tr>
<tr>
<td>Auditoriums, Concert Halls, Amphitheaters</td>
<td></td>
</tr>
<tr>
<td>Sports Arena, Outdoor Spectator Sports</td>
<td></td>
</tr>
<tr>
<td>Playgrounds, Neighborhood Parks</td>
<td></td>
</tr>
<tr>
<td>Golf Courses, Riding Stables, Water Recreation, Cemeteries</td>
<td></td>
</tr>
<tr>
<td>Office Buildings, Businesses, Commercial and Professional</td>
<td></td>
</tr>
<tr>
<td>Industrial, Manufacturing, Utilities, Agricultural</td>
<td></td>
</tr>
</tbody>
</table>

**Normally Acceptable:**
Specified land use is satisfactory based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

**Normally Unacceptable:**
New construction or development should generally be discouraged. If new construction does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

**Conditionally Acceptable:**
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and the needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

**Clearly Unacceptable:**
New construction or development generally should not be undertaken.

Source: Governor’s Office of Planning and Research, General Plan Guidelines, November 2003.
Noise mitigation is achieved by reducing the source of the noise, modifying the path between the noise source and receiver, or adjusting the noise receiver. These approaches are described below:

- Reducing noise at the source usually involves muffling the sound, replacing noisy equipment, or regulating the hours during which the source is in operation. For example, federal regulations require mufflers on cars, hush kits on jet airplanes, and curfews at some airports.

- Modifying the path between source and receiver can be accomplished with barriers such as sound walls, berms, or vegetation.

- Adjusting the noise receiver is typically done through building orientation, design, and construction. Double-paned windows, carpeting, acoustical ceiling tiles, and insulation are all examples of ways to reduce noise interior levels at the receiving end.

The California Building Code includes noise insulation standards to limit the extent of noise transmitted into habitable spaces. These standards indicate the extent to which walls, doors, floors, and ceilings must block or absorb sound between exterior and interior spaces. An interior standard of 45 dBA CNEL is required for any habitable room. The City requires an acoustical analysis to demonstrate how dwelling units have been designed to meet this standard on sites where the ambient exterior noise level exceeds 60 dBA CNEL.

**Stationary and Construction Noise**

Stationary noise sources include industrial and commercial operations, and domestic activities. Construction noise, while temporary, can be a significant contributor to ambient noise levels. Cities can exercise more control over these sources than mobile sources such as trains and aircraft. This control is typically exercised through zoning and through the enforcement of local ordinances regulating noise and business activities.

Many uses in San Leandro’s industrial areas generate noise through their regular operations. Generators, fans, chillers, boilers, compressors, pumps, mechanical equipment, and air conditioning systems may run 24 hours a day in some locations. Other sources, such as horns, buzzers, and merchandise off-loading, may be more intermittent. Industrial noise sources are of greatest concern when they are close to sensitive receptors.
such as housing. This is the case in some West San Leandro neighborhoods and on the perimeter of the Washington Avenue industrial area. Monitors indicate that noise levels exceed 60 dB Ldn in many of the city’s industrial areas and may exceed 70 dB Ldn where other significant noise sources (such as railroad tracks or freeways) are also present.

In commercial areas, noise from restaurants, bars, car washes, and other businesses may create conflicts with adjacent residential uses. Commercial uses can generate noise from heating, ventilation, and air conditioning systems, loading docks, trash compactors, and mechanical equipment. Related vehicle and truck traffic can also be a source, and certain activities such as outdoor dining or live music can be objectionable to neighbors.

The City presently uses development review and zoning—specifically, the conditional use permit process—to limit the hours of operation for noise-producing activities and to identify noise muffling and buffering requirements. Shielding equipment may be required for industrial operations and measurable noise limits may be set for air conditioners, compressors, and other exterior noise sources. Similarly, the City requires noise mitigation by residential developers when homes are placed near freeways, industrial uses, and other noise sources. This may include sound walls, double-paned windows, and other measures that protect future residents while helping nearby industrial and commercial uses remain viable.

Construction and demolition noise may occur anywhere in the city. Although it is temporary and intermittent, such noise can be particularly intrusive because of its very high output and repetitive nature. At a distance of 50 feet, a pile driver and jackhammer may generate noise levels exceeding 100 dBA and 88 dBA respectively (see Chart 7-1). Construction scheduling requirements are typically established to ensure that such noise is limited in duration and occurs only during daytime hours. Contractors may also be required to use equipment with mufflers, silencers, and low noise emission features to avoid potential problems.
Most domestic noise sources are associated with home appliances, yard maintenance and home construction equipment, air conditioners, power tools, hot tubs, and other household activities. Loud music, yelling, and barking dogs are also the source of frequent complaints. The City treats such complaints as a police matter and relies on the Municipal Code to address them.

Chapter 4-1 of the San Leandro Municipal Code restricts the hours of operation of sound amplifying equipment and states that noise is considered a nuisance if it disturbs a person with “normal sensitivity.” The Municipal Code includes specific provisions related to loud music in parks, operation of loud equipment, and construction activities. It does not specify allowable decibel levels at the source or at residential property lines. The Code identifies the criteria to identify violations, including sound levels, time, duration, recurrent vs intermittent, proximity to residential uses, population density, and the nature of the noise itself.

**Transportation Noise**

The heavy volume of traffic in and around San Leandro results in high noise levels in many parts of the City. The Nimitz Freeway (I-880) was built before effective noise standards were in place and has residential uses along 60 percent of its San Leandro frontage. Portions of the roadway are elevated and the freeway is a major interstate truck route. Sound walls have been constructed along all segments abutted by residential uses within San Leandro.
The MacArthur Freeway (I-580) has historically been less of a problem, in part due to its design, but also because of the low volume of truck traffic and relatively low night-time volumes. The abutting uses are almost entirely residential and are very sensitive to noise impacts due to the varying topography. Sound walls have been constructed along several segments of I-580.

Arterial roads such as Davis Street, Washington Avenue, Marina Boulevard, and East 14th Street all carry high traffic volumes. Ambient noise levels along these streets usually exceeds 60 dB CNEL, requiring noise mitigation measures in new construction.

The three Union Pacific Railroad corridors that cross San Leandro also affect adjacent uses, although the Oakland Subdivision (the line furthest east) is inactive. Data from the federal Railroad Administration indicates that more than 50 trains a day pass through the city. Passing trains are among the loudest noise sources in the city, exceeding 95 dBA at 100 feet. Train horns may be even louder, approaching 110 dBA. Brakes, coupling impacts, and crossing guard warnings are also common sources of noise along the railroads.

In some parts of central San Leandro, the impacts are amplified because the rail lines run parallel to and relatively close to the elevated BART tracks. BART carries 203 northbound trains and 203 southbound trains through the city each weekday. The cumulative effect of these sources makes it imperative that noise mitigation measures be incorporated for any development in that corridor.

The most common approach to reducing transportation noise in San Leandro in the past has been to construct sound walls. Although such walls are usually welcomed by immediately adjoining property owners, they are almost always controversial. The aesthetic impacts of a sound wall can be significant and there are often concerns about the displacement of sound to other locations.

A balanced approach to mitigating transportation noise is recommended in this General Plan, with sound walls used in some locations and other measures used where feasible. These measures might include the use of rubberized asphalt or other changes to streets and highway pavement, the use of quieter BART trains and AC Transit buses, and restrictions on train horns and the scheduling of train switching operations. Improved technology for the muffling of sound from automobiles, trucks, and motorcycles (including the increased use of electric cars) may result in
reduced noise levels in the future. It is also important to ensure that aesthetic and maintenance considerations are fully considered when sound walls are built. Dense plantings of shrubs and trees, for example, can soften the visual effects of a wall while also absorbing additional sound waves.

Additional noise problems can be avoided by ensuring that new development along freeways, arterials, and railroads is designed to minimize exposure to transportation noise. For example, the design of housing adjacent to the BART line should place the more noise-sensitive rooms such as bedrooms away from the tracks, while less sensitive rooms such as garages, closets, and utility areas may be closer to the tracks. The use of solid walls and reduced window openings facing the noise source also can cut down noise levels. Courtyards may be incorporated to create quieter spaces in buildings with otherwise noisy exterior settings. Balconies should be avoided where they would overhang noisy streets or face train tracks.

**Airport Noise**

Airport noise has been a persistent issue in San Leandro since the 1950s and became a greater concern during Oakland International Airport’s growth during the 1980s and 90s. Between 1990 and 2000, passenger volumes increased from 5.5 million to 10.6 million. In 2015, the airport handled 11.2 million passengers, which is down from the 2007 peak of 14.2 million passengers. The airport also handles a considerable amount of air cargo and general aviation traffic. Much of this traffic uses runways that are located less than a mile from the San Leandro city limits. The City is also affected by noise from planes landing and taking off at Hayward Executive Airport, which is four miles to the south, and to a lesser extent at San Francisco International, which is 12 miles to the west.

Oakland International Airport is subdivided into North and South airfields. The North Field contains three runways (10L/28R, 10R/28L, and 15/33), as well as general aviation, maintenance, and some cargo facilities. The South Field includes the commercial passenger runways (12/30) and most cargo facilities. The flight path impacting San Leandro most directly is associated with landing aircraft on Runway 28R at the North Field. Most descending aircraft pass over Marina Square, the Timothy Drive/Davis West area, and the Adams Street industrial area before touching down. Helicopters also use this corridor.
The City is also impacted by commercial flights using Runway 12/30. Although planes taking off and landing on this runway do not pass directly over San Leandro, the area between the runway and the San Leandro shoreline is open water, providing few opportunities for sound to be absorbed. Consequently, the San Leandro Shoreline and adjacent waterfront neighborhoods may experience high noise levels. Residential areas also may be impacted by high levels of airport noise when flight patterns are shifted due to inclement weather.

Although all of San Leandro’s residential areas fall outside of the “Noise Impact Boundary” defined by the Federal Aviation Administration (FAA) and the Port of Oakland, many San Leandro residents are still concerned with high noise levels. These concerns include late night arrivals and departures, low-flying aircraft, engine run-ups, and the frequency of overflights. While the 24-hour ambient noise levels are within levels deemed acceptable by the FAA, some areas experience short-duration incidents where noise levels exceed 70 dBA.

The Port of Oakland has been implementing a Noise Compatibility Program (NCP) for Oakland Airport since the 1970s. The current NCP includes a variety of components for both the North and South Fields to reduce off-site impacts. For instance, certain types of aircraft are prohibited from departing or arriving on the North Field, and aircraft must follow particular flight tracks when landing and taking off. Educational training and program information is used to advise pilots of the preferred procedures. A permanent noise monitoring system also has been installed.
The last 20 years have seen significant improvements to the airport-related noise environment in San Leandro. In 1994, there were 28 residences within Oakland International Airport’s 65 dB CNEL contour and 554 residences within the Airport’s 60 dB CNEL contour. Today, there are no homes in airport-related noise contours exceeding 60 dB, largely as a result of quieter aircraft. Noise mitigation programs are specified in a Settlement Agreement reached between the City of San Leandro and the Port of Oakland in November 2000 and amended through 2017. The Agreement prohibits the Airport from allowing large or heavy commercial passenger aircraft on the North Field, except during emergencies and periods when the main runway is closed for maintenance or repair. Most of the terms of the Settlement Agreement have already been met, including the offer to insulate additional homes to reduce interior noise levels. A Community Noise Management Forum has been created to regularly address community noise concerns; San Leandro is a regular participant in this process.

The City will continue to maintain a dialogue with the Port of Oakland on further noise abatement procedures, particularly in residential areas impacted by overflights and in areas between the 55 and 65 dB CNEL contours. The City will continue to be an active participant in discussions about the airport’s future and will ensure that future development decisions consider the potential for exposure to airport noise. Through its participation in the Noise Management Forum, San Leandro will work to reduce noise impacts associated with implementation of new flight pattern protocols at Bay Area airports. In 2016, several East Bay cities were experiencing impacts from the Metroplex air traffic control system, which has resulted in more concentrated air traffic patterns. San Leandro will work with Congressional representatives and others to bring FAA oversight and regulations up to date to address and to resolve increased noise impacts on the community.
F. GOALS, POLICIES, AND ACTIONS

Mitigation of Natural Hazards

GOAL EH-1 Reduce the potential for injury, property damage, and loss of life resulting from earthquakes, landslides, floods, and other natural disasters.

Policy EH-1 Risk Management. Minimize risks from geologic, seismic, flood, and climate change-related hazards by ensuring the appropriate location, site planning, and design of new development. The City’s development review process, and its engineering and building standards, should ensure that new construction is designed to minimize the potential for damage.

Action EH-1.1.A: Soils and Geologic Reports
Require soils and/or geologic reports for development in areas where potentially serious geologic risks exist. These reports should address the degree of hazard, design parameters for the project based on the hazard, and appropriate mitigation measures.

Policy EH-12 Earthquake Retrofits. Strongly encourage the retrofitting of existing structures to withstand earthquake ground shaking, and require retrofitting when such structures are substantially rehabilitated or remodeled.

Action EH-12.A: Residential Retrofit Program
Undertake programs to assist homeowners with earthquake retrofitting. As funding allows, such programs could include home inspections, do-it-yourself classes, tool lending libraries, the Brace and Bolt Program, and other measures that reduce the risk of damage and injury in an earthquake.

Action EH-12.B: Change of Occupancy Upgrades
Continue requirements that structures at high risk of earthquake damage be retrofitted when there is a change of occupancy or a major building remodel.
**Action EH-12C: Soft-Story Buildings**

Develop an implementation strategy to reduce the hazards posed by soft-story buildings (multi-story structures with little or no first floor bracing).

See the Housing Element Action 56.02-B for additional guidance on soft-story buildings.

**Policy EH-13: Off-Site Impacts of Hillside Development.** Ensure that development within landslide-prone or geologically hazardous areas does not contribute to higher hazard levels on adjacent or nearby properties. Require drainage and erosion control provisions in such areas to avoid slope failure and to mitigate potential hazards to other properties.

**Policy EH-14: Code Revisions.** Revise and update construction codes and regulations to incorporate the latest available information and technology related to earthquake and flood hazards.

**Policy EH-15: Public Awareness.** Promote greater public awareness of earthquake hazards, along with incentives and assistance to help property owners make their homes and businesses more earthquake-safe.

**Action EH-15A: Educational Materials**

Provide links from the City’s website to hazard maps, including maps showing fault line locations, ground shaking levels for earthquakes of different magnitudes, and liquefaction hazards.

**Policy EH-16: Construction in the Flood Plain.** Implement federal requirements relating to new construction in flood plain areas to ensure that future flood risks to life and property are minimized.

**Action EH-16A: FIRM Amendments**

Continue to work with FEMA to amend and update Federal Insurance Rate Maps (FIRMs) so that they correctly depict flood hazards in the City.
**Policy EH-17** Reducing Flood Hazards. Work collaboratively with County, State, and federal agencies to develop short- and long-term programs that reduce flood hazards in the City. At the local level, the City will regularly maintain its storm drainage system and ensure that those portions of San Leandro Creek under its jurisdiction remain clear of obstructions.

**Action EH-17A: Coordination With ACFCWCD**
Improve coordination with the Alameda County Flood Control and Water Conservation District to ensure that flood channels are regularly cleaned and maintained. This should include coordination of tree removal projects on ACFCWD land.

**Action EH-17B: Increase Flood Channel Capacity**
Work with Alameda County, State and federal agencies, and elected officials to improve flood control channel Line A Zone 2 (the Estudillo Canal) to reduce flood hazards, including reconstruction of golf course bridges to improve channel capacity. As appropriate and necessary, pursue measures to increase the capacity of other flood control facilities to reduce the number of adjacent San Leandro properties subject to flooding.

**Policy EH-18** Sea Level Rise. Consider the effects of projected sea level rise in the design and planning of all development, recreational improvements, and infrastructure along the San Leandro shoreline.

**Action EH-18A: Adaptation Plans**
Develop long-term adaptation plans which minimize the potential for coastal flooding on public and private properties near the San Leandro shoreline. Periodically evaluate the risk to homes, businesses, parks, and other features and take steps to protect or fortify these areas to reduce damage potential.
**Wildfire Hazards**

**GOAL EH-2** Minimize urban wildfire hazards, both within the city and throughout the East Bay Hills.

**Policy EH-21** Fire Codes. Adopt and enforce building and fire prevention codes that require property owners to reduce wildfire hazards on their properties.

**Action EH-21A: Vegetation Management**
Work with Code Enforcement staff to ensure effective vegetation management by property owners in designated “Local Responsibility Area (LRA) Very High Fire Hazard Severity” zones.

**Action EH-21B: Refinement of Fire Hazard Severity Maps**
Work with CalFire to improve the accuracy of the maps indicating Very High Fire Severity Areas in San Leandro.

**Policy EH-22** Fire Prevention By Design. Ensure that the planning and design of development in very high fire hazard areas minimizes the risks of wildfire and includes adequate provisions for vegetation management, emergency access, and firefighting.

**Action EH-22A: Design Principles**
Site and configure new development to reduce the potential for wildfire in areas deemed to have Very High Fire Hazard severity ratings. Principles to be followed in such areas include:
(a) Clustering development to reduce the need for multiple response teams in the event of a wildfire;
(b) Requiring defensible space around structures;
(c) Requiring fire-resistant materials as appropriate;
(d) Requiring residential fire sprinkler systems and other fire suppression, detection, and alarm equipment where appropriate;
(e) Engaging the Fire Department and EBMUD in the review of development to ensure that adequate provisions are made for fire flow and emergency vehicle access.
In addition, as recommended by the Community Services and Facilities Element of the General Plan, the City will maintain service standards, and continue to plan for the facilities, equipment, personnel, and communication systems needed to address future fire hazards.

**Policy EH-23**  
**Mutual Aid.** Work collaboratively with other jurisdictions and agencies to reduce wildfire hazards in San Leandro, with an emphasis on effective vegetation management and mutual aid agreements.

**Action EH-23A: Task Force Participation**  
Continue to participate in multi-jurisdictional task forces and programs that address wildfire hazards in the East Bay Hills, including measures to reduce hazards in designated Very High Fire Hazard Severity Zones, consistent with SB 1241.

**Air Quality**

**GOAL EH-3** Promote and participate in efforts to improve the region’s air quality.

**Policy EH-31**  
**Clean Air Plan Implementation.** Cooperate with the appropriate regional, state, and federal agencies to implement the regional Clean Air Plan and enforce air quality standards.

**Policy EH-32**  
**Transportation Control Measures.** Promote strategies that help improve air quality and reduce greenhouse gas emissions by reducing the necessity of driving. These strategies include more reliable public transportation, carpooling and vanpooling programs, employer transportation demand management (TDM) programs, better provisions for bicyclists and pedestrians, and encouraging mixed use and higher density development around transit stations.
Policy EH-33  **Land Use Compatibility.** Discourage new uses with potential adverse air quality impacts, including the emission of toxic air contaminants and fine particulates, near residential neighborhoods, schools, hospitals, nursing homes, and other locations where public health could potentially be affected.

Policy EH-34  **Design, Construction, and Operation.** Require new development to be designed and constructed in a way that reduces the potential for future air quality problems, such as odors and the emission of any and all air pollutants. This should be done by:
(a) Requiring construction and grading practices that minimize airborne dust and particulate matter;
(b) Ensuring that best available control technology is used for operations that could generate air pollutants;
(c) Encouraging energy conservation and low-polluting energy sources;
(d) Promoting landscaping and tree planting to absorb carbon monoxide and other pollutants; and
(e) Implementing the complementary strategies to reduce greenhouse gases identified in the Climate Action Plan.

**Action EH-34A: Development Review**
Work with the BAAQMD in the review and monitoring of businesses and activities with the potential for air quality impacts.

**Action EH-34B: Health Risk Assessments**
Implement Bay Area Air Quality Management District Guidelines and State Office of Environmental Health Hazard Assessment policies and procedures requiring health risk assessments for residential development and other sensitive land use projects within 1,000 feet of major sources of toxic air contaminants, including freeways and roadways with over 10,000 vehicles per day. As appropriate, identify mitigation measures (such as air filtration systems) to reduce the potential exposure to particulate matter, carbon monoxide, diesel fumes, and other potential health hazards. Measures identified in the HRA shall be included in the environmental document and/or incorporated into the site development plan as a component of the proposed project/
See the Hazardous Materials Goal for additional relevant policies.

**Policy EH-35**: Odors. Ensure prompt response to complaints about odor problems and other potential air quality nuisances and hazards reported by residents and businesses.

**Action EH-35A**: Odor Reporting and Inspection Program
Establish links from the City’s website to the BAAQMD website, in order to direct residents to BAAQMD’s odor reporting and inspection program, data on odor complaints in the city, and additional information on air quality programs.

**Policy EH-36**: “Spare the Air” Education. Promote public education on air quality hazards and the steps that residents can take to help maintain clean air and reduce greenhouse gas emissions. Continue to participate in the BAAQMD “Spare the Air” program and other programs that increase public awareness of air quality issues.

**Policy EH-37**: Aircraft Emissions. Advocate for greater local and regional control over air pollution caused by aircraft, including ground operations and flyovers from Oakland International Airport.

**Action EH-37A**: Aviation-Related Air Pollution
Advocate for additional monitoring of air quality levels by the BAAQMD around Oakland International Airport.

**Policy EH-38**: Regulatory Changes. Stay apprised of changes in state and federal air quality regulations and implement programs as required to ensure local compliance.

**Policy EH-39**: Alternative Fuel Vehicles. Promote the development of infrastructure which supports the use of alternative fuel (i.e., electric) vehicles, including electric charging stations and preferential parking for electric vehicles.

**Action EH-39A**: Replacement of City Vehicle Fleet
Pursue the gradual replacement of the City’s passenger vehicle fleet with vehicles using cleaner-burning fuels, such as natural gas and electricity.
Policy EH-3.10 Downwind Impacts. Consider the direction of prevailing winds in the siting of facilities likely to generate smoke, dust, and odors. Ensure that such facilities are sited to minimize the impacts on downwind residential areas and other sensitive uses.

Water Quality

GOAL EH-4 Maintain and improve water quality in San Leandro’s creeks, wetlands, and offshore waters.

Policy EH-4.1 Urban Runoff Control. Continue to implement water pollution control measures aimed at reducing pollution from urban runoff. These measures should emphasize best management practices by residents, businesses, contractors, and public agencies to ensure that surface water quality is maintained at levels that meet state and federal standards.

Action EH-4.1A: Trash Capture Devices
Develop a funding plan for the installation and maintenance of trash capture devices on City storm drains, in order to comply with the unfunded State mandate for 100 percent trash capture in local storm drain systems.

Action EH-4.1B: Municipal Regional Permit Implementation
As required by Section C3 of the Stormwater Municipal Regional Permit (also known as “C3” requirements), ensure that the City’s development review procedures continue to include water quality protection measures. These include measures related to water supply, flood control, habitat protection, groundwater recharge, Bay-friendly landscaping, and sustainable development. In addition, the City will continue to require Stormwater Pollution Prevention Plans for qualifying projects and will ensure that such projects include appropriate measures to minimize the potential for water pollution.
Policy EH 4.2 Clean Water Education. Promote the public information and participation provisions of the Alameda Countywide Clean Water Program.

**Action EH 4.2A: Clean Water Program Educational Components**
Continue to implement programs in coordination with the Alameda County Clean Water Program to better educate the public on urban runoff hazards. Examples of these programs include storm drain stenciling, exhibits at farmers markets and local street fairs, website information, and television and newspaper advertising. Use these programs to increase awareness of clean water laws and the penalties associated with illicit discharges.

Policy EH 4.3 Interagency Coordination. Coordinate water quality planning, regulation, and monitoring with other public agencies that are involved in water resource management. Establish partnerships and task forces with these agencies and with nearby cities as needed to develop programs addressing issues that cross jurisdictional lines.

**Action EH 4.3A: Municipal Regional Permit Revisions**
Remain an active participant in discussions of possible revisions to state and federal clean water legislation, including revisions to the Municipal Regional Permit for stormwater.

Policy EH 4.4 Water Quality Monitoring. Continue to support water quality monitoring in San Leandro waterways to evaluate the progress of local clean water programs and identify the necessary steps for improvement.

Policy EH 4.5 Public Works Maintenance. Continue, and if feasible expand, City Public Works maintenance activities, including scheduled street sweeping and cleaning of storm drains and culverts, to minimize pollution from surface runoff.
Action EH-4.5.A: Community Clean-Ups
Coordinate with community groups to develop clean-up programs for the shoreline, creeks, and flood control channels to remove debris and litter and minimize the potential for surface water pollution.

Action EH-4.5.B: Street Sweeping Improvements
Improve the effectiveness of the City’s street sweeping program through measures such as:
(a) ticketing or towing of illegally parked cars;
(b) increased public education about the program and the water quality benefits it provides; and
(c) notification to property owners via information-sharing websites and social media.

Policy EH-4.6: Illicit Discharges. Control illicit discharges into the City’s stormwater system through inspections, compliance evaluations, enforcement programs, and tracking activities.

Policy EH-4.7: Pre-Treatment Requirements. Maintain and enforce pre-treatment requirements for industries as needed to minimize the discharge of potentially toxic materials into the City’s sanitary sewer system.

Policy EH-4.8: Hazardous Spill Response. Maintain and update hazardous spill response and clean-up programs that minimize potential impacts on water quality.

Policy EH-4.9: Nearshore Waters. Ensure the continued improvement of nearshore waters through the regulation of water pollution sources along the San Leandro shoreline, including boating and other water-oriented activities.

Policy EH-4.10: Groundwater Protection. Protect San Leandro’s groundwater from the potentially adverse effects of urban uses. Future land uses should be managed to reduce public exposure to groundwater hazards and minimize the risk of future hazards.
Action EH-4.10A: Groundwater Monitoring
Encourage continued monitoring of local groundwater by State regulatory agencies and the private sector and take steps to prevent further contamination.

Action EH-4.10B: EBMUD Injection Wells
Work with EBMUD on groundwater management and safety, including plans for injection wells and aquifer storage of groundwater.

Policy EH-4.11: Green Infrastructure
Consistent with the Municipal Regional Stormwater Permit for the San Francisco Bay Area, promote the increased use of green infrastructure as a means of improving stormwater quality. This shall include the incorporation of low impact development (LID) drainage design in public and private streets, parking lots, roofs, and other facilities. This also includes the use of best management practices to reduce impervious surfaces, including strategies using vegetation, soils, and natural processes to manage water and create a healthier urban environment.

Action EH-4.11A: Green Infrastructure Plan
Develop and implement a Green Infrastructure Plan, as required by the Regional Water Quality Control Board. The Plan should include a mechanism to prioritize and map areas for planned and potential projects, projections for impervious surface reductions, a process for tracking and mapping completed projects, design guidelines and details for green infrastructure projects, an implementation program, and an evaluation of funding options to cover construction and ongoing maintenance.

Action EH-4.11B: Green Infrastructure Capital Projects
Annually review planned capital projects to identify opportunities to incorporate green infrastructure.

Action EG-4.11C: Green Infrastructure Outreach
Conduct outreach and education to gain support for green infrastructure plans and demonstrate the benefits of such plans, such as water quality improvement, flood control, greenhouse gas reduction, and safer pedestrian and bike access.
HAZARDOUS MATERIALS

**GOAL EH-5**  Protect local residents and workers from the risks associated with hazardous materials.

**Policy EH-51**  Regulatory Compliance.  Work with the appropriate county, regional, state, and federal agencies to develop and implement programs for hazardous waste reduction, hazardous material facility siting, hazardous waste handling and disposal, public education, and regulatory compliance.

**Action EH-5.1A: CUPA Programs**
Continue to implement State programs as required by the City’s Certified Unified Program Agency (CUPA) designation.

**Action EH-5.1B: Implementation of County Hazardous Waste Management Plan**
Work with Alameda County on the implementation and coordination of local hazardous materials waste programs.

**Action EH-5.1C Pipeline Safety**
Coordinate with appropriate regulatory agencies to ensure the safety of all fuel pipelines that cross San Leandro, and to ensure that record-keeping, maintenance, and operating conditions are fully compliant with state and federal safety regulations.

**Policy EH-52**  Clean-Up of Contaminated Sites.  Ensure that the necessary steps are taken to clean up residual hazardous wastes on any contaminated sites proposed for redevelopment or reuse. Require soil evaluations as needed to ensure that risks are assessed and appropriate remediation is provided.

**Policy EH-53**  Design of Storage and Handling Areas.  Require that all hazardous material storage and handling areas are designed to minimize the possibility of environmental contamination and adverse off-site impacts. Enforce and
implement relevant state and federal codes regarding spill containment facilities around storage tanks.

**Action EH-5.3A: Implement Codes and Regulations**

Ensure enforcement of, and compliance with, all adopted hazardous materials regulations.

**Policy EH-5.4** Implementation from Sensitive Uses. Provide adequate and safe separation between areas where hazardous materials are present and sensitive uses such as schools, residences, and public facilities. Zoning and other development regulations should include performance standards to avoid safety hazards and achieve compatibility between uses.

**Policy EH-5.5** Incident Response. Maintain the capacity to respond immediately and effectively to hazardous materials incidents. Provide ongoing training for hazardous materials enforcement and response personnel.

**Policy EH-5.6** Household Hazardous Wastes. Promote public education about the safe disposal of household hazardous waste, such as motor oil and batteries, including the locations of designated household hazardous waste disposal sites.

**Action EH-5.6A: Publicity of Household Hazardous Waste Information**

Work with Alameda County and Alameda County Industries (ACI) to provide each household with information on the location and operating hours of household hazardous waste collection facilities and the protocol for the disposal of such wastes.

**Policy EH-5.7** Hazardous Building Materials. Ensure the safe and proper handling of hazardous building materials, such as friable asbestos and lead based paint. If such materials are disturbed during building renovation or demolition, they should be handled and disposed of in a manner that protects human health and the environment.
Policy EH-5.8  **Public Awareness.** Increase public awareness of hazardous material use and storage in the City, the relative degree of potential health hazards, and the appropriate channels for reporting odor problems and other nuisances.

**Action EH-5.8.A: Disclosure to Property Owners**

Pursuant to the California Health and Safety Code, enforce community disclosure laws (e.g., Right-to-Know laws) that inform property owners of the presence of hazardous materials nearby.

**Action EH-5.8.B: Rail Transport of Hazardous Materials**

Monitor proposals for the transport of potentially hazardous or explosive materials by rail through San Leandro, and take appropriate actions to ensure the safety of local residents and businesses.

Policy EH-5.9  **Community Preparedness.** Ensure that the City’s Emergency Preparedness programs include provisions for hazardous materials incidents, as well as measures to quickly alert the community and ensure the safety of residents and employees following an incident.

**Emergency Preparedness**

**GOAL EH-6**  Attain—and sustain—comprehensive and highly effective emergency preparedness and recovery programs.

Policy EH-6.1  **Preparedness as a Top Priority.** Establish emergency preparedness as a top City priority. Staffing and funding levels for local preparedness programs should be sufficient to keep all residents and business well informed and prepared in the event of a major earthquake or similar disaster.

**Action EH-6.1.A: Essential Service Facility Upgrades**

Periodically evaluate the ability of City facilities to function after a major disaster such as an earthquake. Take steps to address any deficiencies, and to ensure that emergency
services and communication can be provided following a disaster.

**Policy EH-6.2** SEMS Planning. Use the Standard Emergency Management System (SEMS) as the basis for the City’s Emergency Preparedness programs. The City should maintain and periodically update a SEMS-based emergency preparedness plan that provides direction and identifies responsibilities following a disaster.

Expand the City’s Emergency Operations Plan to address evacuation routes and post-disaster recovery.

**Action EH-6.2.B: Local Hazard Mitigation Plan**
Maintain a Local Hazard Mitigation Plan (LHMP) which assesses the vulnerability of areas in the city to different types of natural hazards (such as earthquakes, wildfires, and floods) and includes measures to reduce the potential for damage.

**Policy EH-6.3** Public Education and Awareness. Promote public education and awareness on all aspects of emergency preparedness, including the type and extent of hazards in the community, measures to reduce the likelihood of damage and injury, provisions for emergency supplies, steps to take immediately after a disaster, and the locations of shelters and medical facilities.

**Action EH-6.3.A: Educational Materials**
Provide web-based material and links from the City’s website to internet websites to improve emergency preparedness. Ensure the availability of materials in multiple languages whenever feasible.

**Action EH-6.3.B: Staffing Levels**
Maintain dedicated City staff position(s) for emergency preparedness program administration, including outreach to schools, the business community, neighborhood groups, residents, and City staff, as well as the implementation of programs before, during, and after an emergency.
Policy EH-6.4  **Drills.** Conduct periodic emergency response exercises to test the effectiveness of local preparedness procedures. Maintain SEMS training programs to ensure that City personnel are sufficiently prepared to respond to an emergency and staff an Emergency Operations Center.

*Action EH-6.4.A: Radio 1610*
Maintain and upgrade Radio 1610 AM, and continue to use local cable television and Nixle 360 (or an equivalent successor) to provide important news bulletins to San Leandro residents.

*Action EH-6.4.B: Siren Testing*
Consider reactivation of the City’s emergency warning sirens, along with education about the procedures to follow in the event the sirens are sounded.

Policy EH-6.5  **Training Programs.** Maintain community-based emergency preparedness training programs targeted to neighborhoods and businesses groups. Ensure that such programs respond directly to local needs; include provisions for non-English speaking, disabled, and sight/hearing impaired residents; and are well publicized throughout the community.

Policy EH-6.6  **Emergency Shelters.** Identify essential emergency facilities in the City, including shelters, and take the necessary actions to ensure that they will remain operational following a disaster.

*Action EH-6.6.A: Disaster Response Equipment*
Continue to improve communication systems and utilize technology to improve disaster preparedness and post-disaster response.

Policy EH-6.7  **Schools and Hospitals.** Coordinate local emergency preparedness efforts with the San Leandro and San Lorenzo Unified School Districts, and with local hospitals. Work with both School Districts to implement disaster preparedness curricula targeted to students.
**Policy EH-6.8**  **Businesses and Social Service Agencies.** Coordinate emergency planning efforts with other jurisdictions, the business community, and social service agencies, including agencies serving special needs groups such as seniors and persons with disabilities.

**Policy EH-6.9**  **Multi-Lingual Information.** Ensure that emergency preparedness information, including printed material, radio broadcasts, video, websites, and other media, is available in non-English languages (e.g., Spanish, Chinese), in addition to English.

**Policy EH-6.10**  **Funding Sources.** Pursue a variety of funding sources, such as grants, low-interest loans, and tax credits, to retrofit community facilities and assist residents and businesses with seismic upgrades.

**Action EH-6.10.A**  **Brace and Bolt Program**

*Pursue additional allocations from the State Residential Mitigation Program to continue the Brace and Bolt program.*

**Policy EH-6.11**  **Climate Change.** Prepare for the weather-related impacts of climate change, such as more frequent extreme weather events, temperature extremes, and prolonged drought. Street rights-of-way, parks, and other public spaces, including such features as street trees and landscaping, should be designed to be more resilient to such events.

*See the Open Space, Parks, and Conservation Element for additional policies on climate change.*
GOAL EH-7 Ensure that noise associated with the day-to-day activities of San Leandro residents and businesses does not impede the peace and quiet of the community.

Policy EH-7.1 Noise Compatibility Table. Ensure that potential noise impacts are considered when new development is proposed. Projects that could significantly increase noise levels should incorporate mitigation measures to reduce such impacts. Apply the standards shown in Chart 7-2 when evaluating applications for future development. Chart 7-2 specifies the maximum noise levels that are normally acceptable, conditionally acceptable, and normally unacceptable for new development.

Action EH-7.1A: Review of Future Development Proposals
On an on-going basis, review future development proposals for compliance with the General Plan Noise and Land Use Compatibility standards in Chart 7-2. Require acoustical studies for projects that are likely to be exposed to noise levels that exceed the “normally acceptable” standard and for projects that are likely to generate noise in excess of these standards. Impose mitigation measures based on the findings. Noise studies should consider the effects of significant short-term noise sources (such as passing trains or planes) as well as the average noise levels that may be experienced over a 24-hour period.

Policy EH-7.2 Residential Interior Noise Standard. As required by the State of California, ensure that interior noise levels in new residential construction do not exceed 45 dBA Ldn. For non-residential construction, the acceptable interior noise levels should be determined on a case by case basis, depending on the type of activity proposed.

Action EH-7.2A: Insulation Standards
Continue to enforce Title 24 insulation standards for all new residential construction, including the interior noise level standard of 45 dBA Ldn in all habitable rooms for dwelling units.
Policy EH-7.3 Residential Exterior Noise Standard. Strive to maintain an exterior noise level of no more than 60 dB Ldn in residential areas. Recognizing that some San Leandro neighborhoods already exceed this noise level, encourage a variety of noise abatement measures that benefit these areas.

Policy EH-7.4 Degradation of Ambient Noise Levels. If a neighborhood is well within acceptable noise standards, do not automatically allow noise levels to degrade to the maximum tolerable levels shown in Chart 7-2. A project’s noise impacts should be evaluated based on the potential for adverse community response, as well as its conformance to the adopted standards. For CEQA purposes, an increase of 3 dB Ldn should generally be considered a significant adverse impact.

Policy EH-7.5 Noise-Sensitive Uses. Discourage noise-sensitive uses such as hospitals, schools, and rest homes from locating in areas with very high noise levels unless sufficient noise mitigation and buffering can be provided. Conversely, discourage new uses likely to produce high levels of noise from locating in areas where noise-sensitive uses would be adversely impacted.

Action EH-7.5A: Conditions of Approval
When approving development or issuing conditional use permits, establish conditions of approval (including construction hours and operating hours) that minimize the potential for noise impacts on nearby properties.

Policy EH-7.6 Minimizing Noise in New Housing Areas. In the event that new housing is constructed in areas that exceed normally acceptable noise levels, require project design and construction measures that minimize noise intrusion.

Policy EH-7.7 Noise Reduction Measures. Encourage local businesses to reduce noise impacts on the community by replacing excessively noisy equipment and machinery, applying noise-reduction technology, and following operating procedures that limit the potential for conflicts.
Policy EH-7.8  **Responding to Noise Problems.** Continue to respond promptly and effectively to local noise complaints and noise problems, enforcing City codes and ordinances as necessary to ensure that a peaceful environment is maintained.

Policy EH-7.9  **Vibration Impacts.** Limit the potential for vibration impacts from construction and ongoing operations to disturb sensitive uses such as housing and schools.

Adopt Standard Conditions of Approval or Construction Development Standards to reduce the potential for vibration-related construction impacts for development projects near sensitive uses. Vibration impacts shall be considered as part of the project-level environmental evaluation and approval process for individual development proposals.

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2 The City intends to adopt a Standard Condition of Approval for new non-residential land uses that are subject to CEQA and require the use of large construction equipment (e.g., vibratory roller, pile drivers) within 50 feet of sensitive receptors (e.g., residential dwelling, classroom): The Condition would stipulate that future proposed projects shall use the best available technology for construction equipment and permanent operations so that vibrations are reduced to a level consistent with FTA guidelines for annoyance and architectural damage. Methods to reduce construction-related vibration include the use of smaller and well-maintained equipment, use of static rollers instead of vibratory of rollers, drilling of piles as opposed to pile driving, limitations on construction hours, and guidelines for the positioning of vibration-generating equipment.
TRANSPORTATION NOISE

GOAL EH-8 Reduce the effects of surface transportation noise, including vehicular noise and noise associated with railroad and BART traffic.

Policy EH-8.1 Transit Vehicle Noise. Encourage BART and AC Transit to develop and apply noise-reduction technologies that reduce the noise impacts associated with BART trains and bus traffic.

Action EH-8.1A Lobbying for Quieter Public Transit Systems
Maintain regular contact with local representatives on the AC Transit and BART Boards to lobby for measures that reduce noise generated by transit vehicles. Strongly urge AC Transit and BART to apply state-of-the-art technology to achieve quieter operations.

Policy EH-8.2 Street and Highway Noise. Where feasible and appropriate, develop and implement noise reduction measures when undertaking improvements, extensions, or design changes to San Leandro streets.

Action EH-8.2A California Vehicle Code Enforcement
Enforce the applicable sections of the California Vehicle Code pertaining to noise emissions, and enforce applicable traffic laws pertaining to speeding, racing, and screeching cars.

Action EH-8.2B Overnight Truck Parking
Enforce restrictions on overnight truck parking to minimize noise problems associated with idling trucks near residential areas.

Policy EH-8.3 Site Planning and Building Design. Require new development or redevelopment near freeways, arterials, BART, and major bus routes to incorporate site planning and architectural design measures that reduce the exposure of future building occupants to traffic noise.

**Policy EH-8.5**  
**Train Noise.** Work with the appropriate parties and agencies to reduce or mitigate the noise and vibration from trains traveling through San Leandro.

**Action EH-8.5A: Train Horns**  
Continue to work with federal and state agencies and authorities from the Union Pacific Railroad to pursue effective relief from freight train noise, including train horns and noise from the trains themselves.

**Policy EH-8.6**  
**Freeway Noise.** Work with local transportation agencies, including Caltrans and the Alameda County Transportation Commission, to mitigate noise from Interstates 880, 580, and 238. Encourage these agencies to pursue a variety of measures, such as landscaping, berms, pavement changes, and sound walls to reduce the noise impacts of local freeways.

**Action EH-8.6A: I-580 Sound Walls**  
Maintain processes through which neighborhoods may petition for sound walls to reduce noise impacts from adjacent transportation facilities. Pending proposals include eastbound Interstate 580 between 108th Street and MacArthur/Dutton.

**Policy EH-8.7**  
**Sound Wall Design.** Where sound walls are used, encourage aesthetically pleasing and innovative designs and require citizen input in the siting and design process. Require future sound wall engineering and acoustical design studies to address and mitigate the potential for displacement of sound from impacted properties to other properties further away from the noise source.
AIRPORT IMPACTS

Goal EH-9: Minimize the local impacts and hazards created by air traffic, ground operations, and all other aviation activities, particularly those associated with Oakland International Airport.

Policy EH-9.1: Monitoring of Airport Plans. Actively participate in forums and discussions regarding operations and expansion plans for Oakland International Airport. Seek local representation on task forces, commissions, and advisory boards established to guide airport policies and programs.

Action EH-9.1.A: Participation in Airport Community Noise Management Forum
Supplement the City’s participation in the Airport-Community Noise Management Forum through local Airport task forces and other airport-based advisory groups. The mission of such groups should be to monitor Airport plans and programs and advocate on behalf of residents and businesses impacted by Airport operations and expansion plans. Noise Management Forum activities should include discussions with the FAA to address and resolve air traffic impacts associated with implementation of the Metroplex air traffic system.

Policy EH-9.2: Mitigation of Airport Noise. Pursue mitigation of airport noise impacts to the fullest extent possible. Support and advocate for operational practices, changes to aircraft, new technologies, and physical improvements that would reduce the number of properties in San Leandro that are impacted by noise.

Continue implementation of the 2000 Settlement Agreement between the City of San Leandro and the Port of Oakland, as amended through 2017, to support noise insulation for additional San Leandro residences.
**Policy EH 9.3** Changes to Airport Operations. Ensure that any changes to airport operations that would potentially result in higher noise levels in San Leandro incorporate comprehensive noise mitigation measures, even when the impacts will be of limited duration. To the greatest extent feasible, any changes in airport activity should avoid impacts to noise sensitive uses such as residential areas and schools.

**Policy EH 9.4** Comprehensive Noise Abatement. Advocate for noise abatement and mitigation programs that are based not only on the airport’s noise contour maps, but that consider other factors such as the frequency of overflights, the altitude of aircraft, and the hours of operation.

**Policy EH 9.5** Use of North Field. Strongly discourage any long-range plans that would extend the runways at the North Field (27 L/R and 9 L/R), or increase the use of the North Field for cargo jets or commercial passenger airlines, except as required for emergencies and periodic maintenance procedures.

**Policy EH 9.6** Airport Safety Zones. Regulate land uses within designated airport safety zones, height referral areas, and noise compatibility zones to minimize the possibility of future noise conflicts and accident hazards.

**Policy EH 9.7** Legislative Changes to Improve Mitigation. Pursue legislative changes that provide San Leandro and other cities with greater leverage regarding the mitigation of noise impacts, air pollution impacts, and other off-site impacts resulting from aviation.

**Action EH 9.7.A: Local Representation on Airport Issues**
Lobby for regional representation or other forms of municipal input on the Port of Oakland Commission so that the impacts of Port operations on adjacent cities can be more comprehensively addressed.
**Action EH-9.7.B: Relocation of the Noise Impact Boundary**

Support federal legislation that would relocate the Noise Impact Boundary from the 65 dB to the 55 dB CNEL contour. In the event this change is made, evaluate the need for additional measures that would reduce noise impacts to homes located in the 55 dB CNEL or louder range.

**Policy EH-9.8: Monitoring Programs.** Promote ongoing monitoring of noise levels associated with airport operations and support expanded monitoring of other off-site impacts, such as air quality. Advocate for additional study of the health effects of airport noise and emissions, and use the findings of such research in defining the City’s position on airport related issues.

**Action EH-9.8.A: Expansion of the Noise Compatibility Program**

Continue to work with the Port of Oakland on implementing the Noise Compatibility Program for the airport, including advocating for quieter aircraft, mitigating night-time engine run-up activities, and the monitoring of noise levels at additional locations in and around San Leandro.

**Policy EH-9.9: Aviation Accidents.** Maintain a high degree of readiness to respond to aircraft accidents. Continue to participate in preparedness drills and mutual aid activities with the City of Oakland to ensure quick and effective response to emergencies.


Work collaboratively with the Port of Oakland and the Alameda County Fire Department to identify and maintain an appropriate location for emergency response to water rescue operations, in the event the San Leandro Shoreline can no longer serve this function.
A. OVERVIEW

The Historic Preservation and Community Design Element seeks to preserve San Leandro’s legacy of historic resources, enhance the aesthetic character of the City, and maintain the features that make San Leandro unique. Although the Element is not explicitly required by State law, its goals are among the highest of City priorities.

Historic Preservation is defined as the sensitive maintenance, continued use, and restoration of older buildings and sites having historic, architectural, aesthetic, or cultural value. As one of the oldest communities in the East Bay, San Leandro has a rich history, presenting opportunities for a more vital preservation program. Such a program can provide economic and tourism benefits, engender civic pride, and create a stronger “sense of place” in the City. Many historic buildings in San Leandro have been lost to demolition over the past century—the General Plan seeks to avoid further unnecessary losses so that living reminders of the City’s heritage may be preserved for future generations.

Community Design addresses all aspects of the City’s visual appearance—from the design of its buildings to the character of its gateways, streets and public spaces. Architecture, construction materials, and landscaping play a major role in how San Leandro looks and feels. Policies and actions in this Element ensure that new construction and rehabilitation projects will be sensitive to their surroundings and contribute positively to the character of the City. The Element places particular emphasis on the “greening” of San Leandro through additional tree planting and landscaping. Ultimately, a greener and more attractive City can provide economic and property value benefits as well as ecological and aesthetic benefits.
Historic and Archaeological Resources

The San Leandro area was home to Native Americans for more than 3,000 years before the first European settlers arrived. The city occupies territory that was once inhabited by the Ohlone Indians. Very few traces of the native inhabitants remain today, but evidence from nearby sites and early records provides a picture of what life was like in the area prior to the arrival of Spanish explorers and missionaries. At least 10 archaeological sites have been identified between San Leandro Creek and San Lorenzo Creek, most consisting of remnant shell mounds near the shoreline and along the banks of the creeks.

There are also few remaining traces of the first 100 years of European settlement in San Leandro. A variety of Early California architectural styles existed in the town during the 1850s and 1860s, but virtually all of these structures were lost as a result of earthquakes, fires, or demolition. The only structure still standing in San Leandro confirmed to pre-date the City’s 1872 incorporation is the Alta Mira Club, constructed in 1860 and located at 561 Lafayette Avenue. That building, originally the home of Ignacio Peralta, has been a designated California Historical Landmark since 1937 and has been on the National Register of Historic Places since 1978.
There are several dozen structures in the City built between 1870 and 1900 that are still standing. Most are residential buildings built in the vernacular or Victorian styles that were popular at the time. The Daniel Best Home, an Italianate Victorian built in the late 1870s at Clarke and Estudillo, is probably the best example. Elsewhere in the City, there are a few examples of Queen Anne, Second Empire, and Italianate homes, generally scattered to the southeast of Downtown. Another concentration of turn-of-the-century vernacular homes can be found along Orchard Avenue between Davis and Williams Street. These homes are also notable for the community of Portuguese settlers that once resided there.

San Leandro has a handful of non-residential buildings dating from the late 1800s. These are generally small wood frame structures, such as the Little Brown Church, the Little Shul synagogue, and the former Southern Pacific Railroad Depot. Some of these buildings have been moved from their original locations but they are still important cultural landmarks.

The City has several hundred structures dating from the early 20th century, but only a few have been officially recognized as historically significant. The best known—the Casa Peralta at 384 West Estudillo Avenue—was built in 1901 by one of Ignacio Peralta’s daughters. The Casa was originally built as a Victorian residence but was remodeled as a Moorish villa in 1926. The building was donated to the City in 1971 and has been on the National Register of Historic Places since 1982.
There are also a number of distinctive commercial structures from the early 1900s, including the neoclassical Daniel Best Building (1909) at East 14th and Estudillo Avenue. Its distinctive white terra cotta façade and prominent clock make this building the symbolic “heart” of San Leandro. Many of the nearby buildings of this era were lost during the second half of the 20th century to make way for parking or more modern structures.

There are many examples of early 20th century residential architecture in San Leandro, especially in the northeast part of the City. Some 3,700 homes in San Leandro pre-date World War II. Neighborhoods such as Broadmoor, Estudillo Estates, Peralta, Best Manor, and Farrell Pond are characterized by well-maintained California bungalows, Craftsman and Prairie-style homes, and Mediterranean-style cottages. Some of these neighborhoods include design elements typical of the City Beautiful movement of the early 1900s, including winding streets, manicured open spaces (such as Victoria Circle), gracious street trees, and large front lawns.

Structures built between 1940 and 1960 represent about half of San Leandro’s housing stock and much of its commercial, industrial, and public building stock. These structures are old enough to qualify as potentially “historic” under federal and State preservation laws, but would be unlikely to be designated as landmarks unless they displayed certain distinctive features. A 60 or 70 year old structure would be most likely to be considered “historic” if it exemplified the distinctive characteristics of an architectural style or period, a particular method of construction, or the work of a well-known architect. Buildings may also be deemed historically important if they are associated with notable individuals or historic events.

Some of San Leandro’s mid-century buildings exemplify the architectural conventions that were in vogue at the time of their construction. Structures such as the Bal Theatre and the Pelton Shopping Center are reminders of an important period not only in San Leandro’s history but in the history of California and the Bay Area. The City has a particularly large inventory of vintage signs from the 1940s and 1950s. These contribute to architectural character and provide a nostalgic
connection to the City’s past. In some instances, signage has been saved or restored even where the buildings themselves have been remodeled using more contemporary materials and architecture.

Some of the historic resources in the City are landscapes rather than structures. For instance, the City contains several heritage redwood trees that have been recognized as warranting protection. There are also important resources just outside the City limits, such as the San Lorenzo and Calvary Cemeteries, old San Lorenzo Village, and the Lake Chabot Dam.

San Leandro also has numerous sites where important buildings (such as the Alameda County Courthouse) once stood. Even though the buildings themselves are gone, there is an opportunity to increase public awareness of the past through plaques and markers. There may also be places in the City yet to be recognized for their historic significance, such as the first of the thousands of homes in the Washington Manor tract, or some of the early industrial buildings in West San Leandro.

A pro-active approach to preservation would help preserve these resources, while supporting other General Plan goals related to neighborhood character, community spirit, and the overall quality of life in San Leandro.

**Developing a More Effective Preservation Program**

The first modern-day inventory of historic buildings in San Leandro was conducted in 1974, shortly after the city’s 100th anniversary. An outcome of this process was a local register of about two dozen historic buildings and four heritage trees. Structures built after 1920 were largely excluded from the registry, as they were still considered too recent to be historic.

When the San Leandro General Plan was updated in 1999-2002, it included a priority recommendation to update the 1974 inventory. This important step was completed within a few years of Plan adoption. The City also created a History Room at the San Leandro Library, amended its Historic Preservation Ordinance, and supported development of the San Leandro History Museum and Art Gallery at 320 West Estudillo Avenue. However, some of the other initiatives called for in 2002 remain to be carried out and are being carried forward through the 2014-2016 General Plan Update.
Some of the City’s most important resources remain at risk and are vulnerable to unsympathetic additions, alterations, and demolition. The policies and actions in the 2035 Plan ensure that future development decisions are sensitive to historic resources. The intent is to create a preservation strategy that enhances neighborhoods and revitalizes shopping districts while maintaining flexibility for property owners. Plan policies emphasize that such strategies must not be overly intrusive, costly, or burdensome. They should preserve and create economic opportunity at the same time they preserve the city’s heritage.

Figure 8-1 identifies the location of listed historic resources in San Leandro. This information is further detailed in Table 8-1. The table identifies three types of resources:

- **Historic Structures**, which are primarily homes, commercial buildings, and public buildings that have been deemed historically important. The list includes two buildings on the National Register of Historic Places, eight buildings listed as California Places of Historic Interest, and more than 20 buildings listed on San Leandro’s local register (the City’s Register includes the state and nationally listed structures).

- **Historic Sites**, which are the locations where important buildings once stood, or where notable events took place. Such sites are principally marked with historic plaques since the structures themselves no longer exist. Most of the historic sites are California Places of Historic Interest; sites are generally not included on San Leandro’s local register.
Figure 8-1

Historic Resources
## Table 8-1  Documented Historic Resources in San Leandro, 2015

<table>
<thead>
<tr>
<th>Name</th>
<th>Listings</th>
<th>Map Key</th>
<th>Year Built</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alta Mira Clubhouse (Peralta House)</td>
<td>NR, CHL, LR</td>
<td>2, 4, 43</td>
<td>1860</td>
<td>Community Facility</td>
</tr>
<tr>
<td>Casa Peralta</td>
<td>NR, CPHI, LR</td>
<td>1,11, 33</td>
<td>1901</td>
<td>Community Facility</td>
</tr>
<tr>
<td>Daniel Best House</td>
<td>CPHI, LR</td>
<td>12, 35</td>
<td>1870s</td>
<td>1315 Clarke</td>
</tr>
<tr>
<td>Little Brown Church (384 W Estudillo)</td>
<td>CPHI, LR</td>
<td>14, 38</td>
<td>1880</td>
<td>Moved to location behind Casa Peralta</td>
</tr>
<tr>
<td>Manual Garcia Home (1206 Hyde)</td>
<td>CPHI, LR</td>
<td>15, 40</td>
<td>1875</td>
<td>Residence</td>
</tr>
<tr>
<td>Captain Roberts Home (526 Lewelling)</td>
<td>CPHI, LR</td>
<td>20, 32</td>
<td>1878</td>
<td>Office/residence</td>
</tr>
<tr>
<td>Southern Pacific RR Depot (801 Davis)</td>
<td>CPHI, LR</td>
<td>27,47</td>
<td>1898</td>
<td>Relocated to Thrasher Park</td>
</tr>
<tr>
<td>Little Shul (642 Dolores)</td>
<td>CPHI, LR</td>
<td>13, 39</td>
<td>1889</td>
<td>Moved to this site, still in use</td>
</tr>
<tr>
<td>Old Lamplighter’s Home (28 Dabner)</td>
<td>CPHI, LR</td>
<td>16, 41</td>
<td>1872</td>
<td>Residence</td>
</tr>
<tr>
<td>Best Building (1300 E. 14th)</td>
<td>LR</td>
<td>30</td>
<td>1911</td>
<td>Office building</td>
</tr>
<tr>
<td>308 W. Joaquin</td>
<td>LR</td>
<td>48</td>
<td>1896</td>
<td>Residence</td>
</tr>
<tr>
<td>1363 Hays (blacksmith shop)</td>
<td>LR</td>
<td>31</td>
<td>Est 1900</td>
<td>Garage (for 308 Joaquin)</td>
</tr>
<tr>
<td>857 Estudillo</td>
<td>LR</td>
<td>37</td>
<td>Est 1890</td>
<td>Residence</td>
</tr>
<tr>
<td>678 Juana</td>
<td>LR</td>
<td>49</td>
<td>1890</td>
<td>Residence</td>
</tr>
<tr>
<td>291 Joaquin (not mapped)</td>
<td>LR</td>
<td></td>
<td>1885</td>
<td>Residence/office</td>
</tr>
<tr>
<td>397 Maud</td>
<td>LR</td>
<td>36</td>
<td>1880s</td>
<td>Residence</td>
</tr>
<tr>
<td>310-312 Warren</td>
<td>LR</td>
<td>50</td>
<td>Est 1900</td>
<td>Residence</td>
</tr>
<tr>
<td>Orchard Avenue Homes (“Kanaka Ln”)</td>
<td>LR</td>
<td>42</td>
<td>1880-1900</td>
<td>+/- 20 private homes on Orchard Av</td>
</tr>
<tr>
<td>659 Estudillo</td>
<td>LR</td>
<td>34</td>
<td>1900-1910</td>
<td>Residence</td>
</tr>
<tr>
<td>Water Tank House (444 Harlan)</td>
<td>LR</td>
<td>51</td>
<td>N/A</td>
<td>Residence</td>
</tr>
<tr>
<td>Water Tank House (254 Callan)</td>
<td>LR</td>
<td>52</td>
<td>N/A</td>
<td>Residence</td>
</tr>
<tr>
<td>Water Tank House (383 Preda)</td>
<td>LR</td>
<td>53</td>
<td>N/A</td>
<td>Residence</td>
</tr>
<tr>
<td>Name</td>
<td>Listings</td>
<td>Map Key</td>
<td>Year Built</td>
<td>Status</td>
</tr>
<tr>
<td>------------------------------------------------</td>
<td>----------</td>
<td>---------</td>
<td>------------</td>
<td>------------------------------------------------</td>
</tr>
<tr>
<td>Jose Joaquin Estudillo Home site</td>
<td>CHL 3</td>
<td></td>
<td></td>
<td>Plaque only (550 Estudillo)</td>
</tr>
<tr>
<td>Rancho San Antonio/ Peralta Grant/DeAnza Exhibition site</td>
<td>CHL 5</td>
<td></td>
<td></td>
<td>Plaque at Hays and East 14th (Root Park)</td>
</tr>
<tr>
<td>Alameda County Courthouse site</td>
<td>CPHI 7</td>
<td></td>
<td></td>
<td>Plaque at Davis and Clarke—now St. Leander’s School</td>
</tr>
<tr>
<td>Alameda County Gazette site/ San Leandro Reporter sites</td>
<td>CPHI 8, 25</td>
<td></td>
<td></td>
<td>Plaques at Davis and Clarke</td>
</tr>
<tr>
<td>Best Tractor/ Caterpillar site</td>
<td>CPHI 9</td>
<td></td>
<td></td>
<td>Plaque at 800 Davis</td>
</tr>
<tr>
<td>San Leandro Town Hall site</td>
<td>CPHI 29</td>
<td></td>
<td></td>
<td>Plaque at 250 Davis</td>
</tr>
<tr>
<td>Roberts Landing</td>
<td>CPHI 21</td>
<td></td>
<td></td>
<td>Bay Trail Plaque near mouth of San Lorenzo Creek</td>
</tr>
<tr>
<td>San Leandro Ball Park site</td>
<td>CPHI 22</td>
<td></td>
<td></td>
<td>San Leandro Blvd at the BART Station</td>
</tr>
<tr>
<td>San Leandro Methodist Church site</td>
<td>CPHI 23</td>
<td></td>
<td></td>
<td>1349 Hays, replaced by Odd Fellows Bldg</td>
</tr>
<tr>
<td>San Leandro Plaza</td>
<td>CPHI 24</td>
<td></td>
<td></td>
<td>Plaque at E. 14th and Washington</td>
</tr>
<tr>
<td>Mulford Clubhouse site</td>
<td>CPHI 18</td>
<td></td>
<td></td>
<td>13075 Aurora Dr</td>
</tr>
<tr>
<td>Portuguese Union of California site</td>
<td>CPHI 19</td>
<td></td>
<td></td>
<td>1120 E 14th (now CVS site at Davis)</td>
</tr>
<tr>
<td>Thrasher Park</td>
<td>CPHI 28</td>
<td></td>
<td></td>
<td>Plaque on Davis St.</td>
</tr>
</tbody>
</table>

**HISTORIC LANDSCAPE FEATURES**

<table>
<thead>
<tr>
<th>Name</th>
<th>Listings</th>
<th>Map Key</th>
<th>Year Built</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>San Leandro Oyster Beds</td>
<td>CHL 6</td>
<td></td>
<td></td>
<td>North Dike Road</td>
</tr>
<tr>
<td>Calvary Cemetery (uninc.)</td>
<td>CPHI 10</td>
<td></td>
<td></td>
<td>Near Fairmount Dr.</td>
</tr>
<tr>
<td>San Lorenzo Cemetery (uninc.)</td>
<td>CPHI 26</td>
<td></td>
<td></td>
<td>College and Hesperian</td>
</tr>
<tr>
<td>Lake Chabot (1892) (uninc.)</td>
<td>CPHI N/A</td>
<td></td>
<td></td>
<td>Lake Chabot Road</td>
</tr>
<tr>
<td>Redwoods (Juana/Bancroft)</td>
<td>LR 44</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Redwood Trees (647 Juana)</td>
<td>LR 45</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Redwood Trees (651 Juana)</td>
<td>LR 46</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Historic Landscape Features, including two historic cemeteries (both a few blocks outside the city limits but in San Leandro’s sphere of influence), the historic Oyster beds (at the San Leandro Shoreline), and several redwood trees along Juana Street east of Downtown.

The local register of historic buildings has remained virtually unchanged for the last 15 years, despite the aging of the city’s building stock. Given the potential for development in and around Downtown during the horizon of this General Plan, there may be compelling reasons to expand the register in the near future. Particular attention should be given to adding public buildings such as City Hall, the Veterans Memorial Building, and McKinley and Washington Schools.

Additional consideration should also be given to the creation of a small local historic district in the vicinity of the Casa Peralta and the Daniel Best Home. This area already contains several state and national register landmarks, the City’s History Museum, and the sites of long-vanished landmarks marked with plaques and connected by a “history walk.” The Old San Leandro Historic District, if created, should be relatively small, with boundaries drawn to contain only the most important resources. Designation of such a district could draw visitors, increase awareness of local history, and create opportunities for new activities such as restaurants, shopping, and public art.

Elsewhere in San Leandro, design guidelines should be used to protect the historic elements of the City’s “pre-war” (e.g., 1900-1940) neighborhoods and business districts. Many of these neighborhoods also have historic street furniture, signs, and landscape design elements. Conserving and restoring these elements can increase property values, create neighborhood pride, and enhance the distinct identity of these areas. While individual homes in such neighborhoods may not warrant designation as “historic,” their characteristic design features (front porches, large front setbacks, Craftsman-style rooflines, etc.) may warrant protection. Collectively,
such features define the ambiance of the neighborhood and create value. As such homes are improved and remodeled in the future, care should be taken to avoid the “teardown” of structurally sound homes, as well as additions that appear to be “tacked on” or out of scale with the neighborhood. Design guidelines and zoning standards for older neighborhoods should ensure that future changes reflect the valued features of the neighborhood.

A critical part of a successful preservation program is working with the owners of older properties to ensure that the City’s guidelines and processes do not create a financial or administrative burden. The City’s intent is not to discourage alterations or dictate narrow standards for building colors or materials. Rather, the objective is to maintain the overall character of historic areas, and promote the sensitive maintenance and continued use of older buildings.

Preservation is as much about shaping the future as it is about saving the past. The General Plan advocates bringing back some of the historic elements that have been lost in San Leandro, such as the Downtown Plaza and street grid. It also advocates a comprehensive approach to preservation, looking not only at the built environment, but at the people, events, and cultures that have shaped local history.

**Defining the City’s Role**

Presently, the major implementing tool for preservation in San Leandro is the City’s Historic Preservation Ordinance (Chapter 4-26 of the Municipal Code). The Ordinance requires that permits for demolition, removal, or substantial alterations to documented historic structures or trees be referred to the City’s Library-Historical Commission for a recommendation. It provides for demolition delay in the event that buildings of potential historic importance are threatened. The Ordinance applies only to the structures and trees listed on the City’s historic registry. Periodic updates to the Ordinance should be considered as additional buildings are added to the registry.
San Leandro has yet to be designated as a “Certified Local Government” (CLG), a federal program which enables cities to apply for state and federal grants, receive technical training and assistance, and implement key preservation initiatives. As in the last General Plan, preparation of a Historic Preservation Action Plan continues to be a recommended follow-up action to obtain CLG status and establish a more detailed strategy for implementation.

The General Plan presumes that the San Leandro Library-Historical Commission will continue to take responsibility for implementing some of the program recommendations related to historic preservation. However, it also envisions a greater focus on partnerships with preservation advocacy groups. While the City fully supports preservation initiatives, staff capacity is limited. The City will continue to expand staff training in preservation standards and procedures, use the Historic Building Code for the review of alterations to historic buildings, and improve record keeping and inventories of historic structures and sites. It will also use its design review and zoning authority to establish appropriate standards not only for historic buildings, but for construction on adjacent properties that create the context for such buildings.

Another important City role is to protect archaeological resources associated with the period before European settlement. This includes following specific procedures in the event that ancient human remains or other tribal cultural resources are uncovered during excavation or

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**Historic Preservation Mission Statement**

In 2002, the City adopted the following mission statement for Historic Preservation as part of the General Plan Update process. The statement remains relevant today:

“The mission of San Leandro’s Historic Preservation program is:

- To preserve and maintain sites and structures that serve as significant, visible reminders of San Leandro’s social and architectural history.
- To integrate historic preservation more fully into San Leandro’s comprehensive planning process.
- To increase public awareness of local history.
- To contribute to the economic development and vitality of the City.
- To preserve the character and livability of San Leandro’s neighborhoods and strengthen civic pride through neighborhood conservation.”
construction. It also includes engaging the local Native American community in planning processes and decisions relating to land use and cultural resources. San Leandro’s City Code identifies the steps to be followed to identify, designate, protect, enhance, and perpetuate any archaeological resources encountered as construction and grading take place.

Public Awareness of Local History

The loss of many local historic buildings during the mid-20th Century has resulted in a diminished awareness of San Leandro history among many residents. The General Plan proposes a multi-faceted strategy to raise awareness of the city’s history and historic resources. Such awareness can build broader community support for preservation, while increasing civic pride and a sense of community. Policies and actions under Goal CD-3 propose the use of books, websites, other media, and special events to inform the public about San Leandro’s history and the significance of various places and buildings in the city. Continuation of existing programs, including walking tours, awards programs, plaques and markers, cultural fairs, and school curricula on San Leandro history, is also recommended.

It is particularly important that outreach and educational efforts are culturally inclusive. As San Leandro becomes more diverse, programs that honor the history of different ethnic groups in the city and the contributions of individual residents become a more fundamental part of building “community.” Appreciation of cultural and ethnic history in San Leandro can provide inspiration for today’s youth and help people of all backgrounds understand important events in the city’s past.
The Economics of Preservation

The economic benefits of historic preservation are well documented. Direct benefits include the tax credits or property tax breaks that may be granted for officially designated buildings. A more subtle benefit is the economic development boost that comes with the unique ambiance of a historic area. In business districts, the special atmosphere of restored older buildings can attract customers and act as a catalyst for investment in neighboring properties. In residential areas, preservation efforts can lead to higher property values and enhance the desirability of a neighborhood. Preservation itself may generate jobs, particularly for skilled craftspersons. Preservation can also spur the growth of tourism, especially where districts of historic buildings have been restored and converted to contemporary uses such as cafes and galleries.

The General Plan also calls for programs which ensure that historic preservation makes economic sense for property owners. These programs include financial incentives such as loans and reduced fees, development incentives such as zoning bonuses and the use of the State Historic Building Code, and direct financial aid through the Redevelopment Agency. The use of the California Mills Act is also recommended, allowing reductions of property taxes for owners who agree to preserve and maintain a historic property for at least 10 years.
C. COMMUNITY DESIGN

Overview

San Leandro is set in a physically beautiful location, with picturesque hills, a scenic shoreline, and superb views and vistas. These natural features have shaped the City’s development and define many of its present-day visual qualities. The primary visual impression of the City, however, is that of a mature suburban community. Features like sound walls, buildings, and signs define much of the City’s character and image, particularly for travelers passing through on the freeways or on BART.

One of the challenges facing San Leandro is to establish a stronger identity for itself—to more clearly distinguish itself from other cities in the East Bay and be a place that people remember and want to return to. Because the City is adjacent to other urban areas on the north and south, it is difficult to distinguish where San Leandro “begins” and “ends.” The City is relatively flat and open, and there are few strong visual landmarks. Moreover, many of the City’s major thoroughfares are not particularly memorable, and some present an outdated impression.

On the other hand, the individual neighborhoods that make up the City—and many of the shopping and business districts—are well kept and attractive. Older neighborhoods in the City have an ambiance that is highly prized, and newer neighborhoods have attractively designed housing and community spaces. Even the post-war era subdivision tracts have matured gracefully and come into their own as comfortable neighborhoods. The City has also invested heavily in streetscape improvements, tree planting, gateway signage, and landscaping, transforming some of its major thoroughfares.
The Focus Area Strategies in the General Plan’s Land Use Element describe ways to create a stronger and more positive image of the City. But image building will take more than simply refurbishing buildings and redeveloping individual sites. A concerted effort must be made to improve gateways, thoroughfares, public buildings, parks, and the other public spaces that define impressions of San Leandro. Policies in the Community Design Element not only seek to create a stronger identity for the City, they also strive for a more engaging and memorable visual image.

Much of the attention is on the “public realm,” defined as all areas of the city in public ownership. Such lands, which include parks, public buildings, freeways, and all streets, sidewalks, medians, and rights of way, comprise 45 percent of San Leandro’s total land area. The visual quality of these areas defines how people experience San Leandro, perhaps to an even greater extent than the landscapes and buildings on private property. During the next 20 years, continued efforts will be made to beautify these areas and maintain them to a standard that communicates a positive image. New challenges such as drought and climate change will become more critical considerations as the next generation of public realm improvements is carried out.

While the City’s focus is on the public realm, it will also be essential to strive for higher aesthetic standards on private property. The City strongly encourages the revitalization of commercial strips and shopping
centers, higher quality architecture and design, high standards for the maintenance of homes and yards, and cleanup of litter and graffiti. Code enforcement and compliance is a major component of this focus. At the same time, the City must be sensitive to the new aesthetic paradigms that come with a more international population and a growing number of large, multi-generational households. The City will expand education and outreach on its codes and standards at the same time it seeks to learn from its residents and be responsive to the needs of a culturally diverse population. Strategies for public and private property should work together to create a more positive image of the City for residents and visitors and to present a favorable impression of San Leandro to the rest of the region.

Building a Sense of Place

Communities with a strong “sense of place” usually share several qualities, such as interesting or historic architecture, unique shops or businesses, and lively public spaces. Some of these qualities existed in San Leandro prior to World War II but were compromised as the City grew and adapted to modern times. The City is taking steps to create such spaces in several locations, including Downtown, the BART Station areas, and its industrial districts. San Leandro has many places with the potential to become more unique destinations. Each of these areas also should help create a more distinct image for the City as a whole. The key factors that contribute to San Leandro’s sense of place are described below. Each is addressed in the policies and actions under Goal CD-5.

Gateways

One of the most effective ways to distinguish San Leandro from its neighbors is to enhance the gateways into the City (see Figure 8-2). Gateways can incorporate monuments, welcome signs, landscaped medians, pavement changes, and other features that create a sense of arrival and visual interest. Gateways can also serve this function for individual neighborhoods, while contributing to neighborhood identity and pride. Over the years, the City has invested in significant gateway improvements on East 14th Street, Davis Street, and Marina Boulevard.
Some of these gateways serve to formally mark the entrance to the city (e.g., the East 14th Street monument at Durant Avenue) while others are intended to create a positive first impression and beautify adjacent neighborhoods (Davis Street landscaping east of I-880).

The City has also developed neighborhood gateways for major residential areas, such as Halcyon-Foothill, Washington Manor, and Broadmoor. Gateways between the Downtown BART station and Downtown San Leandro also have been enhanced, restoring portions of the street grid to pedestrian circulation in the vicinity of San Leandro Plaza. Some neighborhoods presently lack gateway features and would benefit from such improvements in the future.
Community Design Features

Source: City of San Leandro, General Plan 2002.

Figure 8-2

Community Design Features
Several areas have been identified as priorities for future gateway improvements. These include:

- Marina Boulevard west of I-880. The segment of Marina Boulevard between I-880 and Doolittle Drive is characterized by commercial uses around the Merced Street intersection, heavy industrial uses westward to the railroad tracks, and a mix of commercial and residential uses extending to Doolittle Drive. As the gateway to the San Leandro Shoreline and much of the city’s west side, the street should be attractive and well maintained. This is also the gateway to the new Kaiser Permanente Hospital and a future retail center on the parcel to its north. Investment in streetscape improvements, landscaping, and signage is recommended for this area.

- East 14th Street/150th Avenue/Hesperian. This gateway includes the “five points” intersection just north of Bayfair Center. As the City’s southern entrance (and a gateway to the Bay Fair district), the vacant triangle at the center of the intersection presents an opportunity for a bold gateway statement including public art.

- Downtown BART Station gateways. The Focus Area text for the Downtown BART area (Chapter 3) identifies planned improvements to Downtown gateways, including San Leandro Boulevard and Alvarado Street. Gateways in this area should be designed as much for arriving transit passengers as for motorists, and should facilitate pedestrian movement between the station, the emerging business district on the west, and the established business district four blocks to the east.

- Southern San Leandro gateways. A number of gateways into the City exist along its southern boundary, including Hesperian Boulevard, Lewelling Boulevard, and Washington Avenue. A stronger sense of arrival into San Leandro could be created through more prominent signage and landscaping at these locations. Washington Avenue is particularly important, as it is the primary spine connecting southern San Leandro neighborhoods with Downtown.
Activity Centers

Activity centers are the places in a community where people gather. They can include shopping centers, transit stations, parks, civic buildings, office buildings, and other places that provide a focus for the day-to-day activities that go on in a city. The most successful and memorable activity centers usually serve multiple functions and are designed with pedestrians in mind. At one time, the Downtown Plaza was the major activity center in San Leandro. Although the Plaza’s appearance has changed substantially during the last 50 years, there are ongoing efforts to restore some of its original design elements and function as a civic gathering place.

The Land Use Element sets forth a strategy to more clearly define activity centers in San Leandro, particularly Downtown and along East 14th Street. Adding amenities such as street trees and wider sidewalks can make these areas more attractive to visit. Placing parking lots to the rear of buildings instead of along the street frontage also can improve visual quality. Meanwhile, encouraging particular uses or promoting unique architectural themes can lend character and help these areas stand out from other parts of the City and region.
The Land Use and Economic Development Elements also discuss the need for activity centers in San Leandro’s industrial districts. The Next Generation Workplace Districts Study commissioned by the City in 2013 concluded that the city’s other older industrial areas had a dearth of employee-oriented amenities such as restaurants, hotels, and health clubs. The Study recommended creating a central location where dining, lodging, and professional and personal service businesses could cluster. The logical location for such a center is the area around Merced Street near Marina Boulevard, including adjacent segments of each street. Focusing employee-oriented commercial activities in this area can create a stronger sense of place, enhance real estate values, and make West San Leandro more attractive to existing and prospective employers.

Views and Vistas

Views are also an important part of San Leandro’s character. The hill neighborhoods feature dramatic and panoramic views across the City and surrounding region. Many shoreline areas also feature sweeping views, taking in the open waters of the Bay and landmarks on the western horizon. Elsewhere in the City, the San Leandro Hills form an attractive backdrop for many residential areas.

The City has taken steps to preserve panoramic views within the San Leandro Hills by limiting the height of new homes and additions and soliciting public input when new homes and major additions are proposed. Such measures should help preserve the defining qualities of Bay-O-Vista and other hillside neighborhoods. Elsewhere in the City, discretionary review is typically required for large homes and additions, creating an opportunity to protect privacy and preserve important views.
Visual Landmarks

One way to maintain civic identity is to preserve the structures or landscape features that provide orientation in the City. Visual landmarks need not be historic structures. For instance, the tallest building in San Leandro is the Kraft plant—a structure not particularly renowned for its architectural beauty. The factory is nonetheless a quickly recognized focal point and hallmark of the San Leandro cityscape. The same might be said of the Bal Theatre, St. Leander’s Church, some of the vintage signs along East 14th Street, and even the row of eucalyptus trees that follow San Leandro Creek.

There are opportunities to create new landmarks in developing parts of the city. Buildings in these areas can become points of visual interest by including architectural features (such as clock towers or spires) that can be appreciated from nearby areas. On a smaller scale, visual landmarks can be created through accentuated building corners and the use of elements such as distinctive color, lighting, and outdoor spaces at key intersections and on key sites. The design of public buildings is particularly important, and should signal to passers-by that such places are gathering places and centers of civic life.

Quality Construction and Design

The appearance of local buildings is probably the most obvious aspect of community design. Design guidelines have been prepared for a number of areas, such as Downtown San Leandro and East 14th Street. These guidelines ensure that new development fits with the surrounding
context and enhances the area’s overall appearance. In each case, the guidelines reflect the City’s aspirations for how each area should look, noting the qualities to be preserved or created as development takes place.

San Leandro’s design review program may be expanded during the coming years to place a greater emphasis on older residential neighborhoods, corridor streets, city gateways, and employment districts. The objective of design review may vary from area to area. In older areas with a strong sense of architectural character, neighborhood fabric can be easily disrupted by projects that are insensitive to neighbors, block views, or are excessively large or bulky. New construction in such areas should be compatible with prevailing building styles, heights, dimensions, and setbacks. Contemporary architecture is not necessarily inappropriate in such areas, but must not diminish the architectural integrity of nearby buildings.

On the other hand, design guidelines should support General Plan policies to “reinvent” such areas as Bayfair Center and West San Leandro. These areas provide opportunities to define a new, more positive identity and set a higher standard for new development. Innovative architecture is particularly encouraged in workplace districts, and in areas where there is no cohesive architectural theme at this time. Building design in such areas can advance the image of the city as bold, creative, and forward-thinking. Design guidelines would still need to address compatibility with nearby uses, including the need to “step down” building heights or establish buffers on parcels abutting residential areas.
The quality of construction is also an important part of community design. The most highly regarded buildings in San Leandro tend to be those that are built of quality materials, with attention to detail and excellent craftsmanship. The City’s plan checking and building inspection programs assure that new construction will meet a basic standard of quality and safety. The City should continue to sponsor an annual design awards program to recognize those who exceed this standard and demonstrate exemplary design and construction quality. At the same time, the City’s zoning regulations and design standards should recognize the imperative need for housing in the Bay Area, and the needs of multi-generational families and lower income households.

The City can be a role model for private property owners in the design and appearance of public facilities and properties. New community facilities, fire stations, libraries, and other public buildings should set an example by being attractively designed. Likewise, the school districts and other public agencies should strive for architectural excellence and a high level of craftsmanship in new facilities and major remodeling projects. Some of the most important buildings constructed in San Leandro during the past decade have been public facilities, including the Senior Community Center, the Manor Library, and the 9th Grade SLHS Campus.

**Toward a More Visually Attractive City**

Perhaps the most deeply ingrained impressions of San Leandro are formed by those passing through the city on the freeway and its major thoroughfares. Many Bay Area residents may know San Leandro only as the “next three exits” on the freeway. Others know the city only from traveling through on BART or along East 14th Street. Although the opportunities to influence perceptions from these vantage points may be limited, the sheer volume of people passing through the city in this manner each day make it imperative to do whatever can be done to impart a positive impression. The policies and actions under Goal CD-7 represent a citywide strategy to beautify the city’s streets and public spaces. Components of this strategy include scenic highway designations, street trees, public art, utility undergrounding, sign control, lighting, and the inclusion of urban open spaces in new development areas.
Scenic Highways

Nearly 30 years ago, the San Leandro General Plan designated both the Nimitz (I-880) and MacArthur (I-580) Freeways as scenic highways. Neither of these freeways is formally recognized by the state as such, although I-580 has been deemed “eligible” by Caltrans and is formally designated a scenic highway north of 98th Avenue in Oakland. The City’s designation of its freeways as “scenic” was largely symbolic and was intended to encourage Caltrans to invest in landscaping and decorative sound walls along both facilities. Although this work has largely been completed, the City continues to have a strong interest in participating in the design of any changes to the freeways. This includes the design of open spaces at the interchanges, state-owned land along the freeway edges, and freeway underpasses and overpasses.

Other San Leandro streets, such as Davis Street, Marina Boulevard, and East 14th Street, are not formally designated as “scenic” but remain priorities for streetscape improvements due to their high volumes and function as gateways. One of the objectives of the “complete streets” policies in the Transportation Element of the General Plan is to make such streets safer and more comfortable for transit users, pedestrians, and bicyclists. This sometimes involves reducing or narrowing travel lanes, and adding landscaping, street trees, street furniture, and other measures that also enhance the street’s scenic value.

Typically, streets feel more “comfortable” when they create a sense of enclosure and are designed with pedestrians and bicyclists in mind. Even on high-volume streets like Marina Boulevard and Doolittle Drive, landscaping and lighting can beautify the street environment. The extent of planting area, width and condition of the pavement, amount and speed of traffic, location of parking, and heights and setbacks of abutting buildings and signs, all determine whether the street is perceived as a comfortable civic space or merely a conduit for cars.

Please consult the Transportation Element (Chapter 4) for additional guidelines on improving the visual quality of City streets and making San Leandro more pedestrian friendly. In addition, the Focus Area discussions in Chapter 3 identify ways to improve the appearance of specific thoroughfares in the city.
Street Trees

Street trees positively affect the character of many San Leandro neighborhoods. They provide a source of natural beauty and an immediate connection to nature. Properly selected and maintained, street trees can turn a barren street into a park-like environment. Street trees also provide ecological benefits, such as habitat for wildlife, buffering of noise, and absorption of runoff and air pollutants.

Street trees are currently required in new subdivisions and are a key component of most commercial improvement programs in the city. Trees have helped transform the character of East 14th Street in Downtown San Leandro, adding value to adjoining properties and making the street environment more pleasant. At the same time, a number of street trees are removed each year because of disease, age, hazards to nearby structures, and homeowner requests. Replacement of such trees with new specimens is a high priority, as is increasing the overall number of trees in the city. Presently, the San Leandro Public Works Department maintains 20,000 trees on City property, including trees along streets and in City parks.

Residents may request to have City trees planted or replaced in the right-of-way in front of their home or business. The City offers a variety of species to choose from, and emphasizes trees that grow well in San Leandro, are appropriate for the planting space available, avoid sidewalk damage, and do not require frequent pruning or excessive water. Property owners are responsible for watering such trees and maintaining
the area beneath the canopy. Tree trimming is conducted according to a regular schedule and in response to individual requests. More specific direction on tree species and planting guidelines may be included in improvement plans for particular areas of the city.

At the time of General Plan adoption, the City did not regulate the removal of trees on private property. However, a number of options are being studied and a draft ordinance applying to large native trees is under consideration. In the event such an ordinance is adopted, removal of certain large trees would require City approval. Regardless of the outcome, the City will continue to support expansion of San Leandro’s “urban forest” and continued public education on the benefits and proper care of trees.

Public Art

Public art can include sculpture, statues, monuments, murals, fountains, and other forms of art which beautify public and private spaces in the City. Good public art can enrich civic spaces and celebrate local culture and history. It can capture the imagination of the City, express its creative energy and cultural diversity, and showcase the work of local artists. San Leandro does not have a public art requirement for private development but encourages outdoor sculpture and public gathering places in major projects. It may also require public art through development agreements, as it did for the San Leandro Tech Campus. The City itself has developed or funded a number of notable art pieces and recognizes the power of art to connect people and place.
Recent years have seen significant investment in public art, including a butterfly mural at St. Leander’s Gymnasium, the 350-foot long *Pulse of Nature* mural at Preferred Freezer, and painted utility boxes throughout the city. Planned investments include transformative pieces such as *Truth is Beauty* adjacent to the San Leandro Tech Campus. The 55-foot tall metal sculpture will not only enliven an important public space in the heart of the city, it will symbolize San Leandro’s emergence as a place where technology and art intersect. Technology and art are also coming together at the Living Innovation Zone on Joaquin Avenue at East 14th Street and at the Interactive Urban Lighting project on West Estudillo Avenue.

Many more opportunities exist for public art in San Leandro, particularly Downtown, in the BART Station areas, along the shoreline, and in the major activity centers along East 14th Street. Art would also be a welcome addition in the city’s industrial areas, particularly where the city’s industrial heritage, emerging innovation businesses, and local artistic talent can be showcased. The City is in the process of preparing a Public Arts Master Plan that will provide strategic direction for the expansion of the public arts program, including financing strategies and new initiatives. These initiatives could include a development fee for art and programs for temporary as well as permanent installations. The Master Plan should also address selection criteria for art, and potential sites or priority areas for new installations.
Utility Undergrounding

One of the most widespread sources of visual blight along San Leandro’s thoroughfares and in its neighborhoods is overhead utility wires. The City has worked with local utility companies for more than 45 years to place these wires underground, but the costs are very high and progress has been slow. An Undergrounding Master Plan, including a project priority list, has been developed by the City. East 14th Street has been identified as the top priority for undergrounding for more than 15 years. A Utility Assessment District has been created for the portion of the corridor between Thornton and 150th Avenue and undergrounding of conduits is projected to take place in late 2016.

Sign Control

Signs in San Leandro are regulated by Article 18 of the Zoning Code. Administration of these regulations helps to avoid visual clutter along the City’s thoroughfares and encourages more attractive and tasteful signage. It is important to regularly update the sign regulations to keep pace with changes in the types of signs and methods of advertising that are being used. Moreover, there is ongoing interest in developing more high quality signage, particularly for retail businesses and shopping centers. At the same time, there is interest in maintaining exemptions for vintage signs that contribute to community character. Design guidelines for major shopping streets and business districts should include provisions for signage which consider both business needs and aesthetic objectives.

Wireless Facilities

Wireless Facilities such as cell phone towers can have visual impacts and become a source of blight if not carefully regulated. At the same time, the federal government limits the City’s land use authority over such facilities. San Leandro has adopted a Wireless Telecommunications Ordinance that establishes guidelines for wireless facilities while recognizing the limits of local control. The ordinance seeks to direct towers to non-residential areas, limit their total extent and reduce their visual impact.
impacts, and encourage the co-location of equipment on existing towers wherever possible.

**Lighting**

The lighting of streets and buildings should serve an aesthetic purpose as well as functional and safety purposes. Vintage lighting fixtures are an important part of the ambiance of older San Leandro neighborhoods such as Broadmoor. In commercial areas, lighting can define the mood along the street by night and enhance its appearance during the day. The lighting of buildings is similarly important. Lighting should be an integral part of a building’s architecture, particularly in pedestrian-oriented commercial districts. Uplighting of noteworthy structures and landscaping can showcase some of the City’s best visual qualities. The way that signage is illuminated also can define an area’s character and affect its overall appeal. In pursuing appropriate lighting for streets and public spaces, the City must balance aesthetic and design considerations with issues such as security, traffic safety, energy conservation, and maintenance costs.

**Urban Open Space**

San Leandro should promote urban open spaces such as plazas and courtyards wherever the opportunities present themselves. Fountains, trees, sculpture, seating areas, parklets, and other amenities should be included in large development areas and in major public projects to enhance their appeal and visual interest. Where the spaces are large enough, street vendors, special events, art fairs, farmers markets, and similar events should be encouraged to create active street life and places where the public can gather. For larger buildings and structures such as parking garages, opportunities for rooftop open space should be explored. The areas around the Downtown BART station, the Downtown Plaza, and the streets between BART and Downtown provide the most immediate opportunities for new urban open spaces. Opportunities for special paving, exhibit space, vendors and food carts, street furniture, and landscaping can enhance such spaces, while reinforcing the image of Downtown as the city center.
D. GOALS, POLICIES, AND ACTIONS

HISTORIC PRESERVATION PROGRAM

GOAL CD-1 Identify, preserve, and maintain San Leandro’s historic resources and recognize these resources as an essential part of the City’s character and heritage.

Policy CD-11 Broad Approach to Preservation. Take a broad and comprehensive approach to historic preservation in San Leandro. Preservation efforts should recognize the City’s cultural history as well as its architectural history, its neighborhoods as well as individual buildings, its natural landscape as well as its built environment, and its archaeology as well as its living history.

Policy CD-12 Enhancing Local Identity. Recognize the potential for publicly sponsored historic preservation programs and privately-initiated historic preservation efforts to enhance San Leandro’s identity as an attractive and distinct community.

Policy CD-13 Program Development. Develop and maintain programs that recognize and protect historic sites, structures, trees, and other landscape features.

Action CD-13A Downtown Plaza Revitalization
Continue efforts to restore elements of historic Downtown San Leandro, such as the Plaza at Washington and East 14th Street and the original street grid in the vicinity of the Downtown (Safeway) shopping plaza.

Policy CD-14 Historic Districts. Encourage the formation of local historic districts in areas where historic sites and structures are concentrated. Such districts should provide for the preservation, restoration, and public recognition of the resources contained therein. Historic districts should be structured to minimize costs and administrative burdens for property owners. Historic designations should include incentives to adaptively
reuse older structures and avoid the demolition of historically important buildings.

**Action CD-1.4.A: Old San Leandro Historic District**
Create an “Old San Leandro” Historic District in the vicinity of the Casa Peralta and Daniel Best House, and consider the eligibility of this district to be listed at the state or national levels. The boundaries of the district should be established through an evaluation process that is based on the significance and historic integrity of the sites, structures, buildings, and objects making up the district. Following establishment of the historic district, programs should be implemented for improvement and restoration of historic structures. Development and design standards for the District should ensure that the area’s historic ambiance and pedestrian scale is maintained as future development takes place in the surrounding transit-oriented development area.

**Policy CD-15**
**Historic Neighborhoods.** Promote the conservation of historic neighborhoods and the restoration of historic features in such neighborhoods, including structures, street lamps, signage, landscaping, and architectural elements.

**Action CD-1.5.A: Design Guidelines for Older Neighborhoods**
Adopt residential design guidelines and incorporate those guidelines in the review of proposed infill development, additions, and major alterations. The guidelines should recognize the characteristic scale and architectural styles of San Leandro’s older neighborhoods, and help to preserve those features in the future.

**Policy CD-16**
**Historic Resource Surveys.** Update, expand, and maintain inventories of San Leandro’s historic resources, using criteria and survey methods that are consistent with state and federal guidelines.
**Action CD-16A: Expansion of the Historic Registry**
Support efforts by local historic organizations to maintain and update inventories of local historic resources, and present proposals to the City for additions to the local register. The City should consider the addition of Veterans Memorial Auditorium, McKinley and Washington Elementary Schools, and San Leandro City Hall to its current register.

**Policy CD-17**  
**Protecting Resource Integrity.** Ensure that new development, alterations, and remodeling projects on or adjacent to historic properties are sensitive to historic resources and are compatible with the surrounding historic context. Ensure that the San Leandro Zoning Ordinance and any future design guidelines include the necessary standards and guidelines to implement this policy.

**Policy CD-18**  
**Relocation of Historic Structures.** Encourage the relocation of older structures into designated historic districts as an alternative to demolition and an incentive for restoration.

**Policy CD-19**  
**Maintenance and Rehabilitation.** Strongly encourage the maintenance and upkeep of historic properties to avoid the need for costly rehabilitation and demolition. Demolition should only be allowed if the City determines that it is necessary to protect health, safety, and welfare, and that the structure has no reasonable economic use.

**Policy CD-10**  
**Seismic Upgrades.** Promote the upgrading and restoration of historic structures to meet current seismic safety codes, thereby reducing the potential for damage in an earthquake. Seismic rehabilitation projects should be sympathetic to the architectural character of the structure.

**Policy CD-11**  
**Post-Disaster Replacement.** In the event that a historic structure is damaged by fire, earthquake, or other natural disaster or catastrophic event to the point where demolition is necessary, encourage the new structure to respect the historic architectural character and form of the building it replaces.
**Policy CD-12**  
**Archaeological Resources.** Recognize the potential for paleontological, prehistoric, historic, archaeological, and tribal cultural resources and ensure that future development takes the measures necessary to identify and preserve such resources.

**Action CD-112A: Archaeological Site Inventory**  
Maintain standard conditions of approval for new development which require consultation with a professional archaeologist in the event that any subsurface paleontological, prehistoric, archaeological, or tribal cultural resource remains are discovered during any construction or preconstruction activities on a development site. This includes consultation with Native American organizations prior to continued site work in the event such remains are discovered.

**Action CD-112B: AB 52 Compliance**  
Implement the provisions of AB 52 regarding tribal consultation. The City will provide opportunities for meaningful input regarding the protection of tribal resources from Native American representatives in the planning and development review processes.

**Policy CD-1B**  
**Protecting the Recent Past.** Ensure that local preservation programs include structures from the recent past (after 1945) that represent unique or noteworthy examples of the architectural styles and trends of the time.

*See Goals OSC-7 and -8 for policies on green building and sustainable design*
DEFINING THE CITY’S ROLE

GOAL CD-2  Make protection of historic resources a high City priority, to be implemented through improved record keeping, adequately funded programs, and more effective regulatory measures.

Policy CD-21  Preservation and City Planning. Recognize the importance of local historic and cultural resources in the City’s long-range planning activities, including the General Plan, specific plans, and neighborhood or area plans. Maintain a historic preservation component in the General Plan, with periodic updates to reflect changing conditions, additional listings, and new preservation programs.

Action CD-21A: Preservation Action Plan
Prepare a Historic Preservation Action Plan, which outlines in greater detail how General Plan historic preservation programs will be implemented and funded.

Action CD-21B: Certified Local Government Designation
Take the steps necessary to have San Leandro designated as a Certified Local Government (CLG) for historic preservation purposes, thereby making the City eligible for State historic preservation fund grants. These steps include an updated survey of historic buildings, as described in Action CD-1.6.A.

Policy CD-22  Planning and Building Decisions. Ensure that day-to-day planning and building activities, including the issuance of building permits, demolition permits, zoning approvals, site plan approvals, and use permits, are consistent with and further the achievement of local historic preservation goals. The City’s zoning and building codes should support the reuse and restoration of historic buildings.

Action CD-22A: Historic Preservation Staff
Create and maintain a part-time staff or volunteer position through the San Leandro Library to implement the Mills Act, research grant funding for preservation activities, and implement other historic preservation initiatives.
Action CD22B Training Program
Establish an on-going training program for City Staff on local historic preservation standards and procedures.

Policy CD23 Historic Preservation Ordinance. Maintain a City Historic Preservation Ordinance that provides for the protection of historic resources within the City of San Leandro.

Action CD23A Preservation Ordinance Update
Periodically review, and if necessary update, the City’s Historic Preservation Ordinance (Municipal Code Chapter 4-26) to ensure that the policies in the General Plan are being effectively implemented.

Action CD23B Downtown Design Guidelines
Expand the Downtown Design Guidelines to more effectively address the preservation of historic buildings. Such guidelines should continue to address features such as lighting, signage, windows, awnings, and building materials, but with a greater emphasis on preservation and restoration when they are applied to historic structures.

Policy CD24 Review Board Authority. Ensure that the City commissions and departments assigned to implement historic preservation programs are given the resources, tools, and authority needed to carry out these programs.

Action CD24A Role of the Library-Historical Commission
Continue to provide City support for the Library-Historical Commission so that it may effectively implement the General Plan’s historic preservation policies and actions. The Commission shall be provided with the necessary resources, as determined by the City Council, to make historic preservation a major focus of their efforts.
**Policy CD-25**  
**Improved Record Keeping.** Continue to update and expand GIS data on historic resources as such resources are identified. Such data should be linked to property records such that historic properties can be readily identified when planning and building permit applications for these properties are submitted.

**Policy CD-26**  
**Historic Public Buildings.** Take a leadership role in historic preservation by maintaining and reinvesting in older public buildings, and by working with the local school districts to maintain and enhance historic school buildings.

**Policy CD-27**  
**Community Partnerships.** Promote partnerships between the City of San Leandro, Alameda County, community groups, non-profits, and the private sector to advance historic preservation activities in the City and its sphere of influence.

**Policy CD-28**  
**Citizen-Led Preservation Efforts.** Encourage and support grass roots preservation efforts initiated by neighborhoods and community organizations. Provide technical support to such groups and encourage their participation in City-sponsored preservation surveys and activities.
PUBLIC AWARENESS OF LOCAL HISTORY

**GOAL CD-3** Heighten public awareness of San Leandro’s history and historic resources, both locally and throughout the Bay Area.

**Policy CD-31** Media Development. Encourage the development of websites, books, videos, pamphlets, exhibits, displays, and other media that commemorate San Leandro history and historic resources.

**Action CD-31.A** A Garden Grows in Eden
Support the update of “A Garden Grows in Eden,” the 1972 book on San Leandro’s history, so that it adequately covers the second half of the 20th century. Pursue funding to update the centennial film that was produced to accompany the book prior to the 2022 sesquicentennial.

**Action CD-31.B** History Education and Outreach
Collaborate with the San Leandro Historical Society in expanding education, outreach, and awareness of San Leandro History. New means of outreach, such as YouTube videos and social media pages or user groups, should be utilized.

**Policy CD-32** Special Events. Promote festivals, walking tours, and special events that celebrate San Leandro history and culture.

**Action CD-32.A** Volunteer Docent Program
Continue the volunteer docent program on San Leandro history, including speakers and walking tour leaders.

**Action CD-32.B** Heritage Festivals
Support special events sponsored by the San Leandro Historical Society, and other local organizations involved in commemorating San Leandro history.

**Action CD-32.C** Self-Guided Tour
Expand web-based information on San Leandro history and historic buildings and sites, including a self-guided walking tour highlighting major landmarks.
**Policy CD-33**  
**Site Plaques.** Encourage the identification of historic resources with plaques and markers.

**Action CD-33A: Marker and Plaque Program**  
Expand the City’s historic marker and plaque program, and develop a priority list for marking additional sites and structures.

**Policy CD-34**  
**Commemorative Art.** Promote murals, monuments, statues, and other forms of public art that commemorate San Leandro history and culture. Such projects should be incorporated in public buildings and major public works projects wherever feasible.

**Policy CD-35**  
**Coordination of Preservation Groups.** Encourage communication and collaboration among the different groups and organizations in the City that promote historic preservation, and among those groups that have an institutional knowledge of the City’s history or historic resources. Support efforts by the San Leandro Historical Society and other preservation groups to play a greater role in public education and advocacy regarding the City’s historic resources.

**Action CD-35A: Preservation Design Awards**  
Encourage local design awards programs to include design categories for preservation-related activities such as rehabilitation and adaptive reuse.

**Action CD-35B: Expansion of Archives**  
Support the continued efforts of local historic preservation groups to collect photos and other archival materials on the City’s history. Such efforts should consider not only the City’s early history, but also events, sites, and structures through the Mid-20th Century.

**Policy CD-36**  
**School Curricula.** Continue collaborative efforts by the City, the school districts, the State of California, and local historic preservation groups to integrate San Leandro history lessons and field trips into local teacher training and educational curricula.
Policy CD-37  Cultural Inclusiveness. Ensure that San Leandro’s historic preservation efforts are culturally inclusive and recognize the contributions of the City’s many racial and ethnic groups to its development. Programs that trace the roots and celebrate the history of different ethnic groups should be strongly encouraged, along with outreach to minorities, youth and under-represented groups.

Policy CD-38  Use of Historic Buildings. Encourage the use of historic buildings for community events and the acquisition of important historic buildings for public use as a means of increasing awareness of local history.

Action CD-38A: San Leandro History Room
Maintain the San Leandro History Room in the Main Library as a central repository for historic books, photos, records, and other materials associated with the City’s history and expand these archives.

Action CD-38B: San Leandro Historic Museum
Maintain the San Leandro Historic Museum and Art Gallery as a cultural and educational resource and space for sharing San Leandro’s historic legacy with residents, especially students.

Policy CD-39  Famous Sons and Daughters. Encourage programs that honor San Leandro residents who have made significant contributions to local history.

Policy CD-310  Historic Industry and Commerce. Expand awareness and recognition of the history of industry and commerce in San Leandro, and ensure that the local business community is fully engaged in discussions about preservation.
ECONOMICS OF PRESERVATION

GOAL CD-4  Recognize historic preservation as an economic development tool, while ensuring that preservation activities make economic sense for residents and businesses.

Policy CD-4.1  Funding Sources.  Pursue a wide variety of grants and funds for future preservation efforts. Local benefactor programs, including corporate sponsorship, should be encouraged as a means of raising funds for preservation activities.

Action CD-4.1.A  State and Federal Funds
Apply for state and federal funding to implement local historic preservation programs, including the California Heritage Fund and the National Trust for Historic Preservation’s Main Street Program Fund.

Policy CD-4.2  Tax Credits and Incentives.  Encourage the use of federal and state historic preservation financial incentives, including historic preservation tax credit and tax relief programs.

Action CD-4.2.A  Mills Act
Seek opportunities to use the California Mills Act and federal rehabilitation tax credit programs as financial incentives for historic building owners. Provide sufficient staffing to administer the Mills Act program at the local level.

Policy CD-4.3  Economic Assistance.  Promote local economic incentives and assistance programs for preservation. Explore the feasibility of other local programs that provide financial, technical, or legal assistance to those undertaking preservation activities in the City.

Policy CD-4.4  Planning and Building Codes.  Ensure that local planning and building codes and procedures facilitate historic preservation.
Policy CD-4.5 Preservation and Tourism. Promote San Leandro’s history and historic buildings in the City’s business development efforts, and pursue opportunities for additional historic visitor attractions in the City.

SENSE OF PLACE

Goal CD-5 Promote a stronger “sense of place” in San Leandro.

Policy CD-5.1 Gateways. Develop landscaped gateway features to identify neighborhoods, business districts, and major city entryways. Gateways should incorporate design and graphic themes that help define a unique identity for each neighborhood and district.

Action CD-5.1A Gateway Improvement Program
Develop additional City gateway features along major thoroughfares and around the BART Stations. A particular emphasis should be put on improving the East 14th Street, MacArthur Boulevard and Doolittle Drive as gateways, and the Marina Boulevard corridor as the gateway to the shoreline area.

Action CD-5.1B 150th Hesperian Triangle
Undertake a public improvement project for the “triangle” at Hesperian/Bancroft, 150th Avenue, and East 14th Street. This should include public art and landscaping on the triangle itself, so it serves as a memorable and attractive southern gateway to San Leandro.

Action CD-5.1C Neighborhood Gateway Signs
Expand neighborhood gateway signage and explore funding sources, potential sites, and potential designs for additional gateway signs.

Policy CD-5.2 Graphics and Signage. Use citywide graphics and signage standards that help provide a better sense of municipal boundaries. An example might be the consistent use of the City logo (or the use of distinctive lettering and color schemes) on City street and directional signs.
**Action CD-5.2A: Wayfinding Programs**

Provide coordinated wayfinding signage in subareas of the city such as Downtown, Bayfair Center, and the Shoreline. Directional signs should be used not only to orient travelers but also to provide a sense of continuity within the City.

**Policy CD-5.3**

**Urban Design Improvements.** Use urban design elements such as bollards, pavers, fountains, signage, tree lighting, and street furniture (newspaper racks, benches, bus stops, planters, trash receptacles, bike racks, etc.) to establish a stronger design identity for San Leandro’s commercial areas and make the street environment more inviting for pedestrians.

**Action CD-5.3.A: Industrial Area Urban Design Improvements**

Develop and implement urban design improvements for the Marina corridor between Doolittle Drive and the Shoreline, and the Merced Corridor between Williams Street and Fairway Drive, consistent with the recommendations of the Next Generation Workplace Districts Study. The intent of these improvements is to improve aesthetics, create a stronger sense of place, and facilitate walking, bicycling, and transit use in this area.

See the Land Use and Economic Development Elements for additional policies on this topic.

**Policy CD-5.4**

**Architectural Consistency.** In established neighborhoods, protect architectural integrity by requiring infill housing, replacement housing, and major additions or remodels to be sensitive to and compatible with the prevailing scale and appearance of adjacent development.

**Action CD-5.4.A: Design Guidelines for Infill Housing**

Create residential design guidelines for infill development. These guidelines should ensure that new homes and multi-family developments are compatible with neighborhood character and address issues such as privacy, shade, and compatibility with surrounding properties. Design guidelines should avoid excessively prescriptive standards and focus on respecting the prevailing scale of development and avoiding
the use of inappropriate exterior materials or improvements that could adversely affect nearby properties.

**Action CD-54.B: Neighborhood and Business Profiles**
Develop web-based profiles, maps, and informational materials that reinforce the sense of San Leandro as a City of distinct neighborhoods. Support Chamber of Commerce efforts to develop directories for merchants and local shopping districts.

**Policy CD-55**

**Shopping Districts.** Encourage the development of well-defined shopping districts along the City’s commercial streets. Development within each district should meld together existing uses, establish greater design continuity, and improve the connections to nearby neighborhoods. Shopping centers should help define the character of the neighborhoods they serve, and be an important element of place-making and walkability in the city.

**Action CD-55.A: District Streetscape Improvements**
Expand the use of banners and other streetscape improvements to define shopping districts on San Leandro’s major thoroughfares.

**Policy CD-56**

**Visual Arts and Placemaking.** Use the visual arts (such as painted utility boxes and murals) as a way of creating a stronger sense of place in San Leandro, and means of connecting residents to their community while showcasing the work of local artists.

*See the Economic Development Element for additional actions on visual arts and placemaking.*

**Policy CD-57**

**Streetscape Improvements.** Where appropriate, require new development to implement streetscape improvements that promote the use of the street by pedestrians and bicyclists and support the use of street spaces for public uses such as outdoor seating and “parklets.”
Action CD-5.7A: Redesign of Commercial Streets
Explore the redesign of select streets in commercial districts (including Downtown) to reduce the number of travel lanes and create amenities such as wider sidewalks, crosswalk pavers, landscaped medians, and street trees within parking lanes.

See also Transportation Element Goal T-1 on Complete Streets.

Policy CD-5.8 Programmed Activities. Encourage programmed activities, such as farmers markets and outdoor performances, within commercial centers and civic areas.

Policy CD-5.9 Visual Landmarks. Promote the development of “signature” buildings and monuments that provide visual landmarks and create a more distinctive and positive impression of San Leandro within the greater Bay Area. Local design guidelines should ensure that such buildings and monuments respect the character, scale, and context of the surrounding area.

Policy CD-5.10 Community Involvement. Encourage the involvement of the community in the development of urban design plans and improvement programs.

see also Goal LU-5 on Citizen Participation
QUALITY CONSTRUCTION AND DESIGN

GOAL CD-6 Ensure that new construction and renovation contributes to the quality and overall image of the community.

Policy CD-6.1 Promoting Quality Design. Use the development review, zoning, and permitting processes to promote high quality architecture and site design. Design review guidelines and zoning standards should ensure that the mass and scale of new structures are compatible with adjacent structures.

Action CD-6.1A: Design Guidance in Area Plans
Include design guidelines or form-based zoning regulations as a component of future area plans, specific plans, or other sub-area plans guiding change in specific parts of the city.

Action CD-6.1B: Incentives for Design Amenities
Develop zoning incentives (such as floor area bonuses) for projects that incorporate special architectural design features, such as landscaped courtyards or plazas.

Policy CD-6.2 Recognizing Architectural Context. In areas without a well-established architectural aesthetic or consistent design palette, encourage contemporary and cutting edge design. In areas which have an established or more traditional design theme or rhythm, encourage infill development that increases architectural cohesion and reinforces the prevalent style or styles.

Policy CD-6.3 Multi-Family Design. Establish high standards of architectural and landscape design for multi-family housing development. Boxy or massive building designs should be avoided, ample open space and landscaping should be provided, and high quality construction materials should be used.

Action CD-6.3A: Daylight Plane Regulations
Maintain daylight plane regulations in the Zoning Code, or equivalent provisions, to ensure that development along transit corridors and in transit oriented development areas is
required to “step down” in height as it approaches zoning boundaries associated with lower density development, especially single family homes.

**Policy CD-6.4** Permitting and Inspection. Maintain building inspection and code enforcement procedures that ensure that all construction is properly permitted, and that construction is completed as approved.

**Policy CD-6.5** Craftsmanship. Encourage a high level of craftsmanship in new construction, and the use of exterior materials and façade designs that enhance the appearance of the City.

**Policy CD-6.6** Garage Door Visibility. Minimize the visibility of garage doors in new single family and multi-family residential construction.

**Policy CD-6.7** Architectural Interest. Encourage new structures to incorporate architectural elements that create visual interest such as trellises, awnings, overhangs, patios, and window bays. Avoid solid or blank street-facing walls.

**Policy CD-6.8** Commercial and Industrial Standards. Improve the visual appearance of the City’s commercial and industrial areas by applying high standards of architectural design and landscaping for new commercial and industrial development and the re-use or remodeling of existing commercial and industrial buildings.

*See also Action LU-### regarding commercial and industrial design guidelines*

**Policy CD-6.9** Siting of Parking Lots. Encourage the placement of parking lots to the rear of businesses rather than along the street frontage so that they become a secondary feature of commercial development rather than the dominant feature. Where large surface parking lots must be provided, require screening and landscaping to improve and soften their appearance.
Action CD-6.9.A: Parking Lot Design
Develop design standards and code enforcement procedures for parking lots which ensure that parking is attractively landscaped, well maintained, and contributes positively to the overall character of the street and neighborhood.

Policy CD-6.10: Signage. Encourage commercial signage that is compatible with the building and streetscape, enhances the character of the surrounding area, and is not intrusive to nearby residential areas.

Policy CD-6.11: Commercial Reinvestment. Provide incentive programs that encourage reinvestment in the City’s commercial properties, especially older shopping centers, vacant businesses, and outdated or blighted structures.

Action CD-6.11.A: Design Assistance Program
Continue programs to assist business owners with exterior upgrades to commercial buildings, including design assistance, awning improvement, façade improvements, landscaping, and painting.

Policy CD-6.12: Business Outreach. Encourage communication and outreach to the business community in the development of strategies to upgrade commercial and industrial properties.

Continue annual awards programs and other forms of public recognition for projects of merit in architecture, landscape architecture, and planning. Ensure that these programs are well publicized and covered by the media.

Action CD-6.12.B: San Leandro By Design
Support a robust dialogue among local business groups, neighborhood associations, and interest groups on community design, including events such as San Leandro by Design.
A More Visually Attractive City

**GOAL CD-7**
Create a more visually attractive City, with well-landscaped and maintained streets, open spaces, and gathering places.

**Policy CD-7.1**

**Greening San Leandro.** Promote drought-tolerant landscaping, tree planting, and tree preservation along San Leandro streets as a means of improving aesthetics, making neighborhoods more pedestrian-friendly, providing environmental benefits, and creating or maintaining a park-like setting.

**Action CD-7.1A: Street Tree Master Plan**
Seek grant opportunities to create a Street Tree Master Plan that includes planting guidelines and palettes and a program to increase the number of trees along San Leandro streets. Once the Master Plan is adopted, establish a citywide neighborhood beautification strategy in which specific areas are targeted each year for street tree planting, landscaping, and other public improvements.

**Action CD-7.1B: Funding for Tree Planting and Care**
Regularly apply for grants, low interest loans, and other funding sources for landscaping, street tree planting, urban forestry, and neighborhood beautification.

**Policy CD-7.2**

**Tree Maintenance.** Encourage tree maintenance practices that contribute to the long-term health and appearance of the City’s urban forest.

**Action CD-7.2A: Public Education on Tree Issues**
Promote public education and awareness of tree planting, removal and care issues.

**Policy CD-7.3**

**Tree Removal and Replacement.** Discourage the removal of healthy trees and require replacements for any trees that are removed from street rights-of-way. Where healthy trees must be removed, consider their relocation to other suitable sites instead of their disposal. Encourage the preservation and proper care of mature trees throughout the City, particularly those which may
have historic importance or contribute substantially to neighborhood character.

**Action CD-73A: Tree Preservation**
Investigate alternatives for the protection of heritage trees and other large specimen trees on public and private property.

**Policy CD-74**

**Urban Open Space.** Encourage the incorporation of drought-tolerant landscaped open spaces, such as plazas, courtyards and pocket parks, within new development and redevelopment projects.

**Action CD-74A: Paving of Planter Strips**
Consider an ordinance or zoning amendment to prohibit the paving of planter strips along City streets, except where these strips are narrow and such a prohibition would be impractical or conflict with the City’s water conservation goals.

**Action CD-74B: Bio-Swales in Planter Strips**
Consider a program wherein, at the request of the homeowner, the City would remove existing planter strips so that they may be replaced with Bay-friendly landscaping, or converted to bio-swales that support the City’s stormwater management and green infrastructure plans. If initiated, such a program would need to be grant-funded or funded by property owners, with on-going maintenance provided by property owners rather than the City.

**Policy CD-75**

**Street Beautification.** Upgrade the City’s commercial thoroughfares by building upon their existing strengths and improving their aesthetic qualities. The City should implement programs to underground utilities, abate weeds and graffiti, eliminate litter, improve facades, improve buffers to adjacent residential uses, prohibit excessive or out-of-scale signage, remove billboards, and provide streetscape amenities and landscaping along these thoroughfares.

**Action CD-75A: Sign Ordinance Updates**
Periodically update the City’s sign ordinance to address design issues, changing priorities, trends in sign regulation, and current case law.
Action CD-7.5B: Billboard Removal
Reduce the visual and aesthetic impact of billboards, and allow no net gain in the number of billboards in areas subject to the City’s land use authority.

Action CD-7.5C: Landscaping in Industrial Zones
Consistent with the Next Generation Workplace Districts Study, develop drought-tolerant landscaping and streetscape improvements in the City’s industrial areas, particularly in high visibility locations such as the Marina corridor, Doolittle Drive, and Merced Street. Such programs should address pedestrian and bicycle improvements, undergrounding of utility lines, signage, façade improvements, public art, and projects which enhance and humanize public spaces.

Action CD-7.5D: Undergrounding of Utility Wires
Continue programs to underground overhead utility wires, especially along East 14th Street. Seek additional funding for such projects as it becomes available.

Action CD-7.5E: East 14th Streetscape Improvements
Evaluate potential funding sources and other methods to accelerate streetscape improvement and capital investments in the East 14th Street corridor, particularly in the South Area between Sybil and 150th Avenue.

Policy CD-7.6: Public Art
Encourage the siting of public art in civic open spaces, around public buildings, and within new development areas. Public art should be recognized as an economic development tool and should reflect and express the diversity of the City.

See the Community Services and Facilities Element for actions to undertake a cultural arts master plan, including public art.

Action CD-7.6A: Utility Box Painting
Support community beautification activities such as the painting of utility boxes and murals by local artists.
**Policy CD-7.7** Lighting. Encourage street and parking lot lighting that creates a sense of security, complements building and landscape design, is energy-efficient, considers night sky visibility impacts (e.g., “dark skies”), and avoids conflicts with nearby residential uses.

**Policy CD-7.8** Neighborhood Clean-ups. Support and encourage neighborhood clean-up and beautification projects.

**Action CD-7.8.A: Penalties for Dumping**
Strengthen local ordinances, fines, and penalties for illegal dumping and littering. Sufficient funds should be allocated for enforcement of such ordinances.

**Policy CD-7.9** Perimeter Areas. Encourage cooperative efforts with Alameda County and the City of Oakland to beautify nearby areas outside the San Leandro City limits.

**Action CD-7.9.A: East Bay Corridors**
Participate in ABAG’s East Bay Corridors Planning effort, and recognize opportunities to enhance San Leandro’s image along regional corridors (such as East 14th Street) through such efforts.
A. OVERVIEW

This Element of the General Plan addresses the provision of community services and public facilities. Although the Community Services Element is not explicitly required by State law, the topics addressed here are an integral part of the City’s overall planning strategy and a basic consideration in setting growth and development policy. Policies supporting quality schools and libraries, excellent police and fire services, and well maintained infrastructure are essential to supporting the kind of growth envisioned by the General Plan.

San Leandro’s population is projected to increase by approximately 17 percent during the next 20 years. Continued investment in public facilities will be necessary to sustain existing services and respond to changing needs in the community. Services must be regularly adapted to respond to demographic changes, new technologies and communication methods, and evolving service models. Ultra-high speed internet may transform the way that local services are provided, and has the potential to improve performance and effectiveness. Ongoing investment in public facilities will also be needed to update or replace deteriorating facilities and ensure efficient operations.

The City is only one of the entities providing public services to San Leandro residents and businesses. San Leandro is also served by two school districts, a County Fire Department, two sanitary districts, a regional water agency, a County Flood Control agency, and a myriad of social service agencies, including public agencies, non-profit corporations, and private businesses. The City also has an active faith community, and a variety of fraternal and civic organizations that supplement public service delivery. Coordinating these agencies and
organizations is an important part of community building in San Leandro. The General Plan aims to build partnerships between the City, other agencies, and the private and non-profit sectors to reach the greatest number of persons possible.

This chapter divides community services into five major categories: public safety (law enforcement and fire), education, library and information services, recreation and human services (child care, youth, seniors, and cultural arts), and infrastructure (water, sanitary sewer, and drainage). The first part of the chapter profiles each service category and presents the major planning issues; the second part presents goals, policies, and actions.

Please consult Chapter 6 for a discussion of park and recreational services.

**B. PUBLIC SAFETY**

**Law Enforcement**

Law enforcement in San Leandro is provided by the City’s Police Department. The Department’s headquarters are located at 901 East 14th Street in the Civic Center complex. San Leandro is divided into seven “beats” for patrol functions. Each beat is patrolled by at least one officer on a 24-hour basis. In 2015, personnel included 137 employees, including one chief, two captains, 13 sergeants, and 71 officers. There are approximately 0.8 sworn officers per 1,000 residents, which is lower than the Department’s desired ratio of 1.04 per 1,000.

Crime in San Leandro has generally decreased since the 1990s, with recent year statistics showing relatively minor variations from year to year. Chart 9-1 indicates the “Part One” crime totals in the city from 1990 to 2015. Part One crimes include homicides, rape, robbery, aggravated and simple assault, burglary, larceny, stolen vehicles, and arson. The vast majority of reported crimes were crimes against property rather than individuals. During the last six years (2010-2015), some categories of crime have trended downward while others have trended upward. The number of calls for service has increased since 2010, with nearly 92,292 calls received in 2015 compared to 78,553 in 2010.
The high priority assigned to public safety in the community will require continued investment in police services in the coming years. The City is about to undertake a major remodel of the Department headquarters, creating additional office space and improving technology. Regular upgrading and replacement of outdated equipment, vehicles, and communication facilities will be needed as the city grows. Additional sworn officers will be needed as the city's population increases, enabling the Department to continue its long-standing tradition of community policing. Partnerships between the Police Department, neighborhood groups, businesses, and schools are a critical part of maintaining a safe community.

San Leandro will continue to assist residents in organizing neighborhood watch and local crime prevention programs. The Department is currently leading efforts to improve the City’s emergency preparedness programs, including community-based programs. San Leandro will also continue to apply for youth program grants to fund school officers, gang intervention efforts, the Teen Academy, and other programs offering
outreach and assistance to local youth. Through participation in community events and liaison to local homeowners associations and civic groups, the Police Department will continue to work toward building a sense of safety and security in the city. It also strive to maintain high professional standards, promote diversity in recruitment, and undertake training and mentorship programs which maximize officer effectiveness.

Public information and media relations are an important part of this effort, both to advise the community about local resources and to address public concerns about crime. The Police Department implements community events such as National Night Out and Coffee with the Cops. It has an active social media presence, participates in programs to assist seniors and homeless residents, and partners with local organizations and employers to improve community safety. Many of the non-core services provided by the Department, such as the bicycle patrol program, the school crossing guard program, crime prevention training, and animal control are also an important part of this effort. These programs all contribute to the Department’s role as an integral part of the San Leandro community and create a stronger alliance between the Police Department and the public at large.
Fire Protection

The City of San Leandro Fire Department was consolidated with the Alameda County Fire Department in 1995. The County has a contractual agreement with the City to provide fire protection services, which includes fire suppression, hazardous materials mitigation, paramedic response, urban search and rescue, fire prevention, and public education. Alameda County Fire maintains offices at San Leandro City Hall and staffs fire stations at the following five locations in San Leandro:

- 450 Estudillo Avenue (Station 9)
- 2194 Williams Street (Station 10)
- 14903 Catalina Street (Station 11)
- 1065 143rd Avenue (Station 12)
- 637 Fargo Avenue (Station 13)

The location of these facilities is shown in Figure 9-1. In addition to its facilities in San Leandro, the County Fire Department has 24 other stations and also serves Dublin, Emeryville, Newark, Union City, unincorporated Alameda County, and the Lawrence Berkeley National Laboratory and Lawrence Livermore National Laboratory. The Department also maintains mutual aid agreements with the Oakland Fire Department and other fire departments in the County to provide assistance in the event of a major emergency.
Response time to calls is typically under five minutes and there are few fire-fighting constraints. This enables the City to maintain a favorable Insurance Service Office (ISO) rating. The Department has adopted a service standard indicating that the first unit will arrive within five minutes or less for 90 percent of all emergency incidents, excluding freeway responses, and within ten minutes or less for 90 percent of full first fire alarm assignments. During Fiscal Year 2014-15, fire stations in the City of San Leandro responded to 10,001 calls. Approximately 75 percent of these calls were for emergency medical service. Only 104 calls, or about one percent of the total, were for structure fires.

As a nearly built out City, San Leandro’s principal fire protection objective is to maintain and enhance the high level of service now provided to residents and businesses. This will require replacement of aging fire-fighting equipment, improvements to fire stations, and upgrades to the water supply and hydrant system in cooperation with the East Bay Municipal Utility District. Station 13 (in the Washington Manor neighborhood) will need to be updated to meet seismic standards. The other stations are relatively new or are in good condition. The Fire Department has developed a schedule for the retirement of specific pieces of equipment and regularly funds new vehicle acquisitions. Although there are no major water service constraints in the city, the Department’s goal is to ensure that water service is adequate for fire-fighting purposes wherever land is developed or redeveloped.

Like the City’s Police Department, Alameda County Fire recognizes the importance of building a close working relationship with the community. Fire Department personnel and equipment are a regular presence at community events and other public forums. The Department provides day-to-day contact with the public by maintaining active public education, CPR training, paramedic services, weed abatement, and emergency preparedness programs. The Department also works closely with City staff to review building permits and development applications, to ensure that adequate provisions are made for fire protection and emergency access before new projects are approved.
Community Facilities

Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

* (1) Facility on 138th Ave serves 9th grade only. (2) Arroyo High School is outside of the San Leandro City Limits but serves San Leandro students from the Manor-Bonaire neighborhoods.
C. EDUCATION

San Leandro is served by two school districts. The San Leandro Unified School District serves about three-quarters of the City’s students, and the San Lorenzo Unified School District serves the remaining one-quarter. The boundaries of the two districts and locations of schools in San Leandro are shown in Figure 9-1. Most of the San Lorenzo Unified School District is beyond San Leandro’s boundaries, as that District also includes the unincorporated communities of San Lorenzo, Ashland, Cherryland, and parts of the City of Hayward.

Chart 9-2 shows total enrollment at the two school districts between 1996 and 2015.


Source: California Department of Education DataQuest, 2016
San Leandro Unified School District (San Leandro USD)

The San Leandro USD operates eight elementary schools, two middle schools, and three high schools, as well as four other facilities that include administrative offices, a community education center, and an athletic field complex. The District also provides educational services to San Leandro residents through an independent study program for Grades 9-12 and a variety of adult education programs.

Enrollment at San Leandro USD schools declined steeply during the 1970s but began rising again in the mid-1980s. This trend mirrored nationwide trends and was the result of a number of factors, including a larger number of persons of childbearing age, an increasing birth rate, housing construction, and demographic changes within the community. The increase in enrollment was compounded by the closure (and sale) of several schools during the 1970s and 1980s followed by the construction of housing on these sites, leading to capacity constraints at a number of facilities by the late 1990s.

Enrollment in 2015-2016 was 8,560 students. This represents a decrease of 300 students from 2011-2012 and is virtually the same number of students that were enrolled 14 years ago in 2001-02. However, current enrollment is more than 45 percent higher than it was in the mid-1980s. While the District indicated a total capacity for 10,339 students in its most recent demographic study, the gap between capacity and
The most recent five-year enrollment forecasts for the San Leandro Unified School District show slight growth (2 percent) at the elementary school level, and a slight decline (4 percent) at the middle and high school levels. Actual enrollment will depend on a number of factors, including the pace of housing construction in the City. The District anticipates 0.35 students per new housing unit, which suggests that the 20-year growth forecast for the General Plan could produce more than 1,800 new students. Additional classroom capacity, and potentially new school campuses, would be needed to meet that level of demand. Non-traditional classroom models such as public “magnet” schools and academies (focused on technology, medical sciences, hospitality, etc.) could be considered an alternative educational option as future school facility plans are prepared.
Under the Government Code, school districts are responsible for implementing the specific measures needed to mitigate school impacts. The Government Code also limits the amount of any fees that may be collected from developers to offset the cost of constructing new facilities. The San Leandro Unified School District currently collects development impact fees in the amount of $3.36 per square foot for residential development and $0.54 per square foot for commercial development. In other words, the developer of a new 2,000 square foot home would pay a one-time fee of roughly $6,700 toward school facility improvements. The City will work closely with the School District to address any funding gaps in the future, and will monitor changes in enrollment attributable to development, demographic changes, inter-district transfers, and other sources.

San Lorenzo Unified School District (San Lorenzo USD)

The San Lorenzo USD serves K-5 students at Corvallis and Dayton Elementary Schools and Grades 6-8 students at Washington Manor Middle School. The District also owns the former Lewelling Elementary School, which was leased to the privately-owned K-12 Chinese Christian School (CCS) until 2015. CCS has relocated its operations to Alameda and the Lewelling campus is now vacant and for lease. The District does not operate a high school within the San Leandro City limits; most 9-12 students attend Arroyo High School in San Lorenzo. Students in the southern part of the Bal District (near 150th Avenue) also are located within the San Lorenzo USD, attending Hillside Elementary School in the Ashland area.

Although the San Lorenzo Unified School District has a larger number of students than San Leandro Unified, San Leandro represents just one-quarter of the District’s population. Most of the District’s campuses are located in unincorporated Ashland and San Lorenzo. Overall enrollment in the San Lorenzo USD generally increased between 1996 and 2012, but has been declining since 2012. Data for the three San Leandro campuses indicates a total of about 1,970 students in 2015-16, which is virtually unchanged from 2010.

The San Lorenzo Unified School District’s enrollment forecasts indicate a slight decline during the next five years. The facilities serving San Leandro, including Arroyo High School in San Lorenzo and Hillside Elementary in Ashland, have sufficient capacity to absorb additional
growth. The portion of the District within San Leandro is mostly built out, with roughly 300 units of housing forecast during the next 20 years. The student generation rates used by San Lorenzo Unified suggest this development would produce fewer than 100 students.

Shared Issues and Concerns

Public education is a top priority in San Leandro. Although the School Districts are independently governed agencies, collaborative efforts between the City and the Districts are important to ensure that a quality educational system is sustained. Participation of residents and the business community is needed to fully realize the General Plan Vision of a “commitment to excellence in education.”

Looking ahead 20 years, the potential need for new facilities within the San Leandro Unified School District remains a concern shared by many residents. Capacity issues may be further complicated by class size reduction programs, which establish maximum numbers of students per classroom. Possible solutions are also complicated by the lack of potential school sites, limited funding, and State restrictions on development impact fees. Portable classrooms may be effective as a short-term solution but are not sustainable in the long-run. Reducing inter-district transfers (e.g., students in other cities attending San Leandro schools) could free up capacity at some schools. Increasing inter-district transfers to San Lorenzo Unified also could be explored. The City and School Board will continue to look for new funding sources and other ways to alleviate overcrowding, and will continue to lobby the State of California for additional support for local education.

The quality of education offered to San Leandro students is another issue of great importance and a key element of the City’s Economic Development Strategy. Policies and actions in this General Plan emphasize the value and importance of a great school system in attracting and retaining new businesses and
investment. Economic development programs, such as Lit San Leandro also create potential benefits for the City’s schools. The City and School Districts will continue to work with the private sector to advance the concept of “career pathways,” preparing students for careers in emerging sectors of the economy and creating local employment opportunities for youth. The City will also support partnerships with community colleges and local universities to create educational ladders for graduating students. Other types of partnerships, such as mentoring and internship programs, can help encourage investment in local schools and build the physical and social infrastructure necessary to improve student performance.

Physical plant issues also require ongoing communication between the City and the schools. Issues such as traffic and parking around school campuses, crossing guards and student safety, and the use of school fields for City recreation programs, require a close working relationship between City and School District staff. A Committee of City Council and School Board members exists to address these and other issues of mutual concern.

Please consult the Open Space, Conservation, and Parks Element (Chapter 6) for a discussion of school recreational facilities and joint use agreements.

D. LIBRARY AND INFORMATION SERVICES

San Leandro encourages the free exchange of ideas and information through its library system. The City has a long tradition of treating its libraries as neighborhood and community gathering places. The Main Library is the site of frequent open houses, fairs, performances, and community events. Its programs provide opportunities for life-long learning and skill development among all residents.

San Leandro’s 70,000 square foot Main Library is located at 300 Estudillo Avenue. The library is staffed by 17 full-time employees and 40 volunteers. In 2013, the Library reported nearly 800,000 visitors and 90,000 reference transactions. The facility has approximately 300,000 books, 27,000 audio and video materials, and 478 serial print subscriptions. San Leandro’s Main Library includes a History Room, a Children’s Area, an Electronic Learning Center, community meeting rooms, and two floors of books, sitting areas, and work stations. While the facility is relatively new, funding must continuously be secured for new technology and equipment.
The City’s three branch libraries are located at 1241 Manor Boulevard (Manor Branch), 13699 Aurora Drive (Mulford-Marina Branch), and 14799 East 14th Street (South Branch). The Manor Branch was reconstructed in 2006 and is a popular community facility. The Mulford-Marina Branch and the South Branch are both aging and undersized facilities in need of replacement. Both facilities are only open three days a week, creating a gap in service for nearby residents. Reconstruction of the Mulford-Marina Library is being considered as part of the Shoreline Development project. Although there are no plans to replace the South Branch Library, its location on a relatively large site along East 14th Street creates the opportunity for a public-private partnership to develop a new library. For example, a new library could be constructed on the ground floor of a future mixed use development on the site. The library could also be relocated to an area with higher pedestrian traffic such as Bayfair Center.

Technology is changing the role of libraries in the community, as well as their physical needs. With the ascendance of the internet, libraries have become places to access technology and increase digital literacy. Free access to computers and high-speed internet is as important as access to printed materials and books. With the advent of e-books and smartphones, library patrons may soon be able to download digital reading materials at kiosks on BART platforms or in shopping centers as well as in the library itself. Despite the decentralization of the library’s traditional functions, the buildings themselves remain essential institutions. Their role as a place to learn and participate in community life remains invaluable.
E. RECREATION AND HUMAN SERVICES

San Leandro’s Recreation and Human Services Department provides services to enrich the lives of San Leandro residents and to meet the special needs of children, youth, seniors, and lower-income households. The Department also assists non-profit organizations such as Girls Inc., the Boys and Girls Club, and the Davis Street Family Resource Center in meeting the needs of their clients, both through policy and program guidance and through the disbursal of local, state, and federal funds. Recreational services are discussed in Chapter 6 of the General Plan. The section below focuses on human services, including child care, youth services, senior services, and cultural arts. Future policy direction on these topics will be provided by several plans that were in progress at the time of General Plan adoption, including a gap analysis for human services and a Cultural Arts Master Plan.

Cultural competency is a major focus of the City’s Human Service Delivery system. In 2010, nearly half of the City’s residents spoke a language other than English in their homes. While Spanish and Chinese were the primary other languages spoken, the Census Bureau indicates that at least 30 other languages are spoken in the city. San Leandro’s diversity is one of its greatest strengths. This should be reflected in the way that staff communicates with the public and the way that human service programs are designed and delivered. The City is committed to working with local organizations and partners representing different cultures and communities, both in the delivery of services and in providing outreach to ensure that all voices may be heard and all needs addressed.
Child Care

The City recognizes child care not only as an essential social service, but as an important part of the local economy. Child care enables greater participation in the workforce by parents, and creates opportunities for career development and income advancement among young San Leandro families. Affordable, reliable child care is particularly important for single parent and lower income households.

San Leandro has a number of programs which assist parents with child care and after school care responsibilities. These include Library programs, a “Kids Club” program run in cooperation with the School District, “Kiddie Kollege” and “Tiny Tots” programs, Chabot Day Camp, and various child-focused recreation programs. The last comprehensive inventory of child care facilities in San Leandro by Alameda County indicated the city had capacity for 2,156 children in center-based child care facilities and 984 children in family (in-home) child care facilities. While most of the capacity is in center-based facilities (such as Montessori Schools), the small in-home facilities are far more numerous. The Alameda County Early Care and Education Planning Council indicates that San Leandro faces a significant gap in school-age child care and a notable gap in infant and toddler care.
In-home child care businesses are regulated by the State, in part to ensure that local zoning regulations do not preclude their development. In San Leandro, as in other cities throughout the state, facilities providing care for 8 children or less are allowed by right in residential areas. In-home facilities providing care for up to 14 children may be subject to conditional use permit requirements, but the approval considerations may relate to density, traffic control, parking, and noise control only.

The City’s policies establish a commitment to creating new opportunities for quality, licensed child care facilities in the City. The participation of the private sector in addressing this need is critical. Incentives to include on-site child care facilities in major employment centers should be continued, and private investment in child care services is encouraged. Marea Alta, a 200-unit housing development now under construction, provides a good example of such partnerships. The development includes a ground floor child care center across the street from the Downtown BART Station. Such collaborative initiatives can be repeated in similar developments elsewhere in the city.
Youth

The 2010 census reported that about 10,600 San Leandro residents, or 12.5 percent of the City’s population, is between the ages of 10 and 19. This is a 17 percent increase in just ten years, and more than double the growth rate for the population as a whole. The rise in youth population has created an increased demand for youth services and activities in the city. Many parents and younger participants in the 2035 General Plan Update expressed interest in creating more places where local youth were welcome, and could engage in fun, creative, and educational activities.

The Recreation and Human Services Department has a number of programs specifically oriented to pre-teens, teens, and young adults. These include sports, fitness, creative arts, environmental studies, personal enrichment, and other recreational activities. The City has worked to ensure that such activities are culturally appropriate and responsive to the diverse interests and backgrounds of all potential participants.

Looking to the future, new academic and job-training initiatives for young adults will be supported. Greater youth engagement in the City’s economic development and conservation initiatives can build self-worth, self-reliance, and a sense of civic responsibility. Youth input in local government is also encouraged, particularly in the shaping of programs and services targeted to teens. The City has established a Youth Advisory Commission (YAC) to provide policy direction and liaison to young people throughout San Leandro.
Seniors

San Leandro once had the highest median age of any city in Alameda County. Although the percentage of residents over 65 has declined since 1990, the City still has nearly 11,700 residents over 65. Moreover, there are at least 2,200 residents over 85, a 26 percent increase since 2000. The number of seniors is expected to increase dramatically in the next 20 years due to retiring baby boomers. ABAG projects that 22 percent of the region’s population will be over 65 by 2040, creating increased demand for senior services.

The City’s Recreation and Human Services Department coordinates senior programs and provides advocacy and technical assistance to senior service providers in the community. Many of the City’s recreational programs are specifically oriented toward seniors. An $11 million senior community center was opened in 2011, providing a central location for senior fitness programs, meal programs, computer classes, movies, and leisure activities. The City also provides funding and technical assistance to a number of non-profit agencies who offer direct assistance and services to seniors. It also coordinates senior transportation services, including a FLEX Shuttle service, East Bay Paratransit, and a taxi voucher program.
San Leandro can take other steps to meet the needs of seniors in the community. One step is to encourage private businesses and services that serve seniors, such as assisted living facilities, senior housing, and skilled nursing and medical care facilities. Another step is to encourage the active involvement of seniors in community life, including public affairs, senior activities and classes, and multi-generational activities involving youth and families. The City also provides technical and financial assistance to non-profits and social service agencies that are dedicated to meeting the needs of its senior residents, particularly those with limited income and mobility.

Other Special Needs Populations

The City of San Leandro provides federal Community Development Block Grant (CDBG) funding to non-profits offering social services to special needs groups and the lower income community at large. Each year, the City allocates a portion of its General Fund, as well as other available state and federal program funds, for this purpose. The City also is home to a number of organizations that are specifically oriented to persons with disabilities, working both as advocates and as service providers to San Leandro residents. Coordination among the many agencies and organizations serving special needs populations is critical to stretch limited financial resources as far as possible.

The Housing Element of the General Plan may be consulted for additional discussion of special needs populations in the city, including extremely low income households and persons experiencing or at risk of homelessness.

Cultural Arts

Cultural arts are an important aspect of the quality of life in San Leandro. They can enrich, educate, empower, enlighten, and entertain. The arts provide a way to share cultural histories, provide common ground, and provide an outlet for creative expression. Successful arts programs can also have significant economic and place-making benefits.

San Leandro has a vibrant and expanding arts community. The City itself operates cultural venues such as the Casa Peralta and San Leandro History Museum. Other cultural institutions include the San Leandro Performing Arts Center, and movie and special event venues such as the Bal Theatre. Organizations such as the Arts Council of San Leandro
provide advocacy and organize special events, exhibits, and performances. The City also has a growing community of artists, sculptors, wood and metal workers, and others in the “maker” industries, in some cases transforming older industrial buildings and adding a creative edge to the City’s employment districts.

Many of the City’s recreation programs are specifically oriented toward the cultural arts, including crafts, sculpture, ceramics, photography, dance, and painting. The City also has an Arts Commission which makes recommendations to the City Council on the development, promotion, and placement of visual and performing arts. As noted earlier, policy direction to expand the arts in San Leandro should be provided by a Cultural Arts Master Plan and a Public Arts Master Plan in the coming years. One likely area of focus is the need for additional arts and entertainment venues in the city, particularly in Downtown San Leandro.
F. INFRASTRUCTURE

Water

Water service to San Leandro is provided by the East Bay Municipal Utility District (EBMUD), a publicly-owned utility serving a 332 square mile area in Alameda and Contra Costa Counties. San Leandro comprises 6.6 percent of EBMUD’s customer base and uses about 5 percent of its water. About 90 percent of the EBMUD water supply originates in the Mokelumne River watershed, which is fed primarily from the melting snowpack of the Sierra Nevada. The remaining 10 percent comes from protected watershed lands and reservoirs in the East Bay Hills. There are also about 800 private wells in San Leandro, many of which were originally used for agriculture. Most of these wells are dormant, and those that are still active are used for landscape irrigation and industry.

EBMUD has water rights that allow for delivery of a maximum of 325 million gallons per day from the Mokelumne River, subject to a variety of conditions including fishery flow requirements and the senior rights of other users. Drought conditions can trigger limits on the availability of this supply. As a result, EBMUD has obtained and continues to seek supplemental supplies, including water from the Sacramento River and groundwater. Mokelumne River water is stored in Pardee Reservoir in the Sierra foothills and is then transported to terminal reservoirs located in the East Bay Hills.

EBMUD distributes its water from the terminal reservoirs to customers using a system of pipelines, storage tanks, pumping plants, and distribution mains. There are more than 120 pressure zones in the service area, ranging in elevation from sea level to 1,450 feet. The utility operates and maintains all storage, pumping, and distribution facilities within its service area and is responsible for all facilities up to the location of the water meter. Pipelines in San Leandro range from 4 to 36 inches in diameter.

Long-range water supply and demand management plans are laid out in EBMUD’s Urban Water Management Plan (UWMP). The Plan includes provisions for water rationing during drought periods, as well as aggressive measures for conservation and wastewater recycling. The UWMP also addresses system maintenance and replacement, including projects to protect the reliability of the water supply in the event of an
earthquake or fire. Among its upcoming seismic improvement projects is strengthening of the Lake Chabot Dam just east of San Leandro.

The City of San Leandro and EBMUD are jointly implementing a number of programs to conserve water and use water more efficiently. These programs are addressed in the Open Space, Parks, and Conservation chapter of the General Plan.

**Wastewater**

San Leandro is served by two different sanitary sewer systems. About two-thirds of the City, including most of northern and central San Leandro, is served by a City-owned and operated system. The remainder of the City, including Washington Manor and most of southeastern San Leandro, is served by the Oro Loma Sanitary District. The Oro Loma District also includes a large portion of unincorporated Alameda County encompassing Ashland, Cherryland, and San Lorenzo. Most of San Leandro’s commercial and industrial land uses are served by the City of San Leandro system.
City of San Leandro System

The City of San Leandro constructed its initial wastewater treatment plant—referred to as the Water Pollution Control Plant (WPCP)—at the west end of Davis Street in 1939. The plant has been upgraded substantially over the last 75 years in response to changes in demand and more stringent state and federal water quality standards. Wastewater is delivered to the plant via a collection system comprised of 13 sewage lift stations and 130 miles of sanitary sewers ranging in diameter from 4 to 33 inches.

The WPCP treats about 5 million gallons per day, with peak flows up to 23 million gallons per day during wet weather flow. The facility provides secondary treatment through physical, biological, and chemical processes. This includes grinding, grit removal, sedimentation, filtering, activated sludge, secondary clarification, and disinfection by sodium hypochlorite. Most of the treated effluent is transported to a large pipeline shared by multiple treatment plants in Alameda County and is then discharged approximately seven miles offshore. Sludge from the plant is treated and dried, and then disposed at an authorized site. Some of the effluent is directed to a recycled water system and is used to irrigate local golf courses.
Facilities and equipment at the WPCP are regularly upgraded to improve efficiency, increase services, and comply with state and federal regulations. A major rehabilitation of the plant was initiated in 2011. Replacement of many components has taken place to meet health and environmental goals, avoid future costly emergency repairs, improve operations, and add redundancy to improve safety and reliability. The City has also worked to improve the sewage collection system, replacing aging pipes in order to reduce infiltration and inflow into the system and avoid water pollution caused by leaking pipes.

Oro Loma Sanitary District

The Oro Loma Sanitary District was formed in 1911 and today provides wastewater collection and treatment services for a 13 square mile service area. Approximately 20 percent of the District’s customers are located within the City of San Leandro. The wastewater treatment plant is jointly owned by the Oro Loma and Castro Valley Sanitary Districts. It has an average dry weather flow of 12.2 million gallons per day, with a design flow of 20 million gallons per day. Wet weather flows may occasionally exceed design capacity due to infiltration and inflow along the collection system. The collection system consists of 273 miles of sanitary sewer lines, 6,015 manholes, 14 pump stations, and other components. The District’s treatment plant is located at the end of Grant Avenue in San Lorenzo, just south of the San Leandro City limits.

As at the San Leandro plant, wastewater is treated to a secondary level through an activated sludge process. Most of the treated effluent is disposed to the deep waters of San Francisco Bay through the collectively owned East Bay Dischargers Authority pipeline. A portion of the treated effluent is used for irrigation on the Skywest Golf Course in Hayward. The District prepares a two-year Operating and Capital Budget which covers ongoing repair and replacement of system components. Revenues for this program are generated through sewer connection fees and user fees.

Please consult the Open Space, Parks, and Conservation Element for additional discussion of recycled water.

Storm Drainage

The City of San Leandro Department of Public Works owns and maintains 175 miles of storm drainage conduits. The City’s storm drain system feeds into a larger system owned and operated by the Alameda
County Flood Control and Water Conservation District (ACFCWCD). This system includes the lower reaches of San Leandro and San Lorenzo Creeks, as well as a number of channels extending into San Leandro neighborhoods west of I-880. The District’s drainage facilities include levees, pump stations, erosion control devices, and culverts.

The drainage improvements undertaken by the ACFCWCD were designed to reduce the threat of overbank flooding from streams in San Leandro. The County maintains these facilities to prevent unplanned and unauthorized obstructions of the channels. Their activities include fence repair, vegetation removal, preventive maintenance of pump stations, silt removal from channels, inspection of pipes, spill prevention and clean-up, and investigation of inquiries and clean water concerns.

City of San Leandro storm drains are maintained by the Department of Public Works. Catch basins and conduits are cleaned annually. Debris is removed from the tops of storm drain inlets and the insides of the basins are cleaned. Prior to winter rains, City crews inspect problem areas and clear debris to minimize storm drain blockages.

Major development proposals are reviewed to assess drainage impacts and determine mitigation measures. As appropriate, the City requires stormwater detention ponds or improvements to the City storm drain system. Additional measures help ensure that runoff from development sites does not degrade local creeks. These measures are related to the Alameda County Clean Water Program and are discussed in the Environmental Hazards Element of the General Plan.
G. GOALS, POLICIES, AND ACTIONS

POLICE AND FIRE

GOAL CSF-1 Provide and maintain high-quality police, fire, and emergency medical services.

Policy CSF-1 Levels of Service. Maintain high-quality police and fire protection services through the most efficient and effective possible means. The following minimum level of service standards for police and fire response time (exclusive of dispatch time) shall be maintained: (a) Police Services: 5 minute response time for 90 percent of all Priority One calls; (b) Fire Services: 5 minute response time for first due company for 90 percent of all emergency incidents, excluding freeway responses (3 firefighters including at least one paramedic); 10 minute response time for 90 percent for a full first alarm assignment response (17 firefighters).

Action CSF-1.1A Fire Station Renovations
Pursue the comprehensive renovation or upgrading of Fire Stations 9, 12, and 13 to respond to modern technology, energy efficiency, new equipment, administrative space, and gender-neutral facility needs, and to ensure the functionality of the facility following a natural disaster. Periodically evaluate the need to replace, renovate, or expand other fire protection facilities.

Action CSF-1.1B Water Service Improvements
Work with EBMUD to improve water service to those areas of the City which currently do not meet standard fire flow requirements. The City will evaluate the need for replacing aging water mains and other improvements that increase the volume and pressure of water that can be provided.
**Action CSF-1.1.C: Weed Abatement Programs**
Continue to implement weed abatement and vegetation management programs which reduce the risk of fire, including clearance of overgrowth along the railroads, San Leandro Creek, and in Very High Fire Hazard severity zones designated by the State of California.

**Policy CSF-12**
Community Policing. Support a community-based approach to police and fire services. This approach should emphasize a high level of communication and interaction between officers, local residents, neighborhood groups, schools, and businesses.

**Action CSF-1.2.A: Bicycle Patrol Officers**
Continue to maintain a strong visible presence of bicycle patrol officers, particularly in the Downtown area. Ongoing funding for at least two bicycle patrol officers, plus Police Service Technicians, should be provided, with an emphasis on the Downtown Community Benefit District area.

**Action CSF-1.2.B: Community Safety Programs**
Implement community-oriented programs such as National Night Out, surveillance camera registration, the multi-family apartment safety program, the Safety Summit, the Citizen Police Academy, the Chief’s Advisory Board, and social media apps to support a safer community.

**Policy CSF-13**
Positive Public Image. Promote a positive image of the local Police and Fire Departments through public information and outreach, effective media relations, and active participation of the Police and Fire departments in community events.

**Action CSF-1.3.A: Public Information Program**
Implement public information, education, and outreach programs to improve community safety and provide data on crime, including the Police Department’s United for Safety Program.
**Policy CSF-14**  
**Safe Environment for Youth.** Support the proactive involvement of the Police Department in creating a safe and healthy environment for youth in San Leandro. Partnerships between the Police Department, School Districts, and private schools should be maintained through such programs as the Teen Police Academy, the Ashland REACH Center, and the assignment of student school resource officers to the local high and middle Schools. Active participation by students and their parents in these programs will be strongly encouraged.

**Action CSF-14A: Youth Safety Programs**  
Utilize grants for the implementation of such programs as Cal Grip (Gang Reduction Intervention and Prevention), GREAT (Gang Resistance Education and Training), Recess with the Cops, COPS grant for School Resource Officers, and efforts to reduce underage drinking. In the event that grants expire, seek funding through additional grant programs or other sources to carry out comparable future programs.

**Policy CSF-15**  
**Review of Development Plans.** Require Police and Fire Department review of proposed development plans to ensure that sufficient provisions for emergency access and response are made, fire code requirements are satisfied, and adequate levels of service can be provided.

**Policy CSF-16**  
**Crime Prevention Through Environmental Design.**  
Incorporate Crime Prevention Through Environmental Design (CPTED) principles in the design of new development and City facilities. This includes the use of lighting, landscaping, site planning, and design features to reduce the potential for crime.

**Policy CSF-17**  
**Mutual Aid.** Maintain mutual aid agreements for police and fire service with other jurisdictions to ensure that the capacity exists to adequately respond to local emergencies.

**Policy CSF-18**  
**Staffing Diversity.** Strive to maintain Police and Fire Department staffing which ensures high quality service while reflecting the gender and ethnic diversity of the community.
Policy CSF-19  
**Paramedic Services.** Continue to maintain a high level of emergency medical services within the local Fire Department.

Policy CSF-110  
**Neighborhood Watch.** Promote a neighborhood-based approach to crime prevention and emergency preparedness, including the formation of neighborhood watch groups and neighborhood emergency response teams.

**Action CSF-110A: Neighborhood Watch Promotional Campaign**
Encourage residents and businesses to become involved in neighborhood/and business watch programs.

See the Environmental Hazards Element for policies on vegetation management, defensible space, and wildfire hazard reduction.

**SCHOOLS**

**GOAL CSF-2**  
Encourage and support high-quality educational facilities and services in San Leandro.

Policy CSF-21  
**Partnerships.** Promote coordination and partnerships between the City, the School Districts, and the business community which emphasize the importance of education to the social and economic vitality of the City.

**Action CSF-21A: Future Bond Measures**
Support School District bond initiatives to expand school capacity, modernize and renovate facilities, and provide additional facilities, including facilities with the potential to be jointly used by the City and School District.

Policy CSF-22  
**Mitigation of Development Impacts**
When new residential development is approved, require mitigation of school impacts to the full extent permitted by law. Work collaboratively with the San Leandro and San Lorenzo Unified School Districts to ensure that appropriate fees are collected and other allowable mitigation measures are taken.
Action CSF-2.2.A: New Revenue Sources  
Support School District and State of California initiatives aimed at generating additional revenue to meet public school demand and construction needs.

Action CSF-2.2.B: New Facility Planning  
Support efforts by both School Districts to develop new facilities and/or expand existing facilities in response to increases in enrollment. Provide the necessary assistance in project planning and permitting for future projects, particularly if a new school site is proposed. The City and the School Districts will work together to conduct joint planning activities to meet anticipated needs.

See Goal LU-4 (Land Use Element) for additional policies on the mitigation of development impacts.

Policy CSF-2.3 School Traffic and Parking Issues. Encourage joint efforts between the City, parent organizations, and the School Districts to address circulation, traffic, and parking issues in the vicinity of school campuses, and to ensure the safety of students traveling to and from school.

Action CSF-2.3.A: Safe Routes to School  
Work with the School Districts to develop and implement Safe Routes to School programs around local school campuses.

Action CSF-2.3.B: AC Transit Coordination  
Work with AC Transit to promote transit service improvements between residential areas and local high and middle schools, and to provide suitable transit facilities such as bus shelters near school campuses.

Policy CSF-2.4 Technology Advances. Support the on-going application and use of new information technology by both School Districts. To the extent feasible, assist the Districts in obtaining the infrastructure needed to support such technology.

Action CSF-2.4.A: Lit San Leandro  
Continue efforts to extend the Lit San Leandro fiber optics loop to school campuses throughout San Leandro.
Policy CSF-2.5 **Private Schools.** Encourage the involvement of private schools and other learning institutions in City discussions relating to education and school facilities.

Policy CSF-2.6 **City-School Coordination.** Promote coordination between City-sponsored recreational, educational, preschool, and after-school programs and similar programs sponsored by the School Districts.

*Action CSF-2.6.A: Shared Maintenance Facilities*

Explore the potential for the City and the San Leandro Unified School District to share maintenance facilities as a way to free up land for additional school or recreational facilities.

Policy CSF-2.7 **Academic Standards.** Encourage both School Districts to implement programs which ensure that students meet and exceed state and national academic achievement standards.

See the Economic Development Element for additional programs on linking schools to the local economy, and providing career pathways for local students.

**Library Services**

**GOAL CSF-3** Sustain and expand a public library system that provides a destination for exploration and discovery, knowledge and information, leisure and cultural enrichment, and life-long learning opportunities for persons of all ages.

Policy CSF-3.1 **Library Expansion and Upgrades.** Support the expansion and upgrading of public library facilities and services to keep pace with changes in information technology and community needs.

*Action CSF-3.1.A: Library Modernization*

Continue to pursue the modernization of San Leandro’s libraries to incorporate emerging technology and best practices in library design.
Action CSF-3.1.B: Library Master Plan
Consider the development of a Citywide Library System Master Plan.

Action CSF-3.1.C: Equipment Acquisition
On an ongoing basis, secure funding for technology improvements, hardware, building furnishings, and other upgrades to ensure that the City’s libraries remain cutting edge and responsive to public needs.

Policy CSF-3.2: Library Innovation. Consider innovative approaches to generating funds or space for new or upgraded library facilities, including public-private partnerships, co-location with other public facilities, and joint development.

Action CSF-3.2.A: Mulford and South Branch Replacement
Continue to explore options for replacing or modernizing the Mulford Branch and South Branch libraries. Opportunities to incorporate modern new branch library facilities as part of future mixed use development at the Shoreline and in the Bay Fair area should be encouraged and supported.

Policy CSF-3.3: Adequate Funding. Ensure that library funding remains adequate to sustain or increase existing service levels, including staffing, programming, and technology upgrades. Maintain or exceed American Library Association standards throughout the City’s library system.

Action CSF-3.3.A: Use of New Technology
Invest in new technology such as Radio Frequency Identification (RFID) and automated return sorters to improve service for patrons and encourage library use.

Action CSF-3.3.B: Library Kiosks
Explore electronic library kiosks with downloadable (“e-book”) materials in high-volume pedestrian areas such as the BART stations, Downtown, and Bay Fair Center, and in areas without easy access to the Main Library or branch libraries.
Policy CSF-3.4 Libraries as Neighborhood Centers. Promote programs and events that affirm the role of the City’s libraries as community and neighborhood gathering places and that reflect the City’s diverse population.

Policy CSF-3.5 Resources for Self-Improvement. Ensure that San Leandro’s libraries and other community institutions provide a setting for the open exchange of ideas and information and provide an opportunity for residents of all backgrounds to improve their skills and knowledge.

**INFORMATION TECHNOLOGY**

**GOAL CSF-4** Maximize access to information and communication services for San Leandro residents and businesses.

Policy CSF-4.1 Telecommunications. Collaborate with telecommunication service providers, the business community, and investors to foster access to emerging information and communication technology.

Policy CSF-4.2 Information Technology. Encourage the use of the Internet, cable TV, and other forms of information and communication technology as a way to widely disburse information about City and community services, events, and resources.

**Action CSF-4.2A: Web-Based Resources**

Maintain and expand the City of San Leandro’s website and web-based communication platforms, including social media, streaming video, and two-way information channels. Technology should be used to provide outreach and education, and to engage the community in meaningful dialogue about key issues.

Policy CSF-4.3 Computer Training and Digital Literacy. Support continuing education and computer training programs to increase computer literacy and skill levels among San Leandro residents.
**Policy CSF-4.4**  
**Fiber Optic Expansion.** Continue investment and expansion of the Lit San Leandro high-speed fiber optic network, and leverage this investment to create jobs, generate economic development and improve the quality of life for residents.

**Policy CSF-4.5**  
**Language and Media Diversity.** Ensure access to information among those persons without easy access to electronic media, and those persons whose primary language is not English. Information on City facilities and activities, including sports, events, resources, and programs, should be provided in a variety of mediums and languages.

**Policy CSF-4.6**  
**Neighborhood-Based Communication.** Support and encourage the development of neighborhood newsletters, websites, social media, and other forms of electronic and print media to inform residents of current issues and facilitate resident feedback to City officials and staff.

**Action CSF-4.6A: Outreach Materials**  
Prepare and update printed and web-based materials that summarize City processes and procedures on a wide variety of topics, such as planning and building requirements, tree care, and emergency preparedness.

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**Recreation and Human Services**

**GOAL CSF-5**  
Provide recreation and human service programs and activities commensurate with identified community needs.

**Policy CSF-5.1**  
**Equitable and Affordable Access.** Work with appropriate agencies to provide equal and affordable access to recreation and human services. Programs should be flexible and responsive to the community’s changing needs.
**Action CSF-5.1A: Community-Based Needs Assessment**
Engage the community in the assessment of recreation and human service program needs for programs that are funded by all sources, including the City, County, State, and federal governments, and donations from charitable organizations.

**Action CSF-5.1B: Human Services Initiative**
Continue to fund San Leandro Human Services programs and implement the recommendations of future human services gap assessments.

**Policy CSF-5.2**
**Child and Family Services.** Support the development of child and family services and programs that encourage safe and healthy environments for children and families.

**Action CSF-5.2A: Child Care Incentives**
Explore incentives to provide on-site child care in major employment centers.

**Action CSF-5.2B: Coordination with Service Providers**
Work with social service agencies, non-profits, the School Districts, and businesses to pursue creative and effective solutions to address child care needs in the community.

**Policy CSF-5.3**
**Youth and Teen Services.** Support the development of services and programs that foster youth development and self-sufficiency, such as the Barbara Lee Wellness Center, REACH, and non-profits that serve San Leandrans.

**Action CSF-5.3A: Youth Advisory Commission**
Create opportunities for youth participation in local government affairs, including a Youth Advisory Commission. Aspire to achieve a membership balance on City-sponsored youth organizations which mirrors the diverse social, economic, and cultural backgrounds of San Leandro's youth.

**Policy CSF-5.4**
**Inclusive Approach.** Promote an inclusive approach to youth services, soliciting participation by individuals as well as the diverse range of organizations serving youth and young adults in the community.
**Policy CSF-5.5**  
**Youth-Oriented Business/ Facilities.** Encourage additional local businesses, services, public facilities, and entertainment places that are focused on San Leandro youth and consistent with the objective of providing a safe, positive environment for youth.

**Policy CSF-5.6**  
**Coordination with Schools.** Coordinate with the School Districts to provide and assist with meeting the recreational and human service needs of young people.

**Policy CSF-5.7**  
**Meeting Diverse Youth Needs.** Ensure that community recreation and human services programs respond to the diverse range of youth interests and are culturally competent.

**Action CSF-5.7.A: Awareness of Programs**  
Increase awareness of youth programs and activities among San Leandro youth. Provide outreach to youth through public and private schools.

*See the Economic Development Element for policies and actions on technical education programs, career pathways, internships, mentorship programs, and partnerships with the business community, School Districts, and community colleges which create diverse career opportunities for San Leandro youth.*

**Policy CSF-5.8**  
**Services for Older Adults.** Support the expansion of older adult services and programs to improve access to critical resources and maintain quality-of-life standards. Access to senior services should be improved through planning, advocacy, and the use of City and other resources to address identified needs.

**Action CSF-5.8.A: Senior Facilities**  
On an ongoing basis, evaluate the need for additional facilities serving seniors, and pursue opportunities to develop such facilities as they arise.

**Action CSF-5.8.B: Older Adult Activities and Programs**  
Continue to ensure that programming meets the needs of the growing number of older adults in the city.
Action CSF-5.8.C: Public Information
Develop resource guides, outreach materials, and web-based information on senior services.

Policy CSF-5.9
Multi-Generational Activities. Promote multi-generational activities to ensure that seniors remain an integral part of community life.

Policy CSF-5.10
Non-Profit Entities Serving Older Adults. Support and promote the efforts of non-profit groups and foundations to advocate on behalf of the City’s senior population and improve services for seniors in the community. Special emphasis should be placed on closing the gaps that currently exist in senior services, including legal assistance, case management, employment, homebound services, and housing.

Policy CSF-5.11
Special Needs Services and Facilities. Support special needs services that foster independence for older adults, people with disabilities and those facing physical or mental health challenges.

Action CSF-5.11.A: Adult Care Facilities
Support the development of additional high-quality, affordable assisted living, nursing, adult day care, and other health care and special needs facilities in the city.

Policy CSF-5.12
Outreach. Continue broad-based public outreach activities that inform residents of all available recreation and human service programs.

Action CSF-5.12.A: Recreation and Human Services Outreach
Develop and implement a comprehensive outreach plan to identify and inform targeted groups about all available recreation and human service programs in San Leandro.

Action CSF-5.12.B: Program Organization and Funding
Continue organizing and funding City-sponsored recreation and human enrichment programs with particular attention being paid to the needs of youth and seniors.
**Action CSF-5.12.C: Faith Community Outreach**
Work with local non-profits and the faith community to maximize outreach to individuals or groups who may be unaware of City programs and services.

**Action CSF-5.12.D: Demographic Reports**
Collect and evaluate information regarding the demographic composition of San Leandro’s residents, including data from the U.S. Census, to improve the effectiveness of City programs and outreach efforts. The City should set a target of assessing this information at least once every five to ten years and should use the findings to make program changes and grant applications as needed.

**Policy CSF-5.13 Multi-Lingual Information and Cultural Competency.**
Encourage public agencies to provide services, classes, outreach materials and information to San Leandro residents in multiple formats and languages. Cultural competency is equally important as language access.

**Policy CSF-5.14 Volunteers.** Support and encourage the active involvement of local residents as volunteers in the delivery of community services.

Continue to implement volunteer services programs through the Recreation and Human Services Department and other City departments.

**INFRASTRUCTURE**

**GOAL CSF-6**
Ensure that local water, sewer, storm drainage, solid waste, energy, and telecommunication facilities are well maintained; improvements meet existing and future needs; and land use decisions are contingent on the adequacy and maintenance of such facilities.

**Policy CSF-6.1 Development Impacts.** Permit new development only when infrastructure and utilities can be provided to that development without diminishing the quality of service provided to the rest of the City.
Fair Share Costs. Require future development to pay its fair share of the cost of improving the water, sewer, storm drainage, and other infrastructure systems needed to serve that development. Development impact fees, development agreements, and other appropriate forms of mitigation should be used to cover the costs of upgrading or expanding public infrastructure.

**Action CSF-6.2A: Infrastructure Impact Fee and Rate Updates**
Regularly update fees and rates for sewer, solid waste, and other public services to ensure that revenues are sufficient to cover operating and maintenance costs.

Coordination. Coordinate local infrastructure planning with EBMUD, the Oro Loma Sanitary District, Alameda County, and other service providers to ensure that infrastructure remains adequate to serve existing and planned development.

Wastewater Collection and Treatment. Maintain efficient, environmentally sound, and cost-effective wastewater collection and treatment services in San Leandro.

**Action CSF-6.4A: Infiltration/Inflow Capital Improvements**
Continue improvements to the City’s wastewater collection system to correct infiltration and inflow problems and expand the reclaimed water delivery system. Ensure that high operating efficiency is retained in both the wastewater collection and treatment systems.

Capacity. Maintain adequate capacity at the San Leandro wastewater treatment plant to accommodate projected levels of growth within the service area and encourage the Oro Loma Sanitary District to do the same. Support efforts to maintain and/or improve the high quality of treated effluent at both plants and increase the feasibility and cost-effectiveness of using recycled wastewater for non-potable purposes.
Policy CSF-6.6 **Reclaimed Water System.** Continue the expansion of the reclaimed water system, and the delivery of high-quality reclaimed water for landscaping, industrial use, and other non-potable applications as they become financially feasible. Employ advanced technology so that reclaimed water can eventually be made available to all households.

*See the Open Space, Parks, and Conservation Element for additional policies on water conservation and reclaimed water use.*

Policy CSF-6.7 **Storm Drainage.** Require storm drainage improvements for new development which ensure that stormwater runoff is adequately handled both on-site and off-site. Such regulations should fully implement state and federal clean water requirements. The City will also support legislation to increase funding for local storm drainage improvements, including improvements aimed at water quality.

*See the Environmental Hazards Element for additional policies on water quality.*

Policy CSF-6.8 **Maintenance.** Ensure that sufficient funding is provided for the ongoing maintenance of City-owned facilities, including streets, street lights, traffic signals, landscaping, street trees, storm drains, public buildings and other infrastructure.

**Action CSF-6.8A: Financing and Assessment Districts**

Explore the use of special assessment districts, community benefit districts, enhanced infrastructure financing districts, and other financing tools to create reliable funding streams for the development, maintenance and operation of infrastructure in high growth areas of the city.
The purpose of Chapter 10 is to direct the reader to the Housing Element, which stands on its own as an independent document.

The State Government Code establishes unique requirements for the Housing Element, which results in a different format and considerably more detail on existing conditions and implementation programs than the other elements of the Plan. Moreover, the schedule for updating the Housing Element is set by the State legislature. The Element is also the only part of the General Plan subject to review and certification by a state agency, in this case the State Department of Housing and Community Development (HCD).

San Leandro adopted its Housing Element on January 20, 2015. The Element includes the following components:

- Introduction
- Review of the 2007-2014 Housing Element
- Needs Assessment
- Analysis of Housing Sites
- Potential Constraints to Housing Production
- Housing Goals, Objectives, Policies, and Actions
- Implementation Program

To view the document, please visit:

http://www.sanleandro.org/depts/cd/housing/he/default.asp
A. OVERVIEW

The Implementation Chapter describes the programs to be carried out after the General Plan is adopted. The Plan includes more than 400 action items. Some are already underway and represent the on-going activities of City departments. Others will take many years to achieve and may require considerable public and private investment. A coordinated effort by the City, its elected and appointed officials, other agencies, residents, businesses, and organizations will be needed to move the General Plan from vision to reality.

This chapter does not assign timelines or costs to individual actions. The General Plan is intended to be a policy document, and such detail is beyond its scope. Other documents such as the City’s annual budget, strategic plans, specific plans, and capital improvement program will be used to set priorities. The purpose of the Implementation Chapter is to review the broad categories of actions that are identified in the General Plan and highlight some of the anticipated activities in each category. As appropriate, General Plan actions are referenced by number (in parentheses).

The following categories are used to summarize General Plan implementation measures:

- Zoning Code Changes and Map Revisions
- Capital Improvements
- CEQA and Development Review
- Design Review and Guidelines
B. IMPLEMENTATION TOOLS

Zoning Code Changes and Map Revisions

The San Leandro Zoning Code establishes the allowable uses, development standards, and permitting requirements for each parcel in the city. It also sets forth development review and design review procedures, parking requirements, and performance standards for specific uses. Whereas the General Plan is a policy document, zoning is regulatory and prescriptive. The Code was last comprehensively updated in 2001, with major revisions made in 2014. San Leandro periodically makes minor Code amendments to address specific issues, accommodate (or limit) new uses, resolve conflicts, reflect emerging conditions, comply with state laws, or incorporate the recommendations of City plans and policy directives. Zoning amendments may be text based, map-based, or both.

A number of Zoning Code changes are specifically recommended in the General Plan. Some of these are short-term actions, such as text changes for zones west of the San Leandro BART station to facilitate office development (LU-6.1.C, LU-6.4.A). Others may be longer-term or ongoing, such as periodic review of the Code to accommodate emerging industrial uses (LU-7.3.A) and the conversion of former factories to “maker” spaces and tech uses (LU-10.3.C). Still others provide guidance...
for particular uses, such as adoption of live-work regulations (LU-3.9.A) and allowing restaurants and tasting rooms at breweries in the industrial district (LU-7.9.B).

Some of the zoning-related actions relate to potential changes to be “studied” rather than changes that “must” be made for General Plan consistency. For example, the Land Use Element suggests future studies of the potential for additional dwelling units on large single family lots (LU-3.9.A), and potential incentives for second units (LU-1.11.B). The decision to actually amend the Code to make such changes will be based on further study and community input.

Other actions indicate the ways that zoning can be used to implement Plan policies, rather than changes to be made. For example, the Land Use Element suggests using zoning to avoid land use conflicts around industrial uses (LU-10.3.A) and to require taller buildings to “step down” in height as they approach lower density zones (CD-6.3.A). Other actions recognize the use of zoning to avoid over-concentrations of particular uses (LU-8.1.A), encourage housing near BART (LU-6.13.A), and facilitate entertainment activities in Downtown San Leandro (LU-6.3.A). These actions do not require changes to the Code but rather a continuation of existing Code provisions.

Zoning map changes are also used to implement the General Plan. As noted in the Plan, most of San Leandro is not expected to change in the next 20 years. In most areas, the General Plan and zoning maps are already consistent, and the existing zoning may remain in place. In a few areas, the General Plan may show levels of development intensity and uses that cannot be achieved under current zoning. Zoning map changes will be needed in those areas during the time horizon of the General Plan. As noted in the General Plan Environmental Impact Report, a number of zoning map changes are being made concurrently with Plan adoption.
Since the Plan has a 20-year horizon and zoning is immediate, it is not necessary to rezone all land in the city when the Plan is adopted. Where the existing zoning has been deemed conditionally compatible with the General Plan Map designation (see Table 3-2), it may remain in place for the time being. The expectation is that such land will be rezoned gradually, in response to future specific plans and area plans, community input, and development proposals that are consistent with the General Plan Map and its policies.

**Capital Improvements**

The Capital Improvement Program (CIP) itemizes the projects to be funded by the City during future budget cycles. The CIP must be consistent with the General Plan and is an important tool for carrying out some of the changes identified in the Plan. CIP projects may include infrastructure, new public buildings, open space acquisition, park improvements, transportation facilities, and civic beautification projects, among others. A variety of funding sources are available for these projects, including general fund revenues, impact fees, bond measures, and grants or stipends from the State and federal governments.

The General Plan either directly or indirectly identifies about 30 potential capital improvement projects. Some of these projects would be funded through the capital improvement programs of other agencies, such as the school districts, the East Bay Regional Park District, and East Bay Municipal Utility District. Because the City only has jurisdiction over its own projects, the actions relating to those of other agencies primarily address coordination and permitting. Examples include the proposed East Bay Greenway and the planned Bus Rapid Transit (BRT) system. Some capital projects, such as the development of new buildings or new utility lines, may be subject to supplemental environmental review and site-specific studies to address traffic, noise, and other potential impacts.

Capital improvements listed in the General Plan include specific projects (such as paving Eden Road) and more generic references to project categories (such as street tree planting and sewer repair). The CIP typically includes lump sum amounts for both types. When budgeting for future capital improvements, it is important to balance proposals for new facilities with the on-going costs of maintaining existing facilities and infrastructure (e.g., sewer repair, road repaving, etc.).
City capital improvement actions referenced in the General Plan are listed below. Funding for these projects should be considered during future budget cycles:

- BART Area streetscape improvements (LU-6.7.A)
- San Leandro Creek Linear Park/Root Park extension (LU-6.14.B)
- Marina Boulevard and Shoreline Gateway Streetscape Improvements (LU-7.6.B and C)
- Pedestrian and Bicycle crossing improvements (T-3.7.C)
- Marina Boulevard East improvements (T-5.2.E)
- Shoreline Park improvements (OSC-2.4.A)
- Bay Fair Area park (OSC-2.4.C)
- San Leandro Creek trail (OSC-5.4.A, 5.4.B)
- Environmental Education Center (OSC-5.8.A)
- Extension of reclaimed water system (OSC-7.2.B)
- Street tree planting (OSC-7.10.A)
- Storm drain trash capture devices (EH-4.1.A)
- Hesperian / 150th Triangle improvements (CD-5.1.B)
- Neighborhood Gateway signs (CD-5.1.C)
- Renovation of Fire Stations 9, 12, and 13 (CSF-1.1.A)
- Lit San Leandro extension (CSF-2.4.A)
- Replacement of South Branch and Mulford Branch Library (CSF-3.2.A)
- Technology improvements and modernization of libraries (CSF-3.1.A, 3.3.A, 3.3.B)
- Wastewater collection improvements (CSF-6.4.A)
CEQA and Development Review

The California Environmental Quality Act (CEQA) is an important tool for General Plan implementation. CEQA provides the vehicle for carrying out many of the policies in Chapters 6 and 7 regarding natural resource protection and environmental hazards. It also helps ensure that development “pays its way” by evaluating potential impacts on traffic, schools, parks, and other services. The General Plan should be a benchmark throughout the CEQA process. For example, Action LU-4.1.A requires future impacts on public services to be evaluated as part of development review, and Action T-1.3.B requires traffic studies for projects likely to generate a substantial number of trips or impact local streets.

Some of the action items in the General Plan reference procedures to be followed during development review to mitigate CEQA-related impacts. For example, Action CD-1.12.A establishes conditions of approval for projects that may affect archaeological resources. Action OSC-6.4.A requires biological assessments for projects that may affect sensitive plant and animal communities. Similar actions related to future development proposals are present in the Environmental Hazards Element. For instance, there are actions requiring soil and geologic reports (EH-1.1.A), air quality studies (EH-3.4.A), and Health Risk Assessments for projects near freeways and high-volume roadways (EH-
The General Plan also establishes conditions of approval for projects likely to have noise impacts (EH-7.5.A) and vibration impacts (EH-7.5.B).

**Design Review and Guidelines**

San Leandro conducts design review on a range of projects, including new commercial and industrial buildings, and projects requiring conditional use permits, site plan review, or subdivision approval. Applications for infill housing, additions, remodels, and smaller structures undergo a more informal design review process during plan checking and permitting. Design guidelines have been developed for specific areas of the city, including Downtown, the Transit Oriented Development Area, and East 14th Street.

The General Plan proposes that design review practices and procedures be periodically reviewed to ensure an appropriate level of scrutiny is provided for development and alterations. Higher levels of review may be appropriate in some parts of the city, given the age and character of construction. Design review requirements also may vary depending on the size, scale, and type of construction. There is particular interest in developing residential design guidelines for the city’s older, traditional neighborhoods (CD-1.5.A). The City will also continue to administer guidelines for Downtown and East 14th Street, and may develop supplemental guidelines to protect historic resources (CD-2.3.B). The General Plan indicates the need for greater design guidance for fences (LU-1.8.A), second units (LU-1.11.A), wind turbines (OSC-8.4.B), infill housing (CD-5.4.A), parking lots (CD-6.9.A), and the commercial and industrial districts in general (LU-10.3.B).

It is expected that area plans and specific plans for subareas of the city will be prepared following General Plan adoption. Such plans should include guidance for new construction, rehabilitation, and alteration. Such plans should also provide guidance for the design of public space, streets, and open space areas, including landscaping and lighting. The Community Development Department has the primary responsibility for implementing the City’s design review programs and requirements.
Business Development Programs

The General Plan includes an Economic Development Element with actions related to business retention, attraction, marketing, and workforce development. Some of the actions represent new initiatives or programs to be launched in the years following General Plan adoption. Others are ongoing and are being implemented by the Community Development Department, in coordination with the City Manager’s Office and other City departments. Still others are expressions of the City’s support for the work being led by other agencies or organizations, such as the San Leandro and San Lorenzo Unified School Districts and the Chamber of Commerce. The City is a partner or ally in many such initiatives.

Some of the major business development actions listed in the Plan include:

- Pursuing grants through the Smart Cities program (ED-3.2.A)
- Updating the 2013 Economic Development Strategy (ED-1.11.A)
- Preparing a Retail Action Strategy (ED-4.1.A) and developing a Retail Real Estate Prospectus (ED-4.1.B)
Tracking development opportunities and maintaining a database of available sites (ED-1.2.A)

Continuing “Made in San Leandro” branding (ED-1.9.A) and launching a “Shop San Leandro” campaign (ED-4.3.B) and a “Work Local/Live Local” campaign (ED-5.1.A)

Exploring the feasibility of a small business development center (ED-2.7.A)

Developing a marketing strategy for Lit San Leandro (ED-3.4.B) and expanding the fiber optic network (ED-3.4.A)

Exploring a solar energy micro-grid program for the industrial area (ED-3.6.C)

Developing a green business certification program (ED-3.5.A)

Promoting San Leandro as a center for construction and home improvement supplies (ED-4.3.C)

Business development measures also include existing programs like the Façade Improvement Program (ED-4.4.A), one-stop permitting for business (ED-2.4.A), social media campaigns (ED-1.9.B), downtown streetscape improvements (ED-4.5.B), and the Design Assistance Program (ED-4.4.B). These measures also include more general directives such as promoting international business relations (ED-1.7.A), supporting job fairs (ED-6.7.A), providing outreach to businesses (ED-2.1.A), improving parking management (ED-4.5.C), and recruiting new retailers (ED-4.6.A, 4.6.B). These programs should ensure that the City’s resources are strategically leveraged to maximize citywide benefits.

**City Operating Procedures**

This is the largest category of implementation measures in the General Plan. About one-quarter of the action items listed in the Plan correspond to operating procedures and practices already being implemented by City government. These include:

- Community standards programs such as code enforcement, weed abatement, and enforcement of dumping regulations
- Compliance with ADA and other state and federal programs
- Staff education and training programs
Community noticing requirements such as posting of development applications, advertising for public meetings, and consultation with neighborhood groups

Using the planning process (conditional use permits, public hearings, etc.) to address the potential impacts of new activities

Tracking local development and construction activity

Street maintenance and repair, traffic calming, traffic safety measures, and enforcement of truck route designations

Collection of data on traffic volumes, traffic accidents, and pedestrians and bicycle movement

Implementation of various plans, such as the Bicycle and Pedestrian Master Plan and the Downtown Transit-Oriented Development Plan

Promotion of good design through awards programs, design assistance, and public art programs

Support for LINKS, transit vouchers, and other measures that provide alternatives to driving

Maintenance of parks and delivery of recreational services, implementation of operating procedures and rules for park use

Creek restoration and marshland management, including monitoring programs

Recycling and waste reduction programs

Green building, energy conservation, Title 24 (Building Code energy standards), and water conservation initiatives

Hazard reduction programs such as brush clearance and earthquake retrofit classes

Stormwater control and water quality programs, such as street sweeping and stenciling of storm drains

Hazardous waste management programs

Enforcement of Vehicle Code and Municipal Code provisions relating to noise and truck parking

Implementing the Airport Settlement Agreement

Streetscape improvements, utility undergrounding, and tree planting initiatives
Provision of human services, such as child care, senior care, and youth engagement

The inclusion of these programs in the General Plan means that they should regularly be considered for funding as part of the City budgeting process. The programs cover an array of basic services provided by the City to maintain and improve the quality of life for San Leandro residents. The budgeting process provides a means of allocating staff to these actions, and a means of supporting the day-to-day activities of City departments.

Each City department will participate in the implementation of the General Plan in this manner. For instance, the Recreation and Human Services Department will continue to provide recreational programs that reflect the needs identified in the General Plan. The San Leandro Library will continue to address the needs described in Chapter 9. The Public Works Department will continue to carry out repair and maintenance activities, water quality programs, and other measures to sustain City facilities, environmental quality, and infrastructure.

Other City departments and divisions will carry out other actions and programs identified in the General Plan. Under the direction of the City Manager, the duties of each department should be defined in a manner that is consistent with the General Plan.
New Initiatives and Programs

The General Plan proposes roughly 30 new initiatives to be studied or implemented during the years following adoption. Some of these initiatives are already in the planning stages, and others have yet to be studied. Future feasibility studies may determine that some of the initiatives are infeasible. Others may be carried out in the next 20 years, once funding sources have been identified and further vetting has taken place.

Some of the key initiatives described in the General Plan include:

- A program to upgrade small mobile home parks (LU-1.2.C)
- A program to improve fencing along the rear property lines of double-frontage lots (LU-1.8.B)
- Safe Routes to Transit (LU-6.7.C) and additional Safe Routes to School initiatives (T-7.5.A)
- Creation of new tech incubator and maker spaces in the industrial area (LU-7.2.A)
- New public art initiatives in the industrial area (LU-7.7.A)
- Food cart pods and “temporary urbanism” projects (LU-7.9.C)
- Implementation of a new Downtown Parking Management Strategy (T-1.7.B)
- A new transportation coordination initiative with Oakland focused on the area between E. 14th and MacArthur (T-2.2.B)
- Formalizing stakeholder engagement in transportation decisions (T-2.3.B)
- A bike-sharing program at the two BART stations (T-4.9.A)
- A shift to a transportation evaluation metric based on VMT (vehicle miles traveled) rather than LOS (level of service) (T-5.2.A)
- Implementation of “smart highway” technology (T-5.4.A)
- Updating truck signs (T-6.6.C)
- New wayfinding and directional signage (T-7.6.A)
- A “parklet” program for Downtown and neighborhood commercial districts (OSC-2.5.A)
- Conversion of surplus rail spurs to parks or gardens (OSC-2.5.B)
- A Priority Conservation Area designation for San Leandro Creek (OSC-5.1.C)
- Hazardous tree removal along San Leandro Creek (OSC-5.7.A)
- A long-term plan for the Dredge Materials Management Site (OSC-6.5.C)
- Community Choice Aggregation initiative (OSC-8.4.A)
- Soft-story building retrofit program (EH-1.2.C)
- Trash capture device installation in storm drains (EH-4.1.A)
- Relocation of the aviation water rescue point (EH-9.9.A)
- Preparation of neighborhood profiles (CD-5.4.B)
Emergency Preparedness and Hazard Mitigation Programs

Emergency preparedness is a high priority in San Leandro. The City implements preparedness measures both through hazard mitigation—avoiding the potential for hazards before they happen—and through drills, training, and recovery actions that are focused on what happens after a disaster strikes. Some of these programs require a commitment of local funds; others rely on state and federal grants. Chapter 7 identifies the major initiatives that are proposed. Updating the City’s Management Operations Plan (EH-6.2.A) is an important first step and would provide more detail on how some of these initiatives will be carried out and funded.

Major recommendations related to hazard mitigation include earthquake retrofit programs (EH-1.2.A, 1.2.B, 1.2.C, and 6.10.A); flood control projects such as channel improvements and maintenance (EH-1.7.A and 1.7.B), vegetation management and “defensible space” programs to reduce wildfire hazards (EH-2.1.A and 2.2.A), and pipeline safety (EH-5.1.C) and rail transport safety programs (EH-5.8.B). The General Plan also calls for “resilience” planning along the shoreline in anticipation of future sea level rise (EH-6.1.A).

Recommendations specifically related to emergency preparedness include educational materials on hazards (EH-1.5.A), community outreach (EH-6.3.A), emergency radio frequencies and sirens (EH-6.4.A and 6.4.B), and investment in communication equipment (EH-6.6.A). The General Plan also places a priority on Community Emergency Response Teams and other neighborhood-level programs focused on disaster preparedness, first aid, response, shelter, and recovery.

Follow-Up Plans and Studies

The broad and comprehensive nature of the General Plan precludes a detailed analysis of each issue addressed. Where appropriate, the Plan identifies follow-up plans and studies to be undertaken after adoption. These studies include updates of existing plans, area plans (more precise plans for specific areas), and feasibility analyses. In most cases, the Community Development Department will be responsible for undertaking such plans and studies.
The General Plan calls for completion of a number of plans or studies that were underway at the time of Plan adoption, including the Bay Fair TOD Specific Plan (LU-8.10.A), the Downtown Parking Study (LU-6.10.A), the Creek Trail Master Plan (OSC-5.1.A), and the Local Hazard Mitigation Plan (EH-6.2.B). It also calls for updates of existing land use and urban design plans, some of which are more than 20 years old. This includes updates of the:

- 2007 Downtown TOD Strategy (LU-6.1.B)
- 1997 West San Leandro (Industrial Area) Strategic Plan (LU-7.1.A)
- Corridor plans for East 14th Street (LU-8.9.A) and plans for the MacArthur and Bancroft corridors (LU-8.11.A)
- 2011 Bicycle and Pedestrian Master Plan (T-3.1.A)
- 2009 Climate Action Plan (OSC-7.7.B)

The Plan also identifies future feasibility studies for the Aladdin Avenue Extension (T-5.2.C) and grade separated rail crossings along Washington Avenue and Hesperian Boulevard (T-5.6.A and 5.6.B). It also calls for a number of new master plans, including a:

- Parks Master Plan (OSC-1.1.A)
- Green Infrastructure Plan (EH-4.11.A)
- Library Master Plan (CSF-3.1.B)
- Street Tree Master Plan (CD-7.1.A).

The Parks Master Plan was identified as a particularly high priority during the General Plan Update process. A related action—a Joint Use Facilities Master Plan (OSC-4.1.A) that addresses the joint use of City and School District recreational and sports facilities—could be a component of that process.
Historic Preservation Program

Chapter 8 outlines several initiatives to expand historic preservation in San Leandro. The first step is to prepare a Historic Preservation Action Plan (CD-2.1.A). Such a Plan would lay the groundwork for the other actions listed in the General Plan.

Actions listed in the General Plan include:

- Creating an Old San Leandro Historic District around the Casa Peralta and Daniel Best House (CD-1.4.A)
- Expanding the local register of historic buildings (CD-1.6.A)
- Applying for Certified Local Government status (CD-2.1.B)
- Maintaining sufficient staffing levels to implement preservation programs (CD-2.2.A)
- Staff training on historic preservation (CD-2.2.B)
- Review and update of the Preservation Ordinance (CD-2.3.A)
- Expanding the Downtown Design Guidelines to address preservation (CD-2.3.B)
- Updating A Garden Grows in Eden, a Historical Committee publication about the history of San Leandro (CD-3.1.A)
- Exploring a web-based or smartphone app with a historic walking tour (CD-3.2.C)
- Expanding the historic marker and plaque program (CD-3.3.A)
- Seeking opportunities to use Mills Act preservation tax credits (CD-4.2.A)

In addition, the Plan indicate support for ongoing preservation actions, such as the referral of preservation matters to the Library-Historical Commission, application for grants supporting preservation, maintaining the History Museum and the Library History Room, and coordination with the Historical Society on outreach. The General Plan also expresses support for the work of non-profit preservation groups, including volunteer docent programs, and special events commemorating local history.
Climate and Energy Measures

Almost every element of the General Plan includes implementation programs related to the City’s Climate Action Plan. These same programs also support statewide greenhouse gas emission reduction targets for 2020, 2030, and 2050. Some of the climate-related actions are taken directly from the Climate Action Plan, while others are more broadly related to land use and transportation strategies which reduce dependence on gasoline-powered vehicles, or to air quality and energy conservation measures.

Actions in the General Plan relating to transit-oriented development and complete streets support the City’s climate initiatives. These include actions to encourage high-density housing and offices near BART, accommodate live-work development, and maintain minimum densities near transit. Such actions also include programs to improve bicycle and pedestrian facilities, sustain the LINKS shuttle to BART, encourage car sharing and bike-sharing, and create more walkable streets in the industrial area.

Recycling and solid waste reduction actions also support climate goals, since they reduce consumption of non-renewable materials and greenhouse gas emissions from landfill disposal (see Actions OSC-7.1.A through 7.1.F). Similarly, actions to conserve water and use reclaimed water (OSC-7.2.A, 7.2.B, 7.4.A) reduce the energy costs and greenhouse gases associated with water transport.
The General Plan also includes actions relating to green building and energy efficiency, particularly under Goal OSC-8. These include energy retrofits of public facilities and single family homes, Community Choice Aggregation, expanded use of electric vehicles (including vehicle charging stations) and a City energy efficiency grants program. The Plan supports initiatives such as industrial micro-grids (EH-3.6.C), wind turbines (OSC-8.4.B), and other renewable energy programs that reduce dependence on fossil fuels.

**Intergovernmental Coordination**

Many of the actions listed in the General Plan will require collaborative efforts with other public agencies and institutions. The Plan itself may be used by these agencies to guide decisions on the use of public property in San Leandro, the development of transportation facilities and infrastructure, and the delivery of services to San Leandro residents. Table 11-1 indicates the other agencies that will participate in the implementation of the General Plan. The City will strive to maintain a positive relationship with each of these agencies to carry out the initiatives listed.

One of the most important aspects of intergovernmental coordination involves the review of land use and transportation decisions in San Leandro’s sphere of influence. The City will work closely with Alameda County as development is proposed in this area, evaluating possible impacts on City services and land uses. Private and non-profit sector decisions and investments are also a crucial part of implementing the General Plan. A number of the action items identify proactive roles for local business organizations and community advocacy groups. The City will solicit the active involvement of these groups in settling local policy and developing new programs.
<table>
<thead>
<tr>
<th>Agency</th>
<th>Action #</th>
<th>Action Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABAG/MTC</td>
<td>ED-7.9.A</td>
<td>Participate in ABAG corridor planning efforts</td>
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<tr>
<td></td>
<td>T-8.2.A</td>
<td>Seek representation on regional transportation planning task forces</td>
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<tr>
<td></td>
<td>OSC-5.1.C</td>
<td>Pursue a Priority Conservation Area designation for San Leandro Creek</td>
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<tr>
<td>AC Transit</td>
<td>T-4.1.A</td>
<td>Support AC Transit Service improvements throughout San Leandro</td>
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<tr>
<td></td>
<td>T-4.4.A</td>
<td>Coordinate LINKS shuttle and AC Transit schedules and routes</td>
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<td></td>
<td>T-4.5.A</td>
<td>Promote East 14th Street as major bus transit route</td>
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<td></td>
<td>T-4.5.B, LU-6.7.B</td>
<td>Complete Bus Rapid Transit improvements</td>
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<tr>
<td></td>
<td>T-8.1.B</td>
<td>Coordinate emergency preparedness with transit</td>
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<tr>
<td></td>
<td>CSF-2.3.B</td>
<td>Coordinate with AC Transit on service to schools</td>
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<tr>
<td>Alameda Co. Flood Control/ Water Conservation District</td>
<td>OSC-2.10.B</td>
<td>Coordinate with ACFCWCD on flood control trail opportunities</td>
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<tr>
<td></td>
<td>EH-1.7.A</td>
<td>Coordinate with ACFCWCD on channel repair and maintenance</td>
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<tr>
<td></td>
<td>EH-1.7.B</td>
<td>Increase Line A channel capacity</td>
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<tr>
<td>Alameda Co. Fire Department</td>
<td>EH-2.2.A</td>
<td>Engage Fire Department in review of proposed plans</td>
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<td></td>
<td>EH-2.3.A</td>
<td>Participate in task forces to reduce fire hazards</td>
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<td></td>
<td>EH-5.1.B</td>
<td>Implement County Hazardous Materials Plan</td>
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<td></td>
<td>EH-5.1.C</td>
<td>Coordinate on pipeline safety</td>
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<tr>
<td>Alameda County</td>
<td>LU-8.10.B</td>
<td>Collaborative planning/ streetscape improvements on E. 14th Street and in the Bay Fair area</td>
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<td></td>
<td>T-2.1.B</td>
<td>Coordinate street classification (ACTC)</td>
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<td></td>
<td>EH-4.2.A</td>
<td>Implement Countywide Clean Water Program components</td>
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<tr>
<td></td>
<td>EH-5.1.B</td>
<td>Implement Countywide Hazardous Waste Management Plan</td>
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<td></td>
<td>EH-5.6.A</td>
<td>Coordinate with County on Household Hazardous Waste Education</td>
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<tr>
<td>BART</td>
<td>LU-6.7.C</td>
<td>Pursue Safe Routes to Transit programs</td>
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<td></td>
<td>LU-6.7.D</td>
<td>Enhance wayfinding signage at BART</td>
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<td></td>
<td>T-3.5.B</td>
<td>Provide bike lockers at BART stations</td>
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<td></td>
<td>T-4.1.B</td>
<td>Coordinate with BART on station and system service improvements</td>
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<tr>
<td></td>
<td>T-4.9.A</td>
<td>Include bikesharing stations at BART stations</td>
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<td></td>
<td>T-8.2.B</td>
<td>Participate in studies of future Trans-Bay crossings</td>
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<tr>
<td></td>
<td>EH-8.1.A</td>
<td>Advocate for quieter transit vehicles</td>
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(*) See P. 11-21 for acronyms
<table>
<thead>
<tr>
<th>Agency</th>
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<th>Action Summary</th>
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<tbody>
<tr>
<td>Bay Area Air Quality Mgmt District</td>
<td>EH-3.4.A</td>
<td>Engage BAAQMD in review and monitoring of air pollution sources</td>
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<tr>
<td></td>
<td>EH-3.5.A</td>
<td>Establish links from City website to BAAQMD website</td>
</tr>
<tr>
<td></td>
<td>EH-3.7.A</td>
<td>Reduce aviation-related air pollution</td>
</tr>
<tr>
<td>CalFire</td>
<td>EH-2.1.B</td>
<td>Refine State fire hazard severity maps</td>
</tr>
<tr>
<td>Caltrans</td>
<td>T-2.2.A,</td>
<td>Undertake East 14th Street streetscape improvements</td>
</tr>
<tr>
<td></td>
<td>CD-7.5.E</td>
<td></td>
</tr>
<tr>
<td></td>
<td>T-8.5.A</td>
<td>Consider acquiring Caltrans Tier 2 highways</td>
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<tr>
<td>City of Oakland</td>
<td>T-2.2.B</td>
<td>Pursue joint complete streets initiative with Oakland along city border</td>
</tr>
<tr>
<td></td>
<td>T-8.1.A</td>
<td>Consider transportation impacts of Oakland projects and coordinate</td>
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<tr>
<td></td>
<td></td>
<td>transportation planning with Oakland</td>
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<tr>
<td></td>
<td>ED-1.7.B</td>
<td>Coordinate Foreign Trade Zone designations with Oakland</td>
</tr>
<tr>
<td>EBMUD</td>
<td>OSC-4.7.A</td>
<td>Work with EBMUD on trail easements</td>
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<tr>
<td></td>
<td>OSC-5.9.A</td>
<td>Manage releases of water from Lake Chabot dam</td>
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<tr>
<td></td>
<td>OSC-7.2.A</td>
<td>Implement EBMUD Urban Water Management Plan</td>
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<td></td>
<td>OSC-7.2.B</td>
<td>Expand reclaimed water use</td>
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<td></td>
<td>EH-4.10.A</td>
<td>Work with EBMUD on injection well monitoring</td>
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<td>CSF-1.1.B</td>
<td>Improve fire flow where water pressure is inadequate</td>
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<tr>
<td>EBRPD</td>
<td>T-3.4.A,</td>
<td>Develop the East Bay Greenway</td>
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<td></td>
<td>OSC-2.10.A</td>
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<td></td>
<td>OSC-3.1.A</td>
<td>Implement Oyster Bay Park Plan</td>
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<tr>
<td></td>
<td>OSC-3.2.A</td>
<td>Publicize/leverage East Bay Regional Parks and programs</td>
</tr>
<tr>
<td></td>
<td>OSC-3.3.A</td>
<td>Complete missing links in Bay Trail</td>
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<td></td>
<td>OSC-3.3.B</td>
<td>Complete missing links in Ridge Trail</td>
</tr>
<tr>
<td>FEMA</td>
<td>EH-1.6.A</td>
<td>Work with FEMA to amend flood plain maps</td>
</tr>
<tr>
<td>PG&amp;E</td>
<td>OSC-4.7.A</td>
<td>Consider trail opportunities on utility rights of way</td>
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<tr>
<td></td>
<td>EH-5.1.C</td>
<td>Coordinate on pipeline safety</td>
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<tr>
<td></td>
<td>CD-7.5.B</td>
<td>Underground overhead wires on East 14th</td>
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<tr>
<td>Port of Oakland</td>
<td>EH-9.1.A</td>
<td>Participate in Airport Noise Forum</td>
</tr>
<tr>
<td></td>
<td>EH-9.2.A</td>
<td>Implement Airport Settlement Agreement</td>
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<tr>
<td></td>
<td>EH-9.7.A</td>
<td>Lobby Port of Oakland for airport noise mitigation</td>
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<tr>
<td></td>
<td>EH-9.9.A</td>
<td>Support efforts to move the airport noise contour boundary to 55 dB</td>
</tr>
<tr>
<td></td>
<td>EH-9.9.B</td>
<td>Consider moving the location of airport water rescue operations</td>
</tr>
<tr>
<td>Regional Water Quality Control Board</td>
<td>EH-4.3.A</td>
<td>Implement revised Municipal Regional Permit</td>
</tr>
<tr>
<td></td>
<td>EH-4.11.A</td>
<td>Implement a Green Infrastructure Plan</td>
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</tbody>
</table>
### Table 11-1. San Leandro General Plan Actions Requiring Coordination with Other Agencies, Page 3

<table>
<thead>
<tr>
<th>Agency</th>
<th>Action #</th>
<th>Action Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>San Leandro and San Lorenzo Unified School Districts</td>
<td>LU-4.3.A</td>
<td>Work with School Districts to address growth-related needs</td>
</tr>
<tr>
<td></td>
<td>ED-6.1.A</td>
<td>Support vocational training programs</td>
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<td></td>
<td>ED-6.1.B</td>
<td>Support multi-lingual programs and classes</td>
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<tr>
<td></td>
<td>OSC-4.1.A</td>
<td>Prepare joint use facilities master plan</td>
</tr>
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<td></td>
<td>OSC-4.1.B</td>
<td>Update Burrell Field agreements</td>
</tr>
<tr>
<td></td>
<td>OSC-4.4.A</td>
<td>Coordinate with San Leandro Unified on rehab of recreation facilities</td>
</tr>
<tr>
<td></td>
<td>OSC-4.4.B</td>
<td>Coordinate with San Lorenzo Unified on rehab of recreation facilities</td>
</tr>
<tr>
<td></td>
<td>OSC-4.5.A</td>
<td>Coordinate field reservation policies with school districts</td>
</tr>
<tr>
<td></td>
<td>CSF-2.1.A</td>
<td>Support for future school district bond measures</td>
</tr>
<tr>
<td></td>
<td>CSF-2.2.B</td>
<td>Support school district efforts to plan for new facilities</td>
</tr>
<tr>
<td></td>
<td>CSF-2.3.A</td>
<td>Pursue Safe Routes to School programs</td>
</tr>
<tr>
<td></td>
<td>OSC-7.1.A</td>
<td>Implement source reduction and recycling programs</td>
</tr>
</tbody>
</table>

**Stopwaste.org**  
OSC-7.1.A Implement source reduction and recycling programs

**Acronyms:**  
ABAG/MTC (Association of Bay Area Governments/Metropolitan Transportation Commission), ACFCWCD (Alameda County Flood Control and Water Conservation District), ACTC (Alameda County Transportation Commission), BART (Bay Area Rapid Transit), BAAQMD (Bay Area Air Quality Management District), EBMUD (East Bay Municipal Utility District), EBRPD (East Bay Regional Park District), FEMA (Federal Emergency Management Agency),

### Ordinances and Ordinance Revisions

Although the Zoning Code is the major ordinance used to implement the General Plan, other sections of the Municipal Code are also important. These include the noise ordinance, the historic preservation ordinance, and various ordinances relating to natural resource protection. The General Plan proposes revisions to some of these ordinances, and also suggests that new ordinances be studied or adopted. These include:

- Ordinance language that addresses property maintenance, particularly for rental units (LU-1.9.B)
- A Live-Work Ordinance (LU-3.9.A)
- A review of Code provisions related to “pop-up” (temporary) uses and food trucks (LU-7.9.C)
- A review of the Subdivision regulations to ensure that they reinforce pedestrian and bicycle goals (T-1.5.B), incorporation of multi-modal street standards (T-2.1.B), and allowances for narrower streets (T-2.1.C)
 Allowances for parking reductions for developments using shared cars and alternatives to traditional parking arrangements (e.g., stacked parking) (T-1.7.A)

 Additional Building Code revisions to incorporate “green” building principles (OSC-7.8.B)

 Continued study of Municipal Code options for tree protection (CD-7.3.A)

 Consideration of an ordinance to prohibit paving of planter strips (CD-7.5.A)

 Updates to the sign ordinance (CD-7.5.A)

 The primary department responsible for initiating these ordinances is the City Manager’s Office. In each case, assistance from the Community Development Department and the City Attorney will be necessary to draft the Ordinance and obtain public input.

 Public Education and Outreach

 Every element of the General Plan includes public education and outreach actions. These range from simple tasks such as updating websites to ambitious initiatives such as raising awareness about San Leandro history, expanding multi-lingual staff capacity, and improving disaster preparedness among residents and businesses. Each City Department must take responsibility to inform the public of the issues it addresses, the services it provides, and the opportunities for public input.

 Major outreach and education initiatives include:

 Increasing awareness of community standards requirements and code compliance (LU-1.4.A)


 Staff training in emerging transportation technology (T-7.8.A)

 Neighborhood outreach on transportation (T-8.4.A)

 Expanded public education on recycling (OSC-7.1.E), green building (OSC-7.8.C), and energy conservation (OSC-8.5.C)
- Promoting community conservation events (OSC-7.5.A) and shoreline clean-up events (EH-4.5.A)
- Clean water outreach (EH-4.2.A), clean air outreach (EH-3.5.A), and household hazardous waste disposal outreach (EH-5.6.A)
- Public education on earthquake hazards (EH-1.5.A) and emergency preparedness (EH-6.3.A)
- Awards programs for outstanding architecture (CD-6.12.A)
- Education on tree planting and care (CD-7.2.A)
- Community policing and public safety events (CSF-1.3.A), including National Night Out (CSF-1.2.B), gang reduction programs (CSF-1.4.A), and neighborhood watch (CSF-1.10.A)
- Recreational needs assessments and user surveys (CSF-5.1.A)
- Outreach on human service programs (CSF-5.12.A), including programs aimed at youth (CSF-5.7.A) and seniors (CSF-5.8.C)
- Outreach to specific constituencies such as the faith community (CSF-5.12.C) and local businesses (ED-2.1.A)

Continued investment in the City’s website is also recommended by the Plan. The use of technology to engage residents and improve governance is particularly important and will remain a priority moving forward.
Funding Measures

The General Plan includes action items to pursue funding from various sources, including Smart Cities grants (ED-2.8A), park and open space grants (OSC-2.4.D) impact fees (LU-4.2.A, T-1.3.A, and OSC-2.3.A), Enhanced Infrastructure Financing Districts (LU-4.5.A), a park bond measure (OSC-1.1.B), user fees (OSC-1.2.C); and utility rates (CSF-6.2.A). It also calls for continuation of funding, or the exploration of new funding sources for initiatives related to civic beautification, affordable housing, recreation and human services, technology, park maintenance, climate action, and historic preservation.

C. GENERAL PLAN ANNUAL REPORT AND PERIODIC EVALUATION

An annual review of the General Plan is required by State law. The purpose of this review is to document the City’s progress toward implementing action programs and strategies. The review should also identify any issues that require attention, along with a discussion of possible Plan amendments. The annual review provides an opportunity to consider the need for amendments related to new and emerging technologies.

A more comprehensive evaluation of the Plan should be prepared roughly every five to ten years. This evaluation should revisit the Focus Area narratives, policies, and actions in the Land Use Element, as well as other aspects of the Plan that are time-sensitive. Actions that have been implemented (or that are outdated) may be dropped. New actions may be added based on current conditions.

As part of this process, policies should be evaluated to ensure that they are still relevant. If funding allows, the five to ten-year evaluation should also include an updating of baseline data. As needed such evaluations may be followed by General Plan Amendments intended to keep the plan relevant, current, and up to date. General Plan Amendments may be considered at other points during the 2016-2035 planning period as conditions change and new opportunities or issues arise. State law allows up to four amendments per year.
OVERVIEW

This chapter addresses the state-mandated requirements of the Planning for Healthy Communities Act (Senate Bill 1000). Senate Bill 1000 was established in 2016 to address the role of environmental justice in local and regional planning practice. California law defines “environmental justice” as the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies (Government Code Section 65040.12, subd. (e)).

The City of San Leandro is committed to promoting environmental justice. The Environmental Justice Element contains a comprehensive set of goals, policies, and actions aimed at equitably improving the environmental health of the community and those most harmed by pollution burdens. The Environmental Justice Element contains references to existing policies and actions as well as new policies and actions to advance Environmental Justice goals.

The State of California (California Government Code Section 65302(h)) requires environmental justice elements to include policies and objectives that promote community improvements across the following topics areas:

- Pollution Exposure and Air Quality
- Public Facilities
- Safe and Sanitary Homes
- Physical Activity and Public Health
- Food Access
- Civic and Community Engagement
The goals, policies, and actions of this Environmental Justice Element are organized along the six topic areas identified above. Policies and actions specific to Environmental Justice Communities are identified within all six topic areas. The Environmental Justice Element also summarizes the environmental justice context within San Leandro by providing an overview of existing conditions for Environmental Justice Communities in the city across the six topic areas.

ENVIRONMENTAL JUSTICE COMMUNITIES

Designating “Environmental Justice Communities”

Disadvantaged Communities—herein referred to as “Environmental Justice Communities” — are areas identified by the California Environmental Protection Agency (CalEPA) that are disproportionately affected by a combination of economic, health, and environmental burdens, including poverty, high unemployment, environmental pollution and other hazards that can lead to negative health effects such as asthma or cardiovascular disease.

The CalEPA identifies these communities throughout California using the CalEnviroScreen tool. Overall CalEnviroScreen scores are calculated from scores for Pollution Burden and Population Characteristics. The Pollution Burden score is a composite of 13 environmental indicators. The Population Characteristics score is a composite of eight physiological traits, health status, or community characteristics that can result in increased vulnerability to pollution. CalEnviroScreen also ranks census tracts based on 21 distinct pollution and population indicators\(^1\). Census tracts are ranked by their pollution burden and population vulnerabilities relative to all state census tracts. The higher the percentile, the more impacted a community is by pollution burdens and population vulnerabilities.

Designated Environmental Justice Communities are those communities that scored within the highest 25 percent of census tracts across California (CalEnviroScreen percentile scores of 75 or higher). Of the 18 census tracts

\(^1\) California Environmental Protection Agency (2022). CalEnviroScreen 4.0. Available at: https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-40
in San Leandro, three have been identified as Environmental Justice Communities by the CalEPA CalEnviroScreen tool.

**Environmental Justice Communities in San Leandro**

San Leandro’s three designated Environmental Justice Communities (within the highest 25 percent of census tracts across California) are depicted in orange in Figure 12-1, as Census Tracts 6001432400, 6001432501, and 6001433200. The Environmental Justice Communities in San Leandro consist of the following neighborhoods in whole or in part: Mulford Gardens, Davis West-Timothy Drive, Eastshore Davis Street, and Floresta Gardens.

Environmental air pollution impacts are often regional due to proximity to freeways, high volume roadways, railways, and airports. The northwestern and central portions of San Leandro have higher combined Pollution Burden and Population Characteristics scores than the remainder of the city. Figure 12-2 depicts the CalEnviroScreen scores for all San Leandro census tracts.

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2 Census tract numbers depicted in Figure EJ-1 have been truncated to the last 5 digits.
San Leandro Environmental Justice Communities

Figure 12-1

San Leandro Environmental Justice Communities
Figure 12-2
CalEnviroScreen Scores in San Leandro
ENVIRONMENTAL JUSTICE CONTEXT

Pollution Exposure and Air Quality

Pollution exposure is directly associated with public health outcomes. Understanding the distinct pollution context within a city serves as a foundation for formulating strategies necessary for improving community health, particularly in designated Environmental Justice Communities.

The federal and state governments have established ambient air quality standards for the protection of public health. The United States Environmental Protection Agency (U.S. EPA) is the federal agency designated to administer air quality regulation, while the California Air Resources Board (CARB) is the State equivalent in the California Environmental Protection Agency (CalEPA). The Bay Area Air Quality Management District (BAAQMD) provides local management of air quality in San Leandro. CARB has established air quality standards and is responsible for the control of mobile emission sources, while the BAAQMD is responsible for enforcing standards and regulating stationary sources. As the local air quality management agency, the BAAQMD is required to monitor air pollutant levels to ensure that state and federal air quality standards are met and, if they are not met, to develop strategies to meet the standards. The City of San Leandro supports BAAQMD efforts to improve air quality and protect its residents by publishing up-to-date air quality information on its webpage for community use.

Hazardous materials and wastes can pose an actual or potential hazard to human health and the environment when improperly treated, stored, transported, disposed of, or otherwise managed. Many federal, State, and local programs that regulate the use, storage, and transportation of hazardous materials and hazardous waste are in place to prevent these unwanted consequences. These regulatory programs are designed to reduce the danger that hazardous substances may pose to people and businesses under normal daily circumstances and as a result of emergencies and disasters. United States Environmental Protection Agency (USEPA) laws and regulations ensure the safe production, handling, disposal, and transportation of hazardous materials. The

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Occupational Safety and Health Administration (OSHA) oversees the administration of the Occupational Safety and Health Act, which requires specific training for hazardous materials handlers, provision of information to employees who may be exposed to hazardous materials, and acquisition of material safety data sheets (MSDS) from manufacturers that describe the risks and proper handling procedures related to particular hazardous materials. The California Health and Safety Code and California Code of Regulations set minimum requirements for business emergency plans and chemical inventory reporting, including requiring businesses to provide emergency response plans and procedures, training program information, and an on-site hazardous material chemical inventory. The State, through CalEPA, is authorized by the USEPA to enforce and implement certain federal hazardous materials laws and regulations. The California Department of Toxic Substances Control (DTSC), a department of the CalEPA, protects California and its residents from exposure to hazardous waste. DTSC requirements include the need for written programs and response plans, such as Hazardous Materials Business Plans (HMBPs).

San Leandro also has a number of programs in place to monitor and remediate ground-based pollution within the community. The City of San Leandro is a Certified Unified Program Agency (CUPA). A CUPA is a local agency certified by CalEPA to implement and enforce six state hazardous waste and hazardous materials regulatory management programs. As a CUPA, the City’s Environmental Services Section consolidates, coordinates, and brings local consistency to the following state-mandated programs:

- Hazardous Materials Business Plan (HMBP), Fire Code Hazardous Materials Management Plan (HMMP) and Inventory reporting requirements.
- Hazardous Waste Generator Program
- California Accidental Release Program (CalARP) for large quantity toxics and flammables
- Aboveground Petroleum Storage Tank Program (APSA)
- Underground Storage Tank Program
- Tiered Permitting for on-site hazardous waste treatment
- The Hazardous Materials Area Plan for coordinated responses to large-scale hazardous materials incidents.
Air Pollution

San Leandro is located within the San Francisco Bay Area Air Basin. Many of the environmental pollutants that impact San Leandro are regional pollutant issues that permeate the San Francisco Bay Area Air Basin (“the Air Basin”), especially the East Bay subregion where San Leandro is located. Air quality in the Air Basin is affected by the region’s emission sources and by natural factors, including topography, wind speed and direction, and air temperature gradient. The Air Basin typically has high concentrations of pollutants due to its high population density.

Air pollution is generally produced by stationary sources and mobile sources that include emissions from on-road vehicles or off-road sources such as aircraft, ships, trains, and construction equipment.

Diesel Particulate Matter comes from mobiles sources such as trucks, buses, cars, ships and locomotive engines and stationary sources, such as standby generators. Per CalEnviroScreen, Diesel Particulate Matter is concentrated near ports, rail yards and freeways. Research on the Air Basin indicates that Diesel Particulate Matter is one of six toxic air pollutants that cumulatively account for more than 90 percent of toxic air contaminants in the Bay Area and is a primary driver of regional health risks.4 California regulations enacted since 1990 have led to a steady decline in diesel emissions that continues today.

Diesel Particulate Matter air pollution is one of the regional air quality issues that impacts the San Leandro community. Research on the Air Basin indicates that Diesel Particulate Matter is one of six toxic air pollutants that cumulatively account for more than 90 percent of toxic air contaminants in the Bay Area and is a primary driver of regional health risks.4 In the East Bay, the flow of goods through the Port of Oakland and associated regional transportation corridors are a major source of Diesel Particulate Matter.4 San Leandro is located in close-proximity to the Port of Oakland and is crossed by two major Interstates (I-880 and I-580) and two freight rail lines. These sources contribute to elevated Diesel Particulate Matter pollution in neighborhoods across San Leandro, with several neighborhoods scoring within the 90th to 100th percentile for Diesel Particulate Matter levels relative to all California census tracts.

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4 Bay Area Air Quality Management District (2014). Improving Air Quality and Health in Bay Area Communities.
San Leandro is not significantly impacted by other forms of air pollution that impact the San Francisco Bay Area Air Basin, including Particulate Matter 2.5 (PM$_{2.5}$) and Ozone. The city has relatively low levels of these pollutants compared to adjacent communities.

**Ground-Based Pollution**

Communities can also be exposed to ground-based sources of pollution, including from industrial facilities. Exposure to ground-based pollution in San Leandro tends to be greatest for neighborhoods in the northwestern portion of the city. Ground-based pollution in San Leandro includes contaminated cleanup sites and handlers of hazardous materials. The City works closely with Alameda County Department of Environmental Health to monitor cleanup sites, including regular contact, joint inspections, and scheduled monthly meetings.

**Solid Waste Sites.** Solid waste facilities are places where household garbage and other types of waste are collected, processed, or stored. Landfills, transfer stations, and composting facilities are considered solid waste sites. These facilities can release air pollutants and impact water quality if compounds present in waste leach into groundwater, surface water, or soil. The CalEnviroScreen tool indicates that there are disparities in the potential impacts that solid waste sites have in San Leandro, generally concentrated in the western portion of the city. Most solid waste sites in San Leandro identified in the CalEnviroScreen tool are located within designated Environmental Justice Communities.

**Cleanup Sites.** Cleanup sites are areas that are or were previously impacted with contamination. The California Department of Toxic Substances Control, State Water Resources Control Board/San Francisco Regional Water Quality Control Board, U.S. Environmental Protection Agency, and Alameda County Environmental Health Department Local Oversight Program are responsible for assessing exposure to cleanup sites. People living near cleanup sites may be more exposed to hazardous chemicals from the sites than those living farther away. The CalEPA CalEnviroScreen tool aggregates information about cleanup sites from other environmental regulatory databases. Sites throughout San Leandro, including the western areas of the city and the central area between I-880 and East 14th St. have former and current impacts from cleanup sites. All

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5 California Office of Environmental Health Hazard Assessment (2022). Cleanup Sites. Available at: https://oehha.ca.gov/calenviroscreen/indicator/cleanup-sites
three of the Environmental Justice Communities in San Leandro are in the 88th percentile or higher for impacts (relative to all California census tracts) from cleanup sites.

**Hazardous Waste Sites.** According to the California Department of Toxic Substances Control, wastes created by commercial, industrial, or household activity can contain chemicals that may be dangerous or harmful to human health. The transfer, handling, storage, treatment, and disposal of hazardous waste are regulated activities. Hazardous waste includes a range of different types of waste, including household compounds, such as automotive products, and waste materials produced by factories, businesses, and institutions of all kinds. The CalEPA CalEnviroScreen tool aggregates information regarding hazardous waste impacts across California.6

Permitted facility data were obtained from the DTSC website.

- Facilities were scored on a weighted scale in consideration of the type, permit status, and compliance history for the facility.

Hazardous waste generators:

- Generator data were obtained from DTSC from the Hazardous Waste Tracking System for 2018 to 2020.

- Only large quantity generators (producing at least 1,000 kg of non-RCRA waste or at least 1 kg of RCRA waste for at least one month during the three years) were included.7

There are 34 Large Quantity Hazardous Waste Generators in San Leandro (see Figure 12-3). These generators are located throughout the city, with concentrations in the industrial portions of Environmental Justice Communities. Figure 12-3 shows the location of these Large Quantity Hazardous Waste Generators in San Leandro and the CalEnviroScreen percentile rankings across the city. Neighborhoods in San Leandro that are most proximal to Large Quantity Hazardous Waste Generators

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6 The CalEPA CalEnviroScreen hazardous waste measure identifies permitted hazardous waste facilities, chrome plating facilities, and large quantity hazardous waste generators from the Department of Toxic Substances Controls Hazardous Waste Tracking System and the California Air Resource Board. These sites were assessed for the years 2018-2020.

7 The threshold of large quantity generators is based on the following definition from DTSC: [https://dtsc.ca.gov/large-quantity-generator-of-hazardouswaste-definition/](https://dtsc.ca.gov/large-quantity-generator-of-hazardouswaste-definition/)
include Davis West-Timothy Drive, Eastshore-Davis Street, and Floresta Gardens.

**Groundwater Threats.** Hazardous chemicals are often stored in containers in aboveground or underground storage tanks. Leaks from these containers and tanks can contaminate soil, groundwater, and surface water.

Common pollutants of soil and groundwater include gasoline and diesel fuel from gas stations, as well as solvents, heavy metals, and pesticides. San Leandro is part of the East Bay Plain Subbasin. Historically, commercial and industrial activities in the Subbasin have resulted in releases of pollutants to the soil, groundwater, and surface water.

Across San Leandro, many neighborhoods have elevated levels of groundwater impacts. Figure 12-4 depicts the CalEnviroScreen percentile rankings for groundwater impacts and identifies the site locations that influence the ranking. Roughly 50 percent of the city has significant impacts. All three identified Environmental Justice Communities are included within impacted areas of the city.

Domestic use of water includes drinking, food preparation, bathing, washing clothes and dishes, flushing toilets, and watering lawns and gardens. Potable water in the city is provided by the East Bay Municipal Utility District (EBMUD) and is almost entirely sourced from the Mokelumne River Watershed on the western slope of the Sierra Nevada. According to CalEnviroScreen, drinking water across all San Leandro neighborhoods is among the top 5 percent for drinking water quality relative to all census tracts in the state. Deed restrictions prevent certain uses of groundwater at some properties that have been remediated but are still too contaminated for residential use.

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9 Luhdroff & Scalmanini Consulting Engineers. East Bay Municipal Utility District GSA and the City of Hayward GSA (2022). East Bay Plain Subbasin Groundwater Sustainability Plan.
Figure 12-3
Large Quantity Hazardous Waste Generators by Census Tract in San Leandro
Figure 12-4
CalEnviroScreen Groundwater Threats in San Leandro
Safe and Sanitary Homes

The state of California has higher median housing costs than most other states in the country. Elevated housing costs can make it difficult for lower-income residents to afford adequate housing, leading to housing-induced poverty. According to the California Department of Housing and Community Development, housing-induced poverty can result in poor housing conditions such as inadequate ventilation, mold development, and asbestos exposure. The California Department of Public Health has linked poor housing conditions to health impacts such as cancer, asthma, and other respiratory illnesses.

In addition to toxic exposures, resource-based housing issues such as landlord neglect and overcrowding are more likely to impact lower-income residents. These issues can result in health impacts associated with substandard housing conditions, including increased likelihood of injury and mental illnesses. The following housing demographics are indicators of the quality and safety of housing conditions in San Leandro.

Age of Housing Stock: Age of housing stock is a primary indicator of housing quality. Older housing is more likely to contain pollutants such as lead and asbestos as a result of outdated building materials and age-related maintenance issues. While lead based paint was banned in 1978 by the U.S. Consumer Product Safety Commission (CPSC), it is still a significant problem in cities where the housing stock is relatively old and built before the ban. In San Leandro, about 80 percent of the housing stock was built before 1979, with most housing built between 1940 and 1959. The Environmental Protection Agency (EPA) requires that contractors be EPA-lead certified prior to beginning work on structures built before 1978. The City’s Building & Safety Services Division requires contractors working on homes built prior to 1978 to demonstrate that they have satisfied the EPA law prior to issuance of City building permits. The Alameda County Healthy Homes Department is the childhood lead poisoning prevention

10 California Department of Housing and Community Development. Affirmatively Furthering Fair Housing: Guidance for All Public Entities and for Housing Elements (April 2021). Available at: https://abag.ca.gov/sites/default/files/documents/2021-05/Affirmatively_Furthering_Fair_Housing.pdf

program for San Leandro and provides health education and carries out environmental investigations where medical case criteria are met.

**Housing Cost Burden.** Cost burden is defined by Title 24 Housing and Urban Development Code of Federal Regulations Section 91.5 as “[t]he extent to which gross housing costs, including utility costs, exceed 30 percent of gross income, based on data available from the U.S. Census Bureau.” Households that are considered cost-burdened spend more than 30 percent of their gross income on housing costs, whereas those considered severely cost-burdened spend over 50 percent on housing costs.

CalEnviroScreen uses the Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS) data to determine cost burden by estimating the number of households within each census tract earning less than 80% of HUD Area Median Family Income by county and paying greater than 50% of their income to housing costs. In San Leandro, 18.2 percent of households were cost burdened according to CHAS data calculated from the US Census Bureau’s 2013-2017 American Community Survey (ACS).12 Figure 12-5 depicts the CalEPA CalEnviroScreen housing cost burden percentiles for San Leandro. Most areas of the city have a moderate housing cost burden (40th to 60th percentiles) relative to all other California census tracts. Certain neighborhoods in the city have notably high housing cost burden (75th percentile or higher) relative to all other California census tracts, including Eastshore-Davis Street (an Environmental Justice Community), Washington Manor, and portions of the Downtown.

**Overcrowding.** The U.S. Department of Housing and Urban Development (HUD) defines an overcrowded unit as one occupied by 1.01 persons or more per room. According to the ACS Estimates for 2015-2019, approximately 8.2 percent of units in San Leandro are considered overcrowded. Overcrowding severity trends in San Leandro are similar to Alameda County as a whole, which is approximately 7.8%. Figure 12-6 depicts the percent of overcrowded households across neighborhoods in San Leandro. Within the Eastshore-Davis Street neighborhood there are a larger percentage of overcrowded rooms than other areas of the city, with some areas of the neighborhood having greater than 20 percent of units with overcrowded conditions.

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Figure 12-5
Housing Cost Burden in San Leandro
Overcrowded Households in San Leandro
Physical Activity and Public Health

According to the California Department of Public Health, physical activity is a primary contributor to positive public health outcomes. Both physical activity and community health can be supported by the built-environment and public programs that support opportunities to exercise, access to healthcare, and improve health-related knowledge. Given the relationship between health and the built-environment and public programs, healthcare outcomes are often location-based.

San Leandro’s community health can be assessed through the analysis of key health demographics.

**Obesity.** Obesity is a chronic disease associated with lack of physical activity and reduced life span. According to the UCLA Center for Health Policy Research, the obesity rate in San Leandro for the year 2015 was 28.2 percent. The city’s obesity rate was consistent with the state obesity rate, but notably higher than the obesity rate for Alameda County, which measured at 22.7 percent for the same measurement year. Cities in west central Alameda County, such as San Leandro, tend to have higher obesity rates than communities in the southern and northern portions of the County.

**Physical Activity.** According to the California Health Interview Survey, the percentage of adults (18 years and older) who met recommended guidelines for physical activity in San Leandro was 39.2. In Alameda County, the same measure of adults who met recommended guidelines was 41.2 percent. The city has a slightly lower percentage of adults meeting the recommended physical activity guidelines compared to the county average.

**Coronary Heart Disease.** According to the World Health Organization, lack of physical activity is associated with increased deaths related to cardiovascular disease. One measure of cardiovascular disease is the rate of coronary heart disease. The Centers for Disease Control and Prevention data indicates that the rate of adults who experienced coronary heart disease in San Leandro was 5 percent in 2019. Although lower than the national average, San Leandro has the highest rate of coronary heart disease of all cities in Alameda County.

**Asthma.** The California Air Resource Board (CARB) recognizes the association between traffic-related air pollution and asthma rates across California. CARB identified asthma as a potential health effect of Diesel Particulate Matter exposure.
According to the UCLA Center for Health Policy Research, 16.3 percent of children and teens in San Leandro were diagnosed with asthma between 2017 and 2018. This statistic is slightly lower than the children and teen asthma rate for Alameda County of 17.1 percent. Asthma rates (measured by asthma-related emergency room visits) across San Leandro vary significantly by neighborhood, with lower rates in neighborhoods in the southwestern portion of the city. Neighborhoods of the city with higher rates of asthma-related emergency room visits tend to have higher levels of Diesel Particulate Matter in the environment. Figure 12-7 shows the asthma rates and Diesel Particulate Matter levels across neighborhoods in San Leandro. Local EJ Communities are among the areas of the city with the highest rates of asthma.

Food Access

The Centers for Disease Control and Prevention has identified a healthy food environment as an indicator of health outcomes within a community. Healthy food environments have healthy, nutritious, and affordable food available in food retail and food service settings. This allows for people to make healthier food choices and thereby improve their overall health and longevity. According to the U.S. Department of Agriculture (USDA), lack of healthy food access may disproportionately impact Environmental Justice communities, such as low-income communities.

Food access can be measured by distance to the nearest supermarket or grocery store. The California Department of Transportation defines a Food Desert as a location that is more than one mile from a supercenter, supermarket, or large grocery store. There are no Food Deserts in San Leandro, meaning 67 percent or more of households in each census tract are located within one mile of a supercenter, supermarket, or large grocery store. In general, residents in all areas of the City are served by a combination of large supermarkets and local markets that serve their preferences and needs.
Figure 12-7

Asthma Rates and Diesel Particulate Matter in San Leandro
Public Facilities

According to the California Environmental Protection Agency (CalEPA), access to public facilities is an environmental determinant of health outcomes. Under State law “public facilities” include, but are not limited to, public improvements, services, and community amenities (Government Code Section 65302(h)(1)(A)). These facilities include cultural centers, streets and roads, government buildings, schools, public transit, and public open space. The Office of Environmental Health Hazard Assessment recognizes that low-income and minority communities have historically had fewer public investments in their neighborhood and less access to critical public resources.

Parks, Schools, and Cultural Centers. Access to parks, schools, and cultural centers provide communities with opportunities for social interaction, physical activity, and educational attainment. There are 18 public schools in San Leandro that provide children and teens with free K-12 education and a platform to participate in recreational activities. Public schools are dispersed across the city, with schools in each census tract. Parks and cultural centers in the city are operated by the City of San Leandro Department of Recreation and Human Services. There are a total of 28 parks and cultural centers within San Leandro, including youth centers and recreation facilities.

Adequate park access can provide community members with opportunities to exercise and interact with their peers. The City has established a Level of Service standard for its park system of at least 5.0 acres of improved parkland for every 1,000 residents and a park within a half mile of each resident. As of 2015, the city had a parkland ratio of 4.33 acres per 1,000 residents. Figure 12-8 depicts areas of San Leandro within a half mile of a park. Areas of San Leandro in proximity to parks include the northeastern and northwestern portions of the city, such as the neighborhoods of Mulford Gardens, and Davis West-Timothy Drive (Environmental Justice Community), which have access to the Oyster Bay Regional Shoreline (a closed landfill) and Bay-O-Vista, which is in proximity to Lake Chabot Regional Park.
Figure 12-8
Park Access in San Leandro
Bike Lanes. Bike lanes are public infrastructure that provides a relatively accessible mode of transportation, allowing for greater access for those who cannot operate or access a motor vehicle. According to the Healthy Places Index Tool, approximately 8 percent of San Leandro households do not have access to a vehicle.

The City of San Leandro encompasses a total area of 15.52 square miles. According to the 2018 San Leandro Bicycle & Pedestrian Master Plan, there are a total of 43.4 miles of bicycle facilities within the city. These facilities include: 5.2 miles of Class I Shared-use Paths, 23.3 miles of Class II Bicycle Lanes, 1.3 miles of Class II Buffered Bicycle Lanes, and 13.7 miles of Class III Bicycle Routes. This is approximately double the 25 miles of facilities that existed in 2010.

The Environmental Justice Communities in San Leandro all have access to bicycle facilities. Class II Buffered Bicycle Lanes can be found on the southern edge of one Environmental Justice Community located in the northwestern corner of the city, which encompasses the neighborhoods of Mulford Gardens and Davis West-Timothy Drive. These Class II buffered bicycle lanes connect with Class I and Class III lanes to the west, which both provide access to Oyster Bay Regional Park, the San Francisco Bay Trail, and Marina Park. The Environmental Justice Community that encompasses the Eastshore-Davis Street neighborhood is lined with Class II lanes along the southern and eastern borders. The third Environmental Justice Community, including the Floresta Gardens neighborhood, has both Class II and Class III lanes that run north to south centrally through the tract. Class II lanes may also be found on the southern edge of this Environmental Justice Community.

Public Transit. Public transit is an important service that allows for mobility access for community members who do not have access or the financial means to a personal vehicle. According to the U.S. Census Bureau, only 4.6 percent of San Leandro workers commute using public transit.

San Leandro is served by several different transit providers based on differing transit types such as bus, train, and paratransit shuttle services. The two main forms of public transportation around San Leandro are provided by Alameda-Contra Costa Transit District (AC Transit) and San Francisco Bay Area Rapid Transit District (BART). The Alameda-Contra Costa Transit District (AC Transit) is the largest public bus-only system in California, and 3rd largest bus only transit agency in the United States, providing an essential, public transportation...
length option that helps connect East Bay communities and people to each other. In San Leandro, AC Transit launched the first bus rapid transit system in the East Bay traveling between the San Leandro BART Station and Transit Center to Downtown Oakland known as Tempo, bus line 1T. The 364 square mile AC Transit service area covers 13 cities and 8 unincorporated areas of Alameda and Contra Costa counties and a population of 1.5 million East Bay residents. BART is a heavy-rail public transit system that connects the San Francisco Peninsula with communities in the East Bay and South Bay. BART service currently extends as far as Millbrae, Richmond, Antioch, Dublin/Pleasanton, and Berryessa/North San José. BART operates in five counties (San Francisco, San Mateo, Alameda, Contra Costa, and Santa Clara) with 131 miles of track and 50 stations. The City of San Leandro also provides its own transit services for seniors, disabled residents, and to all residents accessing certain employment centers. These services include:

- FLEX RIDES Paratransit Services: Provides transportation services for seniors over the age of 50 and people with disabilities.
- San Leandro LINKS: Provides free transportation links between employment centers and the Downtown San Leandro BART Station.

There are existing AC Transit and LINKS bus stops in all three identified Environmental Justice Communities. The San Leandro BART station is located within the Environmental Justice Community that encompasses the neighborhood of Eastshore-Davis Street. Residents can connect to this station via AC Transit Lines 1T, 10, 28, 34, 35, and 801 (all-night service). At least three of these routes can be found either in or on the border of the Environmental Justice Communities in the city.

Civic Engagement

Equitable planning for a community involves a comprehensive approach to community engagement that enables all residents to participate in and influence the local decision-making process. Senate Bill 1000 affirms that public agencies should develop community engagement programs in a manner that strategically involves Environmental Justice Communities and other protected classes. By involving and engaging Environmental Justice Communities in decision-making processes, policymakers can effectively meet the needs of all residents within their jurisdiction.
Environmental Justice Communities often have culturally or demographically specific needs that must be considered within local outreach strategy to ensure community success. These needs include, but are not limited to, language requirements, location requirements, and timing requirements. Public agencies are encouraged by the State of California to accommodate the needs of all subgroups within their local community as a strategy for creating an equitable and environmentally just planning outcome. The following local demographics are pertinent to facilitating equitable engagement in San Leandro.

**Linguistic Isolation.** According to the U.S. Census Bureau, households that are linguistically isolated are those households where no person over the age of 14 speaks English proficiently. For these households, standard community engagement strategies may not be sufficient for gathering input. Jurisdictions that contain linguistically isolated communities must ensure that these isolated communities are included within the engagement process.

Across San Leandro, the top three languages spoken besides English are Spanish, Mandarin and Tagalog. Integrating the local language context into community engagement strategies may support equitable and comprehensive planning processes within San Leandro. The language isolation percentiles for neighborhoods across San Leandro relative to all California communities are shown in Figure 12-9. As evident from the figure, there is a higher concentration of linguistically isolated households in the southern portion of the city. One of the three designated Environmental Justice Communities has a significant concentration of linguistically isolated residents.

**Population Age.** Age demographics in a community may shape the way residents respond to public outreach and community engagement strategies. Depending on the distribution of age across a population, different approaches to outreach and community interaction should be employed. According to the U.S. Census Bureau, the median age in San Leandro in 2020 was 41.1 years. The San Leandro median age is higher than both the state and county medians of 36.7 years and 40.2 years, respectively. Within San Leandro, neighborhoods in the eastern portion of the city tended to have older populations than the remainder of the community. The Bay-O-Vista neighborhood has the oldest population demographics, with 26.3 percent of the population over 64 years of age.
Linguistic Isolation in San Leandro

Figure 12-9

City Boundary
Census Tract
Identified EL Community
Linguistic Isolation Percentile by Census Tract
< 20
21 - 40
41 - 60
61 - 80
81 - 100

City of San Leandro, 2022; Del, 2022; CalEnviroScreen 4.0, 2021; USDA Food Access Research Atlas, 2021; California Department of Parks & Recreation Park Access Tool, 2021; PlaceWorks, 2021; CPERS, 2020; ACS, 2015-2019
### GOALS, POLICIES, AND ACTIONS

#### Pollution Exposure and Air Quality

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<thead>
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<th>GOAL EJ-1</th>
<th>Reduce Pollution Exposure and Improve Air Quality</th>
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#### Existing General Plan Policies

Existing General Plan policies and actions located in the Open Space and Conservation, Environmental Hazards, and Transportation Elements support Goal EJ-1 on the topics of land use development, control of aircraft emissions, zoning, transportation emissions, and the siting of new facilities. These include:

**Policy EH-3.3**  
**Land Use Compatibility.** Discourage new uses with potential adverse air quality impacts, including the emission of toxic air contaminants and fine particulates, near residential neighborhoods, schools, hospitals, nursing homes, and other locations where public health could potentially be affected.

**Policy EH-3.7**  
**Aircraft Emissions.** Advocate for greater local and regional control over air pollution caused by aircraft, including ground operations and flyovers from Oakland International Airport.

**Policy EH-5.1**  
**Regulatory Compliance.** Work with the appropriate county, regional, state, and federal agencies to develop and implement programs for hazardous waste reduction, hazardous material facility siting, hazardous waste handling and disposal, public education, and regulatory compliance.

**Action EH-5.1.A**  
**CUPA Programs.** Continue to implement State programs as required by the City’s Certified Unified Program Agency (CUPA) designation.

**Action EH-5.1.B**  
**Implementation of County Hazardous Waste Management Plan Work** with Alameda County on the implementation and coordination of local hazardous materials waste programs.

**Policy EH-5.2**  
**Clean-Up of Contaminated Sites.** Ensure that the necessary steps are taken to clean up residual hazardous wastes on any contaminated sites proposed for redevelopment or reuse. Require soil evaluations as needed to ensure that risks are assessed and appropriate remediation is provided.
Policy EH-5.3 Design of Storage and Handling Areas. Require that all hazardous material storage and handling areas are designed to minimize the possibility of environmental contamination and adverse off-site impacts. Enforce and implement relevant state and federal codes regarding spill containment facilities around storage tanks.

Policy EH-5.4 Separation from Sensitive Use. Provide adequate and safe separation between areas where hazardous materials are present and sensitive uses such as schools, residences, and public facilities. Zoning and other development regulations should include performance standards to avoid safety hazard and achieve compatibility between uses.

Policy EH-5.5 Incident Response. Maintain the capacity to respond immediately and effectively to hazardous materials incidents. Provide ongoing training for hazardous materials enforcement and response personnel.

Policy EH-5.8 Public Awareness. Increase public awareness of hazardous material use and storage in the City, the relative degree of potential health hazards, and the appropriate channels for reporting odor problems and other nuisances.

Action EH-5.8.A Disclosure to Property Owners Pursuant to the California Health and Safety Code, enforce community disclosure laws (e.g., Right-to-Know laws) that inform property owners of the presence of hazardous materials nearby.

Policy EH-5.9 Community Preparedness. Ensure that the City’s Emergency Preparedness programs include provisions for hazardous materials incidents, as well as measures to quickly alert the community and ensure the safety of residents and employees following an incident.

Policy EH-6.9 Multi-Lingual Information. Ensure that emergency preparedness information, including printed material, radio broadcasts, video, websites, and other media, is available in non-English languages (e.g., Spanish, Chinese), in addition to English.

Policy EH-10 Downwind Impacts. Consider the direction of prevailing winds in the siting of facilities likely to generate smoke, dust, and odors. Ensure that such facilities are sited to minimize the impacts on downwind residential areas and other sensitive uses.
Policy OSC-8.4  **Local Energy Resources.** Local Energy Resources. Accommodate the use of local alternative energy resources, such as solar power, wind, methane gas, and industrial waste heat (cogeneration). Ensure that alternative energy infrastructure is compatible with surrounding land uses and minimizes environmental impacts on the community.

Policy T-1.9  **Impacts of Transportation Facilities.** Work with public and private agencies to reduce the negative impacts (noise, vibrations, fumes, etc.) of major transportation facilities and transit vehicles on adjacent land uses.

Policy T-6.5  **Truck Routes.** Designate appropriate San Leandro streets as truck routes so that industrial traffic is channeled away from residential areas. The selection of truck routes should consider neighborhood impacts, equity, freeway access, truck parking needs, turning radii requirements, and the locations of businesses generating the largest volumes of truck traffic.

Action T-6.5.A  **Truck Route Modifications** Following adoption of the General Plan, evaluate potential changes to the City’s truck route map to further protect residential areas from truck traffic, particularly in Environmental Justice communities, the Washington Manor area, and in Northeast San Leandro. Where appropriate, undertake roadway and intersection improvements to designated truck routes to ensure the safe transportation of goods through the city.

Policy T-6.6  **Truck Traffic on Residential Streets.** Consider road design improvements, changes to truck route designations, signage, and other tools to discourage truck traffic from using residential streets.

Action T-6.6.A  **West San Leandro Road Improvements** As part of an update to the West San Leandro Plan, consider additional measures to minimize truck traffic on residential streets, including the installation of a traffic signal at Polvorosa Street and Doolittle Drive.

Action T-6.6.B  **Enforcement of Truck Regulations** Enforce truck traffic restrictions on non-designated truck routes, and regulations for truck parking on City streets. Identify locations where signs prohibiting truck parking and truck traffic may be required.
**Action T-6.6.C**  
**Truck Route Signage and Information**  
Update citywide truck route signage and provide information on truck routes to local businesses, drivers, and business organizations.

**Policy T-6.7**  
**Siting of Businesses with Truck Traffic.** To the extent feasible, locate businesses projected to generate large amounts of truck traffic away from residential areas. Ingress and egress for such businesses should be designed to minimize the possibility of truck traffic impacting residential streets.

### New Policies

In addition to the existing policies identified above, the following new policies and actions support Goal EJ-1. New policies supplement existing ones by seeking to address additional equity considerations and reduce the impacts of additional forms of pollution, particularly those affecting designated Environmental Justice Communities.

**Policy EJ-1.1**  
**Solid Waste Facilities.** Continue to coordinate with Alameda County Department of Environmental Health to monitor solid waste sites in the City and facilitate the remediation of environmental concerns.

**Action EJ-1.1.A: Solid Waste Database**  
Provide a link to CalRecycle’s publicly-accessible and current database of local solid waste facilities, which contains site information, inspections reports, violations, and enforcement to enhance transparency and public awareness.

**Action EJ-1.1.B: Coordination with County**  
Continue to work closely with Alameda County Department of Environmental Health, including regular contact, joint inspections, and scheduled monthly meetings.

**Policy EJ-1.2**  
**Monitor and Reduce Tailpipe Emissions.** Seek to monitor and reduce impacts of tailpipe emissions on residential uses, other sensitive receptors, and Environmental Justice communities located adjacent to freeways and major regional routes.

**Action EJ-1.2.A: Air Quality Monitor Installation**
In conjunction with the BAAQMD, participate in the Air Resources Board’s Community Air Protection Program selection process to monitor air quality, and develop a community air monitoring plan, and/or an emissions reduction program.

**Action EJ-1.2.B: Air Quality Monitor Loan Program**

Work with the Library to purchase portable air quality sensors in the Library of Things for community members to monitor air quality.

**Policy EJ-1.3: Urban Greening.** Develop local urban greening initiatives focused on areas where roadways interface with sensitive land uses (parks, residential, schools) to limit exposure to tailpipe emissions.

**Action EJ-1.3.A: Tree Master Plan**

Integrate urban greening initiatives into the Tree Master Plan.

**Policy EJ-1.4: Cleanup Sites.** Continue to work closely with jurisdictionally-approved cleanup oversight agencies and collaborate on past, current, and emerging cleanup cases.

**Action EJ-1.4.A: Cleanup Site Database**

Promote existing platforms within the City webpage to databases maintained by jurisdictional oversight agencies that are coordinated and provide public access to current cleanup site disposition information, such as GeoTracker and Enviростor.

**Policy EJ-1.5: Hazardous Waste Facilities.** The City’s Certified Unified Program Agency (CUPA) regulates all hazardous waste facilities in San Leandro, maintains data that is readily available to the public, and maintains a public website that provides information on hazardous waste regulation in San Leandro and a link to request information regarding any hazardous waste facility in San Leandro.
Action EJ-1.5.A: Coordination
Proactively engage with local solid waste and hazardous waste operators to advocate for the use of site-specific upgrades that reduce pollution exposure beyond the minimum regulatory standards required through CalEPA.

Action EJ-1.5.B: Business Plan Requirement
Continue to implement the Hazardous Materials Business Plan Requirements for any facility that handles regulated quantities of hazardous materials or hazardous waste.

Policy EJ-1.6
At-Home Pollution Remediation. Continue to offer the Owner-Occupied housing rehabilitation program focused on funding housing rehabilitation/repair efforts for low-income homeowners in San Leandro. Evaluate feasibility of including at-home pollution remediation retrofits, including household air purification devices and asbestos remediation.

Action EJ-1.6.A: Indoor Air Conditioning and Air Filtration
Evaluate feasibility of requiring new multi-family residential and mixed-use developments to provide air conditioning and filtration, especially in Environmental Justice communities or in close proximity to freeways, freight rail lines, and regional routes.

Policy EJ-1.7
Air Quality Information Dissemination. Continue to provide multi-lingual public education and information sharing initiatives regarding air quality hazards and the options for increasing personal safety.

Action EJ-1.7.A: Air Quality Platform
Continue to promote existing platforms within the City webpage to share weekly/daily air quality updates and notifications based on the Air Quality Index (AQI).

Action EJ-1.7.B: Air Pollution Informational Meetings
Partner with the Bay Area Air Quality Management District to host an air pollution informational meeting in each of the Designated Environmental Justice
Communities, focused on air quality hazard adaptation where residents can receive information in multiple languages on the local air quality context, associated asthma risks, available public resources, and at-home strategies for adaptation.

Policy EJ-1.8  
**Groundwater Threats.** Continue working in tandem with the State Water Resources Control Board to have all underground storage tank (UST) systems in San Leandro with single-walled components permanently closed by December 31, 2025, to ensure that no UST systems remain that do not have supplemental containment systems.

Policy EJ-1.9  
**Alternative Fuel Vehicles.** Promote the development of infrastructure that supports the use of alternative fuel (i.e., electric) vehicles in Environmental Justice Communities by requiring electric vehicle infrastructure be incorporated into new residential development. (See Environmental Hazards Element Policy EH-3.9 for additional guidance on alternative fuel vehicles)

*Action EJ-1.9A: Encourage EV Adoption*

Conduct education and outreach to inform members of the public about the availability of EVs, and the economic incentives available to encourage EV adoption.

### Physical Activity and Public Facilities

*GOAL EJ-2  Promote physical activity and adequate and equitable access to public facilities*

### Existing General Plan Policies

Existing General Plan policies located in the Land Use, Community Services and Facilities, Transportation, and Open Space and Conservation Elements support Goal EJ-2 on the topics of improved, safer, and more equitable access to park facilities, green space, open space, public transit options, active transit options, and other public facilities. These include:

*Policy LU-2.1 Complete Neighborhoods.** Strive for “complete neighborhoods” that provide an array of housing choices;*
easy access to retail stores, commercial services, and medical care; quality public schools; great parks and open spaces; affordable transportation options; and civic amenities.

| Policy LU-2.4 | Neighborhood Schools and Parks. Recognize local schools and parks as key aspects of what makes a neighborhood desirable and unique. Promote activities at schools and parks that build community pride and create a sense of neighborhood ownership. |
| Policy LU-4.3 | Public Facility Development. Promote collaborative, creative solutions between the public and private sectors to develop additional schools, parks, and other public facilities in the city. |
| Policy LU-4.4 | Park and School Site Acquisition. Consider acquiring vacant or underutilized sites for park or school development in addition to facilitating private development on those sites. |
| Policy CSF-5.1 | Equitable and Affordable Access. Work with appropriate agencies to provide equal and affordable access to recreation and human services. Programs should be flexible and responsive to the community’s changing needs. |
| Policy CSF-5.13 | Multi-Lingual Information and Cultural Competency. Encourage public agencies to provide services, classes, outreach materials and information to San Leandro residents in multiple formats and languages. Cultural competency is equally important as language access. |
| Action OSC-1.1.A | Parks Action Strategy Develop and implement a San Leandro Parks Master Plan, including a current assessment of community needs, principles for park use, capital improvement projects, recommendations for operations and maintenance, and a funding and implementation program. The Plan should be developed with input from park users and from neighborhood and community groups that reflect the cultural diversity of San Leandro. |
| Policy OSC-1.6 | Community Engagement. Ensure that programs and facilities in parks reflect the priorities of residents in the surrounding neighborhoods. Conduct regular community outreach, workshops, and ongoing liaison with neighborhoods, including multi-lingual outreach, to solicit public input on park issues. |
**Policy OSC-1.7**  
**Park Safety.** Maintain a high level of personal safety and security in the City’s parks by encouraging broad community use, diversifying park activities, promoting neighborhood watch and stewardship programs, enforcing park ordinances and codes, maintaining effective graffiti abatement and litter removal programs, and undertaking design changes that improve visibility and access.

**Policy OSC-1.8**  
**Parks and Public Health.** Recognize the link between parks and public health, particularly the potential to increase physical activity, reduce obesity, and improve general health. The City will continue to promote physical fitness through its recreational programs, and by making parks available and accessible to residents.

**Action OSC-1.8.A**  
**Health Metrics and Recreation** Monitor statistics on the health and well-being of San Leandro’s children and youth, and evaluate the correlation between health indicators and access to parks and recreational facilities. Use health data to guide investment in new park and recreational facilities, and to shape new recreational programs.

**Policy OSC-2.2**  
**No Net Loss.** Allow no net loss of open space within San Leandro’s parks and recreational facility system. In the event that land currently included in the City’s park inventory (Table 5-1) is to be converted to a non-park related purpose, an area of equivalent or larger acreage shall be set aside as parkland. Replacement open space should be comparable in value and function to the space that is lost.

**Policy OSC-2.3**  
**Park Dedication.** Require new residential development to pay an impact fee and/or to dedicate parkland to offset the increase in park needs resulting from new residents. Where on-site parkland is dedicated, it should be improved, maintained, and accessible to the general public.

**Policy OSC-2.4**  
**New Parks.** Pursue opportunities for new parks that augment those dedicated within private development. When planning for such parks, place a priority on sites and/or facilities that:

1. Would benefit neighborhoods or user groups that are currently underserved by park and recreational facilities;
2. Meet a recreational facility need that has been identified by the community as a top priority;
(c) Have a funding source identified;
(d) Have strong community support and advocacy;
(e) Would protect a special resource such as a historic building or sensitive natural area;
(f) Have a willing seller or site donor; and
(g) Are located in areas where substantial residential growth is planned.

Policy OSC-2.5 Non-Traditional Open Space. Take a creative approach to identifying new prospective parks and open spaces, including such features as rooftops and urban plazas. Street themselves should be recognized as an important potential component of the open space system, with opportunities for additional greening, planting, parklets, food production, public art, trails, and recreational activities within public rights of way.

Policy OSC-2.6 Pocket Parks. Work with neighborhood groups to develop mini-parks, medians and landscaped traffic islands, community gardens, and similar areas that beautify neighborhoods, build community spirit, and provide places of enjoyment within residential areas.

Policy OSC-2.11 Open Space Easements. Explore the use of easements, long-term leases, cooperative agreements and other cost-effective means of acquiring or sharing open space with other owners.

Policy OSC-2.12 Open Spaces in New Development. Promote the inclusion of plazas, courtyards, landscaped commons, rooftop gardens/green space, and other publicly accessible open spaces within new commercial, industrial, and public facility development.

Policy OSC-4.1 Joint Use Agreements. Promote joint use agreements between the City and the San Leandro and San Lorenzo Unified School Districts to maximize public access to school recreational facilities and grounds during non-school hours. Emphasize agreements which:

(a) Provide access to facilities which are currently lacking in existing City parks, such as swimming pools, gymnasiums and sport fields; and
(b) Benefit areas that currently lack neighborhood or community parks.
<table>
<thead>
<tr>
<th>Policy T-1.6</th>
<th><strong>Siting of Housing and Public Facilities.</strong> Consider access to public transportation to be a major factor in the location and siting of future housing and public facilities. Conversely, ensure that community facilities such as libraries, parks, schools, and community, civic, and recreation centers, are served by public transit.</th>
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<tbody>
<tr>
<td>Policy T-2.1</td>
<td><strong>Complete Streets Serving All Users and Modes.</strong> Create and maintain “complete” streets that provide safe, comfortable, and convenient travel through a comprehensive, integrated transportation network that serves all users.</td>
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<tr>
<td>Policy T-3.1</td>
<td><strong>Citywide Bikeway System.</strong> Develop and maintain a bikeway system that meets the needs of both utilitarian and recreational users, reduces vehicle trips, and connects residential neighborhoods to employment and shopping areas, BART stations, schools, recreational facilities and other destinations throughout San Leandro and nearby communities.</td>
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<tr>
<td>Action T-3.1.A</td>
<td><strong>Bikeway Plan Implementation</strong> Maintain a Bicycle and Pedestrian Master Plan and update that Plan every five years to identify existing and future needs and provide specific recommendations for facility and program improvements and phasing. The Plan Map should be formatted for broad public distribution and should show key bicycle facilities, destinations, connections to nearby communities, and safety information. Any changes to the Plan should maintain consistency with city, county, regional, state, and federal policy documents.</td>
</tr>
<tr>
<td>Action T-3.4.B</td>
<td><strong>Crosstown Bicycle Access</strong> Improve cross-town bicycle routes, with particular attention on routes across Interstate 880, railroads, and other barriers between Downtown and the Shoreline. Prioritization of crosstown access improvements should be included in the next update of the Bicycle and Pedestrian Master Plan.</td>
</tr>
<tr>
<td>Policy T-3.6</td>
<td><strong>Pedestrian Environment.</strong> Improve the walkability of all streets in San Leandro through the planning, implementing, and maintaining of pedestrian supportive infrastructure.</td>
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| Policy T-3.7 | **Removing Barriers to Active Transportation.** Reduce barriers to walking and other forms of active transportation such as incomplete or uneven sidewalks,
lack of wheelchair ramps and curb cuts, sidewalk obstructions including cars parked on sidewalks, trail gaps, wide intersections, and poor sidewalk connections to transit stops.

**Policy T-4.1**

**Coordination with Service Providers.** Work collaboratively with AC Transit and BART to ensure that public transit service remains safe, reliable, and affordable, and to improve service frequency and coverage within San Leandro neighborhoods and employment centers.

**Action T-4.1.A**

**AC Transit Improvements** On an ongoing basis, work with AC Transit to pursue the following:

(a) Route improvements providing greater cross-town access, improved access to public facilities, and additional links to BART from San Leandro neighborhoods and employment centers;

(b) Technological changes that improve the on-time performance of public transit vehicles and provide greater capacity and service frequency;

(c) Improvements that eliminate barriers to public transit use for persons with disabilities;

(d) Alternative ways to extend Bus Rapid Transit (BRT) service from the San Leandro BART station to the Bay Fair BART station;

(e) Locating bus stops in a manner which minimizes the disruption of traffic and the development of bicycle lanes;

(f) Representation by San Leandro residents, businesses, and officials on committees and task forces studying AC Transit service improvements in Central Alameda County.

(g) Regular updates from the City’s transit district representatives to the City Council on service issues.

**Policy T-4.3**

**Shuttle Buses.** Continue existing shuttle services and ensure they remain as a viable alternative to driving. Shuttles should connect the City’s BART stations with major employment centers, residential areas, schools, shopping, health and other activity centers.
<table>
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<tr>
<th>Policy T-6.1</th>
<th>Traffic Calming Strategies. Use a variety of approaches to slow down or “calm” traffic on San Leandro streets, based on the specific conditions on each street. Emphasize approaches that improve conditions for pedestrians and bicyclists and enhance neighborhood aesthetics.</th>
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<tr>
<td>Policy T-7.2</td>
<td>Capital Improvements. Identify capital improvements and other measure which improve the safety of bicyclists, pedestrians, and motor vehicles on San Leandro streets.</td>
</tr>
<tr>
<td>Policy T-7.3</td>
<td>Street Lighting. Improve street lighting in a way that addresses public safety and security concerns and provides adequate night-time visibility while still achieving energy conservation goals and protecting the privacy of adjacent properties. A priority should be placed on improvements in higher density housing areas and in areas where growth is expected under this General Plan, such as Downtown San Leandro. Street light improvements also should be required as new infill development takes place.</td>
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<tr>
<td>Policy T-8.1</td>
<td>Coordination with Regional Agencies. Work closely with the Metropolitan Transportation Commission, the Alameda County Transportation Commission, AC Transit, BART, and other agencies to address regional transportation issues affecting San Leandro.</td>
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</table>

**New Policies**

In addition to the existing policies identified above, the following new policies and actions support Goal EJ-2. New policies supplement existing ones by seeking to address additional equity considerations and improve additional health outcomes, and promote increased physical activity, safe access to parks, public transit, active transit, and other public facilities, particularly for designated Environmental Justice Communities.

**Policy EJ-2.1**  Traffic Calming. Promote the safety of public facilities by prioritizing traffic calming initiatives in areas with high traffic impacts within Environmental Justice Communities.

*Action EJ-2.1.A: Traffic Assessment*

*Perform an assessment of traffic impacts around schools, parks/open space, and major residential areas within Environmental Justice Communities. Identify focus areas*
and develop a Traffic Calming Program to reduce vehicle speeds within traffic hotspots.

Policy EJ-2.2  Park Access. As part of San Leandro Parks Master Plan, evaluate park access, including Environmental Justice Communities.

Action EJ-2.2.A: Facility Review
Coordinate with Alameda Contra Costa County Transit District (AC Transit) to perform a biennial review of bus stops and shelters to access the quality and adequacy of facilities.

Policy EJ-2.3  Barriers to Transit Access. Coordinate with Alameda-Contra Costa County Transit District (AC Transit) to support the expansion of the discounted fare program to include low-income residents.

Policy EJ-2.4  Open Space in New Development. Support the availability of open space by continuing to require new multi-family and mixed-use development to incorporate open space as part of the development review process.

Policy EJ-2.5  Non-Traditional Open Space. Prioritize Environmental Justice Communities when identifying opportunities for additional greening, new prospective parks, open spaces, and right-of-way transformations into interactive public spaces.

Policy EJ-2.6  Health Resources. Promote community awareness about existing health resources in San Leandro by proactively advertising available Alameda County programs and services, including mental health services, in multiple languages.

Policy EJ-2.7  Active Commuting. Collaborate with local schools to disseminate informational materials in multiple languages that encourage the use of active transportation in school commutes.
Food Access

GOAL EJ-3  Promote food access so all people in San Leandro can access nutritionally adequate, culturally appropriate, and affordable food

Existing General Plan Policies

Existing General Plan policies located in the Land Use, and Open Space Elements support Goal EJ-3. These include:

**Policy LU-8.4**  **Neighborhood Shopping Centers.** Promote reinvestment in the City’s neighborhood shopping centers, with an emphasis on new retail uses that serve the adjacent neighborhoods and contribute to the overall vitality of the centers.

**Policy LU-2.3**  **Healthy Food Access.** Maintain access to fresh healthy produce in all parts of the city and encourage supermarkets and corner stores that provide healthier food choices for residents.

**Policy OSC-2.7**  **Community Gardens.** Support the development of additional community gardens in the city with a priority on underused utility-owned and School District-owned properties.

New Policies

In addition to the existing policies identified above, the following new policies and actions support Goal EJ-3. New policies supplement existing ones by seeking to address additional equity considerations, and further improve food access and nutritional food consumption habits, particularly for designated Environmental Justice Communities.

**Policy EJ-3.1**  **Farmer’s Markets and Community Gardens.** Prioritize healthy food affordability and accessibility for residents through maintaining and expanding farmers markets and community gardens in the city.

**Action EJ-3.1.A: Healthy Food Access**

*Encourage the continued use of CalFresh and WIC at all Farmer’s Markets in the city.*
Policy EJ-3.2 Targeted Food Access Areas. Continue partnering with local non-profits and food banks to increase food accessibility for low-income residents across the City and prioritize the placement of future city-sponsored food programs in Environmental Justice Communities.

Policy EJ-3.3 Edible School Yards. Coordinate with the San Leandro and San Lorenzo Unified School Districts to support gardens and an “Edible School Yards” program focused on establishing community-gardens and nutritional education at local schools.

Civic Engagement and Investment Prioritization

GOAL EJ-4 Prioritize engagement of people from all backgrounds and direct resources to Environmental Justice communities

Existing General Plan Policies

Existing General Plan policies located in the Land-Use and Housing Elements support Goal EJ-5 on the topics of equitable public participation in the planning process, partnerships, and financial empowerment. These include:

Policy CSF-4.5 Language and Media Diversity. Ensure access to information among those persons without easy access to electronic media, and those persons whose primary language is not English. Information on City facilities and activities, including sports, events, resources, and programs, should be provided in a variety of mediums and languages.

Policy CSF-4.6 Neighborhood-Based Communication. Support and encourage the development of neighborhood newsletters, websites, social media, and other forms of electronic and print media to inform residents of current issues and facilitate resident feedback to City officials and staff.

Action CSF-4.6.A Outreach Materials. Prepare and update printed and web-based materials that summarize City processes and procedures on a wide variety of topics, such as planning and building requirements, tree care, and emergency preparedness.
Policy CSF-5.13  Multi-Lingual Information and Cultural Competency. Encourage public agencies to provide services, classes, outreach materials and information to San Leandro residents in multiple formats and languages. Cultural competency is equally important as language access.

Policy LU-5.3  Individual Participation. Encourage the participation of individuals as well as organizations in the planning process since organizations may not always reflect individual needs and opinions.

Policy P-4.6  Support Regional Partnerships. The City shall partner with local and regional organizations to identify joint strategies and funding opportunities to help stabilize neighborhoods and protect vulnerable residents.

Policy P-5.9  Engage Underrepresented Residents. The City shall prioritize engagement of underrepresented residents and people of all racial, ethnic, and economic backgrounds in the City’s Community Development and Human Services Departments’ programs to achieve equitable outcomes.

New Policies

In addition to the existing policies identified above, the following new policies and actions support Goal EJ-6. New policies supplement existing ones by seeking to address additional equity considerations, foster increased investments in underserved neighborhoods, and increase engagement in city planning and programs, particularly for designated Priority Communities.

Policy EJ-4.1  Implement Equity Work Plan. Implement the City of San Leandro Equity Work Plan prepared with input from the San Leandro Equity Work Group, Race Equity Team, and the Community Equity Committee.

Action EJ-4.1.A: Vision and Mission Statement

Incorporate Diversity, Equity, Inclusion, and Belonging (DEIB) in vision and mission statements and core values.

Action EJ-4.1.B: Training, Evaluation, and Oversight

Develop training, evaluation, and oversight protocols that advance DEIB initiatives and provide training as needed.
**Action EJ-6.1.C: Principles and Core Values**

Establish principles and core values that support equitable community engagement and procedures, practices, structures, and protocols that advance integrity, trust, inclusiveness, open/transparent dialogue, co-creation, and belonging.

**Policy EJ-4.2**

**Equitable Investment.** Conduct GIS mapping analysis of distribution and access to City resources and services and ensure equitable access and allocation of City resources and services.

**Action EJ-4.2.A: Environmental Justice Community Investment**

Invest in improvements and programs in designated Environmental Justice Communities in San Leandro, including Census Tracts 6001432400, 6001432501, 6001433200.

**Action EJ-4.2.B: Environmental Justice Community Workshops**

Perform an Environmental Justice Communities Workshop Series in conjunction with the Resilience Hubs Initiative, which involves workshops in multiple languages across communities in San Leandro. The Environmental Justice Communities Workshop Series is to be focused on identifying the community priorities of residents within priority census tracts in San Leandro.

**Action EJ-4.2.C: Frontline Neighborhood Plans**

Using the Frontline Communities Workshop Series and Resilience Hubs Initiative, develop Frontline Neighborhood Plans that serve to outline small-scale projects, such as specific sidewalk improvements or community gardens, that can support the unique needs of each frontline community in San Leandro.

**Policy EJ-4.3**

**Equitable Outreach.** Coordinate and monitor City-wide outreach policies, ensure department level coordination of communication and outreach, and
provide language access services that promote communication accessibility for all groups.

**Action EJ-4.3.A: Language Access Program**

Increase the availability of translated and interpreted materials, resources, and services and establish formal policy and best practices for language access that are communicated to departments and regularly updated.

**Action EJ-4.3.B: Engagement Material Dissemination**

Continue to partner with local schools to disseminate engagement materials in multiple languages and foster engagement for city meetings and programs through student flyers.

**Action EJ-4.3.C: Interpretation Services**

Continue to offer interpretation services for City-led community workshops and meetings, including Chinese and Spanish to decrease impacts from linguistic isolation.

**Action EJ-4.3.D: Notification Translation**

Support informed participation for all residents by publishing all City Council and Planning Commission meeting notifications in Spanish and Mandarin Chinese.

**Action EJ-4.3.E: Meeting Timing**

Conduct community meetings at accessible times of day for community members.

**Action EJ-4.3.F: Workshop Advertising**

Establish broad and comprehensive advertising protocols in multiple languages for the City to promote equitable engagement. Advertising channels will consist of print media and digital media.

**Policy EJ-4.4: Capacity Building.** Implement actions and policies to increase participation by low-income, people of color, non-English speaking persons, residents with
children, and those without cars in City meetings and on City boards, commissions, and committees.

**Action EJ-4.4.A: Representation**

Encourage diverse representation on City boards, Commissions, and committees through expanded outreach and updated application materials. Review feasibility of providing stipends, childcare, and alternative meeting locations.

**Policy EJ-4.5**  
**Strategic Partnerships.** Foster strategic partnerships with trusted community leaders from historically marginalized communities in San Leandro.

**Action EJ-4.5.A: Regional Coordination**

Provide opportunities and foster strategic partnerships for residents and organizations that represent Environmental Justice Communities to participate in regional programs that address pollution risks, such as the Community Air Risk Evaluation (CARE) Program.

**Action EJ-4.5.B: Capacity Building**

Support capacity-building opportunities with residents and organizations that represent Environmental Justice Communities in order to facilitate increased engagement with local and regional programs.

**Policy EJ-4.6**  
**Employment Services.** Partner with local workforce and employment resource centers (such as Alameda County Workforce Development Board) and evaluate ways to improve outreach for workforce and unemployment programs in the western portion of the City, including targeted job fairs.
Safe and Sanitary Homes

GOAL EJ-5  Promote safe, healthy, and affordable homes.

Existing General Plan Policies

Existing General Plan policies located in the Land Use and Housing Elements support Goal EJ-4 on the topics of affordability, participation in plan and program development, safe housing conditions, tenant protections, support for the unhoused, and home maintenance and improvements. These include:

Policy LU-3.2  Mix of Price Ranges. Encourage a mix of price ranges to provide housing choices for San Leandro residents of all incomes and ages. Opportunities to include affordable units and market rate units within the same development projects should be pursued.

Policy LU-3.6  Housing by Non-Profit Developers. Promote the participation of non-profit housing organizations in the construction of new affordable housing in San Leandro, with particular emphasis on housing for working families.

Policy LU-5.1  Coordination and Outreach. Coordinate housing plans and programs with organizations that are broadly representative of people in the community, including homeowners, renters, housing advocates, businesses and institutions. Collaborative, productive relationships should be promoted between City staff, elected and appointed officials, and local neighborhood groups.

New Policies

In addition to the existing policies identified above, the following new policies and actions support Goal EJ-4. New policies supplement existing ones by seeking to address additional equity considerations and further improve housing conditions, particularly for Environmental Justice Communities. These include:

Policy P-2.5  Support Housing Production for All Needs. The City shall encourage the production of housing that is physically and financially suitable for individuals and families experiencing homelessness, residents with special needs, including but not limited to large households, seniors, extremely low-income residents,
and persons with physical and developmental disabilities.

Policy P-2.7  **Promote Universal Design.** The City shall promote universal accessibility in design and the inclusion of units that are set aside for persons with developmental and physical disabilities.

Policy P-3.2  **Safe and Livable Housing.** The City shall enforce building, safety, and housing codes to ensure safe and sanitary housing conditions.

Policy P-3.4  **Preserve Existing Affordable Housing.** The City shall facilitate the renewal of existing affordable housing covenants and promote opportunities for acquisition of units with expiring covenants to preserve affordability. The City will explore opportunities to preserve “Naturally Occurring Affordable Housing” under the auspices of AB 787 (2021, Gabriel).

Policy P-4.1  **Minimize Displacement of Vulnerable Residents.** The City shall make all neighborhoods places of opportunity while minimizing the involuntary displacement of vulnerable populations, such as low-income households, seniors on fixed incomes, and people with disabilities, due to increased housing costs.

Policy P-4.2  **Strengthen Tenant Protections.** The City shall explore options to strengthen measures for eviction prevention, limits on sudden or annual rent increases, and tenant relocation assistance.

Policy P-4.3  **Support Households Impacted by Foreclosure.** The City shall work to identify funding to establish counseling and other resources to assist households at risk of foreclosure.

Policy P-5.10  **Reduce Barriers.** Evaluate and reduce barriers to housing that disproportionately affect populations in protected classes, lower income households, and special needs populations by rescinding or mitigating development standards that are exclusionary, discriminatory, or otherwise impede the development
of housing that is affordable to lower income households, including prohibitions on multi-family housing, limitations on density, and other standards that increase the cost of constructing housing.

Policy P-6.2  **Support Existing and New Transitional and Emergency Shelters.** The City shall remove barriers to interim and emergency shelter access and continue to prioritize the use of available funds to support emergency shelters and transitional and supportive housing programs for people experiencing homelessness and those who are at risk of becoming homeless.

Policy P-6.3  **Fund Construction of New Permanent Supportive Housing.** The City shall facilitate and provide permanent supportive housing options that offer appropriate services for people experiencing chronic homelessness.

Policy P-2.1  **Promote Housing Development Affordable to Residents at All Economic Levels.** The City shall support the production of rental and for-sale housing for people of all income levels.

Policy P-3.1  **Rehabilitation and Preservation.** The City shall support existing homeowners with affording and maintaining their home, with a focus on vulnerable populations such as low-income, owner-occupied households, seniors, and people with disabilities.

Policy P-4.4  **Support Alternative Ownership Models.** The City shall support resident-driven alternative ownership models to help low-income residents remain in their communities and build equity (e.g.: land trusts, tenant opportunity to purchase programs, etc.).

Policy P-5.1  **Fair Housing Services and Education.** The City shall support effective programs that work toward eliminating housing discrimination of protected classes under State and federal law.

Policy P-5.7  **Leverage Resources for Housing Assistance and Education.** The City shall pursue and administer,
where feasible, all available federal, State, and local resources to provide financial assistance, housing rights and financial education, and other services related to homeownership, housing stability, and housing mobility.

Policy P-5.8 Focus Housing Opportunity Programs for Vulnerable and Underrepresented Residents. The City shall focus outreach for homeownership and affordable housing opportunity programs to residents in areas vulnerable to displacement and to populations that are underrepresented in the housing market.

Policy P-6.1 Support Residents at Risk of Homelessness. The City shall utilize data-supported strategies to create impactful, long-term solutions to reduce the risk of homelessness for vulnerable households and individuals, with a focus on affordable housing production, financial and supportive services and resources, and workforce training.

Policy P-6.4 Actively Engage in the Regional Response to End Homelessness. The City shall participate with the Alameda County Office of Homeless Care and Coordination, Continuum of Care, and partner agencies to develop and implement strategies that address homelessness through a shared vision, coordinated programs, and joint funding opportunities.
Appendix A:

Mitigation Monitoring and Reporting Program

This Mitigation Monitoring and Reporting Program (MMRP) for the City of San Leandro General Plan Update and Zoning Code amendments is intended to ensure the implementation of mitigation measures identified as part of the environmental review for the proposed project. The MMRP includes the following information:

- A list of mitigation measures
- The timing for implementation of each mitigation measure
- The agency responsible for monitoring implementation
- The monitoring action and frequency

The City of San Leandro adopted this MMRP on September 19, 2016 as part of their certification of the General Plan EIR.
### Environmental Impact

| AQ-2A: Despite implementation of the policies in the proposed Plan, criteria air pollutant emissions associated with the proposed project would cause a substantial net increase in emissions that exceeds the BAAQMD regional significance thresholds. |
| AQ-2B: Despite implementation of the proposed project policies, criteria air pollutant emissions associated with the proposed project construction activities would generate a substantial net increase in emissions that exceeds the BAAQMD regional significance thresholds. |

### Mitigation Measures

- Prior to issuance of construction permits, development project applicants that are subject to CEQA and exceed the screening sizes in the Bay Area Air Quality Management District's CEQA Guidelines shall prepare and submit to the City of San Leandro a technical assessment evaluating potential air quality impacts related to the project's operation phase. The evaluation shall be prepared in conformance with the BAAQMD methodology in assessing air quality impacts. If operation-related criteria air pollutants are determined to have the potential to exceed the BAAQMD thresholds of significance, as identified in BAAQMD's CEQA Guidelines, the City of San Leandro Community Development Department shall require that applicants for new development projects incorporate mitigation measures to reduce air pollutant emissions during operation activities.

- As part of the City's development approval process, the City shall require applicants for future development projects to comply with the current Bay Area Air Quality Management District's basic control measures for reducing construction emissions of PM$_{10}$ (Table 8-1, Basic Construction Mitigation Measures Recommended for All Proposed Projects, of the BAAQMD CEQA Guidelines).

- Prior to issuance of construction permits, development project applicants that are subject to CEQA and exceed the screening sizes in the BAAQMD's CEQA Guidelines shall prepare and submit to the City of San Leandro a technical assessment evaluating potential air quality impacts. The evaluation shall be prepared in conformance with the BAAQMD methodology in assessing air quality impacts. If construction-related criteria air pollutants are determined to have the potential to exceed the BAAQMD thresholds of significance, as identified in the BAAQMD CEQA Guidelines, the City of San Leandro shall require that applicants for new development projects incorporate mitigation measures to reduce air pollutant emissions during construction activities to below these thresholds (Table 8-2, Additional Construction Mitigation Measures Recommended for Projects with Construction Emissions Above the Threshold, of the BAAQMD CEQA Guidelines).

### Monitoring and Implementation

<table>
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<tr>
<th>Monitoring Responsibility</th>
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<tbody>
<tr>
<td>City of San Leandro Community Development Department</td>
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<tr>
<td>City of San Leandro Community Development Department and/or Building Official (or designee)</td>
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<tr>
<td>San Leandro Building Official (or designee)</td>
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<tr>
<td>City of San Leandro Community Development Department</td>
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<tr>
<td>City of San Leandro Engineering &amp; Transportation Department, Building and Safety Services Division, Planning Division, and/or Community Development</td>
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<tr>
<th>Implementation and Monitoring Timeline</th>
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<tr>
<td>Review of technical assessments</td>
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<tr>
<td>Implementation shall remain in place throughout project construction and verification shall occur during normal construction site inspections</td>
</tr>
<tr>
<td>Review of all demolition, grading, and building permits</td>
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<tr>
<td>Implementation shall remain in place throughout project construction and verification shall occur during normal construction site inspections</td>
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<tr>
<td>Review of technical assessments</td>
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<td>Implementation shall remain in place throughout project construction and verification shall occur during normal construction site inspections</td>
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LTS = Less Than Significant  S = Significant  SU = Significant Unavoidable Impact
### Mitigation Monitoring and Reporting Program

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<tr>
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<tr>
<td>AQ-3: Warehousing operations could generate a substantial amount of diesel particulate matter (DPM) emissions from off-road equipment use and truck idling. In addition, some warehousing and industrial facilities may include use of transport refrigeration units (TRUs) for cold storage that could expose sensitive receptors to substantial pollutant concentrations. Mitigation is needed to ensure that new projects are evaluated in accordance with BAAQMD’s CEQA Guidelines, and therefore impacts are significant.</td>
<td>applicable construction mitigation measures subsequently approved by BAAQMD. These identified measures shall be incorporated into all appropriate construction documents (e.g. construction management plans) submitted to the City and shall be verified by the City’s Engineering/Transportation Department, Building and/or Planning Division, and/or Community Development Department.</td>
<td>City of San Leandro Community Development Department</td>
<td>Review of HRAs</td>
</tr>
<tr>
<td>AQ-3: Applicants for future non-residential land uses within the city that: 1) have the potential to generate 100 or more diesel truck trips per day or have 40 or more trucks with operating diesel-powered TRUs, and 2) are within 1,000 feet of a sensitive land use (e.g. residential, schools, hospitals, nursing homes), as measured from the property line of a proposed project to the property line of the nearest sensitive use, shall submit a health risk assessment (HRA) to the City of San Leandro prior to future discretionary project approval. The HRA shall be prepared in accordance with policies and procedures of the State Office of Environmental Health Hazard Assessment and the Bay Area Air Quality Management District. If the HRA shows that the incremental cancer risk exceeds 10 in one million (10E-06), PM$_{2.5}$ concentrations exceed 0.3 µg/m$^3$, or the appropriate non-cancer hazard index exceeds 1.0, the applicant will be required to identify and demonstrate that mitigation measures are capable of reducing potential cancer and non-cancer risks to an acceptable level, including appropriate enforcement mechanisms. Mitigation measures may include but are not limited to:  - Restricting idling on-site beyond Air Toxic Control Measures idling restrictions, as feasible.  - Electrifying warehousing docks.  - Requiring use of newer equipment and/or vehicles.  - Restricting off-site truck travel through the creation of truck routes. Mitigation measures identified in the project-specific HRA shall be identified as mitigation measures in the environmental document and/or incorporated into the site development plan as a component of a proposed project.</td>
<td>City of San Leandro Community Development Department</td>
<td>Implementation shall remain in place throughout project construction and verification shall occur during normal construction site inspections</td>
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<tr>
<td>AQ-5: Despite implementation of the proposed Plan policies, criteria air pollutant emissions associated with the proposed project would generate a substantial net increase</td>
<td>Implementation of Mitigation Measures AQ-1 through AQ-3. There are no additional mitigation measures available to mitigate this impact.</td>
<td>See Mitigation Measures AQ-1 through AQ-3.</td>
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<tr>
<td>in emissions that exceeds the BAAQMD regional significance thresholds, and impacts would be significant.</td>
<td>GHG-2: No mitigation measures are currently available to address post-2030 GHG reductions. The proposed Plan and the Climate Action Plan (CAP) include measures to align the City with the GHG reductions of AB 32 and Executive Order B-30-15. However, additional State and federal actions are necessary to ensure that State and federally regulated sources (i.e., sources outside the City’s jurisdictional control) take similar aggressive measures to ensure the deep cuts needed to achieve the 2050 target.</td>
<td>No mitigation measures are available.</td>
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</tbody>
</table>
| NOISE | NOI-3: The proposed project would cause a substantial permanent increase in ambient transportation-related noise levels in the project vicinity. | NOI-3: Beyond the General Plan Environmental Hazards Element policies discussed above, the following mitigation measures were considered, but as described below, were found to be infeasible.  
**Technological Advances for Noise-Generating Vehicles**  
Most urban noise results from the use of roadway vehicles, including automobiles, motorcycles, and trucks. The implementation of improved technologies for the prevention or muffling of noise from these sources could theoretically prevent substantial increases to ambient noise levels; however, this approach would be infeasible as much of this implementation is beyond the jurisdiction of the City.  
Beyond currently-accepted State and industry standards and best practices, developing and/or requiring novel technological improvements for noise-generating vehicles would not be affordable, scientifically plausible, or within the City’s jurisdiction. Therefore, this potential mitigation measure is regarded as infeasible.  
**Universal Use of Noise-Attenuating Features**  
The universal use of noise attenuating features such as rubberized asphalt, soundwalls, berms, and improved building sound-insulation, could prevent transmission of excessive noise to the outdoor and indoor areas of sensitive land uses and/or could prevent projected increases in ambient noise levels. However, this approach would be infeasible in several situations. Specifically, rubberized asphalt reduces tire-pavement | Mitigation Measure NOI-3 is not feasible. |
### Mitigation Monitoring and Reporting Program

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<tr>
<td>NOI-4: The City of San Leandro shall adopt the following measures as Standard Conditions of Approval or Construction Development Standards for new construction in the city. The Standard Conditions of Approval/Construction Development Standards shall include an exception that states that the Engineering &amp; Transportation Director or his/her designee may waive individual measures upon individual written request from an Applicant after City review.</td>
<td>City of San Leandro Building and Safety Services Division and Engineering &amp; Transportation Department</td>
<td>Conditions of Approval and Construction Development Standards for projects shall be established prior to issuance of construction permits. Implementation shall remain in place throughout project construction and verification shall occur during normal construction site inspections.</td>
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<tr>
<td>NOI-4: Construction activities under the proposed project may lead to substantial temporary or periodic increases to ambient noise levels. This would be a potentially significant impact.</td>
<td>Construction activities shall be restricted to the daytime hours of between 7:00 a.m. and 7:00 p.m. on weekdays, or between 8:00 a.m. and 7:00 p.m. on Sunday and Saturday.</td>
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<td>Prior to the start of construction activities, the construction contractor shall:</td>
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<td>▪ Maintain and tune all proposed equipment in accordance with the manufacturer’s recommendations to minimize noise emission.</td>
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<td>▪ Inspect all proposed equipment and fit all equipment with properly operating mufflers, air intake silencers, and engine shrouds that are no less effective than as originally equipped by the manufacturer.</td>
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<td>▪ Post a sign, clearly visible at the site, with a contact name and telephone number of the City of San Leandro’s authorized</td>
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<td>Noise and when new, achieves a reduction of approximately 4 dB when compared to normal pavement surfaces. However, the noise reduction properties degrade over time, and the noise reduction would not be sufficient to reduce noise impacts in many areas of San Leandro. In many cases, aesthetic concerns, costs, physical constraints, or other issues would prevent the universal implementation of adequate noise-attenuating features. In addition to their expense, soundwalls often block views and are regarded as unsightly. Moreover, the construction of soundwalls can result in reduced pedestrian and vehicle connectivity, which would contravene other goals of the proposed General Plan and have negative social, economic, and even environmental consequences. Although improved building construction and insulation beyond that which is required by California Title 24 and the General Plan could further reduce indoor exposure to excessive noise, substantial outdoor increases to ambient noise levels would remain. Therefore, this potential mitigation measure is regarded as infeasible.</td>
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</table>
Environmental Impact | Mitigation Measures | Monitoring Responsibility | Implementation and Monitoring Timeline
---|---|---|---
Mitigation Measures | representative to respond in the event of a noise complaint. | | |
| | ▪ Place stationary construction equipment and material delivery in loading and unloading areas as far as practicable from the residences. | | |
| | ▪ Limit unnecessary engine idling to the extent feasible. | | |
| | ▪ Use smart back-up alarms, which automatically adjust the alarm level based on the background noise level, or switch off back-up alarms and replace with human spotters. | | |
| | ▪ Use low-noise emission equipment. | | |
| | ▪ Limit use of public address systems. | | |
| | ▪ Minimize grade surface irregularities on construction sites. | | |

NOI-7: The proposed project would result in significant and unavoidable cumulatively excessive noise levels within the city. NOI-7: Beyond the General Plan Environmental Hazards Element policies discussed above, the same mitigation measures were considered as were evaluated in NOI-3 and were, likewise, found to be infeasible. In summary, for cumulative noise impacts, there are no feasible mitigations for preventing substantial increases in ambient noise levels, since all conceivable mitigations would be, in some circumstances, economically impractical, scientifically unachievable, outside the City’s jurisdiction, and/or inconsistent with City planning goals and objectives. Thus, cumulative impacts would remain significant and unavoidable because no feasible mitigation measures are available to mitigate noise impacts to a less than significant level, resulting in a significant and unavoidable impact. Mitigation Measure NOI-7 restates Mitigation Measure NOI-3 and is not feasible.

TRANSPORTATION AND TRAFFIC

TRAF-1: Implementation of the Proposed Plan, in combination with regional growth outside of San Leandro, would result in increased vehicle traffic, which would affect the operations of local intersections and freeway segments.

- As shown in Table 4.13-11, the addition of proposed Plan traffic would result in significant impacts to 12 intersections during at least one of the peak hours.
- As shown in Table 4.13-12 and Table 4.13-13, the addition of proposed Plan traffic would result in significant impacts to seven freeway segments.

TRAF-1A: Intersections: The City of San Leandro should implement the following traffic improvements and facilities to reduce impacts to standard:

LTS = Less Than Significant S = Significant SU = Significant Unavoidable Impact
### Mitigation Monitoring and Reporting Program

**Environmental Impact**
- During at least one of the peak hours.

**Mitigation Measures**

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</table>
| E. 14th Street and Davis Street (SR-112) (#3): | - The addition of Cumulative with proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS F in the AM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be **significant**. Implementation of the following measures would improve intersection operations during the AM peak hour to LOS D:  
  - Add an additional northbound left-turn lane on E. 14th Street. This would result in the northbound approach having two exclusive left-turn lanes, an exclusive through lane, and a shared through/right-turn lane.  
  - Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology. | - Caltrans, City of San Leandro Engineering & Transportation Department and Public Works Department | Note: Intersection #3 is under Caltrans’ jurisdiction, and the implementation and timing of the mitigation measure is not under the City’s control. |

Because this intersection is within the Downtown Transit-Oriented Development PDA, implementation of the following measures would improve intersection operations during the AM peak hour to LOS E:  
- Implement proposed Policy T-5.2: Evaluating Development Impacts.  
- Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology.  
This mitigation is considered feasible if the intersection was under City control. However, this intersection is under Caltrans’ jurisdiction, so the implementation and timing of the mitigation measures remain uncertain since the intersection is not under the City’s control. Consequently, the Cumulative with proposed Plan impact remains **significant and unavoidable**.

| E. 14th Street and San Leandro Boulevard (#4): | - The addition of Cumulative with proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS E in the AM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be **significant**. Implementation of the following measure would improve intersection operations during the AM peak hour to LOS D:  
  - Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology. | Caltrans, City of San Leandro Engineering & Transportation Department and Public Works Department | Note: Intersection #4 is under Caltrans’ jurisdiction, and the implementation and timing of signal changes is not under the City’s control. |

Implementation of Policy T-5.2: Evaluating Development Impacts would reduce this...
### Mitigation Monitoring and Reporting Program

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<td>This intersection is within the East 14&lt;sup&gt;th&lt;/sup&gt; Street PDA. Since this intersection is currently in a PDA, the degradation of intersection operations from LOS C to LOS E in the AM peak hour due to the addition of Cumulative with Proposed Plan traffic would not be considered a significant impact under proposed Plan Policy T-5.2: Evaluating Development Impacts. Upon implementation of this measure, intersection operations would improve to LOS D during the AM peak hour. This mitigation is considered feasible if the intersection was under City control. However, this intersection is under Caltrans’ jurisdiction, so the implementation and timing of the mitigation measures remain uncertain since the intersection is under Caltrans’ jurisdiction. Consequently, the Cumulative with proposed Plan impact remains significant and unavoidable.</td>
<td>Caltrans, City of San Leandro Engineering &amp; Transportation Department and Public Works Department</td>
<td>Implementation of Policy T-5.2: Evaluating Development Impacts would reduce this impact to a less-than-significant level. Implementation timing of Policy T-5.2 would be the adoption of the General Plan. Note: Intersection #5 is under Caltrans’ jurisdiction, and the implementation and timing of signal changes is not under the City’s control.</td>
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</table>
|                      | **E. 14<sup>th</sup> Street and Hesperian Boulevard/Bancroft Avenue (#5):** The addition of Cumulative with proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS E in the AM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be significant. Implementation of the following measure would improve intersection operations during the AM peak hour:  
  - Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology.  
This intersection is within the Bay Fair BART Transit Village PDA and ABAG/MTC has already designated Bay Fair BART Transit Village a potential PDA. Upon adoption of the Bay Fair TOD Specific Plan, currently anticipated in 2017, Bay Fair will achieve official PDA status. Since this intersection is currently in a potential PDA area, the degradation of intersection operations from LOS C to LOS E in the AM peak hour due to the addition of Cumulative with Proposed Plan traffic would not be considered an impact under proposed Plan Policy T-5.2: Evaluating Development Impacts. Upon implementation of this measure, intersection operations would improve to LOS D during the AM peak hour. This mitigation is significant. | | |

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## Environmental Impact

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<tbody>
<tr>
<td>Evaluation of current intersection operations and their future impact under the proposed plan.</td>
<td>City of San Leandro Engineering &amp; Transportation Department and Public Works Department</td>
<td>Implementation of Policy T-5.2: Evaluating Development Impacts would reduce this impact to a less-than-significant level.</td>
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### Hesperian Boulevard and Halcyon Drive/Fairmont Drive (#10)

The addition of Cumulative with proposed Plan traffic would cause the intersection level of service to degrade from LOS D to LOS F in the AM peak hour and LOS D to LOS E in the PM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be significant.

Implementation of the following measures would improve intersection operations during the AM and PM peak hours to LOS D:

- Widen the south leg of the intersection in order to add a second northbound left-turn lane. This would result in the northbound approach having two exclusive left-turn lanes, two exclusive through lanes, and an exclusive right-turn lane.
- Provide an overlap signal phase for the northbound right turns.
- Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology.

This intersection is within the Bay Fair BART Transit Village PDA and ABAG/MTC has already designated Bay Fair BART Transit Village a potential PDA. Upon adoption of the Bay Fair TOD Specific Plan, currently anticipated in 2017, Bay Fair will achieve official PDA status. Since this intersection is currently in a potential PDA area, the degradation of intersection operations from LOS D to LOS E in the PM peak hour due to the addition of Cumulative with Proposed Plan traffic would not be considered an impact under proposed Plan Policy T-5.2: Evaluating Development Impacts. Implementation of the following measures, which do not involve evaluation or acquisition of right-of-way, would improve intersection operations during the AM peak hour to LOS E:

- Implement proposed Policy T-5.2: Evaluating Development Impacts.
- Provide an overlap signal phase for the northbound right turns.

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## Environmental Impact

### Mitigation Measures

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<td>• Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology. Upon implementation of the first three measures, intersection operations would improve to LOS D during the AM and PM peak hours. The availability of right-of-way for the required widening on the south leg of the intersection is uncertain; therefore, the measures may be infeasible. Consequently, the Cumulative with Proposed Plan impact remains <strong>significant and unavoidable</strong>.</td>
<td>City of San Leandro Engineering &amp; Transportation Department and Public Works Department</td>
<td>Improvements shall be implemented when LOS deteriorates below the City’s adopted LOS standard and adequate funding is in place from the City’s development impact fees.</td>
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</table>
|                      | • **Washington Avenue and San Leandro Boulevard (#15):** The addition of Cumulative with Proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS F in the AM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be **significant**. Implementation of the following measure would improve intersection operations during the AM peak hour to LOS D:  
  • Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology. Upon implementation of this measure, intersection operations would improve to LOS D during the AM peak hour and lessen the Cumulative with Proposed Plan impact to **less than significant**. | City of San Leandro Engineering & Transportation Department and Public Works Department                                                                 | Improvements shall be implemented, if right of way is available, when LOS deteriorates below the City’s adopted LOS standard and adequate funding is in place from the City’s development impact fees. |
|                      | • **San Leandro Boulevard and Marina Boulevard (#16):** The addition of Cumulative with proposed Plan traffic would cause the intersection level of service to degrade from LOS D to LOS F in the AM peak hour and LOS C to LOS F in the PM peak hour. Therefore, the Cumulative with proposed Plan impact is considered to be **significant**. Implementation of the following measures would improve intersection operations during the AM and PM peak hours:  
  • Add a northbound left-turn lane on San Leandro Boulevard to provide two exclusive left-turn lanes, one exclusive through lane and one shared through/right-turn lane. (Consistent with the findings of the San Leandro Shoreline Development Project EIR)  
  • Restripe lanes on the west leg to provide two corresponding receiving lanes. (Consistent with the findings of the San Leandro Shoreline Development Project EIR) | City of San Leandro Engineering & Transportation Department and Public Works Department                                                                 | Improvements shall be implemented, if right of way is available, when LOS deteriorates below the City’s adopted LOS standard and adequate funding is in place from the City’s development impact fees. |
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| Shoreline Development Project EIR | - Provide an exclusive southbound right-turn lane to feed the existing channelized right-turn lane from San Leandro Boulevard southbound to Marina Boulevard westbound so that southbound through traffic does not block access to the channelized southbound right-turn lane.  
- Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology. | Caltrans, City of San Leandro Engineering & Transportation Department and Public Works Department | Note: Intersection #17 is under Caltrans’ jurisdiction, and the implementation and timing of the mitigation measure is not under the City’s control. Implementation of Policy T-5.2: Evaluating Development Impacts would reduce this impact to a less-than-significant level. Implementation timing of Policy T-5.2 would be the adoption of the General Plan. In addition, the City could pursue the additional signal changes described. |
| San Leandro Boulevard and Davis Street (#17) | - The addition of Cumulative with proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS F in the AM peak hour and LOS C to LOS E in the PM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be significant.  
- Implementation of the following measures would improve intersection operations during the AM and PM peak hours to LOS D:  
  - Add a northbound right-turn lane on San Leandro Boulevard to provide two exclusive left-turn lanes, two exclusive through lanes and one exclusive right-turn lane.  
  - Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology.  
Because this intersection is within the Downtown Transit Oriented Development PDA, the degradation of intersection operations from LOS C to LOS E in the PM peak hour due to the addition of Cumulative with Proposed Plan traffic would not be considered an impact under Proposed Plan Policy T-5.2: Evaluating Development Impacts. Implementation of the following measures, which do not involve evaluation or acquisition of right-of-way, would improve intersection operations during the AM peak hour to LOS E: | Caltrans, City of San Leandro Engineering & Transportation Department and Public Works Department | Note: Intersection #17 is under Caltrans’ jurisdiction, and the implementation and timing of the mitigation measure is not under the City’s control. Implementation of Policy T-5.2: Evaluating Development Impacts would reduce this impact to a less-than-significant level. Implementation timing of Policy T-5.2 would be the adoption of the General Plan. In addition, the City could pursue the additional signal changes described. |

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<tr>
<td>Implement proposed Policy T-5.2: Evaluating Development Impacts.</td>
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<tr>
<td>Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology.</td>
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<tr>
<td>Upon implementation of the first two measures, intersection operations would improve to LOS D during the AM and PM peak hours. The availability of right-of-way for the required widening on the south leg of the intersection is uncertain; therefore, the measure may be infeasible. This intersection is under Caltrans’ jurisdiction, and the implementation and timing of the mitigation measures are not under the City’s control. Consequently, the Cumulative with Proposed Plan impact remains <em>significant and unavoidable</em>.</td>
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<td>Philips Lane and Davis Street (#28): The addition of Cumulative with Proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS F in the PM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be <em>significant</em>. Implementation of the following measures would improve intersection operations during the PM peak hour:</td>
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<td>Convert the existing shared through/right-turn lane on the westbound approach to an exclusive through lane to provide an exclusive left-turn lane, two exclusive through lanes and an exclusive right-turn lane.</td>
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<td>Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology.</td>
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<td>Upon implementation of these measures, intersection operations would improve to LOS D during the PM peak hour. This intersection is under Caltrans’ jurisdiction, and the implementation and timing of the mitigation measures are not under the City’s control. Consequently, the Cumulative with Proposed Plan impact remains <em>significant and unavoidable</em>.</td>
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LTS = Less Than Significant  S = Significant  SU = Significant Unavoidable Impact

Caltrans has completed this mitigation measure as part of the I-880 Southbound HOV Lane Project.
## Environmental Impact | Mitigation Measures | Monitoring Responsibility | Implementation and Monitoring Timeline
--- | --- | --- | ---
| Warden Avenue/Timothy Drive and Davis Street (#29): The addition of Cumulative with Proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS E in the PM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be significant. Implementation of the following measures would improve intersection operations during the PM peak hour: Restripe the three northbound lanes from Timothy Drive to provide an exclusive left-turn lane, a shared left-turn/through/right-turn lane and an exclusive right-turn lane. Optimize the traffic signal cycle length and splits in conjunction with adaptive traffic control technology. Upon implementation of these measures, intersection operations would improve to LOS D during the PM peak hour. This intersection is under Caltrans' jurisdiction, and the implementation and timing of the mitigation measures are not under the City's control. Consequently, the Cumulative with Proposed Plan impact remains significant and unavoidable. | Caltrans has completed this mitigation measure as part of the I-880 Southbound HOV Lane Project. |
| Doolittle Drive and Davis Street (#30): The addition of Cumulative with Proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS F in the PM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be significant. Implementation of the following measures would improve intersection operations during the PM peak hour: Restripe the four westbound lanes from Davis Street to provide one exclusive left-turn lane, one exclusive through lane and two exclusive right-turn lanes. Restrict westbound right turns on red to reduce conflict between right-turning vehicles in the two exclusive right-turn lanes as well as between right-turning vehicles and movements with the right-of-way. Optimize the traffic signal cycle length and splits. Upon implementation of these measures, intersection operations would improve to LOS D during the PM peak hour. This intersection is under Caltrans' jurisdiction, and the implementation and timing of the mitigation measure is not under the City's control. | Note: Intersection #30 is under Caltrans’ jurisdiction, and the implementation and timing of the mitigation measure is not under the City’s control. |
### Mitigation Monitoring and Reporting Program

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<td>would improve to LOS D during the PM peak hour. Even if this intersection was under City control, the availability of right-of-way for the required widening on the east leg of the intersection is uncertain; therefore, the measure may be infeasible. This intersection is under Caltrans’ jurisdiction, and the implementation and timing of the mitigation measures are not under the City’s control. Consequently, the Cumulative with Proposed Plan impact remains significant and unavoidable.</td>
<td>City of San Leandro Engineering &amp; Transportation Department and Public Works Department</td>
<td>Restriping of the eastbound approach has already been completed. The remaining improvements shall be implemented when LOS deteriorates below the City’s adopted LOS standard and adequate funding is in place from the City’s development impact fees.</td>
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</table>
|                      | **Doolittle Drive and Marina Boulevard (#31):** The addition of Cumulative with Proposed Plan traffic would cause the intersection level of service to degrade from LOS C to LOS F in the AM peak hour and from LOS D to LOS E in the PM peak hour. Therefore, the Cumulative with Proposed Plan impact is considered to be significant. Implementation of the following measures would improve intersection operations during the AM and PM peak hours to LOS D and lessen the Cumulative with proposed Plan impact to less than significant: 
- Restripe the eastbound approach on Marina Boulevard to provide an exclusive left-turn lane, an exclusive through lane and a shared through/right-turn lane. (Consistent with the findings of the San Leandro Shoreline Development Project EIR).  
- Optimize the traffic signal cycle length and splits. (Consistent with the findings of the San Leandro Shoreline Development Project EIR).  
- Implement a right-turn overlap signal phase for the northbound and westbound approaches. (A new mitigation not called for in the San Leandro Shoreline Development Project EIR). | | |
|                      | **Alvarado Street and Aladdin Avenue (#35):** The addition of Cumulative with Proposed Plan traffic would cause the intersection level of service to degrade from LOS D to LOS F in the AM peak hour. Therefore, the Cumulative with proposed Plan impact is considered to be significant. Implementation of the following measures would improve intersection operations during the AM peak hour to LOS D and lessen the Proposed Plan impact to less than significant: 
- Convert the left-turn signal phasing for the eastbound and westbound approaches on Aladdin Avenue from protected left-turn | City of San Leandro Engineering & Transportation Department and Public Works Department | Improvements shall be implemented when LOS deteriorates below the City’s adopted LOS standard and adequate funding is in place from the City’s development impact fees. |

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### Mitigation Monitoring and Reporting Program

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<td>signal phasing to permitted left-turn signal phasing with flashing yellow arrows.</td>
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<td></td>
<td>▪ Convert the northbound left-turn signal phasing on Alvarado Avenue from protected</td>
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<td>left-turn signal phasing to protected/permitted left-turn signal phasing with</td>
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<td>flashing yellow arrows.</td>
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<td>▪ Convert the southbound left-turn signal phasing on Alvarado Avenue from protected</td>
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<td>left-turn signal phasing to permitted left-turn signal phasing with flashing</td>
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<td>yellow arrows.</td>
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<td>▪ Optimize the traffic signal cycle length and splits.</td>
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<td>While implementation of Mitigation Measure TRAF-1A would secure future roadway</td>
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<td>and infrastructure improvements that are necessary to mitigate impacts from</td>
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<td>future development in the city based on current standards, some impacts would</td>
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<td>remain significant and unavoidable because the City cannot guarantee</td>
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<td>improvements at all of the impacted intersections. The proposed Plan</td>
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<td>includes policies and strategies that, once adopted, would ensure adequate</td>
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<td>public transit, bicycle, and pedestrian facilities are available to the</td>
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<td>residents of San Leandro. These policies and actions are included in the</td>
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<td>discussion of Impact TRAF-6.</td>
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**TRAF-1B: Freeway Segments:** The City of San Leandro shall initiate efforts to coordinate with Caltrans and Alameda CTC to identify potential traffic improvements to reduce impacts to acceptable levels on the regional freeways.

- **I-880 northbound segments between Washington Avenue and 98th Avenue.** These three mainline segments experience LOS F conditions during the AM peak hour under both existing and cumulative plus Proposed Plan conditions.

  Implementation of the following measure would improve freeway segment operations during the AM peak hour to LOS D or better and lessen the proposed Plan impact to less than significant:

  - Add additional capacity to the freeway segment by increasing the number of travel lanes in the northbound direction.

  However, the implementation and timing of the Mitigation Measure is not under the City’s control and widening I-880 is not considered to be

  Caltrans, City of San Leandro Engineering & Transportation Department and Public Works Department

  Freeway segments are not under the City’s jurisdiction, and the implementation and timing of physical improvements is not under the City’s control. The City shall coordinate with Caltrans and Alameda CTC to develop a co-operative agreement to fund these improvements and determine the fair share contributions of the development projects within the city. The City shall update its Development Fee for Street Improvement after adoption of the proposed Plan.
## Mitigation Monitoring and Reporting Program

### Environmental Impact

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<td>feasible due to cost and freeway right-of-way constraints. Consequently, the Cumulative plus Proposed Plan impact remains <strong>significant and unavoidable.</strong></td>
<td>to provide a mechanism for the collection of the development projects' fair share contribution and set aside for freeway construction. The City will provide its support to the implementation of a Countywide Freeway Improvement Fee that would be administered by Alameda CTC.</td>
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<td><strong>I-580 Northbound segment between 150th Avenue and Benedict Drive.</strong> which is at LOS F during the AM peak hour under both existing and cumulative plus Proposed Plan conditions. Implementation of the following measure would improve freeway segment operations during the AM peak hour to LOS D or better and lessen the proposed Plan impact to <strong>less than significant:</strong> Add additional capacity to the freeway segment by increasing the number of travel lanes in the northbound direction. However, the implementation and timing of the Mitigation Measure is not under the City’s control and widening I-580 is not considered to be feasible due to cost and freeway right-of-way constraints. Consequently, the Cumulative plus Proposed Plan impact remains <strong>significant and unavoidable.</strong></td>
<td>to provide a mechanism for the collection of the development projects' fair share contribution and set aside for freeway construction. The City will provide its support to the implementation of a Countywide Freeway Improvement Fee that would be administered by Alameda CTC.</td>
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<td><strong>I-580 Northbound segment between Foothill Boulevard and 106th Avenue,</strong> is at LOS E during the AM peak hour under existing and LOS F under cumulative plus Proposed Plan conditions. Implementation of the following measure would improve freeway segment operations during the AM peak hour to LOS D or better and lessen the proposed Plan impact to <strong>less than significant:</strong> Add additional capacity to the freeway segment by increasing the number of travel lanes in the northbound direction. However, the implementation and timing of the Mitigation Measure is not under the City’s control and widening I-580 is not considered to be feasible due to cost and freeway right-of-way constraints. Consequently, the Cumulative plus Proposed Plan impact remains <strong>significant and unavoidable.</strong></td>
<td>to provide a mechanism for the collection of the development projects' fair share contribution and set aside for freeway construction. The City will provide its support to the implementation of a Countywide Freeway Improvement Fee that would be administered by Alameda CTC.</td>
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<td><strong>I-880 Southbound segment between Marina Boulevard and Washington Avenue</strong> would operate at LOS F during the PM peak hour under cumulative plus Proposed Plan condition, which is considered to be <strong>significant;</strong></td>
<td>to provide a mechanism for the collection of the development projects' fair share contribution and set aside for freeway construction. The City will provide its support to the implementation of a Countywide Freeway Improvement Fee that would be administered by Alameda CTC.</td>
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### MITIGATION MONITORING AND REPORTING PROGRAM

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|                      | Implementation of the following measure would improve freeway segment operations during the AM peak hour to LOS D or better and lessen the Proposed Plan impact to less than significant:  
|                      | - Add additional capacity to the freeway segment by increasing the number of travel lanes in the southbound direction.  
|                      | However, the implementation and timing of the Mitigation Measure is not under the City’s control and widening I-880 is not considered to be feasible due to cost and freeway right-of-way constraints. Consequently, the Cumulative plus Proposed Plan impact remains significant and unavoidable.  
|                      | - I-238 Eastbound segment between Hesperian Boulevard and SR 185 would operate at LOS E during the PM peak hour under cumulative plus Proposed Plan condition, which is considered to be significant.  
|                      | Implementation of the following measure would improve freeway segment operations during the AM peak hour to LOS D or better and lessen the proposed Plan impact to less than significant:  
|                      | - Add additional capacity to the freeway segment by increasing the number of travel lanes in the eastbound direction.  
|                      | However, the implementation and timing of the Mitigation Measure is not under the City’s control and widening I-238 is not considered to be feasible due to cost and freeway right-of-way constraints. Consequently, the Cumulative plus Proposed Plan impact remains significant and unavoidable.  
|                      | All impacted freeway sections would require additional capacity or widening to mitigate the impacts to less than significant. If the widenings are feasible, then future development implementing the Proposed Plan would contribute its fair share through development fees for street improvements. To this end, the City shall coordinate with Caltrans and the Alameda CTC to develop a co-operative agreement to fund these improvements and determine the fair share contribution. Since these mitigations are not certain, the findings remain as significant and unavoidable.  |
TRAF-2A: The Proposed Plan would cause the volume-to-capacity (v/c) ratio on the northbound segment of Doolittle Drive, north of Davis Street, which would operate at Level of Service (LOS) F, to increase by 0.04 under Year 2040 conditions in the AM peak hour. Therefore, this is considered a significant impact.

TRAF-2A: Implementation of the following improvement would reduce the impact to acceptable levels:
- Widen Doolittle Drive to provide an additional travel lane in the northbound direction;
- Provide transit or shuttle service that operates between the Proposed Plan site and key locations such as San Leandro and Coliseum BART stations and Oakland International Airport; or
- Restripe Doolittle Drive to convert the existing bike lanes into buffered or protected bike lanes.

Widening Doolittle Drive to provide an additional travel lane in the northbound direction would improve the level of service to LOS D in Year 2040 and would mitigate the Proposed Plan impact to less than significant. However, the feasibility of this measure is uncertain due to right of way constraints along this mostly developed corridor.

Alternatively, provision of a shuttle service that operates between the City site and key locations, such as San Leandro and Coliseum BART stations and Oakland International Airport, during the AM and PM peak hour would likely lessen the Proposed Plan’s impact on the segment. However, the effectiveness of the shuttle service in reducing the number of Proposed Plan trips on Doolittle Drive cannot be adequately quantified.

Provision of buffered or protected bike lanes could make the bike facility attractive to more potential bike riders and lead to a shift in mode of travel among some people and further reduce vehicle trips along Doolittle Drive. However, the degree to which people would shift modes cannot be adequately quantified.

As discussed above, the ongoing I-880 Integrated Corridor Management effort led by the MTC that aims to optimize freeway, arterial signal, rail, and bus systems and incorporate Intelligent Transportation System would also help enhance efficiency on the freeway. However, for the reasons listed above this impact would remain significant and unavoidable.

City of San Leandro Engineering & Transportation Department and Public Works Department

The City shall explore the options described in Mitigation Measure TRAF-2A, or other equally effective options, when the AM Peak Hour v/c ratio on the northbound segment of Doolittle Drive north of Davis increases by 0.03 or more above 2040 No Project conditions. This equates to a volume of 2,281 in the AM Peak Hour period.

TRAF-2B: The effect of an increase of Proposed Plan vehicle traffic would cause mixed flow transit operations to be significantly impacted. Since impacts identified under TRAF-1 and their recommended mitigations are uncertain, this could impact mixed flow transit operations in San Leandro and therefore, this is considered a significant impact.

TRAF-2B: Implementation of the mitigation measures unidentified Under TRAF-1A would reduce the impact to transit operations to acceptable levels. However, for the reasons listed above this impact would remain significant and unavoidable.

See Mitigation Measure TRAF-1A.

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